

# Infrastructure and Development Select Committee

Date: **Wednesday 14 September 2022**  
Time: **10am**  
Venue: **Council Chamber, County Hall, Norwich**

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

## Membership:

Cllr James Bensly (Chair)  
Cllr Vic Thomson (Vice Chair)

Cllr Steffan Aquarone (Spokes)	Cllr Chrissie Rumsby (Spokes)
Cllr David Bills	Cllr Robert Savage
Cllr Claire Bowes	Cllr Barry Stone
Cllr Chris Dawson	Cllr Maxine Webb
Cllr Jim Moriarty (Spokes)	Cllr Tony White
Cllr William Richmond	

**For further details and general enquiries about this Agenda please contact the  
Committee Services Officer, Nicola Ledain:  
email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)**

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## Advice for members of the public:

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The Government has removed all COVID 19 restrictions and moved towards living with COVID-19, just as we live with other respiratory infections. However, 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 apologies and details of any substitute members attending**

**2 Minutes**

To confirm the minutes of the meeting held on 13 July 2022.

Page **5**

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

## **5 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 Thursday 8 September 2022**. For guidance on submitting a public question please visit [www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetingsdecisions-and-elections/committees-agendas-and-recent-decisions/ask-aquestion-to-a-committee](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetingsdecisions-and-elections/committees-agendas-and-recent-decisions/ask-aquestion-to-a-committee)

## **6 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 Thursday 8 September 2022**.

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### **Group Meetings:**

Conservative	9:15am
Labour	9:00am
Liberal Democrats	9:00am

Tom McCabe  
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Date Agenda Published: Tuesday 6 September 2022



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# Infrastructure and Development Select Committee

**Minutes of the Meeting Held on Wednesday 13 July 2022**

**10.00am, held at County Hall, Norwich**

**Present:**

Cllr James Bensly – Chair

Cllr Steffan Aquerone  
Cllr Chris Dawson  
Cllr Jim Moriarty  
Cllr William Richmond

Cllr Chrissie Rumsby  
Cllr Barry Stone  
Cllr Vic Thomson  
Cllr Maxine Webb  
Cllr Tony White

**Also Present:**

Grahame Bygrave	Director of Highways, Transport and Waste, Community and Environmental Services (CES)
Michelle Carter	Head of Customer Service and Development, CES
Alex Cliff	Highway Network and Digital Innovation Manager, CES
Ross Cushing	Contact Centre Delivery Manager, CES
Nicola Ledain	Committee Officer, Democratic Services
Tom McCabe	Executive Director, CES
Karl Rands	Assistant Director, Highway Services, CES
Sarah Rhoden	Assistant Director, Performance and Governance, CES

**1. Apologies and substitutions**

- 1.1 Apologies were received from Cllr David Bills, Cllr Claire Bowes and Cllr Robert Savage.

**2. Minutes**

- 2.1 The minutes of the meeting held on 25 May 2022 were agreed as a true record and signed by the Chair.
- 2.2 It was clarified that all public questions and responses from the meeting on 25 May would be attached as an appendix on the published set of minutes.

**3. Declarations of Interest**

- 3.1 Cllr Maxine Webb declared an 'other' interest as her husband worked for Norse Highways; the performance of which was due to be discussed.

**4. Items of Urgent Business**

- 4.1 There were no items of urgent business.

## **5. Public Question Time**

- 5.1 There were no public questions received.

## **6. Local Member Issues / Questions**

- 6.1 There were no local Member issues or questions received.

## **7. Blue Badge Policy Update**

- 7.1 The Committee received the annexed report which outlined the Blue Badge Policy which was due for review, having been approved by Cabinet in February 2020. The report outlined the changes that would be made to the policy reflecting internal practices and changes of national guidelines.
- 7.2 The following points were noted in response to questions by the Committee;
- 7.2.1 Officers explained that where the eligibility of a blue badge could not be determined from the information on an application, a mobility assessment was undertaken.
- 7.2.2 There was an approval rate of applications of 75%. The 25% of applications which were not approved, were a mix of those applications which were not eligible and those applications that did not conclude. These had been consistent figures over the last few years. A written response comparing these figures to other Local Authorities would be circulated.
- 7.2.3 Officers administering the scheme were mindful of making the process of applying and providing evidence as seamless as possible, bearing in mind that quite often the person applying for the scheme was not the person who would receive the badge, often a carer or relative on their behalf. The service had recently moved to using a phone-based assessment and they also had direct access to Department for Work and Pensions (DWP) information to ease the burden on applications to provide evidence.
- 7.2.4 A right of responsibility booklet was issued with the badge to confirm the correct usage of the badge, and Officers confirmed that the person who the badge belonged to must be in the vehicle when a badge is being used.
- 7.2.5 Although it seemed that four years until the next review of the policy seemed long, the policy was a live document, and it was likely that it would be shared with the Committee sooner due to changes of the national guidelines and local operational changes.
- 7.2.6 As the scheme is heavily prescribed by Central Government there was limited value in consulting with service users on the policy. However, Officers were working internally with colleagues from the Equality, Diversity and Inclusion team on an Equality Impact Assessment of access to services from the County Council.
- 7.2.7 The team administering the Norfolk Assistance Scheme have the same access to DWP information as the Blue Badge Scheme. In addition, it is possible to share information received from the Blue Badge applications with the Norfolk Assistance Scheme, as long as the relevant privacy notices are in place.
- 7.3 The Select Committee, having reviewed and commented on the proposed changes to the policy as set out in appendix 1 of the report, **NOTED** that it was intended to review the policy at least every four years, with reviews before then if there were any

changes to the national guidelines or other significant operational learning changes that may be beneficial.

## **8. Highway and Transport Network Performance**

- 8.1 The Committee received the report which provided an annual summary of how NCC managed their highway assets and the highway network overall. It noted that the report did not include the A11 and A47 which were managed by National Highways.
- 8.2 The following points were noted in response to questions from the Committee:
  - 8.2.1 Officers acknowledged that road closure signing was challenging, and Officers explained that strict national rules concerning road closure signing had to be adhered to. A diversion on the highway network had to be placed at point of closure and had to identify a diversion using the same class of road. Signage stating that businesses were open as normal were used as much as possible. Officers were also aware that local communities would be aware of other routes which were not the recommended route and therefore the impact these journeys caused resulted in Norfolk County Council receiving several complaints.
  - 8.2.2 The performance figures in the report reflected the condition of the highway assets regardless of who they were maintained by and therefore any works carried out by other than NCC would still affect the performance figures. Officers explained that 50-60k permits for work on the highway were issued each year to companies including utility companies and housing developers. Street works inspectors would inspect any work carried out to ensure they were delivered to the correct standard and if they were not, then fixed penalty notices could be issued.
  - 8.2.3 The overall satisfaction factor score comes from the National Highways and Transportation Survey which asked people their view and gave an overall public perception. Although this figure was above the national average, the aim was to increase it.
  - 8.2.5 Referring to page 25, point 1.1.1 clarification was given that the higher percentage figure noted meant that there was more highway maintenance due to be carried out on A roads than the previous report stated. This was partly due to inflationary pressures as well as assets deteriorating. A fair assumption would be that some of these items on the maintenance backlog could deteriorate and could cost more in the long term to rectify. The Asset Management Strategy identified what work would be carried out with the available funding. There was a £13billion national shortfall in funding for highway maintenance. Indicative figures had been received for the next two financial years. This figure would remain at the current level which gave some reassurance and enabled some longer term planning.
  - 8.2.6 Members highlighted that the report detailed a backlog of maintenance to bridges and there seemed to be little bridge maintenance being carried out. Members were concerned that bridge could become dangerous if left. Officers confirmed that the bridge maintenance backlog had increased and that they were looking at proportioning a greater part of the budget for work on bridges in the next financial year. Strengthening work on bridges was complex work and as a result, cost increases for that work were higher than the average 25%. Inspections had identified more bridge maintenance needed which had increased the backlog figure in the report.

- 8.2.7 National Highways were responsible for the A11 and A47 but they did not carry out a similar report.
- 8.2.8 The Director of Highways, Transport and Waste indicated that insurance claims were not increasing because of the assets. He had regular meetings with the risk and insurance team who had confirmed this. However, a more detailed response would be circulated to the Committee.
- 8.3 The Select Committee;
1. **NOTED** the progress against the Asset Management Strategy Performance framework (Appendix C of the report and the refreshment of targets, policy and strategy (Appendix C, D and E of the report).
  2. **NOTED** the progress in the development of congestion and reliability indicators.

## **9. Performance of Key Highway Contracts**

- 9.1 The Select Committee received the annexed report which summarised the active contracts the Council's Highways Service had procured in terms of services provided, performance and value for money. The Highway Service Contracts reviewed in the report were Tarmac, Norse Highways, WSP, Swarco (formerly Dynniq), Amey, and Eastern Highways Alliance (EHA).
- 9.2 The following points were noted in response to questions from the Committee:
- 9.2.1 The Director for Highways, Transport and Waste clarified that volunteers in individual communities wanting to undertake weeding or any maintenance themselves, should contact the relevant Highway Engineer. There were several contracts already in place with Parish Councils regarding grass cutting.
- 9.2.2 Officers confirmed that the Highway Rangers teams were still carrying out duties across the county.
- 9.2.3 Inflationary pressures for the contractors were being monitored and regular conversations were being held. Any monetary difference that had been incurred by the contractor was being paid.
- 9.2.4 Officers agreed to investigate issues surrounding placing SAM2 flashing speed signs onto street lampposts and other posts as it was highlighted that there had been an issue in one particular area. Officers explained that they should be placed on designated posts and moved around the parish at regular intervals.
- 9.2.5 Roadside nature reserves were being increased three-fold to help increase the diversity of the roadside verges. Norfolk Wildlife Trust were maintaining these.
- 9.2.6 The four-year extension to the Tarmac contract was an agreement between them and Norfolk County Council based on a savings proposal they could offer NCC. The performance on page 61 was the performance that was managed and monitored by NCC.
- 9.2.7 Members asked for an item considering walking safety and/or walking to school safely to be scheduled on the forward work programme. The Executive Director explained that there were already initiatives underway such as closing roads around

schools in the Greater Norwich area. This project had been underway for two months and could be an initiative that would be rolled elsewhere in the county. It was suggested to be reviewed by the Committee in late 2022.

- 9.2.8 Innovation was key for the Highways Authority and contractors were pressed for providing new ways of working. That pressure was maintained so that good and fair innovation was received throughout the term of the contracts.
- 9.3 Having reviewed and commented on key highway contract performance and arrangements, the Select Committee **NOTED** the report.

## **10. Forward Work Programme**

- 10.1 The Select Committee received the report by the Executive Director of Community and Environmental Services which set out the Forward Work Programme for the Committee to enable the Committee to review and shape.
- 10.2 As previously discussed in the meeting, a report considering the pilot project of walking safely to school would be scheduled on the programme.
- 10.3 Members asked if an overview of the performance of the recycling centres could be scheduled on the forward work programme; specifically reporting about the waste tipping charges, any correlation with fly-tipping and how much revenue the charges had brought into the Council.
- 10.4 Having reviewed the report, the Select Committee **AGREED** the Forward Work Programme set out in Appendix A and **AGREED** the suggested items for the programme as discussed.

The meeting closed at 11.20am

**Chair**



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# **Infrastructure and Development Select Committee**

**Item No:**

**Report Title: NFRS Community Risk Management Plan 2023/26**

**Date of Meeting: 14 September 2022**

**Responsible Cabinet Member: Cllr Dewsbury** (Cabinet Member for Communities & Partnerships)

**Responsible Director: Tom McCabe** (Executive Director, Community and Environmental Services)

## **Introduction from Cabinet Member**

Norfolk's Fire and Rescue Service plays a critical part in the emergency service response in our County. They provide a vitally important role in protecting our communities, properties and countryside – this has been so visibly demonstrated over the recent heatwaves of July and August, where the skill, capability and expertise of our firefighters was put to the test in the most extreme of conditions. It is thanks to their professionalism, dedication and preparedness that the damage created by wildfires was not more significant, and lives were not lost.

The proper consideration and analysis of risk is a key element to ensuring we have the right infrastructure, resource, and capacity in place to ensure our Fire and Rescue Service can continue to provide such a robust response. We must be ready to respond not just to extreme events as we have seen recently, but also to the everyday emergencies which, whilst less visible to the general public, are by no means less important.

Alongside our response capability, it is equally important we properly plan and target our prevention and protection activities to ensure we are working with residents and businesses most at risk, and likely to suffer the most determinantal impacts from fires and other emergencies. We have made significant investments in our prevention and protection capabilities and will continue to work on the areas outlined in both our recent HMICRFS report and this plan.

I welcome the opportunity to bring the draft of the Community Risk Management Plan to Infrastructure and Development Select Committee for your consideration and input prior to further consultation with the general public.

## **Executive Summary**

In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce a Community Risk Management Plan (CRMP) that sets out the authority's strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents.

Norfolk County Council, as the Fire and Rescue Authority for Norfolk, has a statutory duty to develop a CRMP covering at least 3 years. The current Plan sets out the service strategy for the period 2020-2023. Therefore, there is a need to develop a new plan for 2023 onwards. This report sets out an update on the work carried out, and planned, to develop the new CRMP.

## **Action Required**

The Select Committee is asked to:

1. To note the work carried out so far, and the further work planned, to develop the Norfolk Fire and Rescue Service Community Risk Management Plan for 2023-26.
2. To review and comment on the draft Community Risk Management Plan 2023-26, in particular the areas for development and change detailed in this report and at Appendix A, in advance of a public consultation.

## **1. Background and Purpose**

1.1 In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce a Community Risk Management Plan (CRMP) that sets out the authority's strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents.

1.2 A CRMP must:

- Reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority.
- Demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources.
- Outline required service delivery outcomes including the allocation of resources for the mitigation of risks.

- Set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat.
- Cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework.
- Reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- Be easily accessible and publicly available.

1.3 The current Plan for Norfolk and Fire and Rescue Service sets out the service strategy for the period 2020-2023. Therefore, there is a need to develop a new plan for 2023 onwards.

## **2. Developing the CRMP**

2.1 In May 2022, Cabinet approved the timetable and approach for developing the CRMP. Cabinet noted that the sector and service context within which the CRMP is being developed has changed significantly over the last three years. There are three key proposed areas of focus to explore as part of the CRMP process:-

- Impact of highway infrastructure improvements in Norfolk
- Maximising resources focussed on prevention activities
- Efficiency and effectiveness

To be considered alongside five overarching themes:-

- Review of risk
- Review of demand
- Assessment of vulnerability
- Review of resources
- Understanding Norfolk's diverse communities

2.2 Cabinet also agreed to extend the Terms of Reference of the Strategic Development Oversight Group to include oversight of the development of the CRMP, and this group has since met regularly. Chaired by the Cabinet Member for Communities and Partnerships, the group is made up of Councillor representatives from the Conservative, Labour and Liberal Democrat Groups alongside representatives of staff bodies (Fire Brigades Union, Fire and Rescue Services Association and UNISON).

2.3 The process to develop the draft CRMP has included a range of key partners and stakeholders, including:-



- Staff groups
- Cabinet Member
- Representative bodies
- Norfolk Residents Panel
- Representatives from partnership agencies

Engagement activities will continue as the plan is developed further.

- 2.4 Work to develop the CRMP is not complete; it is anticipated that a final draft CRMP will be ready for Cabinet to consider in early 2023 in advance of Full Council approval in March.
- 2.5 It is also helpful to note that the development of the CRMP does not hold up other activity to improve and mitigate risks in Norfolk. For example, action has already been taken to maximise resources for prevention and protection activity, including through commitment of additional funding as part of the 2022/23 budget setting process and increased staff resources in these areas.

### **3. Community Risk Profile**

- 3.1 Developing a comprehensive community risk profile is a key part of a CRMP. For the development of the new CRMP, a wide range of up-to-date data sets and five years of incident data has been reviewed and analysed.
- 3.2 Analysis of information and data has identified the following key factors that form the basis of the community risk profile:-
  - Climate change, flooding and wildfires continue to be a major consideration for the fire and rescue service to focus on in the years ahead
  - The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone, totalling 809 fires (18.0%) followed by lone person under pensionable age with 580 fires (17.8%)
  - The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion being over 80 years old This is in line with previous national studies.
  - Over the past five years (2017 to 2021), most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies.
  - Over the past five years the majority of fatal accidental dwelling fires occurred in built up areas of the county; with four fatalities in urban, city

and towns and four in rural towns. In rural areas, such as rural villages, and in sparse settings there were five fatalities, this reflects the age profile of rural areas.

- Deliberate fires have consistently remained quite low through the period from 2017 to 2021. In 2021 there were 611 deliberate fires, with 65.5% of these being secondary (low value) fires.
- Smoke detector ownership remains an issue; with 41% of dwelling fires last year (2021) occurring in dwellings that did not have a working smoke detector.
- There is a downward trend in fires in all non-domestic premises, with the largest reduction seen in the number of fires in premises with sleeping accommodation, which is the focus of our fire safety inspections. Industrial, warehouse and agriculture premises fires have also reduced, but they continue to constitute most of our non-domestic fires.

- 3.3 In considering the refreshed community risk profile and the strategic context that Norfolk Fire and Rescue Service operates in, a number of areas of development and change have been identified, as follows (these are set out in more detail in the draft Plan at Appendix A).

#### **4. Areas for development and change**

- 4.1 There are six areas of development and change that have been identified through the work carried out so far. These areas have arisen from our work to assess risks.

**Proposal 1 - Relocate the Thetford Technical Rescue Unit {TRU} to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.**

**Proposal 2 - Change provision of gas tight suits to Environmental Protection Units, Wholtime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.**

**Proposal 3 - Amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).**

**Proposal 4 - Commence a trial of 1 Agile dynamic roaming resource (DRR) fire engine. This will be staffed by 4 On-Call Support Officers (OCSOs) in order to evaluate and review the effectiveness of reinvesting**

**staff in dynamic response risk mitigation and high value prevention (and other) activities. We will review the use and consider the emergent requirements of increasing our stock and use of Technical Response Vehicles (TRVs) as agile response vehicles.**

**Proposal 5 - Develop further local participation in the Emergency Medical Response scheme during the CRMP23-26 period. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.**

**Proposal 6 - Undertake a detailed review of the On-Call Model in tandem with an anticipated national review during the CRMP23-26 period.**

4.2 Within these six areas, there are no current proposals to:-

- Close fire stations
- Reduce the vehicle fleet.

4.3 There is a requirement to reflect effective consultation with the community through the development of the CRMP. Therefore, a public consultation on the findings of the work to date is intended to commence in October. This will provide Norfolk communities with the opportunity comment on the specific proposals that have arisen from our assessment of risk, as well as provide further information and insight that can broaden our understanding of risk.

## **5. Proposal**

5.1 The draft CRMP document is set out in Appendix A. Select Committee are invited to review and comment on the draft, in particular the areas of development and change identified, prior to commencing a public consultation in October.

## **6. Impact of the Proposal**

6.1 In the interests of taking an efficient approach, the public consultation for the CRMP will be run concurrently with the County Council's budget consultation for 2023/24. The broad timetable is:-

- October to November 2022 – public consultation
- December 2022 – review feedback from public consultation, and consider revisions/amendments to draft CRMP
- January 2023 – Cabinet consider feedback from public consultation and final proposed CRMP
- March 2023 – Full Council approve final CRMP

6.2 A summarised easy-read version of the CRMP will be produced to accompany the draft CRMP for public consultation.

- 6.3 As well as undertaking the statutory consultation on the CRMP, the Fire and Rescue Service will also be undertaking an engagement exercise to invite our communities to identify risks that are local to them.

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

- 7.1 Norfolk County Council, as the Fire and Rescue Authority for Norfolk, has a statutory duty to develop an CRMP covering at least 3 years. The current IRMP sets out the service strategy for the period 2020-2023. Therefore, there is a need to develop a new plan for 2023 onwards.

## **8. Alternative Options**

- 8.1 Before commencing the public consultation, Members may wish to suggest amendments to the proposed draft CRMP or ask officers to carry out further work or provide further information. However, this could impact on the ability to commence the consultation concurrently with the council's budget consultation, which could lead to an increase in costs. The results of the consultation will be presented to Cabinet in early 2023 and there will be an opportunity to consider those and any potential amendments to the CRMP before the final document is produced.

## **9. Financial Implications**

- 9.1 Although Norfolk Fire and Rescue Service is looking to redirect existing resources into community fire prevention from their current budget, it is anticipated that the cost of realigning specialist water rescue will be offset against savings made by realigning our Hazmat capability.

## **10. Resource Implications**

- 10.1 Staff:** There are no staff implications associated with the development of, and public consultation, on the CRMP.

- 10.2 Property:** No implications.

- 10.3 IT:** No implications.

## **11. Other Implications**

- 11.1 Legal Implications: Fire and Rescue authorities are required to produce an Community Risk Management Plan (section 4.6 of the Fire and Rescue National Framework for England 2018). The CRMP is being developed in line

with national guidance produced by the Home Office (HO), the National Fire Chiefs Council (NFCC) and the Fire Standards Board (FSB)

Fire and Rescue Authorities must give due regard to reports and recommendations made by HMICFRS (section 7.5 of the Fire and Rescue National Framework for England 2018). The work to develop the CRMP will take account of relevant findings and recommendations from the most recent inspection of the service.

**11.2 Human Rights Implications: None**

**11.3 Equality Impact Assessment (EqIA):** We publish and maintain a comprehensive Equality Impact Assessment of risk management planning, which sets out how people's protected characteristics in relation to age, disability, sex, gender identity, race, religion and belief, sexual orientation, pregnancy and maternity and marriage and civil partnerships increase vulnerability to risk. This EqIA informs all our decision-making as a service – the current version is available [here](#). We are developing this equality impact assessment further to inform the new CRMP. This will draw upon our LGC award-nominated research with 212 residents from seldom heard communities, to continue to identify and understand emerging community risks.

**11.4 Data Protection Impact Assessments (DPIA):** None at this time

**11.5 Health and Safety implications: None**

**11.6 Sustainability implications: None**

**11.7 Any Other Implications: None**

**12. Risk Implications / Assessment**

12.1 The purpose of the CRMP is to consider risk and the draft includes an assessment of community risk..

**13. Action Required**

The Select Committee is asked to:

1. To note the work carried out so far, and the further work planned, to develop the Norfolk Fire and Rescue Service Community Risk Management Plan for 2023-26.

2. To review and comment on the draft Community Risk Management Plan 2023-26, in particular the areas for development and change detailed in this report and at Appendix A, in advance of a public consultation.

## 14. Background Papers

- 14.1 [Report to Cabinet 3 May 2022](#) titled 'NFRS Community Risk Management Plan (CRMP 2023-26) Development Plan

### Officer Contact

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

**Officer name:** Scott Norman

**Telephone no.:** 01603 537380

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## 1. Foreword

Welcome to our 2023/26 Community Risk Management Plan (CRMP23-26). This document identifies areas of existing and emergent community risk that Norfolk Fire and Rescue Service has responsibility for, and the approaches and strategies we intend to use to mitigate those risks.

Over the last three years, Norfolk Fire and Rescue Service has demonstrated its ability to meet the needs of Norfolk communities through one of the most turbulent times in our country's history. Our teams of dedicated professionals have worked through the constraints and challenges of a global pandemic, faced the early implications of climate change and ensured we have upheld our core mission of making Norfolk as safe as possible.

Some changes have brought distinct positives, such as the increase in agile working and digital competence, the improved and strengthened relationships between public sector partners and the impressive way in which our local communities have demonstrated their compassion and support for each other. However, we must also be mindful of the wider challenges we now face as a society such as extreme weather events and economic pressures.

Collaboration with partners continues to be a strength of Norfolk Fire and Rescue Service, demonstrated by the co-location of our control room with Norfolk Constabulary, our interoperability with Eastern Region Fire and Rescue Service to increase resilience and share best practise, and our support for the East of England Ambulance Trust. Our ability to cooperate with other emergency services will continue to improve the protection we offer our communities, as well as providing the best use of resources and public finances.

Our previous Community Risk Management Plans (previously Integrated Risk Management plans) have enabled us to make progress as a service, and our emergency response, along with a number of other areas, has again been judged as "good" by our recent HMICFRS report. We had implemented learning's from the Grenfell tragedy and were also recognised for our innovative approach to equality, diversity and inclusion, particularly in relation to seldom heard communities. There are other elements of our service, such as prevention, where there is still room for us to improve and we are committed to an ongoing programme of improvement, and reviewing how we deliver to the best of our ability.

Our capital investment programme ensures we have the right capabilities to meet the requirements set out in the CRMP, and we have a range of key appliances in the pipeline for delivery over the next 3 years including high reach vehicles and replacement Fire Engines. We are also leading the way in electric and hybrid vehicle usage with over 30 electric vehicles replacing our existing fleet and helping to achieve NCC's environmental objectives.

Whilst this document sets out a three year plan, we are also mindful of the changing national picture for Fire and Rescue, as well as how quickly risks and challenges can present on a local level. We will continue to work with our partners, analyse and

review emergent information, and keep abreast of the changing make-up, location and needs of our communities to ensure we are set up for future success.



*Margaret Dewsbury  
(Cabinet Member  
Communities &  
Partnerships)*



*Ceri Sumner  
(Director of Norfolk  
Fire and Rescue  
Service)*

Three key areas the CRMP aims to explore are:

1. Improving response times,
  - a. Consider the impact on response times following improvements in our county's highway infrastructure and expansion of housing, commercial and industrial infrastructure and reviewing the optimum location of our fire stations and placement of our resources.
2. Improving the effectiveness of our prevention activities.
  - a. Consider how we enable staff to increase focus on upscaling prevention activities whilst maintaining our response effectiveness
  - b. Enable improved collaboration with partner agencies and key stakeholders to ensure there is a joined-up safety net across the county
3. Maximising our efficiency and effectiveness.
  - a. Consider how we can redistribute our workforce and other resources to fulfil all legislative requirements to a good or better standard
  - b. Realign our specialist emergency response capability
  - c. Futureproof the service through recognising and developing intelligence and data ownership (staff with skills, systems with supportive capacity and investment in data quality) in order to enrich our understanding of risk and how we can best mitigate it.

Our Integrated Risk Management Plan 2020-23 contained five proposals to be considered:

1. Strengthen our community fire protection services.
2. Develop a new concept of operations.
3. Explore the potential to undertake co-responding
4. Maintain our specialist water rescue capability.
5. Adopt national performance measures against emergency response standards if they are introduced.

It is pleasing to be able to detail how work on these has progressed over the last three years:



1. We have successfully strengthened our community fire protection services through investment in increasing numbers of staff undertaking protection activities which has resulted in HMICFRS recently moving their judgment in this area from “Requires Improvement” to “Good”.
2. We have been developing our concept of operations (ConOps Project) which has already delivered a number of organisational and operational changes to the ways we work. More will be detailed on this within this document. This review will continue through an initiative called our Continuous Organisational Improvement and Learning (COIL) mechanism enabling a continuous process of review to ensure we maximise our effectiveness.
3. We have explored the potential to undertake co-responding to cardiac arrest events alongside the East of England Ambulance Service Trust (EEAST) and are currently trialling Emergency Medical Response (EMR) at our North Walsham and Sheringham fire stations working in collaboration with EEAST to review where we may be able to support their response further.
4. We have maintained our specialist water rescue capability, addressed the funding gap and secured the finances to enable continued specialisation. We are now looking at whether we need to realign location of our resources.
5. We have continued to monitor and participate in national conversations around emergency response standards. As yet, there has not been a directive setting a national standard, but we remain committed to adopting it if and when it is introduced.

## 2. Introduction and Background

All fire and rescue services have duties and responsibilities that are set out in legal documents. These include:

The Fire and Rescue Services Act 2004 which explains how we:

- Respond to fires and other emergencies
- Prevent fires and other emergencies (home and community safety)
- Protect (commercial and public building)
- Educate and inform the public

The Civil Contingencies Act 2004 which explains how we:

- Work with other agencies to deal with emergencies

The Regulatory Reform (Fire Safety) Order 2005 which explains how we:

- Promote fire safety in places such as offices, factories, shops, public buildings and high-rise buildings

The National Framework 2018 which explains how we:

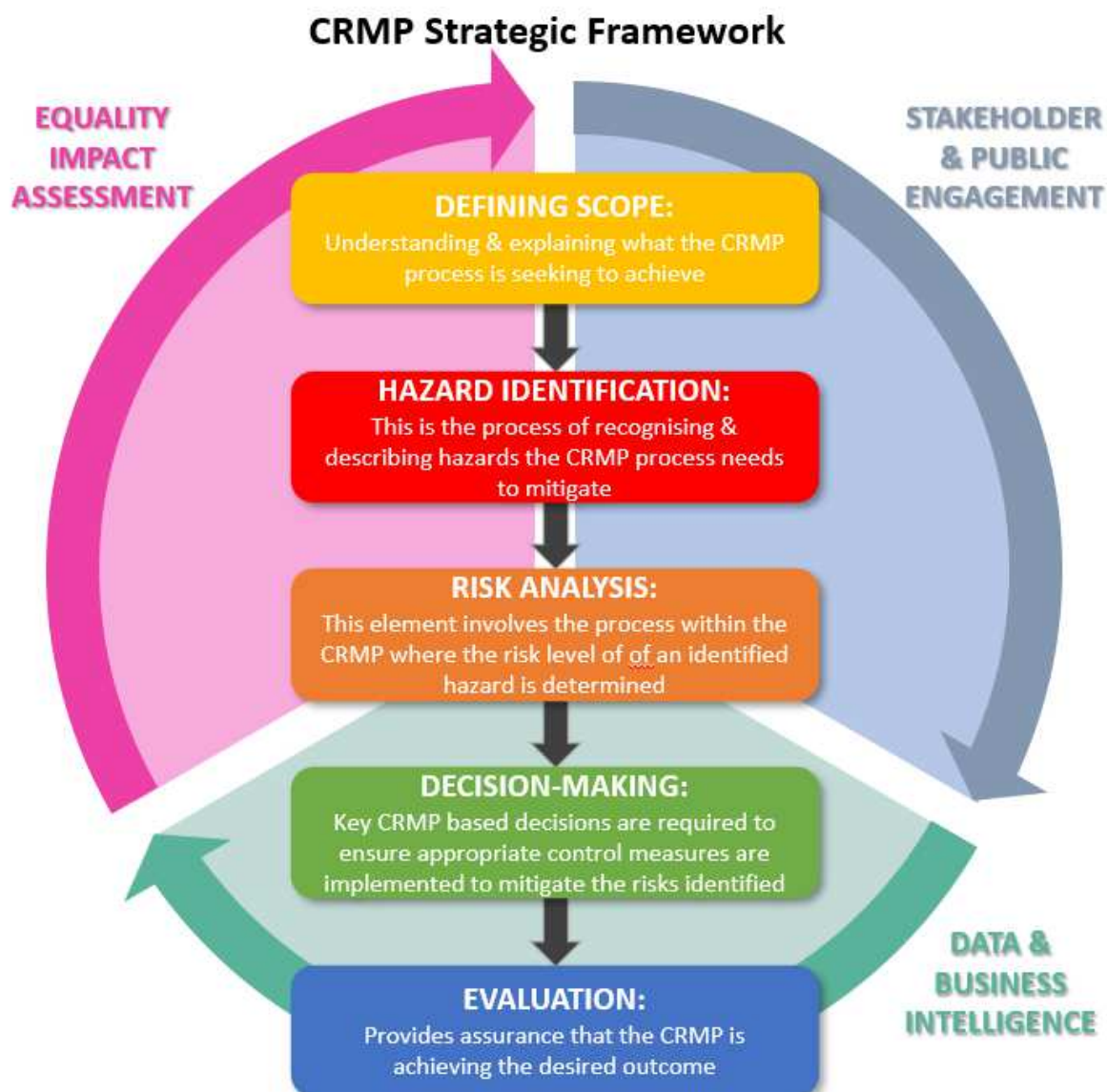
- Identify and assess risk in Norfolk
- Prevent fire and other emergencies and protect buildings and people
- Respond to emergency incidents
- Collaborate with other organisations
- Put in place business continuity arrangements so we can deliver our services even when faced with an emergency like the pandemic
- Provide National Resilience when major incidents happen anywhere in the country

The National Framework 2018 states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan. Our Plan must:

- reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority,
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources,
- outline required service delivery outcomes including the allocation of resources for the mitigation of risks,
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat,

- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework,
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- be easily accessible and publicly available.

Subsequently the National Fire Chiefs' Council (NFCC) and the Fire Standards Board (FSB) have produced national guidance on community risk management planning. In May 2021 the FSB issued an approved standard for 'Community Risk Management Planning' ([FSS-RMP01](#)). NFRS have used this and the NFCC '[Community Risk Management Planning Strategic Framework](#)' to develop this CRMP23-26.



### 3. Our Story – Norfolk Fire & Rescue Service

#### Our Vision.

Norfolk Fire & Rescue Service is at the heart of protecting communities. **We exist to make our county as safe as possible.**

#### Our Mission.

Norfolk Fire & Rescue Service will make Norfolk a safer place through:

- **Preventing** fires and other emergencies
- **Protecting** people, buildings and the environment
- **Responding** to fires and other emergencies when they arise.

We will deliver our vision by...



Having a service that remains relevant, capable and agile to protect Norfolk as best as it can.



Supporting our communities to reduce risk by educating and advising them.



Responding to incidents, ensuring we have the best people, equipment and technology to be able to do this.



Investing in our greatest asset – our workforce – to ensure they are engaged, supported and connected

#### Our Priorities:

- **Prevention** Target community fire safety advice for vulnerable people and to increase the number of homes in Norfolk with working smoke detectors
- **Protection:** Reduce the risk and impact of fires in non-domestic premises, support Norfolk's seven Local Authorities in enforcing fire safety standards and fewer false alarm calls by reducing the volume of false alarm calls.
- **Response:** Provide a proportionate emergency response service to all emergencies
- **People:** Promote a working environment of diversity, equality, inclusion & safety
- **Logistics:** Ensure equipment and vehicles are maintained to a service-ready standard
- **Planning:** Enable the service to be relevant to the needs of our communities

#### We will support Norfolk by...

- **Educating** adults, children, partners and businesses so they can all better understand the part they can play in reducing risk.
- **Understanding** the diverse needs of our communities, using local knowledge and risk mapping based on current data.

- **Preparing** for the unexpected, through continued staff training opportunities, investment in our service and flexibility to take on different duties with utmost professionalism.
- Being a **trusted** voice. We will work with businesses and residents to help them reduce the risk of incidents occurring, whether at work, at home, in public places or on the move.
- Take **enforcement** action where attempts to work with people have not resulted in the safest course of action being followed to ensure the ongoing safety of everyone.

### **Our actions will be driven by...**

- We will do what matters – we will have clear strategic priorities and plans, based on evidence and need.
- We will do the right thing – we will have honest and thoughtful conversations and use our expertise to take the right course of action whatever the circumstances.
- We will adhere to our corporate values and behaviours to ensure we work as one inclusive team.
- We will show compassion and empathy with our audiences, supporting them in the most appropriate ways.

### **The future of Norfolk will be safer through the work that we do.**

In 2021 the 'Core Code of Ethics and Guidance for Fire and Rescue Services (England)' was published. This has been designed to help employees of the Fire and Rescue Service (FRS) act in the best way towards each other and while serving the public. We have reviewed and incorporated its principles (below) into our 'Cultural Framework', our policies and our procedures.

- Putting our communities first – we put the interest of the public, the community and service users first (**Reliable & Flexible**)
- Integrity – we act with integrity including being open, honest and consistent in everything we do (**Supportive & Understanding**)
- Dignity and respect - making decisions objectively based on evidence, without discrimination or bias (**Respectful & Inclusive**)
- Leadership – we are all positive role models, always demonstrating flexibility and resilient leadership. We are all accountable for everything we do and challenge all behaviour that falls short of the highest standards (**Proud & Positive**)
- Equality, diversity, and inclusion (EDI) – We continually recognise and promote the value of EDI both within the FRSs and the wider communities in which we serve. We stand against all forms of discrimination, create equal opportunities, promote equality, foster good relations, and celebrate difference (**Respectful & Inclusive**)

**Our Values:**

- Make strategy happen
- Be business-like
- Be evidence based
- Be collaborative
- Take accountability

#### 4. Community Risk Management Plan Methodology

Community risk management planning is a requirement under the National Framework, produced by the Home Office and supported by the National Fire Chiefs' Council (NFCC). This is to ensure that all fire and rescue services produce, review and update their CRMP in line with NFCC guidelines and in consultation with key stakeholders within their organisation and the community, making the plan accessible and publicly available.

The CRMP will be supported by service plans that further describe how the service reduces the identified risks. These identify the resources needed to deliver each plan, as well as highlight proposals for areas where we could improve the delivery of our service over the lifespan of the document. We also review and respond to the findings of inspections from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

The CRMP methodology is one that all fire and rescue services must use to ensure that appropriate resources are available with the emphasis placed on prevention, protection, response and its people, taking into consideration the risk profile in Norfolk. To achieve this NFRS will identify and consider all foreseeable and existing strategic, operational and community risks relevant to the service. In doing so we will also consider national, regional, and local influences, taking account of local and national policies. NFRS will consider the needs of the community, our stakeholders and all our partners through consultation to include consideration of their existing plans and risks.

To achieve this NFRS have a number of key stages which look internally at our own data sources and externally working with our partners. These include:

- Horizon scanning for local, regional, and national influences which may affect service objectives.
- Critical fire risk maps
- Community Risk Data and Local Risk Management Plans (LRMP)
- Data produced in our Statement of Assurance and Norfolk Insight (Joint Strategic Needs Assessment, Norfolk Story, etc)
- Ongoing engagement with personnel/ staff across NFRS and NCC
- National and community risk registers
- Evaluation against Ethnicity, Diversity and Inclusion (EDI) policy and Equality Impact Assessment (EqIA)

##### Risk Evaluation Cycle



The identified risks from these and other data sources are analysed using the Risk Evaluation Cycle.

### **What is Risk?**

The NFCC have defined risk as a combination of the likelihood and consequences of hazardous events. Risk is the potential for an emergency to occur, that may threaten life, cause damage or harm to people, property, or the environment, including an impact on critical infrastructure, or protracted demand on emergency service resources.

We identify, assess and research our foreseeable risks, drawing on local incidents, feedback and learning from significant local and national events. This is reviewed every year to identify our priorities, set our objectives and measure our performance.

### **Our current Integrated Risk Management Plan (IRMP)**

Our CRMP23-26 plan, which will replace our IRMP, is called a Community Risk Management Plan (CRMP) in line with national guidance from the NFCC. [Our current IRMP is available from our website.](#)

### **Statement of Assurance**

We must provide assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in our IRMP. [Our statement of assurance is available from our website.](#)

### **Norfolk County Community Safety Partnership**

Norfolk is one of the safest counties in the country but is still faced with significant and diverse community safety challenges, ranging from combating the supply of drugs through county lines and growing levels of domestic violence, to modern slavery and environmental crime. The [Norfolk County Community Safety Partnership](#) (NCCSP) brings together organisations from across Norfolk to tackle crime and disorder, to ensure the county remains a safe place for people to live, work and visit.

### **Norfolk Insight**

[Norfolk Insight](#) is a locality-focused information system providing data and analysis for neighbourhoods in Norfolk and Waveney. By providing up-to-date knowledge of local communities, Norfolk Insight provides the evidence-base needed to make better informed decisions to improve services and localities. It also hosts the Joint Strategic Needs Assessment (JSNA).



The Health and Social Care Act 2012 requires local [Health and Wellbeing Boards](#) to be responsible for the production of a JSNA for their area. Enabling them and others to understand the health and wellbeing needs of their area. The [Health and Wellbeing Boards Strategy](#) is built on the needs identified within the JSNA.

The JSNA is used...

- to inform the Health and Wellbeing board and their strategy
- to provide information from a central resource for commissioners and funding bids
- to provide demographics and information for various population levels or need profiles

[Norfolk's JSNA](#) provides a picture of the health and wellbeing of the people of our county and the issues which affect their needs, inequalities and services, aiming to inform and improve their health and wellbeing. It is accessible through Norfolk Insight.



## Commercial Partnership

NFRS also works in partnership with Norfolk Safety CIC. Norfolk Safety CIC is a Community Interest Company established by Norfolk Fire and Rescue Service to operate as the commercial trading arm of the Fire Service. Established as a CIC the company's profits are ring fenced with all profits to be reinvested in community interest projects such as youth engagement/development and fire prevention activities for the vulnerable.

In partnership with NFRS, Norfolk Safety CIC share common objectives in promoting and developing safety for everyone at home, work and in leisure time. Their courses are designed to develop awareness and promote safe working and leisure practices throughout the county of Norfolk and beyond. The company's primary aims, and undertakings are:

- to reduce risk and improve safety
- to generate profits that are ring-fenced to community interest projects
- to compliment the CRMP and assist in contributing to the statutory responsibilities of the Service



In partnership with

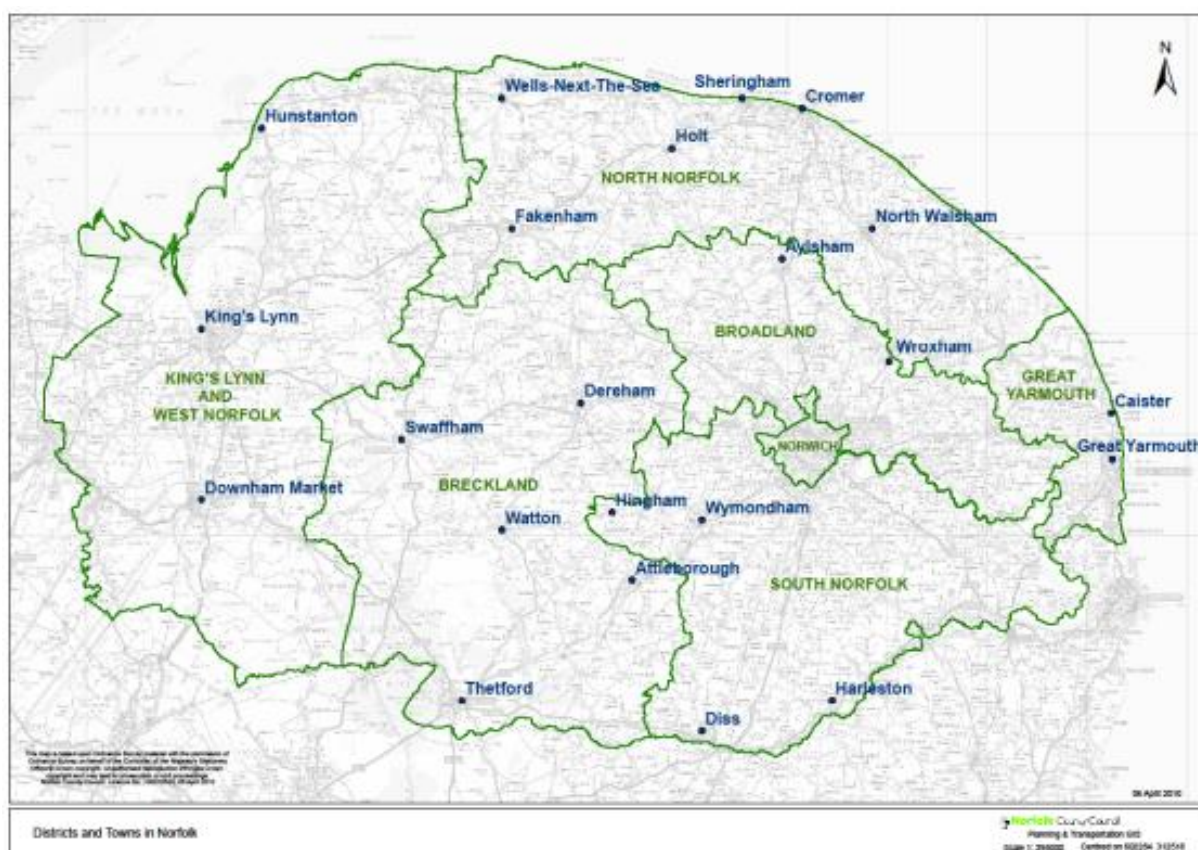


Norfolk Fire  
and Rescue Service

## 5. Our Norfolk

Norfolk has a balance of urban and rural districts with Norwich the most urban and North Norfolk the most rural. The rural nature of Norfolk presents opportunities in providing access to natural greenspace. Having such a large number of road mileage naturally equates to a higher risk of being killed or seriously injured on the roads and provides challenges to the delivery of services. Currently more than 140,000 people in Norfolk live in areas categorised as the most deprived 20% in England. These are mainly located in the urban areas of Norwich, Great Yarmouth and King's Lynn, together with some identified pockets of deprivation in rural areas, coastal villages and market towns.

Norfolk is made up of seven local authority areas - Breckland District; Broadland District; Great Yarmouth Borough; King's Lynn & West Norfolk Borough; North Norfolk District; Norwich City; and South Norfolk District. At around 551,000 hectares Norfolk is the fifth largest county in England with a population of around 916,200 (a 0.92% increase since 2019) and 404,300 households (0.62% increase since 2019). Norwich is the only major city in the county and there are also three large towns - Great Yarmouth, King's Lynn and Thetford.



The estimated proportion of Norfolk's population living in an urban setting increased from 47.5% in 2010 to 50.8% in 2019, with the corresponding reduction of people living in a rural setting from 52.5% in 2010 to 49.2% in 2019. More recent estimates (based off the Census 2021) are not available at the time of drafting this document as only first results have been released as of March 2022.

## Norfolk's population

- Norfolk's population is around 916,200, with more people living in King's Lynn & West Norfolk and fewer people living in Great Yarmouth and North Norfolk.
- From 2014-2019, Norfolk's population increased by 4.5%.
- Norfolk's ethnic make-up is characterised by a predominantly White English, Welsh, Scottish, Northern Irish, British or Irish population (92.9%).
- Norfolk has a significant ethnic minority population, including people of diverse faiths and beliefs. For example, the 2018 Norfolk School Census identified that over 15% of primary and secondary school pupils were from ethnic minority backgrounds. Norfolk's ethnic minority population is not a homogenous group. Black, Asian, Arabic people and other diverse ethnic minority people in Norfolk have distinctly different lived experiences and outcomes with respect employment, health & wellbeing and accessing services, although they may share experiences of racism, discrimination, and prejudice.
- The proportion of people from ethnically diverse communities is 3.5%, and this varies from 1.4% in North Norfolk to 9.2% in Norwich. Norfolk has an Asian/Asian British population of 1.5%, Mixed/multiple ethnic groups population of 1.2%, Black/African/Caribbean/Black British population of 0.5% and Other ethnic groups population of 0.3%.
- For many years, Norfolk has been a destination for migrant workers and their families. Some come to Norfolk to work on a short-term basis or seasonally while others have chosen to settle for the long-term.
- There are around 160 languages spoken in Norfolk. English is not the first language of around 12,400 school children in the county. Polish is the most widely spoken first language other than English across Norfolk's school children, with Lithuanian being the second most widely spoken and Portuguese the third.
- Norfolk continues to be a resettlement area for refugees, including unaccompanied children and young people, and has welcomed Kurdish, Syrian, Afghanistan, and most recently, Ukrainian refugees, all fleeing persecution and international conflict.
- Norfolk has a sizeable population of Gypsy, Roma, and Traveller people (over 2,500 people), some of whom live permanently in caravans/static homes on one of the five authorised Traveller sites across Norfolk, while others live in owned or rented houses, or pass through the county using temporary stopping places.
- While Christianity remains the majority faith in Norfolk, numbers of Buddhists, Hindus and Muslims have increased. All the major faith communities have established places of worship and community networks across the county.
- Norfolk's population could rise by an estimated 60,600 over the decade to 2028 - this is an increase of 6.7%.
- South Norfolk, Breckland and Broadland are projected to be the fastest growing districts in the county.

- In the main, Norfolk has an ageing population. It is expected that around 27% of the population will be aged 65 and over by 2028.
- The 85+ population of Norfolk is projected to grow significantly with a 24% increase by 2028.
- Norfolk's population is projected to exceed one million by 2036.

### **Norfolk – both urban and rural**

- While Norfolk's land area is around 93% rural, just over half our residents live in an environment that can be classed as urban.
- Over the past few years, there has been a shift in where people live in Norfolk, with an increase in numbers of people living in urban settings and a corresponding reduction of people living in rural settings.
- All districts except North Norfolk have at least a third of their population living in urban areas and none of Norfolk's districts is wholly rural.
- There has been a shift in the county's urban/rural split at district level over recent years, with people living in an urban setting markedly increasing in Breckland, King's Lynn & West Norfolk and South Norfolk.
- Great Yarmouth also has a marked change in its urban/rural split, but conversely with an increase in people living in a rural setting.
- People in Norfolk aged 45 to 64 and older people aged 65+ are more likely to live in rural as opposed to urban areas. The opposite is true of children aged 0 to 15, younger adults aged 16 to 29 and adults aged 30 to 44.
- Almost 60% of Norfolk people aged 65+ live in rural areas.

### **Deprivation and poverty in Norfolk**

- The average annual gross pay in Norfolk is around £22,860. Norfolk's pay gap has widened compared with national pay levels.
- The Indices of Deprivation 2019 show that Norfolk has experienced an increase in relative deprivation compared with 2015 and 2010.
- Of Norfolk's 538 Lower Super Output Areas (LSOAs), 97 have moved to a relatively more deprived decile compared with 2015.
- Around 135,000 Norfolk residents live in areas which have been classified as being among the 20% most deprived in England.
- The most deprived areas in Norfolk are largely centred around the urban areas such as Norwich, Great Yarmouth, and King's Lynn, as well as some market towns such as Thetford, Dereham, and Watton.
- There are around 21,820 children living in families with Absolute low-income, and around 28,150 children living in families with Relative low-income in Norfolk.
- Great Yarmouth, Norwich and North Norfolk each have higher rates of children living in low-income families, for both Absolute and Relative low-income, than the Norfolk average.
- There are around 45,600 Norfolk households in fuel poverty.

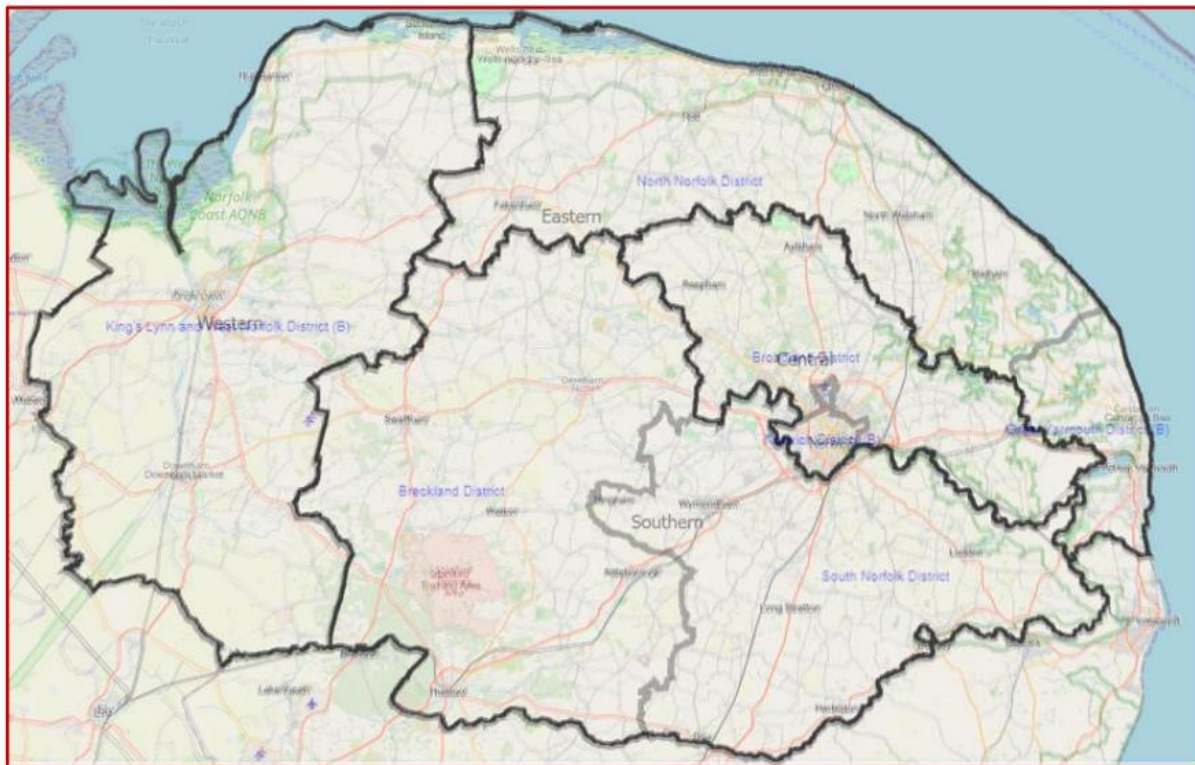
## Health and wellbeing in Norfolk

- Over recent years, prevalence of smoking in adults aged 18 and over for Norfolk peaked in 2011 and since then has gradually decreased until 2017 when the rate started to increase.
- Two in three Norfolk adults are classed as overweight or obese.
- Three in ten Norfolk adults do not take enough physical exercise to benefit their health.
- Overall, Norfolk people continue to rate their life satisfaction more highly than the England average, although their anxiety level has worsened over the last year.
- For Norfolk during 2018/19, there were around 1,300 emergency admissions to hospitals as a result of hip fractures.
- During the three-year period 2017 to 2019, in Norfolk around 265 people completed suicide. The rate for emergency hospital stays due to self-harm in Norfolk is significantly lower than the England average. (*NFRS are part of NCC's suicide prevention information network*).
- Norfolk's rate of admissions to hospital for alcohol-related conditions is not significantly different to the England average.
- For Norfolk, around three in five people with dementia have been diagnosed.
- For Norfolk, life expectancy for males is 80.1 years and for females is 84.1 years, with both being significantly better than the England average. Males are living in poor health for an average of 17 years and females for 21 years.

All deprivation and health data are taken from the [Norfolk Story](#) document produced by the Norfolk County Council and is based on 2019 Census data. Other contextual data can be found on the [Norfolk Insight](#) pages. More recent estimates (based off the Census 2021) are not available at the time of drafting this document as only first results have been released as of March 2022.

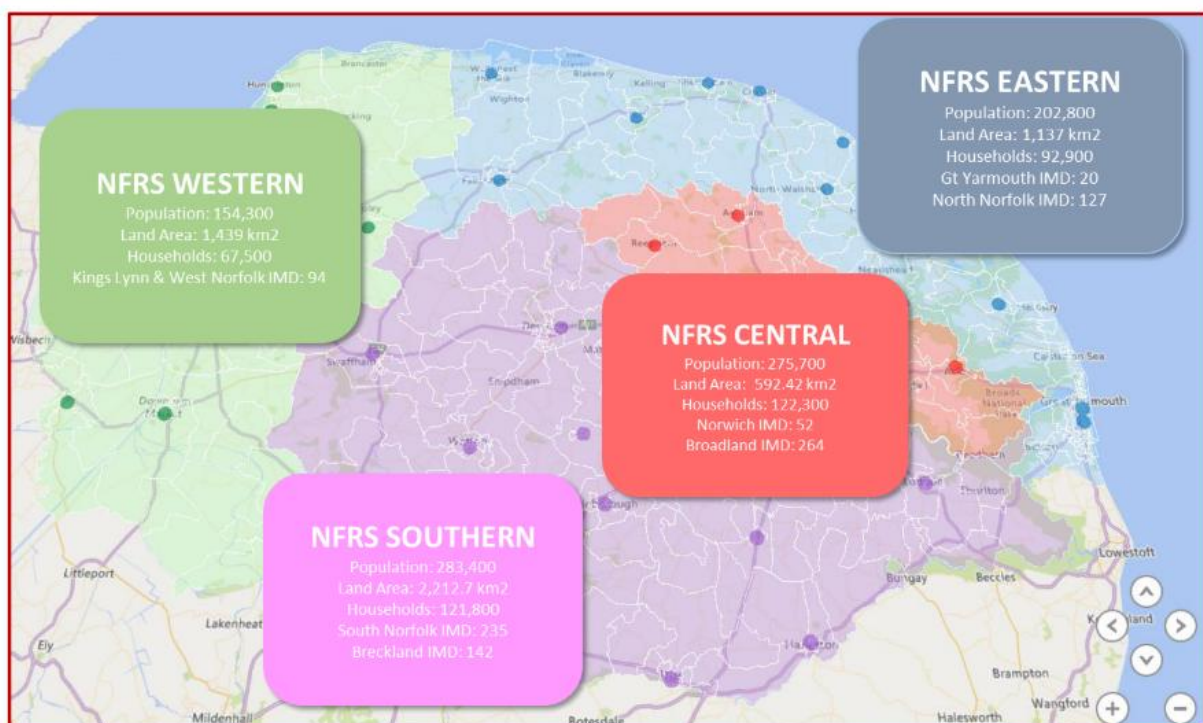


## NFRS Districts

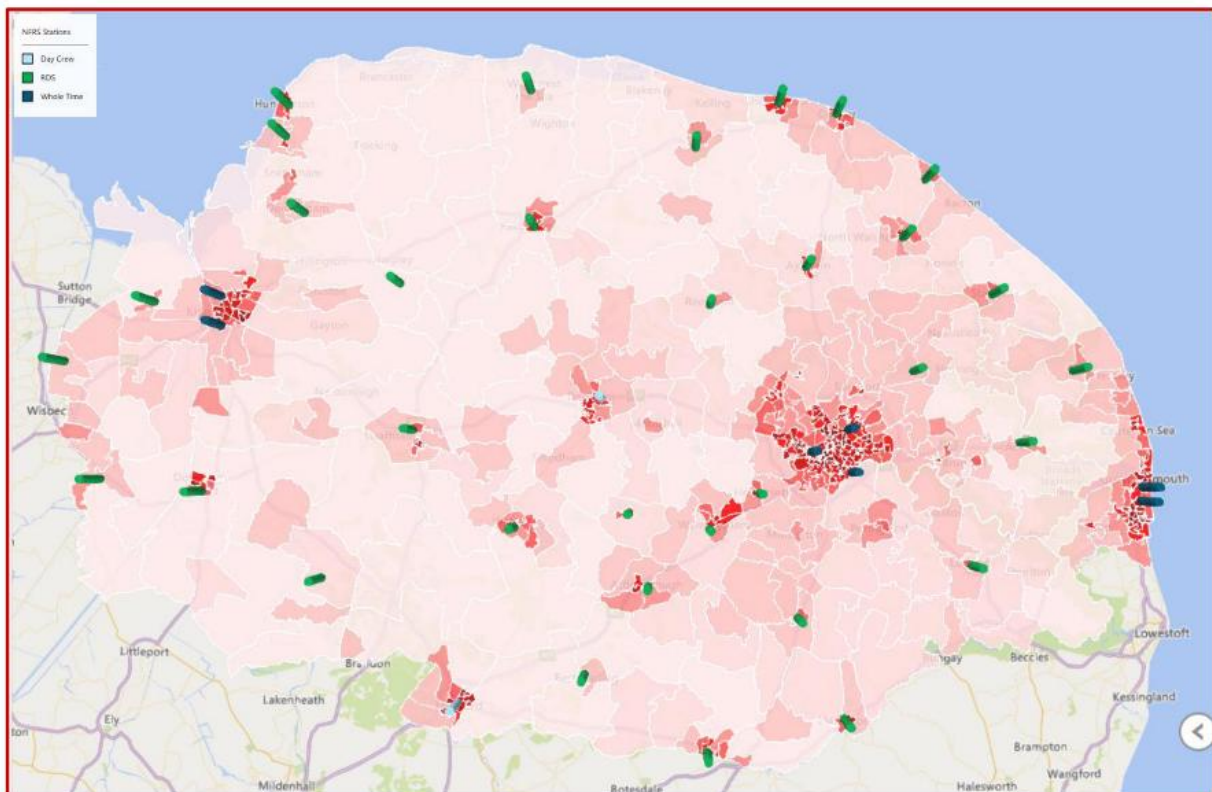


NFRS has four districts that provide cover of all of Norfolk:

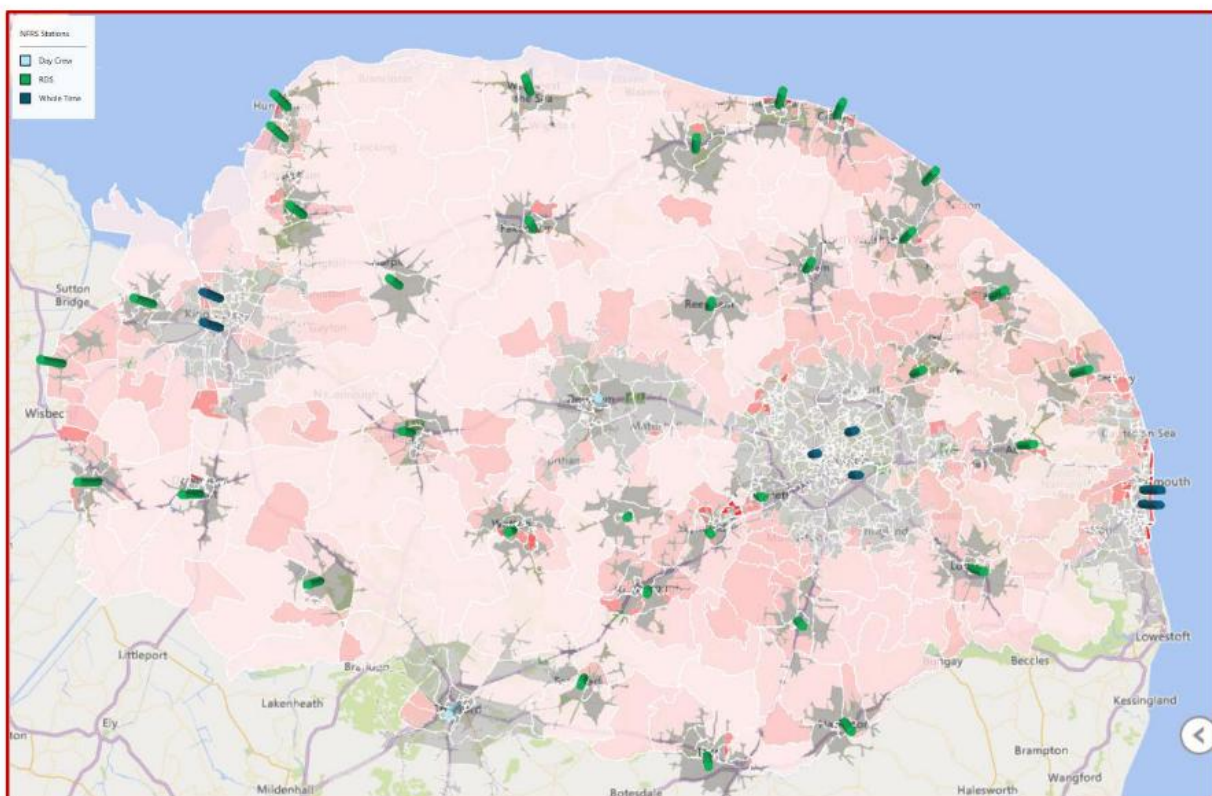
- Central – Broadland District & Norwich District
- Eastern – Great Yarmouth District & North Norfolk District
- Southern – Breckland District and South Norfolk District
- Western – King's Lynn and West Norfolk District



There are currently [42 stations](#) providing operational coverage to Norfolk and these are located strategically against areas of greater population density:

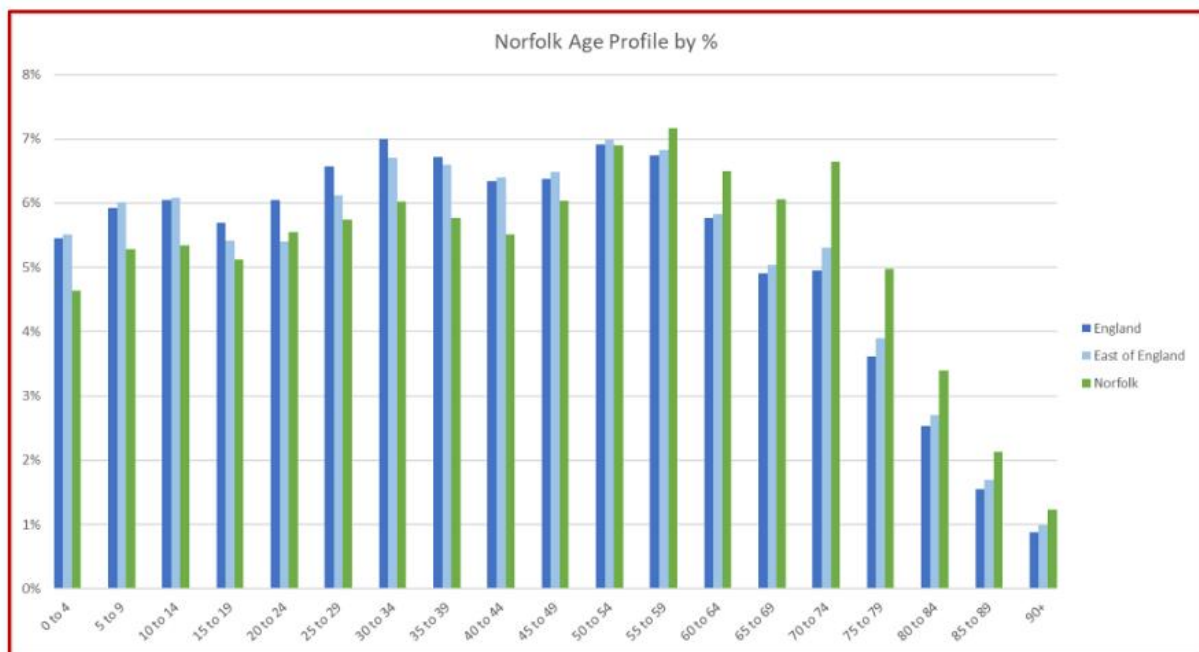


Our drive-times around our station locations provides coverage to the concentrated areas of population:

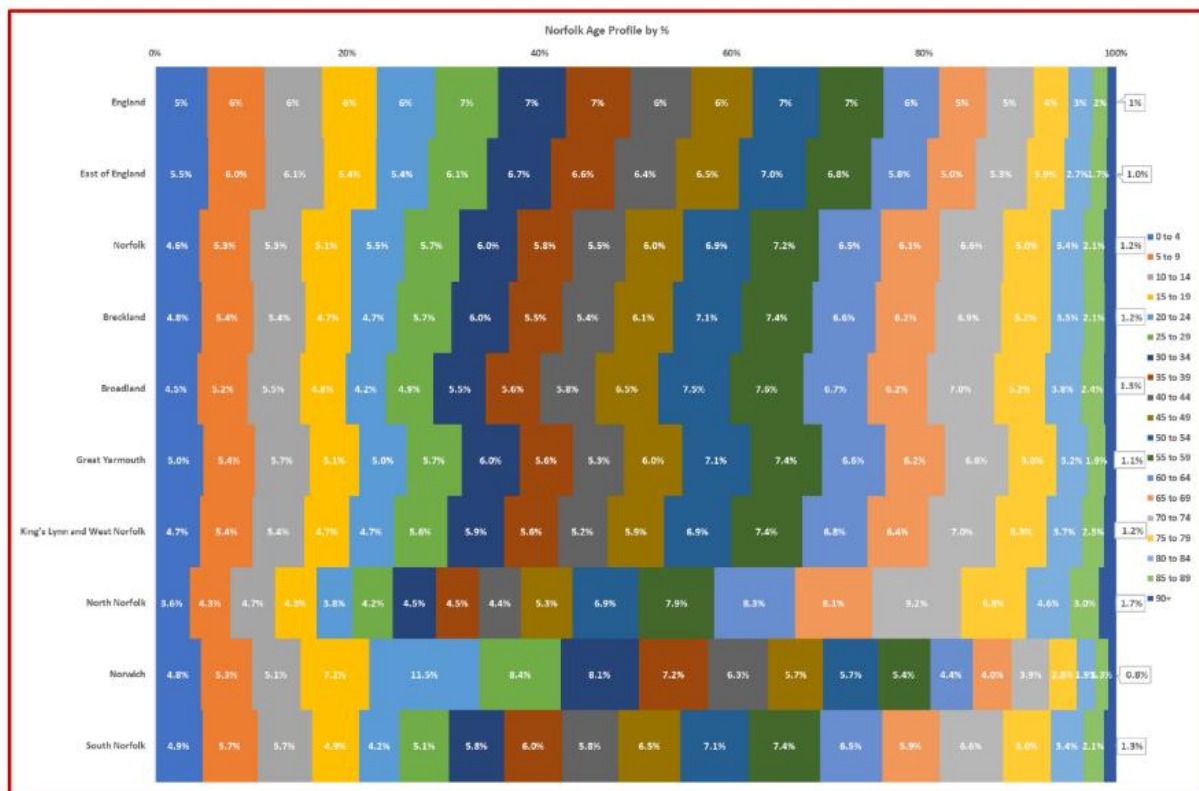




Norfolk's age profile compared to East of England and England (as a percentage):

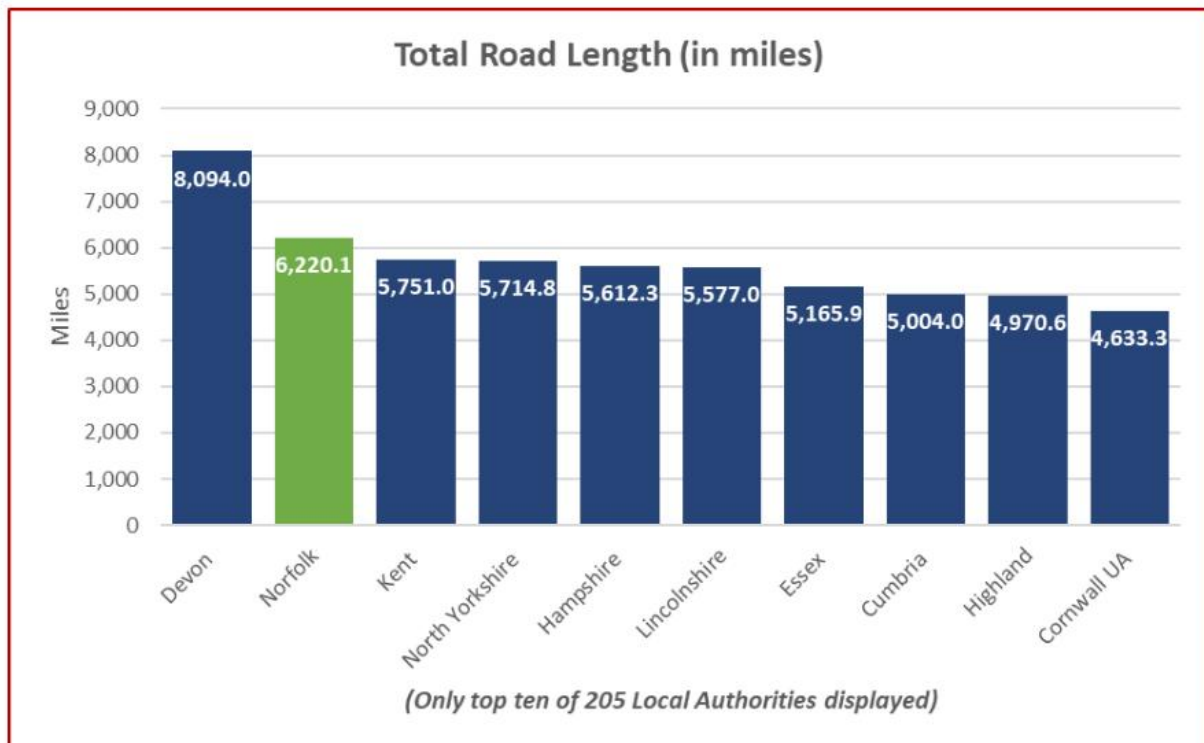


We also consider Norfolk's age profile when evaluating how we can best deliver our services to those more vulnerable (by district and East of England and England as a percentage):





Norfolk roadways:



Sources:

[Joint Strategic Needs Assessment \(JSNA\) - Norfolk Insight](#)

[Place - JSNA - Norfolk Insight](#)

[Council Tax: stock of properties, 2021 - GOV.UK \(www.gov.uk\)](#)

[IMD - Overall district rank in England | LG Inform \(local.gov.uk\)](#)

[Census 2021 results: Phase one of Census 2021 results - First results - Census 2021](#)

## 6. Preparing our Plans

When writing our Community Risk Management Plan our approach is broken down into three themes that all make a difference to the safety of **people, buildings and places** in Norfolk:

**RISK** - We identify people, buildings and places where there is a likelihood of an emergency incident happening that would have a potentially serious effect on our communities. For example, we work with the people responsible for buildings and locations to help to reduce that risk and we plan and review how we would deal with an emergency if it did occur.

**DEMAND** – We use information about incidents that have happened in the past and analyse how we have responded to them, to better understand what happened and how efficient and effective we have been. For example, this enables us to plan to respond effectively and efficiently to similar emergencies that occur in the future.

**VULNERABILITY** – We use information that we and other organisations collect to identify the types of people who would be most likely to have a fire or other emergency and who would be most likely to suffer harm. This could be because of protected characteristics such as age or disability, or something that might be related to where people live, work or visit such as high levels of deprivation. For example, we use this information to provide services, on our own and with others, to prevent and respond to fires and other emergencies. We also consider risk vulnerabilities identified through the robust Equality Impact Assessment (EqIA) process in specific relation to Fire, Road Traffic Collisions (RTCs) and Water Safety incidents. Vulnerability can be anywhere in Norfolk, so we need resources available everywhere, but vulnerability is worse in areas of deprivation. Our full Equality Impact Assessment can be found here: <https://www.norfolk.gov.uk/safety/norfolk-fire-and-rescue-service/about-nfrs/publications/integrated-risk-management-plan>.

**RESOURCES** – Like all organisations, NFRS has a set budget to spend on our staff (including our firefighters), our equipment and our services; we receive our money from grants from central government and County Council Budget. When deciding how to tackle Risk, Demand and Vulnerability we also have to think about how we spend our budget to make sure we have the most positive impact on our communities.

**CONSULTATION AND ENGAGEMENT** – We speak and listen to the public about our plans before we write our CRMP, and we do this again before we publish the final plan. We also consult our staff and other organisations that we work with and that have an interest in the services we deliver, such as Councils and the Police. Listening to the people involved in our consultation and engagement events helps us understand what you expect of us. This has helped us decide which proposals to include in the following plan. These proposals explain what we believe are the best ways to spend our budget to deal with the Risk, Demand and Vulnerability in Norfolk in the most efficient and effective way.

## 7. Risk, Demand & Vulnerability

NFRS and the Fire Authority have a number of statutory duties placed upon us (as detailed in Section 2) to ensure that we consider the risks and hazards that can impact the residents of Norfolk. We are active members of the Norfolk Resilience Forum (NRF), a partnership within Norfolk that includes the emergency services, local authorities, Environment Agency and health agencies along with voluntary and private agencies. The NRF assesses the non-malicious risks (i.e., hazards, rather than threats) that are most likely to happen, the impact these would have across the county and ensures that adequate planning, response and recovery arrangements are in place.

These plans include pandemic outbreaks which formed the basis of our response to the unprecedented events triggered by COVID 19. The NRF also publishes a [Community Risk Register](#), designed to inform people about the risks that could occur where they live, so they can think about what they can do to be better prepared in their homes, communities and businesses.

For national and malicious events, such as terrorism, there is a National Risk Register (NRR) which provides information on the most significant risks that could occur in the next two years, and which could have a wide range of impacts on the UK. The NRR also sets out what the UK government, devolved administrations and other partners are doing about them, as well as information and advice for the public.

We consider:

- Historic Incident Profile Matrix. Our own historic incident data informs our understanding of Risk
- The Norfolk Resilience Forums Local Risk Register: [Know your risks – Norfolk Resilience Forum \(norfolkprepared.gov.uk\)](#)
- [The UK Government National Risk Register](#).

### Climate change

Climate change is one of the biggest challenges our county will ever face. Human activity has already led to 1°C of global warming from pre-industrial levels. This is resulting in damaging impacts on lives, infrastructure and ecosystems already being felt by communities across Norfolk. NCC approved an [Environmental Policy](#) in November 2019 which includes a focus on climate change strategy, which is intended to provide a framework which will shape and influence all day-to-day activity. The Policy also sets ten goals:

- Clean air for the population
- Ensuring a clean and plentiful water supply
- Encouraging a thriving plant and wildlife community
- Reducing the risk of harm from environmental hazards such as flooding and drought
- Using resources from nature more sustainably and efficiently
- Enhancing beauty, heritage and engagement with the natural environment

- Mitigating and adapting to climate change
- Minimising waste
- Managing exposure to chemicals
- Enhancing biosecurity

NFRS have recently agreed to replace all of their emergency response vehicles (ERVs), used by officers (who are also incident commanders) for routine business and for an emergency response to the scene of operations, by a mix of petrol hybrid and all-electric vehicles. They are also replacing their pool vehicles to all-electric.

NFRS is committed to the protection of the environment, and to ensure that the environmental impact of firefighting activities is limited as far as possible. NFRS works closely with the Environment Agency (EA) to ensure that firefighting tactics are employed which have environmental protection at the forefront of decision making. NFRS also carries out direct environmental protection work such as deploying specialist equipment to prevent environmentally damaging substances from entering watercourses. In partnership with the EA, NFRS has two specialist environment protection units based in Norwich and King's Lynn which can deploy a wide range of environmental protection equipment.

## Risk Evaluation

During preparation for the CRMP23-26 extensive work was completed around the National Risk Register and the Community Risk Register. Through this work we have identified the top twenty highest scoring Risk Types that we should focus on in Norfolk:

Risk Ref	Type	Risk Type	Score Relative Likelihood:	Score Relative Impact:	Total Score:
FRS4	Community	Secondary fires	4.85	1	5.85
FRS6	Community	Road traffic collisions	3.69	2	5.69
FRS1	Community	Primary Fires (dwelling fires)	2.43	3	5.43
FRS7	Community	Anti-social behaviour/Malicious Acts	4.41	1	5.41
NRF6	Community	Human Health (pandemic flu, other infectious diseases)	-	5	5.00
NRF31	Community	Chemical, Biological, Radiological, Nuclear and terrorist related incidents (Radiation Release from Nuclear foreign)	-	5	5.00
NRF32	Community	Chemical, Biological, Radiological, Nuclear and terrorist related incidents (Very large toxic chemical release)	-	5	5.00
NRF33	Community	Chemical, Biological, Radiological, Nuclear and terrorist related incidents (Biological Pathogen release)	-	5	5.00
FRS9	Community	Hazardous materials	0.96	4	4.96
NRF1	Community	Fire (Wildfires - Severe Wildfire/Forest or Moorland Fire)	0.74	4	4.74
NRF3	Community	Fires (Fire or Explosion at a Gas LPG or LNG terminal or flammable gas storage site)	-	4	4.00

NRF21	Community	Major Industrial Accident (fire or explosion) - <i>in NRR but not matrix scored</i>	-	4	4.00
CORP6	Corporate	Failure to respond to a major disruption of service	-	4	4.00
FRS5	Community	Primary fires (other than buildings)	2.80	1	3.80
FRS3	Community	Primary Fires (non-residential premises)	1.34	2	3.34
FRS2	Community	Primary Fires (other residential premises)	0.19	3	3.19
NRF5	Community	Flooding (Local/Urban flooding - fluvial or surface run-off - Inland flooding - Surface water flooding)	0.14	3	3.14
NRF2	Community	Fires (Fires at Waste Disposal or Scrap / Recycling site/s)	0.10	3	3.10
FRS8	Community	Building collapse	0.01	3	3.01
NRF4	Community	Flooding (Coastal)	-	3	3.00

From the above list we have identified the following six high impact incident types:

- Flooding, where as a result of sea water flooding or inland flooding from heavy rainfall.
- Terrorist related incidents (Chemical, Biological, Radiological, Nuclear)
- Human health (pandemic flu, other infectious diseases)
- Hazardous materials and marine incidents
- Fires (including fire or explosion at a gas terminal or flammable gas storage site and wildfire)
- Major industrial accident (fire or explosion)

These are the six high impact areas (identified using the NRA and local community risk register) that we have established because of the impact they can have on the community and on our Service. They tend to occur less often but take a large number of firefighters and equipment to deal with them when they do happen, so we must be prepared for that.

With the increasing impact of climate change, we will consider our preparedness for responding to unusual events resulting from extreme weather, such as wildfires, flooding and storms. This will include structured reviews of operational response such as the recent period of hot weather-related wildfires. We will seek to ensure that we have appropriate resources, and that staff are provided with the correct training to effectively deal with these types of incidents.

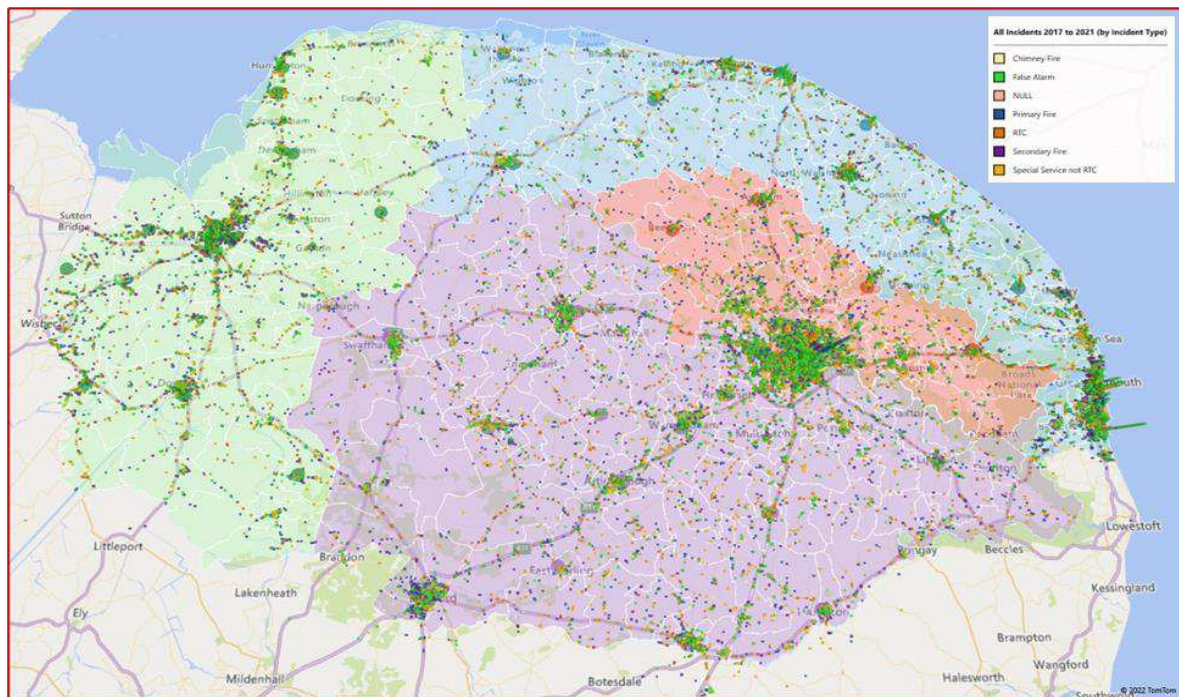
We already have in place specific resources for dealing with these types of emergencies such as off-road firefighting capability, fire misting units, bulk water carriers, and 4-all-wheel drive vehicles. We also have effective water rescue capability, which we are looking to improve over the period of this CRMP. We will review the findings of recent extreme weather events to ensure that our current arrangements remain suitable for the expected increase in these types of events.

This does not mean they are the only risks we are prepared for as there are many other types of incidents that we plan for and respond to. These include air, road, rail,



tunnels and heritage sites. Many types of incidents such as road traffic collisions and house fires are sadly much more common and part of our day-to-day work, even though we also work hard to reduce these. These risks are factored into our wider training and exercise programme.

Other sections of the CRMP23-26, including those about vulnerability, demand and response provide more information about our plans for those types of incidents. Plotting these risks on a map of Norfolk allows us to identify where our risks are and place our resources to meet these risks, as illustrated in the map below.

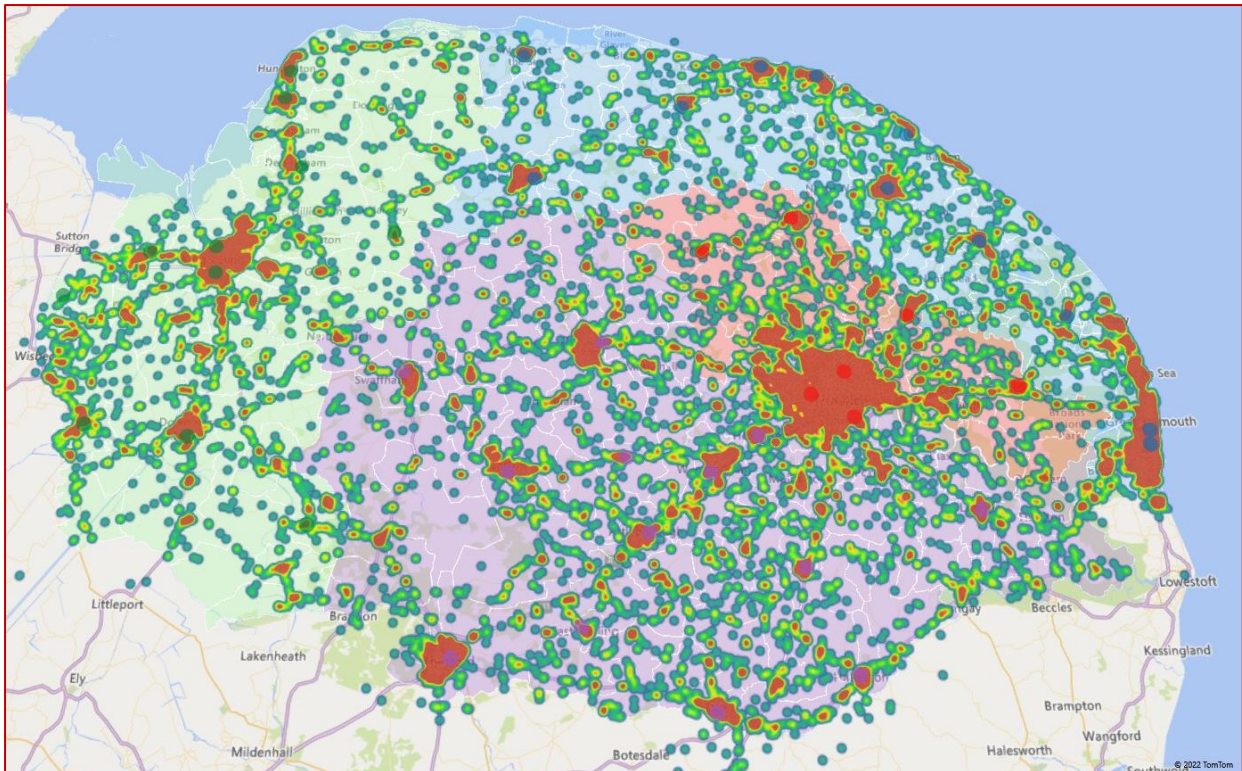


There are areas on this map which are important to the infrastructure of Norfolk supporting the prosperity and heritage of the area. This includes some of our buildings, museums and galleries. We recognise the importance of our role in preserving these precious and valuable assets and what a loss they would be to the County of Norfolk should an incident occur.

To ensure we can respond appropriately to these risks, we gather site specific risk information and develop operational plans for these places, in addition to holding large scale exercises with partner agencies to test our plans. This ensures we have the right people, with the right equipment in the right place, at the right time.

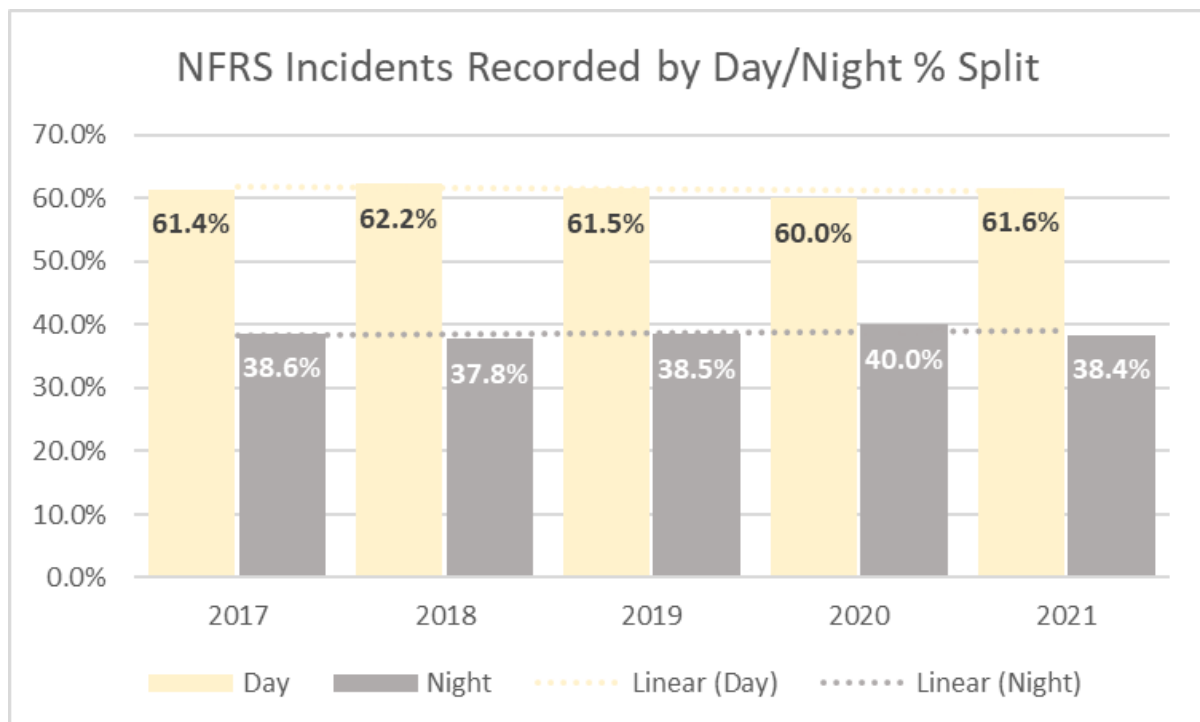
### **Demand:**

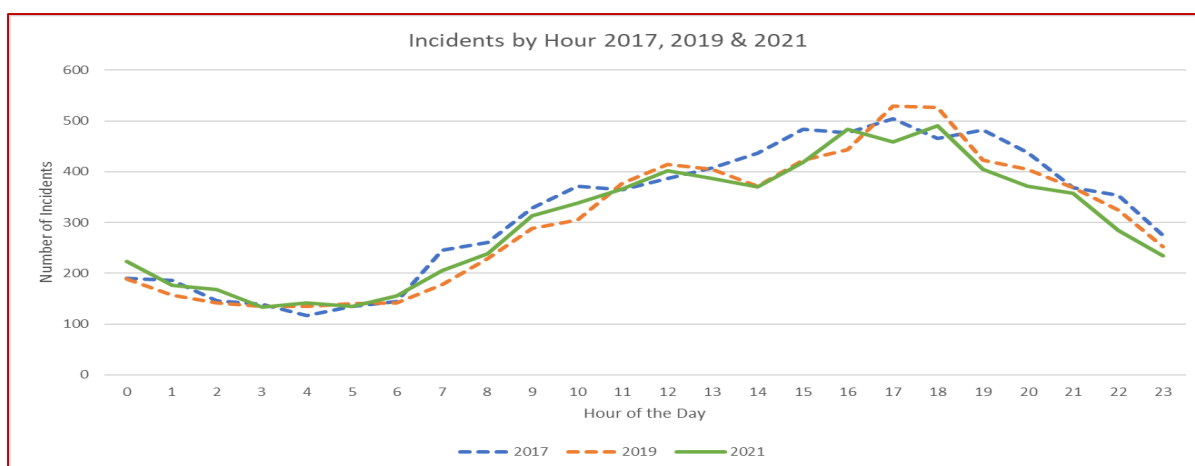
Knowing where emergency incidents happen helps us plan where we base our fire stations, fire engines (and other specialist equipment) and people. The map below shows all incidents in 2021 and it shows that incidents aren't evenly spread across Norfolk:



Heatmap showing All Incidents 2017-2021 (excluding False Alarms)

We also know that demand fluctuates between the day and night (approx. 0700 to 1900) so resources are significantly busier during the day than at night. Using this knowledge, we ensure we have our fire engines, in the right place at the right time to respond.

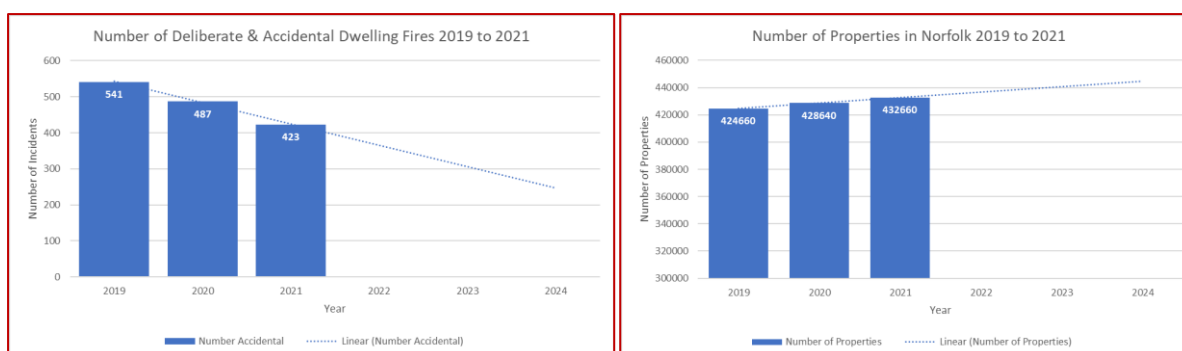




We also need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies.

Fire Services receive information about people aged over 65 from the NHS. We use this to target our prevention services at this most vulnerable group of people, and we work with other partner agencies too to help their vulnerable clients.

The graphs below illustrate the success of our Prevention activities over the course of our current IRMP, showing how the number of both deliberate dwelling fires have fallen and are projected to fall in the future. We also use this information to help us plan for the future.



*2020 and 2021 data may produce a disproportionate trend due to the Lockdowns and Home-Working as a result of the Covid Pandemic*

We also use a range of datasets to support risk identification, intelligence and the effective targeting of resources. These can be classified as:

- **Geographic & Demographic Data** - Identifying places within communities that are more at risk and the nature of those risks.
- **Social Data** - Identifying types of people that are more at risk, through the use of marketing and other social data including EqlAs, then identifying the best way to reach those people.
- **Partnerships & Collaborative Data** - Working with other services to jointly identify common groups, individuals and geographical areas where joint or shared interventions will be most effective.



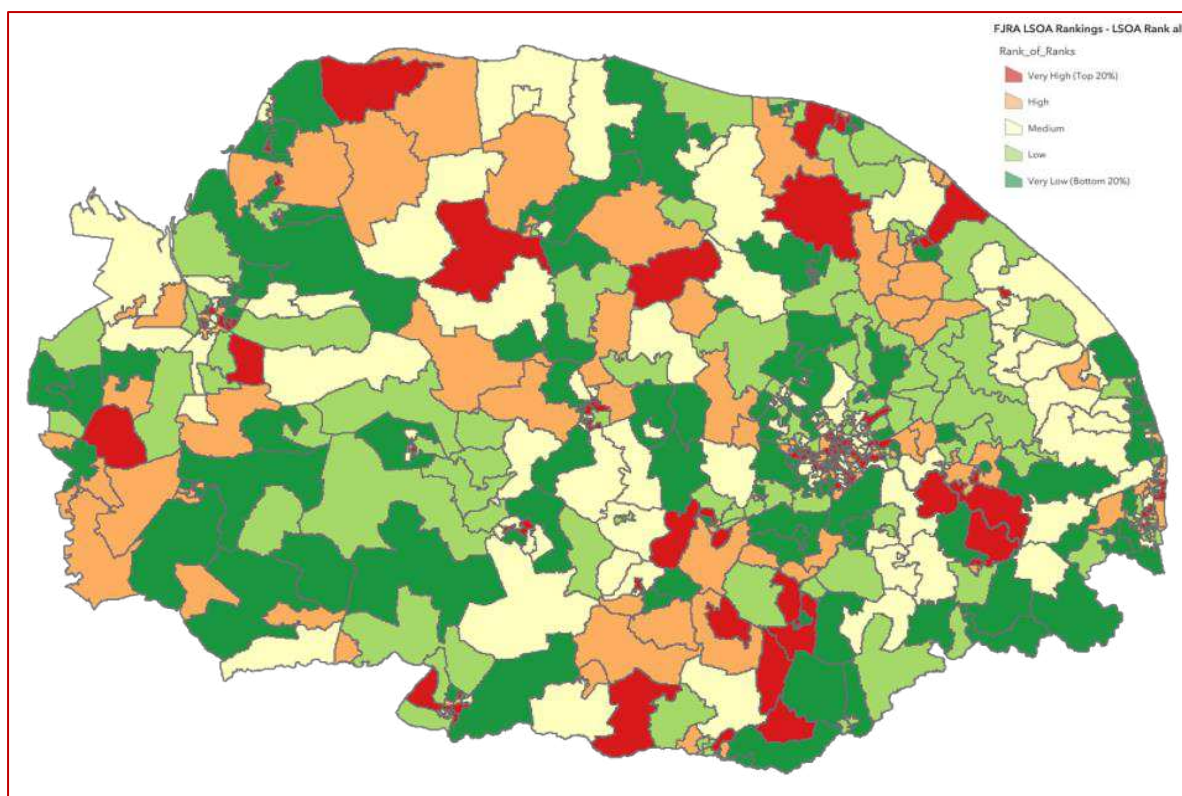
- Historic Demand Data - Identifying historic incident data using the Incident Recording System (IRS) and other systems to support analysis of activity and demand.
- Business Data - Identifying high-risk businesses and commercial premises through our Experian dataset to drive our Fire Safety and Operational Risk-based inspection programmes.

The Fire and Rescue National Framework for England outlines the requirement for every fire and rescue authority to assess all foreseeable fire and rescue related risks that could affect their communities. It is essential that we understand both current and future risks and the consequences of those risks for the people, who live, work and visit Norfolk.

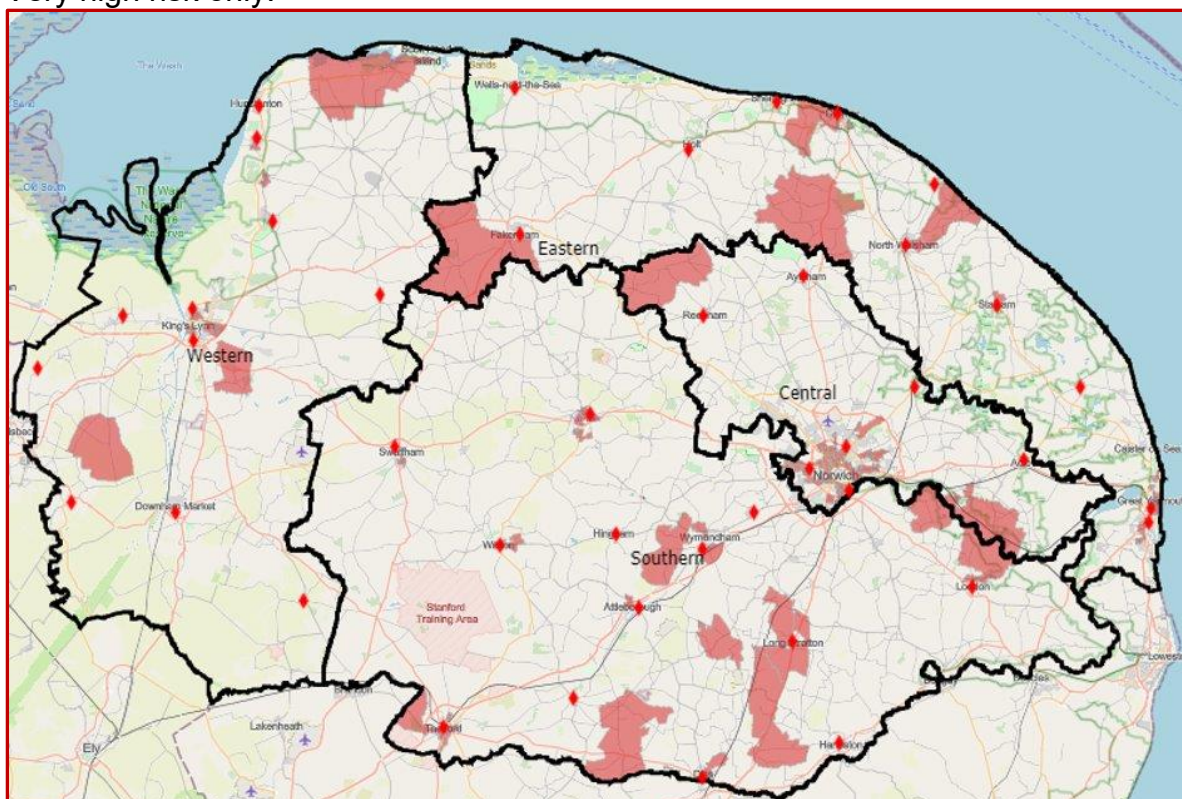
We use this understanding to develop strategies and plans to prevent and mitigate risk to our communities. It is essentially about ensuring we have the right resources in the right place, at the right time to keep our communities safe. Our Community Risk Profile underpins our CRMP23-26.

The Community Risk Profile also takes account of information supplied by partners and external influences on our Service at a local and national level. It does not replicate the statutory, Multi-Agency Community Risk Register managed by the Norfolk Resilience Forum.

We use historic incident data relating to life risk, vulnerability data and drive time data which we weight against proportionality and consequence and then combine in order to produce a baseline map of risk across the county at Local Super Output Area (LSOA) geography level. Our risk model presents a balanced view of relative risk. Relative risk means that we can determine that one locality is more at risk than another. The risk model provides a general view of risk; it does not consider personal circumstances, i.e., not everyone living in a very high-risk locality will be equally at risk. Relative risk prioritises localities for resource provision and allocation.

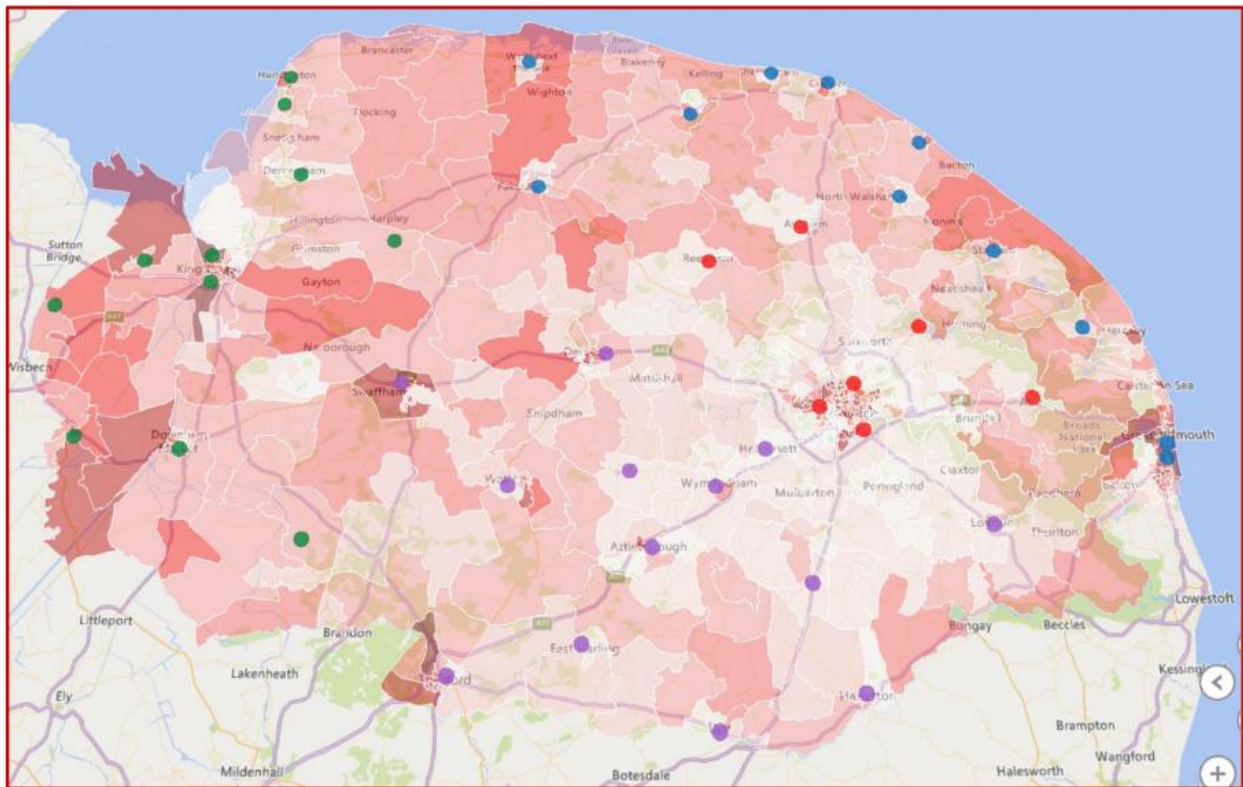


Very high risk only:

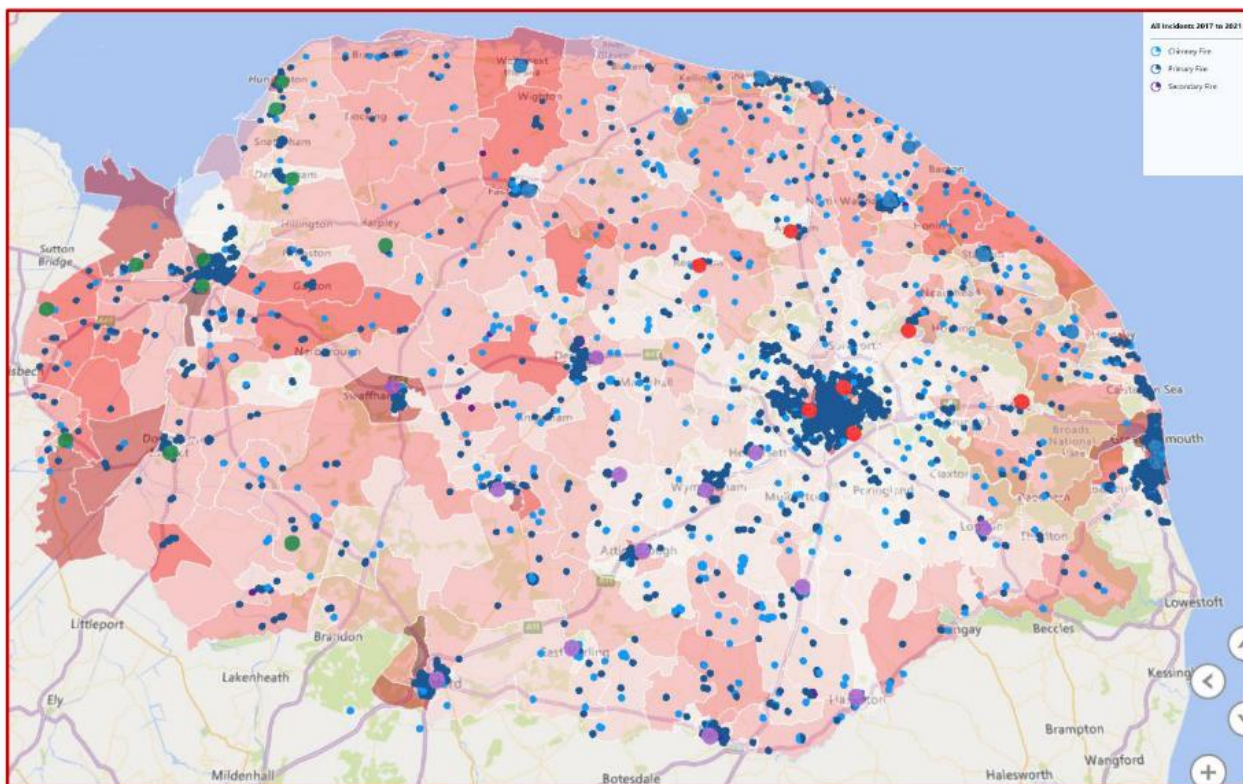




## Vulnerability and fire incidents mapped against Indices of Multiple Deprivation:



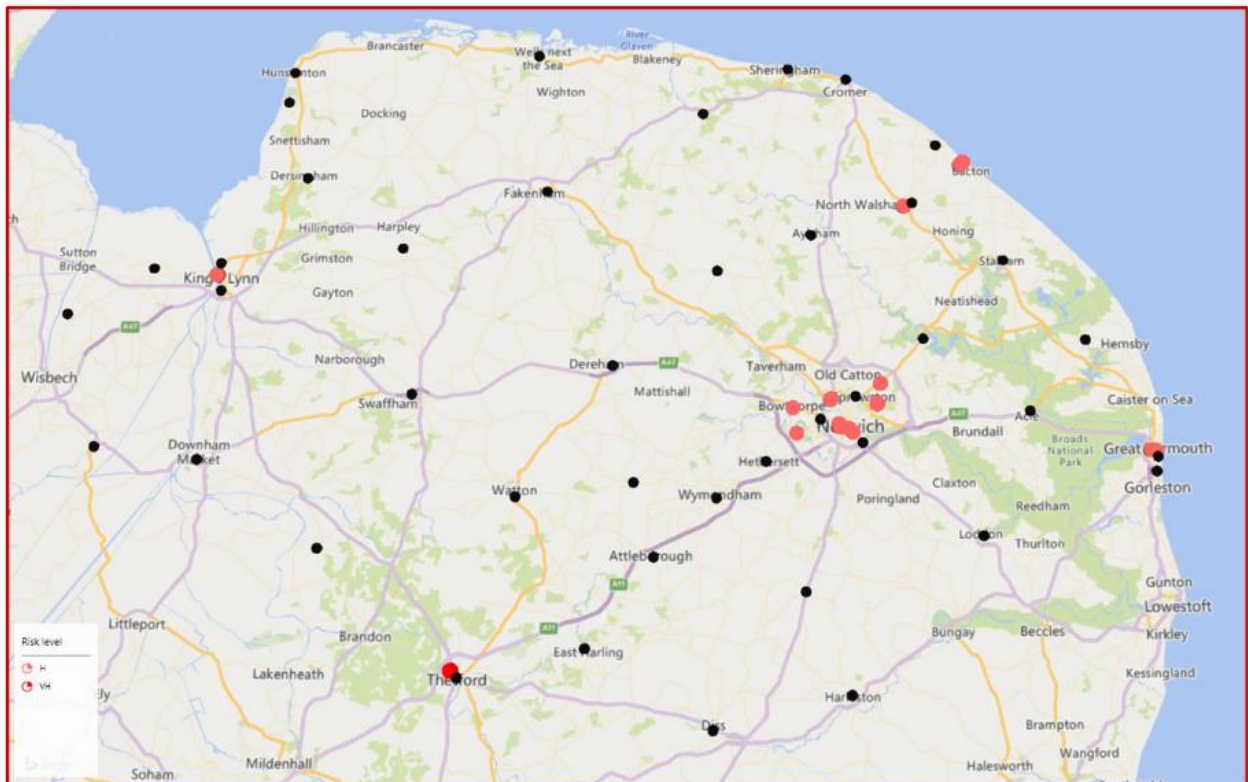
LSOAs of Norfolk by IMD2019 Decile



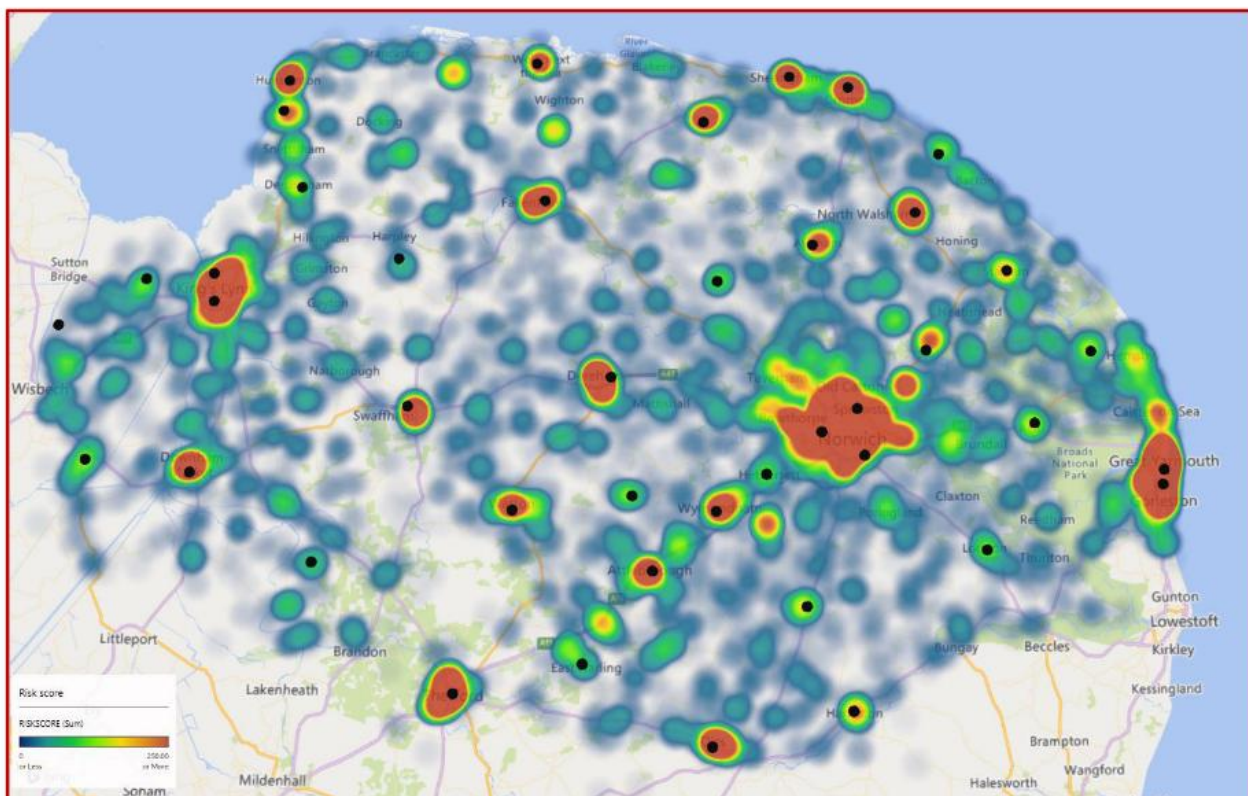
All Fire Incidents at Dwellings and IMD2019 Deciles



Very High Risk & High-Risk premises:

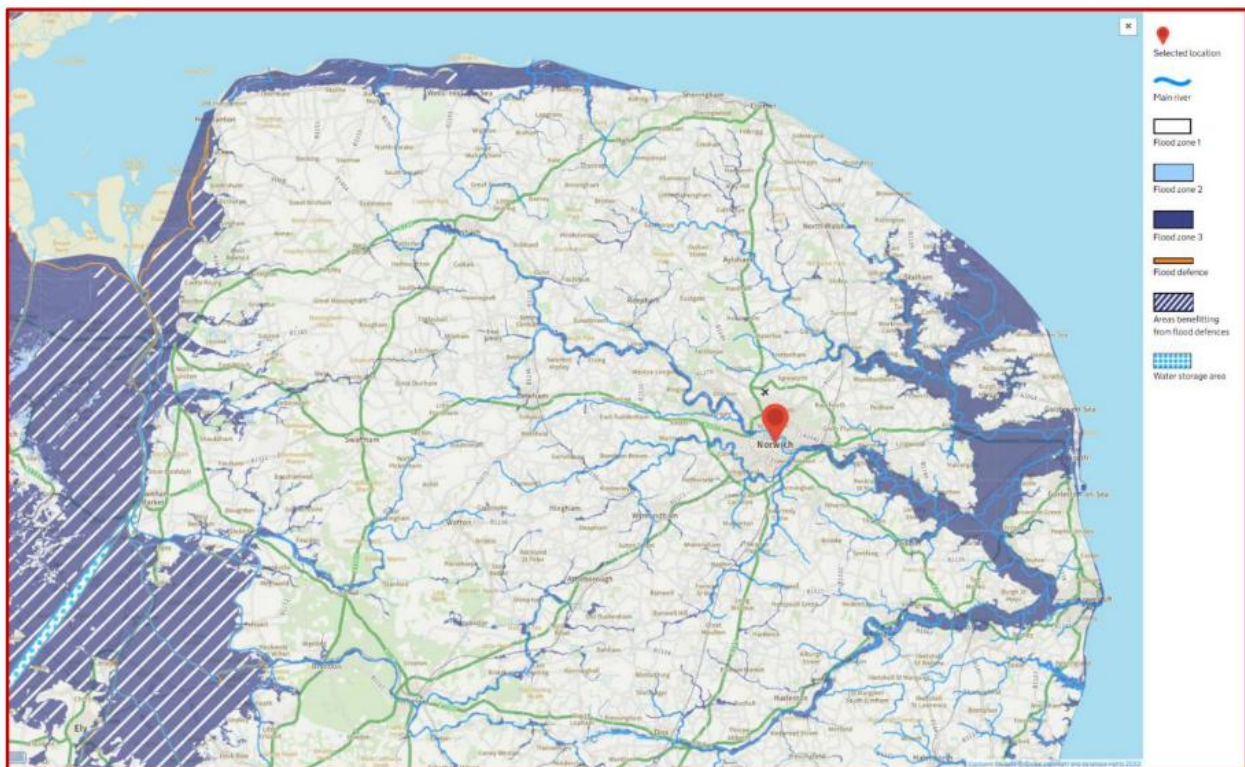


All premises with an NFRS allocated Risk Score:

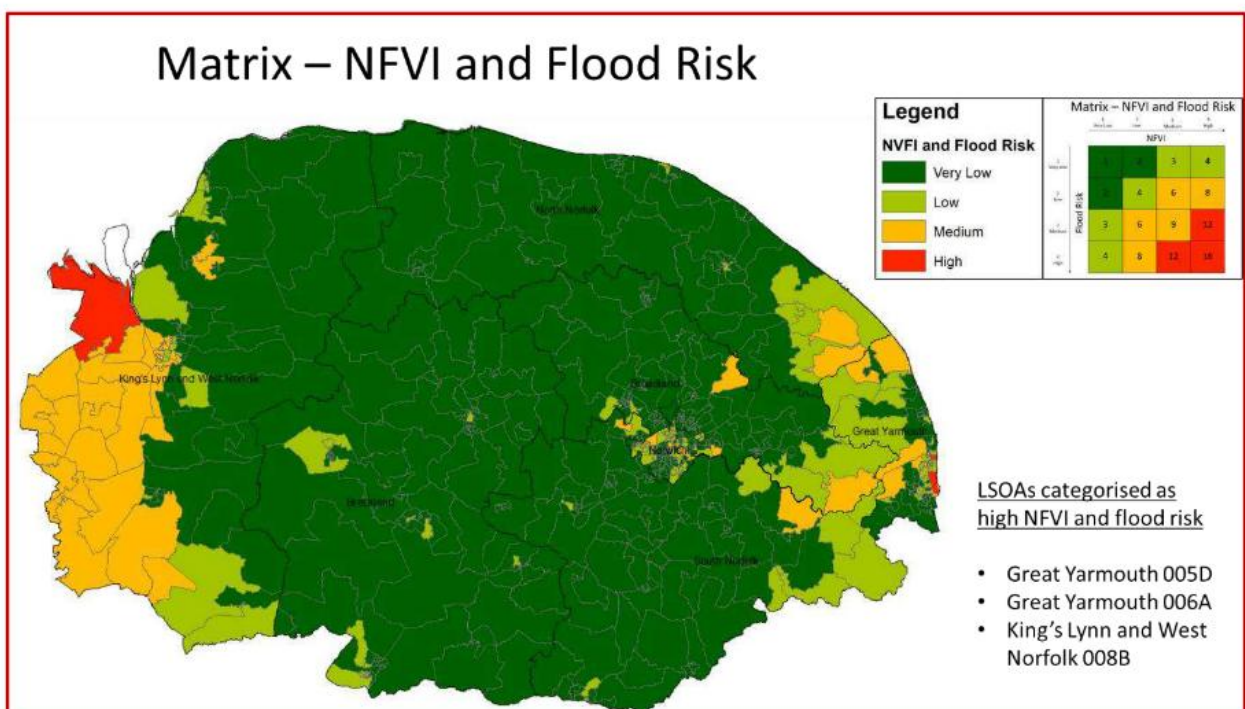




## Flood Risk (Environment Agency):



## Neighbourhood Flood Vulnerability Index (NFVI)



The [Neighbourhood Flood Vulnerability Index \(NFVI\)](#) provides insight into the social vulnerability of a neighbourhood should a flood occur. It estimates how far individuals may experience a loss in well-being if exposed to a flood as well as their ability to prepare, respond and recover from a flood (without significant emergency support from the authorities).

## 8. About us

Over 800 people are employed by Norfolk Fire & Rescue Service across 42 operational fire stations, a training and development centre, an Urban Search and Rescue (USAR) deployment base, headquarters and control centre.

Norfolk Fire & Rescue Service provides a comprehensive response to fires and other emergencies, as well as offering a range of services to reduce and respond to risk in our communities. In the past we have managed our resourcing to risk within our budget and whilst we will continue to do so, we have also evidenced and secured additional budget uplift (£420,000 emerging burdens across Prevention, Capability and Planning) in order to bolster elements of our work and we will look to make some changes (detailed later in this report) to the way we organise ourselves in order to use all financing secured as efficiently as possible.

### **Budget and Finance**

The Authority has an excellent record for dealing with any financial challenge it faces. For many years now the Authority has maintained a comprehensive Medium Term Financial Plan (MTFP) and capital programme. During 2010 to 2020 the Government implemented an austerity plan to reduce national debt. A significant element of the plan was to reduce the level of Government funding for local government (this includes fire and rescue authorities).

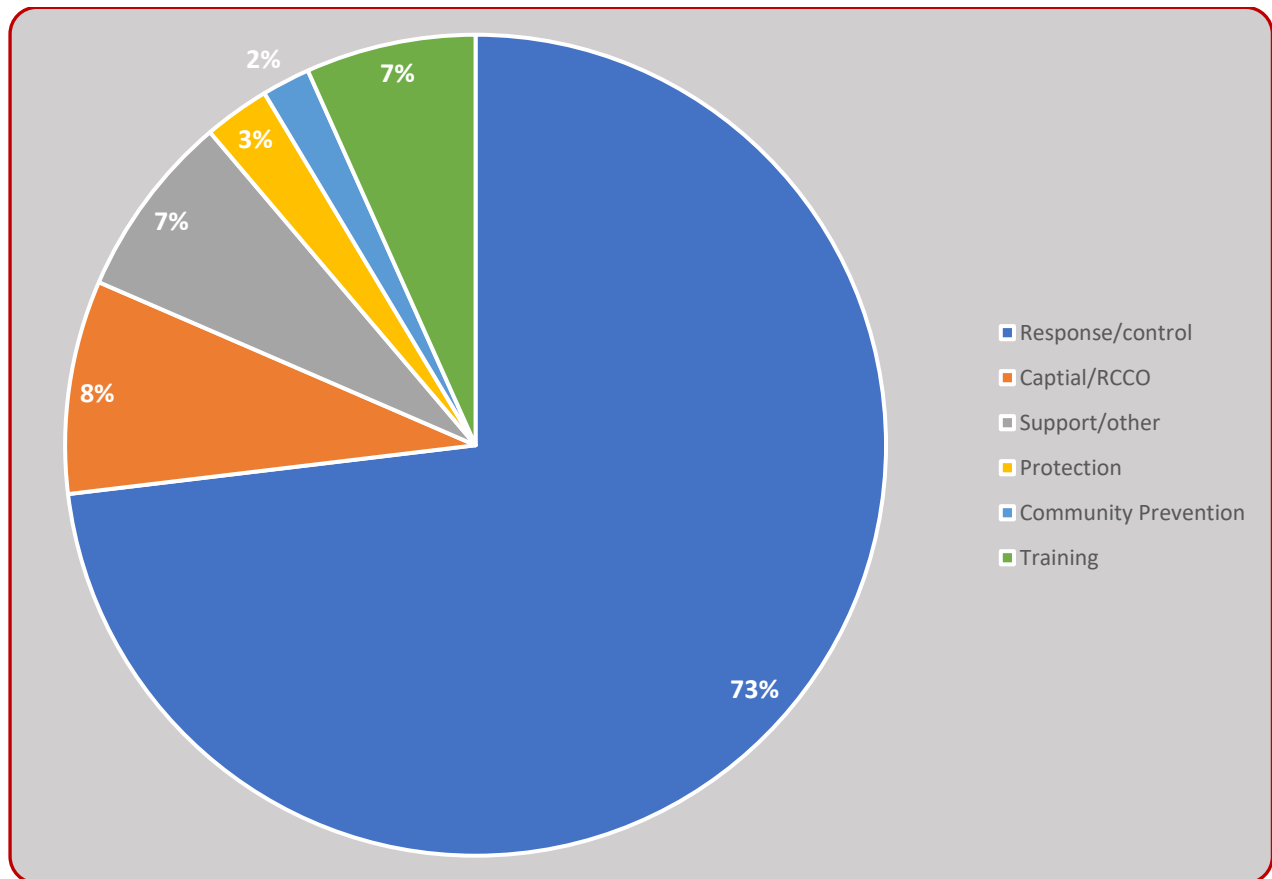
The County Council sets a rolling 3-year MTFP for revenue and capital budget programmes that encompasses all services and functions. Norfolk Fire and Rescue is part of this process as part of the wider directorate of Community and Environment Services.

The financial planning process requires each directorate to conduct a rigorous review of its spending and income forecasts to calculate for service priorities. NFRS requires each of its delegated service managers with budget responsibilities to overview planned activity for the coming years, forecast spending profiles meeting those activities and to aid in the deployment of finances with their service area of responsibility or to allow for the reallocation of funds to allow growth in other service areas whilst also meeting the requirements of the Community Risk Management Plan (CRMP).

The MTFP also must manage service reductions and plan for growth forecasting. This process is aided by the fact that as part of sound financial management detailed monthly budget monitoring is undertaken by all service functions so that an up to date and accurate financial forecasting can be achieved. This process ensures and allows the detailed knowledge build-up of the Brigades activities, needs and future activity trends.

The CRMP is the key driver in the allocation of the Authority's resources in response to the risks facing Norfolk Fire & Rescue. The Authority's CRMP states the main strategic themes that the Authority is progressing and its plans. The MTFP prioritises the allocation of resources to deliver the Authority's mission and aims.

If any organisation wants to be successful, its budget setting and medium-term financial plan must allocate resources to support its key strategic aims and priorities. This is a vital consideration when organisations face periods of severe financial challenge.



**NFRS Revenue Budget as % spend by activity**

More information about how Norfolk Fire & Rescue Service works is outlined on the following pages.

### **Operational Preparedness**

The aim of our operational response framework is to ensure that we are prepared, should an incident occur, so we can minimise the impact of that incident by providing a timely, appropriate and resilient response capability. Our response strategy comprises several key elements from the National Operational Concept of Operations through to our local system of work, as described below.

Our Fire Control - On receipt of emergency calls we will assess requirements and, where appropriate, deploy the nearest most suitable assets. We will look to maintain contact with callers to provide support, gain further information and, where applicable, provide immediate lifesaving guidance and also liaise with other agencies. Contact will also be established and maintained with all assigned operational assets throughout the emergency event. We will continue to drive down malicious calls through our call challenge procedures. We co-located our Control

with the Police at the Operational Control Centre (OCC) in Wymondham in 2019 enabling closer partnership working and we also benefit from being part of the East Coast Control Partnership, providing additional resilience across the Eastern Coastal region.

**Our Incident Commanders** - We will utilise the nationally recognised Incident Command System (ICS), which provides a framework for managing operational incidents and ensuring the health, safety and welfare of all personnel on the incident ground. There are four incident command levels covering initial, intermediate, advanced and strategic incident command.

**Supporting the Fire and Rescue Service National Coordination Centre (FRSNCC)** - The FRSNCC facilitates the deployment of national resilience assets (see below) to major incidents around the country. We will both provide and request assistance through the FRSNCC as required.

**Our Response Levels** - We have identified three levels of response which provide a framework for how we respond to incidents. Associated with each level are a number of capabilities. For all but the simplest type of incident, it is likely that a combination of response level capabilities will be utilised. The response levels are as follows:

- Local response capability is an all-hazards response and is designed to deal with the initial stages of any incident. This capability is delivered by both our on-call and wholtime firefighters operating from a number of fire stations around the county. All of our firefighters are trained to operate at this level in order to support this capability.
- Specialist response is a specialist capability. We will maintain a number of special vehicles including our Aerial Ladder Platforms, Technical Rescue Units, Environmental Protection Units and a Command Support Unit. Specialist teams are formed from within our existing staff who receive additional skills training as appropriate.
- National response. The FRS has a vital role to play in providing a national resilience capability against risks such as chemical, biological, radiological or nuclear incidents, terrorist attacks or other major emergencies. Within Norfolk we will provide on behalf of the national lead authority, Urban Search and Rescue (USAR), team typed flood response, specialist teams to respond to marauding terrorist attacks, mass decontamination and high-volume pumping.

**Our Weight of Response** - Ensuring our initial response is appropriate to the incident type, is sustainable and that firefighters can operate within safe systems of work is essential to our response capability. Our initial response is described within our Pre-Determined Attendance (PDA) procedures which have been derived from operational learning, scenario planning and best practice. They are reviewed on a regular basis to reflect changes in risk and national guidance.

**Scale and Concurrency** - Historical analysis of incident types provide an indication of the scale and concurrency of incidents we attend. Based on this information we have assessed that, at any one time, we should plan to be able to respond to two large scale incidents (five plus fire engines) plus numerous other small incidents (one -



three fire engines). In the event of spate conditions exceeding 48 hours duration or the declaration of a major incident or emergency we would consider requesting over the border, regional or national assistance.

**Operational Risk Information** - We recognise the importance of providing accurate and timely risk information to our operational crews. We have embedded the national Provision of Risk Information System (PORIS) to provide incident commanders with timely, accurate and accessible information on known building and site risks.

**Our Operational Assurance** - We regularly review our performance at operational incidents to identify good practice and areas for improvement. This information is then shared throughout the service and with partners this is used to amend policies and procedures where appropriate, informs training delivery or influences the design and purchase of new equipment and tests our CRMP.

**Our Operational Doctrine** - We recognise the benefits of the National Operational Guidance programme and will continue to update our operational procedures. We will also work to ensure our operational doctrine reflects the national Joint Emergency Services Interoperability Principles.

## **Capability (Logistics and People)**

### **Fires & Pumping**

- All of our front-line fire crews are trained to extinguish domestic, commercial and industrial fires. Training focuses on how to extinguish fires utilising breathing apparatus as respiratory protective equipment. Where required additional specialist capabilities can be requested from other fire and rescue services.
- Sufficient firefighting foam (compressed air foam system [CAFS], low expansion and high expansion) is available for extinguishing liquid fuel fires and deep-seated fires.
- We train all of our initial, intermediate, advanced and strategic incident commanders on wildfires and provide an off-road capability to provide access, equipment transportation and extinguishing media.
- We will provide access to call off arrangements for heavy plant machinery to assist in us in extinguishing waste fires.
- We supplement fire engines with water carriers and a high-volume pump hosted and deployed on behalf of the National Resilience lead authority.

Vehicle provision for fires and pumping:

- General purpose type B fire engines: response to fires and pumping, breathing apparatus, ladders, quick strike foam provision.
- Rural fire engines: Response to fires and pumping, breathing apparatus, ladders, off-road 4x4 capability, with CAFS.
- Water Carriers: Bulk distribution of water and foam off-road vehicles:
- Wildfire, water mist system

## Rescues

- All our fire crews are trained to perform rescues from height through the use of ladders. Aerial ladder platforms provide a safe working platform for rescues up to 32m. For heights higher than 32m or for inaccessible rescues, a rope rescue team is provided through Urban Search and Rescue (USAR) teams.
- All our fire crews are trained to undertake confined space rescues, with winch capabilities provided on our heavy rescue fire engines and with a USAR specialist capability.
- All our fire crews are trained to rescue people from road traffic collisions and transport incidents.
- All fire engines are provided with hydraulic rescue equipment, supplemented by four heavy rescue fire engines carrying enhanced equipment and with USAR providing a specialist capability.
- USAR provides rescues from collapsed structures.
- Our fire crews are trained and equipped to deliver intermediate medical care with clinical governance aligned with the East of England Ambulance Service.
- All our fire crews are trained to undertake bankside rescues of casualties in water and are provided with lifejackets and throw lines. Eleven water first responder (type D) teams are equipped to undertake wading and raft-based flood response. Four water and flood rescue technician (type B) teams can undertake rescues in fast flowing water via surface rescue boats and tethered swimming (Team typing is based on DEFRA flood rescue concept of operations 2019). Our proposal in respect of realigning our Specialist Water Capability in Section 12 includes allowing the type D teams to undertake swimming rescues in non-swift water such as rivers broads.
- We respond to flooding incidents to protect property at risk of flooding and remove flood water from buildings and infrastructure. Rescues from fallen trees is provided by our USAR chainsaw operatives.
- All our fire crews are trained to safely work with trapped large animals; with dedicated animal rescue teams to undertake the rescues.

### Vehicle provision for rescues:

- General purpose type B fire engines: hydraulic rescue equipment, ladders, safe working near water equipment and throw bags, safe working at height.
- Rural fire engines: off road capabilities, hydraulic rescue equipment, ladders, winches, water rescue equipment, safe working at height.
- Heavy Rescue Pumps: enhanced hydraulic rescue and cutting equipment, ladders, winches, confined space rescue.
- Technical Rescue Unit: Specialist water and animal rescue.
- Aerial Ladder Platform: Rescue from height.
- Urban Search and Rescue: Rescues from building collapse, sub surface, height and stabilisation of dangerous structures, rope rescue, specialist cutting equipment including chain saws.

- 4 x 4 vehicles; transportation of equipment and personnel.

Following on from the decision in previous integrated risk management plans, over the past couple of years we have been replacing the second fire engines at our On - Call fire stations with tactical 4x4 response vehicles. With their ability to go off road and deliver 'misting' water to extinguish wildfires, these vehicles have proved invaluable to fire crews during heatwaves.

In addition to the introduction of these off-road vehicles, we have also retained the second fire engine at three fire stations to act as agile fire engines. These fire engines are available to local crews if they have enough firefighters to staff them but crucially act as agile fire engines that are used to provide fire cover at large events such as the Norfolk Show, backfill areas in the county that require additional fire cover and act as spare fleet should a fire engine break down.

### **Hazardous materials**

- We provide hazardous materials & environmental protection advisers (HMEPAs) to provide advice to commanders on mitigating the effects of an accidental release of a hazardous material and the protection of the environment. HMEPAs are also trained to provide an Initial Assessment Team (IAT) to test substances in the field to identify hazards and to quantify the risk.
- We work in partnership with the Environment Agency to transport and deploy large quantities of protective equipment to mitigate the effect of hazardous materials on the environment.
- Selected fire crews are trained to use gas tight suits and undertake decontamination.
- We deploy a mass decontamination capability on behalf of the National Resilience lead authority. All fire crews are trained and equipped to attend a chemical or biological attack as the initial operation response (IOR).
- Specialist fire crews are trained to attend incidents involving radiological or nuclear materials supported by monitoring and testing equipment.

Vehicle provision for hazardous materials:

- General purpose type B fire engines: Gas tight suits, level 1 environmental protection; dosimeters.
- Rural fire engines: Gas tight suits, level 1 environmental protection; dosimeters.
- Heavy Rescue Pumps: Gas tight suits, level 1 environmental protection; dosimeters; survey meters.
- Environmental Protection Units: Gas tight suits; full decontamination; covering drums; decanting; environmental protection.
- Mass decontamination unit: equipment to decontaminate large number of people.

## Prevention & Protection Staff

Norfolk Fire and Rescue Service is committed to be at the heart of protecting the communities of Norfolk and aims to make them safer by reducing the number of emergency incidents through continuous improvement to our Prevention, Protection and Response activities.

### Prevention Staff

Prevention delivery is the responsibility of all our teams, whilst the responsibility for developing partnerships and delivery plans, quality assuring and evaluation sits with our central Prevention Team.

Activities include:

- Home Fire Safety Visits (HFSVs)
- Post fire home fire safety engagement
- Arson reduction initiatives and focused juvenile interventions (Firesetter Scheme)
- Water Safety / Drowning Prevention initiatives
- Road Casualty Reduction initiatives.
- Crucial Crew (Multi-Agency safety education events)
- Fire safety information to refugees and asylum seekers through ESOL courses (delivered by Norfolk Adult Learning service)

The Prevention function is managed by a centrally based Prevention Lead and two team managers: a Home Fire Safety Manager (HFSM) and a Prevention Delivery Manager (PDM).

The HFSM's main duties include leading and directing all home fire safety risk reduction initiatives and targeted actions across the Service in line with our Prevention strategy. Another core element of their role is to manage and develop external partnerships to increase home fire safety delivery to those most at risk. They have a team of four Home Fire Safety Advisors, plus a bank of casual hours Community Safety Advisors and Community Safety Volunteers. They are also the department lead for safeguarding, working closely with the Adults and Children's Safeguarding Boards to influence policy and practice.

The PDM's main duties include leading and directing all prevention activities, such as arson, accidents and emergencies on our roads and waterways, and school delivery initiatives and targeted actions across the Service in line with the Prevention Strategy. They are responsible for the service wide delivery of training, evaluation and quality assurance of all prevention activity and education provision. They have a team of four Prevention Co-ordinators, plus a bank of casual hours Community Safety Advisors and Community Volunteers.

- **Home Fire Safety Advisors** - These roles are district based and their core work is delivering targeted person-centred Home Fire Safety Visits that aim to drive down fire risk to make people safer in their homes, lives, and work.

- **Prevention Coordinators** – These roles are also district based and each coordinator will have one of the following responsibilities: Water Safety and Volunteers, Road Safety and Events, Arson / Firesetters and Schools / Education. Each will lead on coordinating this activity across the service; however, they will still be required to deliver each activity. This means they will become multiskilled across all subject areas.
- **Community Safety Advisors** – Our CSAs will undertake various activities for the Prevention Team on an ad-hoc basis, including Rural Home Fire Safety Visits, Fatal4 Young Driver/Road Safety delivery, and Water Safety education.
- **Firesetter Educators** – The core work will be to deliver Firesetter interventions (with professional partners where required), and complete Home Fire Safety Visits to identify at risk individuals, offer education and make recommendations for risk reduction.
- **Community Safety Activity** - Our operational crews undertake targeted person-centred Home Fire Safety Visits, schools' education, and seasonal campaigns all within their local turnout area.

### Protection Staff

To ensure we achieve an integrated approach to managing risk, we use both dedicated fire safety staff and operational crews to deliver our community fire protection services.

- **Senior Fire Safety Inspector** - Main duties include; leading enforcement/prosecution in each District, Line management responsibility for District FSA, providing development and training for new Fire Safety Advisors (FSAs) and Station Managers, providing HQ support for specialist projects, providing a liaison with the Building Safety Regulator once created, carrying out complex Building Regulation consultations, providing 24/7 standby cover out of hours on a rota basis.
- **Fire Investigator & Protection Officer (FIPO)** - Does all the work of a Fire Safety Inspector (plus an operational responsibility to investigate the causes of fires); leading Tier 2 Fire Investigators, carrying out audits in line with the Service's Risk Based Inspection & Audit Programme (RBIAP), leading on acquisition training in Level 1 FI, providing Continuous Professional Development (CPD) training for watches in Community Fire Protection (CFP) and FI, acting as CFP Liaison contact for Watches.
- **Fire Safety Inspector** - A Fire Safety Inspector can complete inspections of all regulated premises, including generic and assessed high risk sites, or those incorporating fire engineering principles. They can investigate and report on breaches of fire safety legislation for the commencement of legal prosecutions. They can report on submissions in liaison with building control bodies and advise on fire safety issues relating to the construction, demolition and/or refurbishment of regulated premises. They are qualified to take enforcement action for a breach of fire safety legislation.

- **Fire Safety Advisor** - A Fire Safety Advisor can offer advice and educate those responsible for fire safety in regulated premises. Responsibility for the CFP development of the Watch Managers (WM) & Crew Managers (CMs), FIPOs and Operational Support Officers (OSOs), carrying out audits for sleeping risks in line with the RBIAP, carrying out Building Regulation consultations.
- **Entry level Fire Safety Advisor** - Carrying out audits on simple low risk premises in line with the RBIAP, carry out business support visits.
- **Business engagement and compliance** - Our operational crews undertake visits to medium and low generic risk sites to support businesses with arson audits, ensure escape routes are clear and to help them familiarise themselves with the site should a fire occur.

### **Support Services (our internal frontline)**

Although most people will see our fire fighters and Prevention and Protection staff out in our communities, we also have several support staff working behind the scenes to make sure the Service runs efficiently, and that front-line staff are able to carry out their work effectively.

As an element of the Concept of Operations programme we identified the advantages of utilising the wider professional support and improved resilience of Norfolk County Council's corporate shared services. As an outcome we have migrated existing fire teams within Human Resources, Estates, Information & Technology, Communications, Pay and Health & Safety.

### **Operational Response**

How we organise our emergency response capability and the location of our emergency response resources is the result of previous IRMPs and the Concept of Operations (Con Ops) review. As a result, we have confirmed that the current locations are the most tactical locations to distribute our operational response resources and provide a proportionate standard of delivery to mitigate risk across Norfolk. Through the Con Ops project, we have identified some changes to the way we use these locations (and these changes are detailed in Section 12).

**Fire Control** - All emergency incidents start with an emergency call and our teams of fire control operators handle 999 calls, manage risk critical information and support our fire crews and commanders to resolve the incident. Following the learning from national major incidents such as the 7/7 bombings in London, we co-located with Norfolk Constabulary to further improve how we respond together and share information.

**On Call** - Our emergency fire cover in Norfolk is predominately on-call covering 39 teams and relies on the commitment of our people to provide cover. This cover is not guaranteed for several reasons, not least that employment is predominantly in the towns and urban areas, making it harder for us to recruit for daytime cover in the more rural areas.

**Wholetime Duty System** - Firefighters working on the wholetime system work two days then two nights. This system requires four shifts, known as watches, to provide guaranteed fire cover 24/7 at five of our stations.

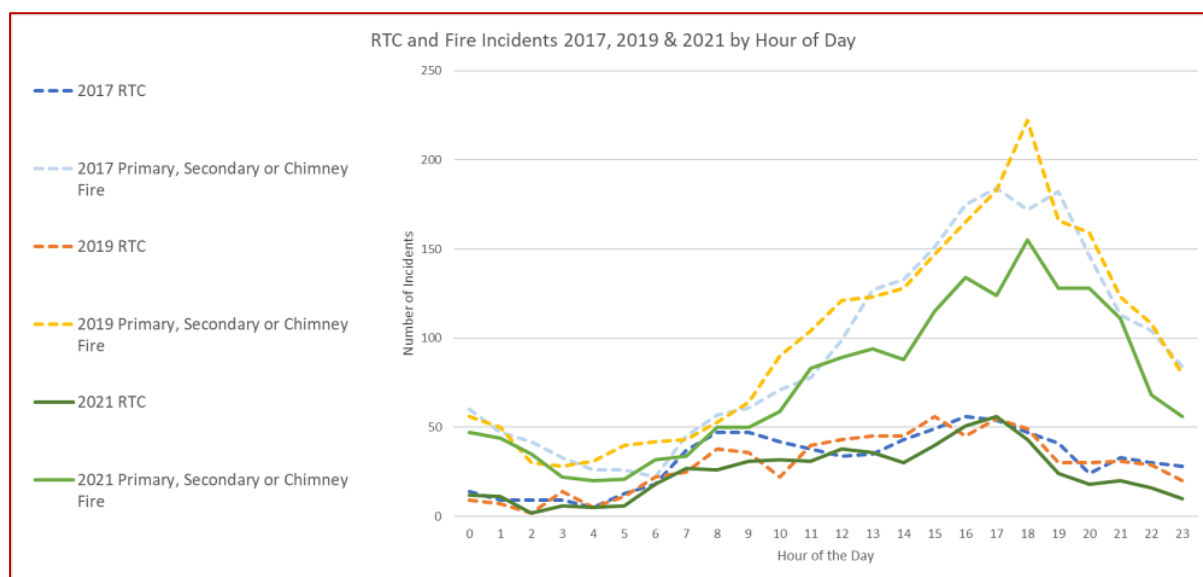
**Day Duty System** - At Thetford, firefighters on our Day Duty System (DDS) work during the day between Monday and Fridays with on-call firefighters providing cover in the evenings and weekends

**Dereham USAR** - Our National Urban Search and Rescue (USAR) teams based at Dereham Fire Station crew the fire engines on the station when they are in residence. In this way, we can provide enhanced fire cover during the day for 12 hours throughout the week. Our on-call team continue to crew the second engine when USAR are on station and for both engines when USAR are not on station.

**Turnouts** - Our response teams' turnouts to incidents are quicker during the day when they are often already on the engine or working close to the station if they are on-call, and slower at night when they are asleep.

**When do incidents occur?**

As would be expected, road traffic collisions predominately occur when people are travelling through the day. Fires tend to peak in the early evening when people are cooking.



## Participation with National Resilience

The Norfolk Community Risk Register (CRR) is produced by the Norfolk Resilience Forum and helps identify hazards that may lead to an emergency. The forum has a legal duty (under the Civil Contingency Act) to produce a register of risks that may impact on our county. This helps us to focus our planning arrangements to mitigate these risks.

As a member of the Norfolk Resilience Forum, we work with our partners to identify strategic community risks and quantify both the likelihood of the event happening and the severity of the impact of the event. If a risk is included in the CRR, it doesn't mean it will happen. It means it is a possibility, and organisations need to plan to reduce its impact.

Risks are rated as either Very High, High, Medium and Low. Examples of relevant community risks to Norfolk Fire and Rescue Service:

- Very high: Flooding – Coastal; cold weather and snow.
- High: Heat wave.
- Moderate: Fires involving scrap/recycling; surface water flooding; Storms and gales; Road or tanker accident containing dangerous goods; Fire or explosion at a gas LPG or LNG terminal or flammable gas storage; very large toxic release; railway accident.
- Low: Incident leading to evacuation of vessel on inland waterways; Fire or explosion at a range of industrial sites including fuel distribution sites or sites storing flammable and/or toxic liquids in atmospheric pressurised storage tanks; Radiation exposure from stolen goods; aviation accident; severe wildfires; Fire or explosion at gas pipeline following ignition of flammable gas under high pressure.

Norfolk Fire and Rescue plays a key role in the preparedness and planning for potential community risk through the Norfolk Resilience Forum (NRF). We co-produce Multi-Agency response and recovery plans to ensure our response is fully integrated and undertake joint exercising against these plans. We also conduct an annual training needs analysis at the strategic, district and station level. This analysis identifies the training that firefighters and their commanders need to undertake against specific risks identified in the community risk register, to ensure they are fully prepared to respond to the risk. Mutual assistance for responding to large scale community risks is secured through the fire and rescue service National Coordination Advisory Framework (NCAF) and through formal agreements with our neighbouring fire and rescue services.

Control of Major Accident Hazards (COMAH) - COMAH applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where the threshold quantities of dangerous substances identified in the Regulations are kept or used. There are two types (tiers) of establishment which are subject to COMAH, known as 'Upper Tier' and 'Lower Tier' depending on the quantity of dangerous substances they hold. Upper Tier establishments will hold greater quantities of dangerous substances, meaning that additional requirements are placed on them by the Regulations. Norfolk has eight upper tier COMAH sites and 20 lower tier sites. We help mitigate the risk of these sites through our resilience forum planning, exercising and sending an enhanced number of fire engines to any incidents on these sites.

Major Accident Control Regulations (MACR) - MACR relates to military sites and implements arrangements to achieve results at least as good as those achieved by



non-MOD controlled sites which fall within scope of COMAH. Norfolk is home to operational bases at RAF Marham, Feltwell and Robertson Barracks at Swanton Morley, as well as the Stanford Training Area.

How we integrate our response to major incidents - In the event of a serious or major incident we contribute to the joint Multi-Agency command, control, coordination and communication arrangements (C4). To improve the exchange of information and co-ordination during emergencies, we co-located with Norfolk Constabulary to develop a joint communications and control room. To provide additional resilience, we are also part of a fire and rescue service East Coast and Hertfordshire consortium which has developed a networked common command and control system across the four counties.

All our commanders are trained and focused on delivering a joined-up response to emergencies, with the Joint Emergency Services Interoperability Principles (JESIP) as their guiding principles. To ensure intra-operability with other fire and rescue services, we are standardising our operations by adopting National Operational Guidance (NOG). Where our current operations do not meet NOG, we are re-engineering our ways of working to meet the guidance and we only derogate in exceptional circumstances.

Terrorism - All our fire crews will attend the aftermath of a terrorist attack to provide intermediate emergency medical care, to decontaminate the public and first responders, to rescue trapped casualties, to make structures safe and to extinguish fires. We also provide National Incident Liaison Officers to assist Incident Commanders in deploying capabilities during a terrorist attack. Additionally, we provide a Marauding Terrorist Attack Specialist Response Team (SRT) that will be deployed during a terrorist attack to extinguish fires and treat and extricate casualties alongside the ambulance service and the police. This function is deployed on behalf of the National Resilience lead authority.

### **Prevention Delivery**

Prevention touches every aspect of what we do and how we work. Our prevention framework helps set our expectation for a range of services that we deliver to help prevent fires and other emergencies from occurring.

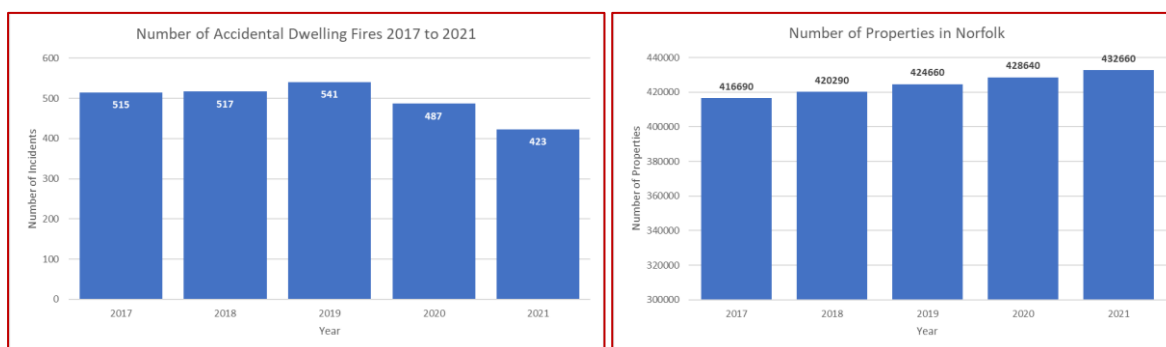
We recognise how risk changes for individuals and families throughout their life and with the adoption of the National Fire Chiefs' Council Person Centred Framework we will develop a wide-reaching approach to managing risk where we can influence behaviour to ensure people are safer in all aspects of their lives.

We use our Community Risk Profile, local intelligence, and regional and national data to assess foreseeable risk that could affect our communities in Norfolk, this enables us to direct our resource in a targeted approach to prioritise those most at risk. Our prevention work is focused on effective partnerships and is delivered in the form of evidence-based activities and initiatives to reduce the risk of fires occurring in the home (including Home Fire Safety Visits - HFSVs), reduce the number of arson incidents and to reduce the number of people who are killed or seriously injured on our roads and waterways.

We have increased the number of staff within the team and reconfigured roles to make the best use of our staff and resources to facilitate better community engagement. This has enabled us to reshape how we interact with our own staff, partners, and other stakeholders and this will improve how we collaborate, share information, knowledge and understanding of risk to deliver a better coherent service for Norfolk.

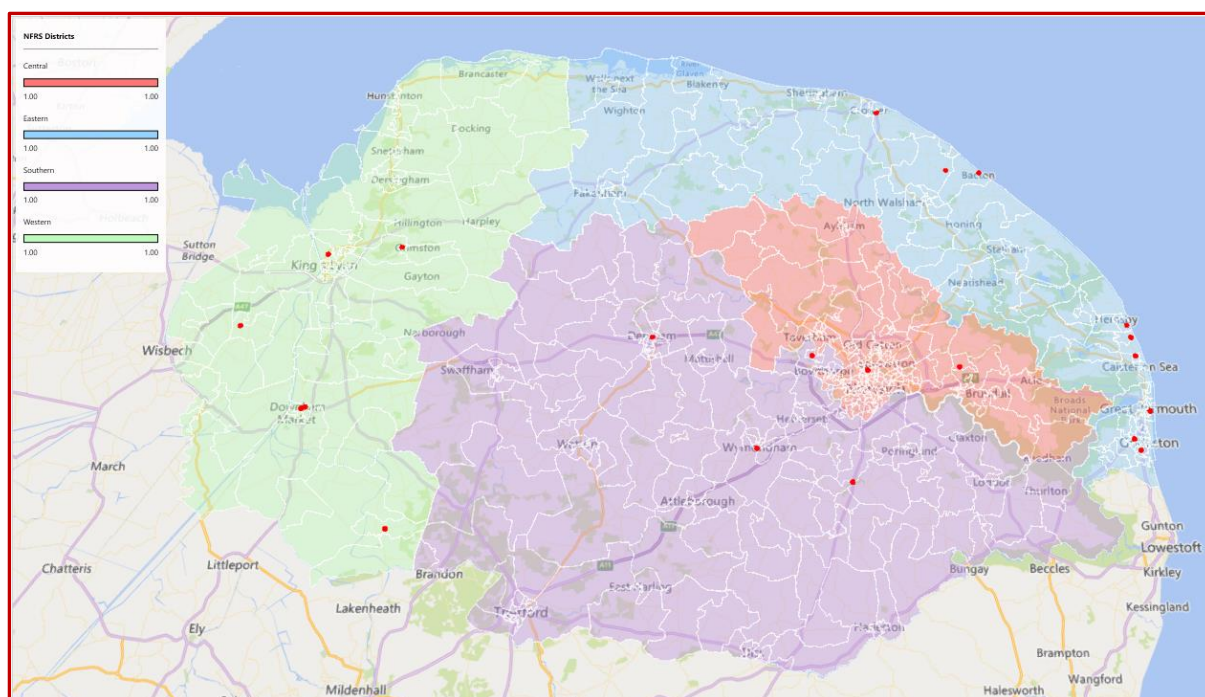
We have increased the size of our prevention team and realigned roles to ensure that our function meets the needs of the community. We have created new roles to enable closer partnership working across the county and the region, these roles will enable our core team to focus on home fire safety and safeguarding, whilst others focus on building partnerships and coordinating effective and consistent evidence-based risk reduction plans for our wider team. To enable us to proactively direct resource to emerging risks and demand we have recruited a bank of casual hour Community Safety Advisors who will be focused towards delivering high risk work in rural areas.

Accidental dwelling fires - The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. The total number of dwellings increased from 416,690 in 2017 to 432,660 in 2021:



Who is vulnerable from dying or being injured in accidental dwelling fires? - The number of deaths in Norfolk from accidental dwelling fires over the past five years has fluctuated from between zero and six people per year. The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion of older people over 80 years old. This reflects our EqlA and is in line with previous national studies which has shown “Those aged 80 and over have a higher fire-related fatality rate, accounting for five per cent of the population but 20 per cent of all fire-related fatalities in 2016/17” (Home Office 2017).

Where did the fires occur? - Over the past five years the majority of fatal accidental dwelling fires occurred in built up areas of the county; with nine fatalities in urban city and towns and six in rural towns. In rural areas, such as rural villages, and in sparse settings there were six fatalities all over the age of 68 reflecting the age profile of rural areas.



What causes accidental dwelling fires? - Over the past five years (2017 to 2021), most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies.

What type of occupancy in Norfolk experiences accidental dwelling fire? - When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone with 809 fires (18.0%) followed by lone person under pensionable age with 580 fires (17.8%)

Type Of Occupancy	Count of Incident No
Lone person over pensionable age	809
Lone person under pensionable age	580
Couple with dependent children	543
Couple both under pensionable age with no children	335
Couple one or more over pensionable age, no children	288
Lone parent with dependent children	233
Three or more adults under pensionable age, no children	158
(blank)	146
Other	81
Three or more adults with dependent children	66
<b>Grand Total</b>	<b>3239</b>
1850 More than one person in household	
1389 Lone person	

What type of premises do accidental dwelling fires in Norfolk occur in? - Most accidental dwelling fires occur in single occupancy houses. The individual property category with the most fires was single occupancy houses with 1640 fires (56.6%). The next highest category was purpose built flat / maisonette - single occupancy (Up

to 3 storeys) with 509 fires (15.7%), closely followed by Bungalow - single occupancy with 490 fires (15.1%).

There have been a possible 52 fires on Gypsy, Roma and Traveller (GRT) sites between 2017-2021. Previously only official sites were included, however this count of 52 includes unofficial sites. The year-on-year figure has been decreasing since 2019. The GRT community is identified in the EqlA as having a higher risk of dwelling fires due to their lifestyle and culture.

Targeting fire safety messages - Although people under the pensionable age make up most of the age ranges experiencing a fire, by using the Mosaic geodemographic classification, which is essentially a study of people based on where they live undertaken by a system called Mosaic produced by company called Experian, we can identify homes most likely to experience a fire on a geographical basis. This information can be used to help understand people in these groups so that we can develop appropriate communications and interventions to help reduce the risk of accidental dwelling fire in the future.

This information can also be used with other data, such as our CRP and people registered at a doctor's surgery aged over 65 years, to prioritise interventions by our crews when they are targeting prevention activity in a geographic area.

### ESOL Fire Safety Adult Education Course

Over the past year, and in line with risks identified in the EqlA, there has been some great partnership work between the Prevention Team and Adult Education to identify a high-risk community group (those where English is not a primary language) and take huge steps towards reducing their risk from fire. Firefighters helped to create scripts and record videos to provide course content for the tutors enabling to students to have an interactive experience with our Service. The course teaches people basic English speaking and listening skills, whilst incorporating fundamental fire safety content and providing them with the skills and confidence to be able to communicate with us in an emergency. The first course was delivered by Adult Education in January 2022 online, with a view to having face to face courses running in the future (where we hope to support in person). We will also identify other opportunities and subjects to work together on.

Learning for Communities
Education & Skills Funding Agency
European Union
Ofsted Good Provider

## REFOCUS: ESOL FIRE SAFETY



If English is your second language, this course could **help save your life!**

Working in partnership with Norfolk Fire and Rescue Service, this course will help you understand how to communicate with others and the fire service in an emergency. The course will also help you to improve and develop your listening and reading skills.

**Date:** Friday 7th January to 11th February 2022 (6 sessions)  
**Time:** 10am-11.30am  
**Venue:** Online  
**Cost:** FREE

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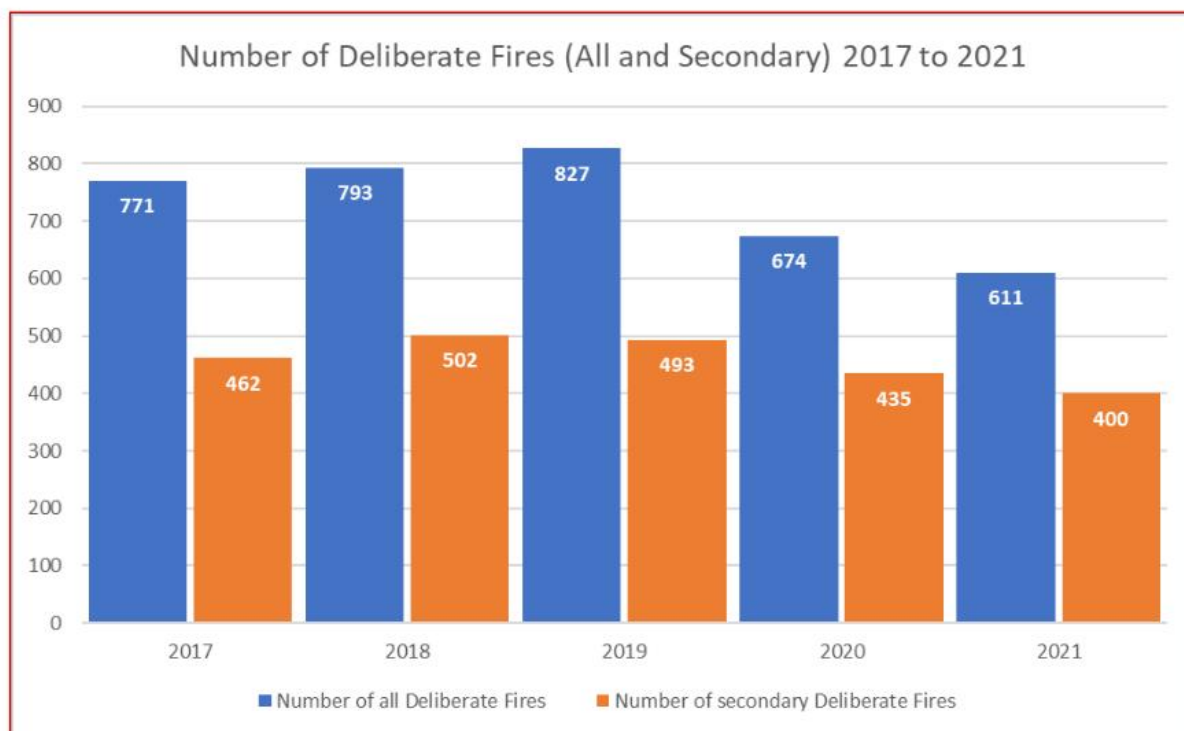
**Find out more:**  
[www.norfolk.gov.uk/ESOL](http://www.norfolk.gov.uk/ESOL)  
 0344 800 8020 (option 5)





**Hoarding** - The National Fire Chiefs' Council identifies the risk of hoarding and fires as the inability to escape a fire, fire spread and intensity, increased smoke and many people do not want people to access their space to make repairs that would reduce the chance of a fire occurring. As part of the Norfolk Safeguarding Adults Board's Self Neglect and Hoarding Strategy, we work with our partners through early help hubs to help resolve hoarding and mitigate the risk to occupants.

**Deliberate fires** - Deliberate fires have remained quite consistently low through the period from 2017 to 2021. In 2021 there were 611 deliberate fires, with 65.5% of these being secondary (low value) fires.



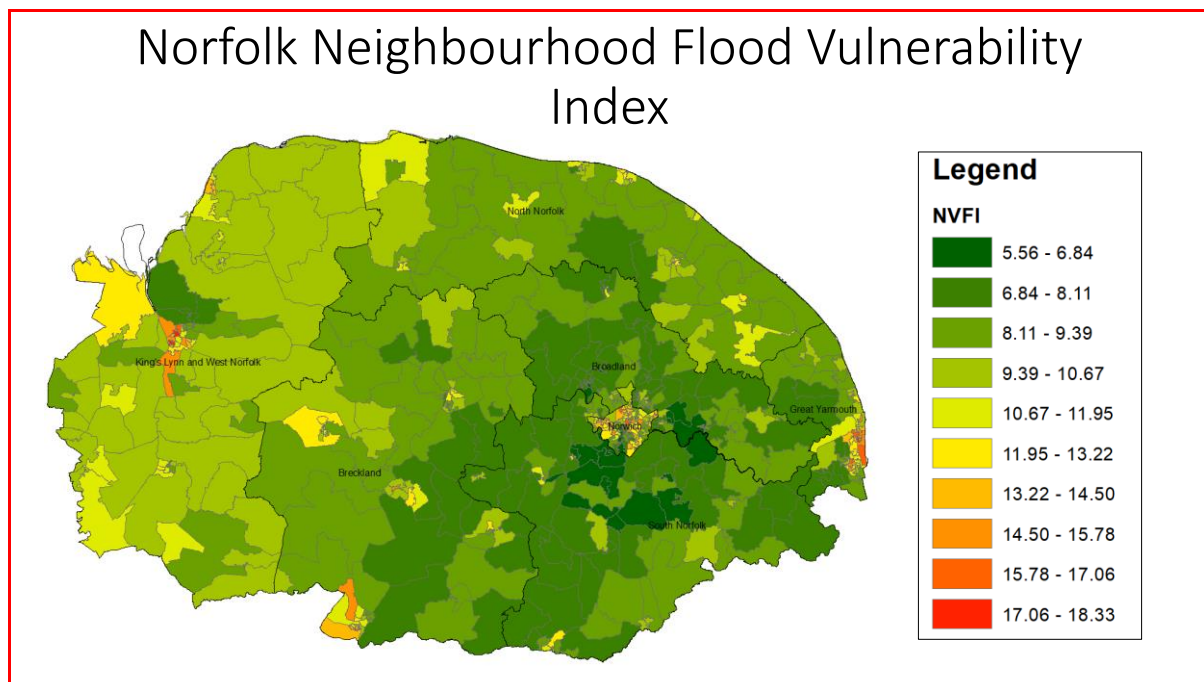
Deliberate fires and arson can be devastating for communities and businesses and so we work closely with business owners and local authorities to reduce the risk of arson. Through our fire intelligence unit, we liaise daily with Norfolk Constabulary to exchange data to assist in reducing the threat from arson. In order to reduce the likelihood of children setting fires, we use interventions, such as our Firesetters Education Programme, to work with families and carers whose children show an unhealthy interest in fires.

**Road traffic collisions (a safe system approach)** - A review in 2018 led by elected members resulted in a new "safe system" strategy approach that considers all the factors (road, vehicles, road use and speed) to prioritise initiatives focused on prevention and reducing risks. This will mean that all partners will be encouraged to shift attention away from a single focus to influencing wider road user behaviour.

There is a clear link between vulnerability to flooding and wider social demographic vulnerability, as shown by the [Neighbourhood Flood Vulnerability Index](#). We will deliver targeted advice to vulnerable communities. As part of the [Norfolk Strategic Flooding Alliance](#), we will help communities to develop self-reliance at Parish and



Town council levels. When floods occur, we will use the NSFA [flood reporting line](#) and information from local action groups to help target our resources at those most in need.



Flood vulnerability, risk and disadvantage (Sayers and Partners LLP 2017)

Our Continuous Organisational Improvement and Learning process, Fire Standards Board Prevention standard, National Operational Guidance and HMICFRS preparedness has enabled us to recognise and identify key areas of Prevention activities that we need to further develop in order to improve and deliver a better service to the communities we serve. We will explore this area further in the next section.

## Protection Delivery

### Our risk-based inspection programme

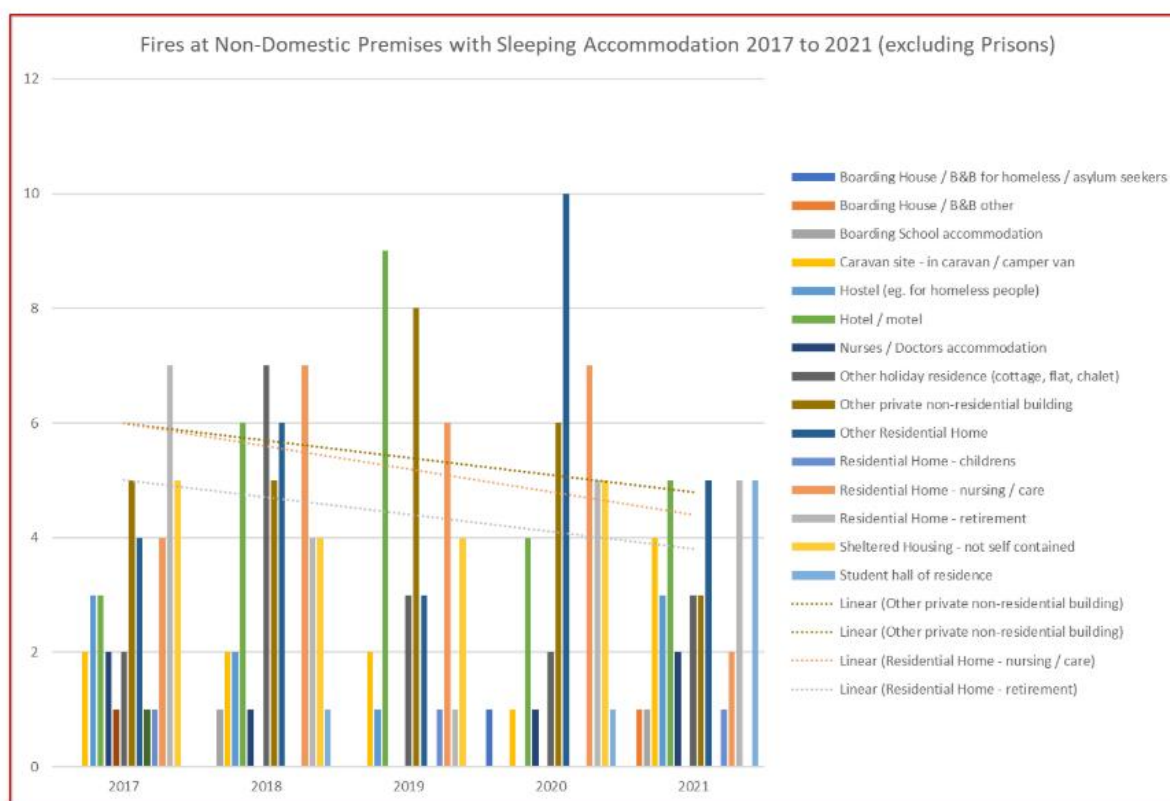
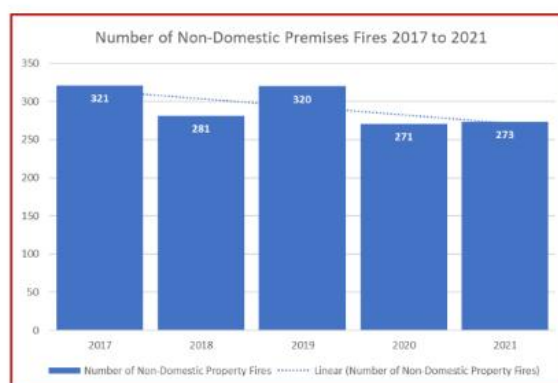
Our resources are targeted at those premises which have the highest potential risk of death or injury, should a fire occur.

**Generic risk - National guidance\*** provides a way for fire and rescue services to target their resources based on societal life risk fires using historical national data. Societal life risk is defined as the risk of five or more fatalities occurring in any one incident. In simple terms, fires occurring in non-domestic premises where people sleep provide the greatest risk of multiple deaths should a fire occur.

**Assessed risk - Assessed risk** is where an inspection has occurred or where an inspector has used their judgement. A 'High assessed risk' is either due to concerns about the fire safety measures following an inspection or the inherent risk of the premises. This risk is recorded on our fire safety management information system (CFRMIS) and drives our re-inspection programme.

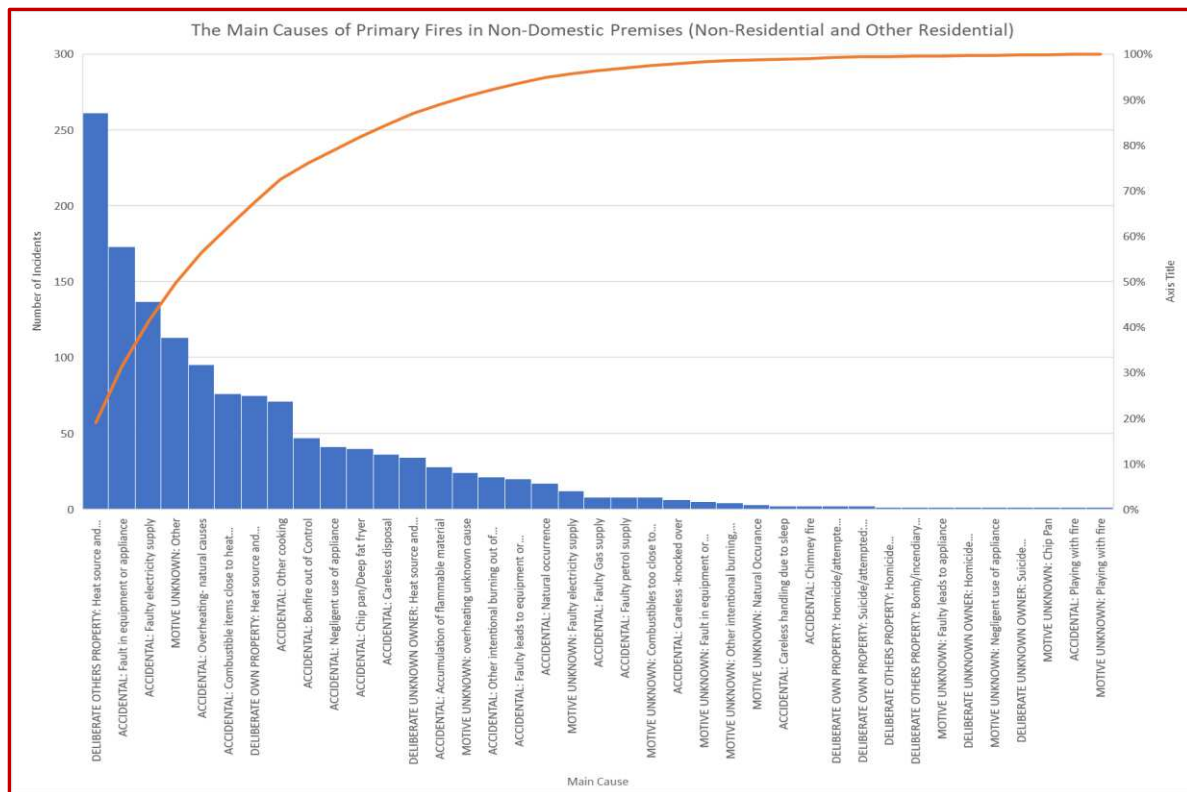
Norfolk Fire and Rescue Service risk-based inspection programme focuses on premises with the highest societal risk, which is sleeping accommodation. Borough, City and District Councils enforce fire safety in houses in multiple occupation and flats, except the common areas, such as escape routes, or where the escape route goes through a commercial premises, in which case we are the lead authority. Our risk-based inspection programme is flexible in nature and can be adapted as risks emerge, for example, following the Grenfell Tower fire all residential high-risk buildings across the county were inspected.

Frequency and causes of fires occurring in non-domestic premises in Norfolk. - There is a downward trend in fires in all non-domestic premises, with the largest reduction seen in the number of fires in sleeping accommodation, which is the focus of our fire safety inspections. Industrial, warehouse and agriculture premises fires have also reduced, but they continue to constitute most of our non-domestic fires.



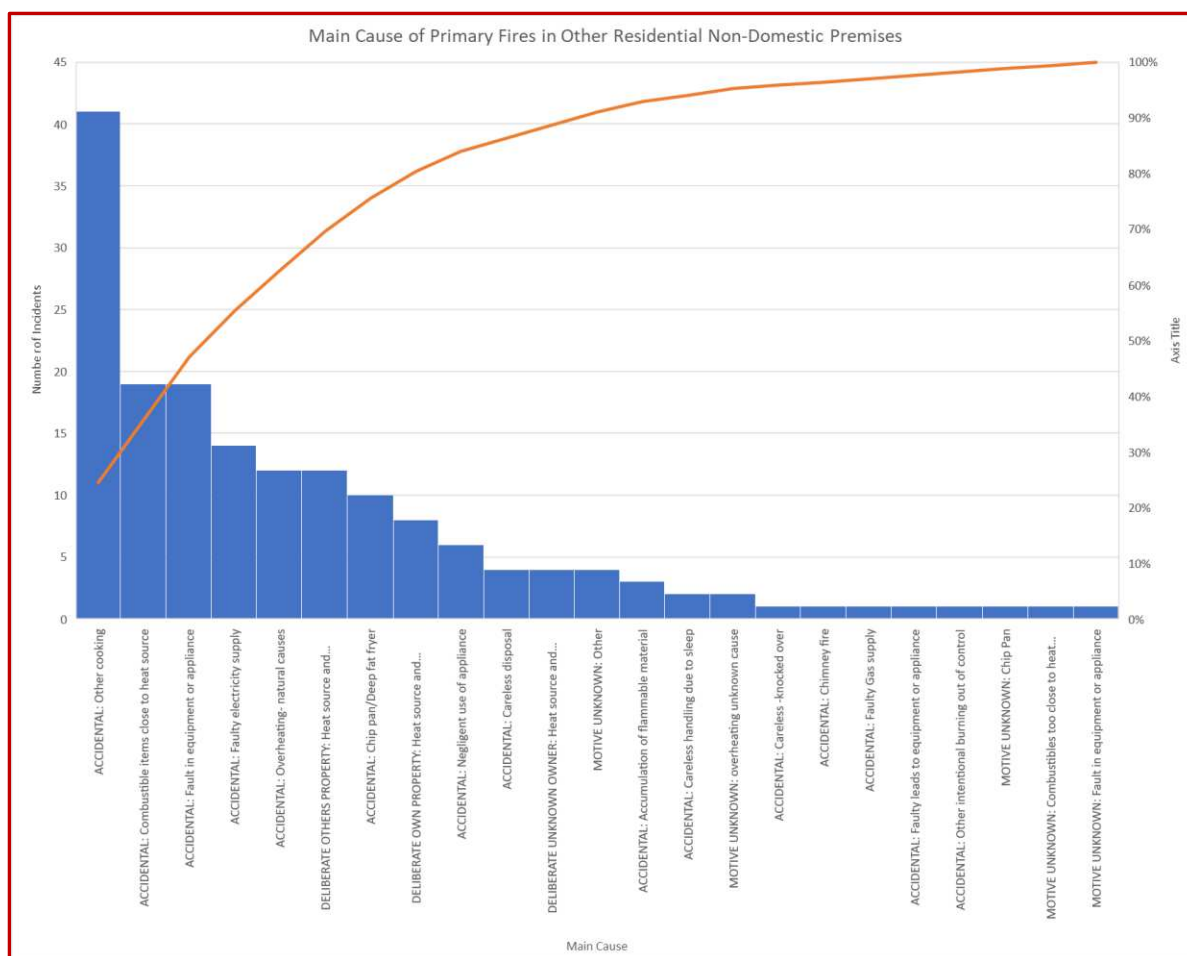
There has been one fire fatality in non-domestic premises over the past five years (related to industrial processing - chemical).

The main cause of primary fire in non-domestic premises (Non-Residential and Other Residential) is "Deliberate Others Property: Heat source and combustibles brought together deliberately".



The main cause of primary fire in Other Residential Non-Domestic premises continues to be (accidental) Cooking, Combustible items close to heat source and Fault in equipment or appliance.





Although our focus is on enforcing the relevant fire standards, we do this with a supportive and proportionate approach, working with organisations to help them ensure the safety of their staff, premises and customers.

We use formal enforcement and prosecutions when we find deficiencies that are very serious, or when, despite working with an organisation, they have failed to improve their fire safety standards. Our approach is shaped by the principles set out in the Statutory Code of Compliance for Regulators and the Enforcement Concordat.

Our risk-based inspection programme is always based on the risk we believe premises pose to their occupants. The priority set throughout the Risk Based Inspection & Audit Programme (RBIAP) is that it will achieve the following objectives:

- Safer premises - reduce the risk and impact of fires in non-domestic premises.
- Safer shared housing – supporting Norfolk’s seven Local Authorities in enforcing fire safety standards in homes in multiple occupation and shared housing.
- Fewer false alarm calls - reduce the volume of false alarm calls to domestic and non-domestic premises. (Unwanted Fire Signals – UwFS)

Our RBIAP will be focussed on those premises which have the highest potential risk of death or injury, should a fire occur.

The protection plan focusses on those most at risk, the risk is derived from a process that is generic based risk coupled with an assessed risk. In addition to local risk information the Service's risk information management platform, Community Fire Risk Management Information System (CFRMIS) will be used to support judgements and developing enforcement programmes. It is important to apply community knowledge when developing any delivery programme.

In addition to the premises that present the greatest risk due to the demographic or profile of the persons who utilise or live in them, NFRS recognises the importance of buildings that support the economy. These range from Industrial/Commercial through to Heritage/Historical, these premises also form part of the protection plan.

NFRS aim is to reduce the likelihood and impact of fire on the community, safeguarding firefighters, heritage, and the environment, reducing the loss of life, injuries, commercial, economic, and social costs. Our statutory duty to enforce fire safety law and promote fire safety is targeted towards premises where we believe or receive information to suggest there is poor non-compliance, this provides the community with value for money. The primary focus of the Fire Protection Plan is to support business such that all employers and places of community access, meet their legal duties and maintain the safety of all those who may be present and in doing so assist the economic growth of Norfolk.

In September 2022 the service will introduce an online evaluation tool that will help the service review its performance in delivery to the communities of Norfolk. This process will help us shape our future RBIAP.

How we join forces with our partners - In addition to pre-programmed inspections, we undertake intelligence led and reactive inspections. Examples include:

- Joint working with Environmental Health Officers - We share information and undertake joint inspections of houses of multiple occupation and flats where concerns have been identified.
- Joint inspections with the Environment Agency - We undertake joint inspections with the Environment Agency for licensed waste/recycling poor performing sites (PPS). This also acts as a control measure against the community risk register entry of fires involving scrap/recycling.
- Joint action against modern day slavery - Working with Norfolk Constabulary our inspectors visit premises that intelligence suggests may be involved in modern day slavery; our powers are used to ensure any premises are safe.
- Post fire inspections - Our inspectors undertake a post fire audit of non-domestic premises that have experienced a fire to investigate whether there was a breach of the legislation.
- Safety Advisory Group (SAG) - Large public events are vital for the economy of Norfolk. We pre plan with other enforcement and regulatory bodies so that these events are safe for all who attend.

International/national/regional learning - Working with the National Fire Chiefs' Council our inspectors learn from serious fires experienced in other areas and

undertake local based inspections based on this learning. Recent examples include inspecting all high-rise towers in Norfolk following the Grenfell Tower fire and the inspections of escape rooms in Norfolk following an incident in Poland.

### **Working With Our Partners**

How we will work in partnership to deliver community safety education and development:

- Work in partnership to support youth development, such as the Prince's Trust Team Programme
- Provide Fire Cadet Units to support youth development and promote the role of the fire and rescue service as a career
- Lead the delivery of the Multi-Agency Crucial Crew safety educational experiences, accessible to year six school children across Norfolk
- Provide tailored intervention and education programmes for young people and children addressing 'Firesetting' behaviours
- Work with partners to promote safe driving through the new Safe System Approach
- Work with partners to promote the installation and testing of smoke detection and where appropriate sprinkler installations
- Work with partners to increase our capacity to improve the safety of vulnerable people through co-designed services and referral routes

How we will work with our communities and other regulators to inspect and protect Norfolk's businesses, buildings and heritage:

- Monitor Unwanted Fire Signals (UwFS) using our reporting systems to highlight those premises that will require engagement from NFRS protection staff to reduce the volume of false alarm calls to domestic and non-domestic premises.
- Work with partners to improve our engagement and support for businesses and organisations to minimise their risk from fire
- Deliver our risk-based inspection programme
- Work with partners to deliver a joined-up inspection programme that reduces duplication and helps prioritise inspection activity
- Monitor the prosecutions and other enforcement activity to ensure that it is proportional to the risk.
- Support businesses and organisations in complying with the legislation and taking consistent and focused enforcement action, including prosecutions, for serious contraventions
- Through our risk-based inspection programme and regional working, we will support the protection of heritage from fire.
- As statutory consultees on Building Regulations applications we work with local authority or approved inspectors to ensure that any new or substantial

altered public building complies with current codes and standards in respect of fire protection.

## 9. Improvement, Best Practice and HMICFRS Readiness

Over recent years, there have been a number of drivers for improvement in the Fire Service sector, notably from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), National Fire Chiefs' Council (NFCC) National Operational Guidance (NOG) and the Fire Standards Board (FSB). HMICFRS, formerly Her Majesty's Inspectorate of Constabulary (HMIC), has statutory responsibility for the inspection of the police forces, and since July 2017 the fire and rescue services, of England and Wales. HMICFRS independently assesses the effectiveness and efficiency of police forces and fire & rescue services – in the public interest.

The National Fire Chiefs' Council's strategy contains four strategic commitments. The Central Programme Office (CPO) manages the programmes that will help ensure the commitments are delivered. The CPO is responsible for the maintenance of national operational guidance and national operational learning. It also provides support to the Strategic Engagement Forum and for the Fire Standards Board. The role of the Fire Standards Board is to oversee the identification, organisation, development and maintenance of professional Standards for fire and rescue services in England.

With the publication of the Prevention and Safeguarding Fire Standards, we have taken the opportunity to reflect and consider new opportunities for professional growth in this function. This is a big undertaking as Prevention touches every area of what we do and how we work.

NFRS has embraced Continuous Organisational Improvement and Learning (COIL) to monitor our progress against the best practice and standards promoted by these drivers. In order to provide additional focus on Prevention, we have reviewed all areas of how our Service is structured.

We have restructured and increased the number of staff within our Prevention department to provide the best possible service for the people of Norfolk. This delivers against our commitment to continue the core elements of our community safety work, but with a significant planned increase in capacity to enable better community engagement. We believe this will enable us to better target those most at risk in our community, with greater speed, efficiency and capability. And this, in turn, will enable us to better execute our strategy to make the people and communities of Norfolk safer.

How we organise the department will change. We will reshape how we interact with staff, partners and other stakeholders to deliver a better service for Norfolk. We plan to organise the Prevention department by function: Home Fire Safety and Prevention Delivery (Water Safety and Volunteers, Road Safety and Events, Arson/Firesetters and Schools/Education). Each discipline will help drive our overall Prevention strategy – enabling us to deliver the most and with greater coherence across Norfolk.

## Community Safety Action Plan

Following the recent HMICFRS inspection feedback, they recommend that we:

- Ensure that all staff have a good understanding of how to identify vulnerability and safeguard vulnerable people.
- Target the most vulnerable, who are at greatest risk from fire.
- Ensure that joint agency reviews take place after significant or fatal fire incidents; reviews should take place at an appropriate strategic level in the service and with other relevant organisations.

To improve in these areas, we have already implemented:

- Robust arrangements to ensure Multi-Agency review and learning from fatal fires and serious incidents.
- Additional capacity to deliver community safety activities.
- Refreshed prevention plan that clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire.
- Targeted strategic governance arrangements to provide oversight, energy, and support to implement the Development Plan. (A Community Development Safety Board).

We are developing:

- Assurance that our staff have received, understood and act on training and guidance, particularly around vulnerability and safeguarding.
- Clear methodology to identify those most at risk from fire in place, linked to our delivery plans.
- Evaluation measures that enable a good understanding of how successful, or not, our prevention activities are.

## 10. Equality, Diversity and Inclusion

We use our influence as one of Norfolk's most trusted organisations to champion equality and tackle prejudice.

We use our knowledge of Norfolk's diverse communities to target our recruitment strategy, prevention and protection activities and risk planning.

We are [LGC award-nominated](#) for our research with 227 residents from seldom-heard backgrounds in Norfolk to address barriers to recruitment, services and safety risks. This research identified high levels of trust in Norfolk Fire and Rescue Service.

We are [Personnel Today Award Nominated](#) for our work to increase the gender diversity of our workforce through a positive recruitment campaign.

Norfolk County Council sets the Council's [objectives for equality, diversity and inclusion](#) and we are committed to delivering these.

In addition, we have our own [Norfolk Fire and Rescue Service EDI Plan](#) 2022 to 2026, which sets out EDI priorities for our service.

**Our four EDI priorities** (*note – the action plan, to be hyperlinked to this paper, sets out the specific actions agreed to achieve these priorities*)

1. Increase the diversity of our workforce, so that we better reflect the local population.
2. Develop our capability on EDI and our knowledge, confidence and professional curiosity about our diverse communities
3. Target our Prevention and Protection activities to address identified risks for our diverse communities.
4. Implement the findings of our 850 equality impact assessments of our policies and procedures, to guide inclusive decision-making across our workforce.

### People and wellbeing

One of the priorities of the Fire and Rescue National Framework for England is for fire and rescue authorities to develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse.

The fire and rescue sector is going through a period of significant change and we need to ensure that our workforce is able to adjust to these changes and contribute innovatively.

We have already made great strides on our equality, diversity and inclusion priorities but know we have a lot more to do. We want to build a truly diverse workforce which is engaged, motivated and high performing.

We will develop a workforce strategy and plan which brings together all of our people priorities including some of the following:

- We will continue to create an inclusive culture where our people are valued, developed and recognised with equality at the core of everything we do
- We will arm our people with the tools they need to manage their own resilience and support those whose mental health is impacted by the difficult job they do
- We will continue to invest in our professional development so our staff maintain their competence and confidence
- We want to build a more diverse workforce not only so that we can represent the community we serve, but to support more effective engagement and decision making throughout our organisation
- We will develop our leaders to deliver our people priorities and build a high performing culture through embedding the NFCC's leadership framework and the wider NCC Leadership Development offer
- We will work towards developing mechanisms which allow us to succession plan and develop our talent more effectively
- We will develop a recruitment and retention strategy which promotes diversity and more effective onboards our new staff
- We will continue collaboration with our staff and representative bodies to ensure our staff are deployed in the most effective way and are fully engaged in any changes affecting them



## 11. Horizon Scanning and Emergent Risks

We have already detailed the increased risks presented by climate change earlier in this document. There are other areas of consideration that we regularly review in order to inform our strategic planning.

### County Strategic Planning & Infrastructure

The Strategic Planning team is responsible for supporting the delivery of infrastructure that contributes to sustainable housing and jobs growth for Norfolk. This includes:

- Producing the Norfolk Strategic Infrastructure Delivery Plan
- Responding to Nationally Significant Infrastructure projects
- Seeking developer contributions for infrastructure from new development using our planning obligations standards
- Monitoring housing, employment and retail trends
- Working collaboratively with stakeholders on energy and water projects

We regularly review plans produced by this team to assess any impact on risk or implications for our service delivery. More information can be found at [NCC Strategic Planning & Infrastructure](#)

The [Norfolk Strategic Delivery Infrastructure Plan](#) sets out Norfolk's high-level strategic infrastructure priorities for the next 10 years. This list of projects has been compiled in conjunction with stakeholders/local partners including internal county council departments, district councils, utility companies and government agencies.

These projects are selected on the basis that they deliver considerable housing and jobs growth.

Priority strategic projects include:

- A47 improvements £2-300m (delivered by National Highways)
- Great Yarmouth Third River Crossing -£120m
- Transforming Cities as part of the Transport for Norwich programme - £66m (all funding sources)
- Long Stratton Bypass
- West Winch Housing Access Road
- Norwich Western Link.

The National Infrastructure Strategy sets out plans to transform infrastructure and achieve net zero emissions by 2050 and the Net Zero Strategy provides Governments long term plan to end the UK's domestic contribution to manmade climate change. Norfolk County Council has chosen to bring forward this target by making a commitment to reduce their carbon emission to zero by 2030.

Norfolk County Council commissioned an EV Strategy during 2020, to help identify areas of need within the county as far as charging infrastructure is concerned, as the national vehicle fleet transitions to electric. A number of projects linked to this are

emerging, including those benefiting from the Community Renewal Fund. As far as Norwich is concerned, a pilot project is underway to install on-street EV charging points within the city. This partnership involves Norwich City Council, Norfolk County Council and UK Power Networks, the regional electricity network operator.

#### Greater Norwich Strategic Growth Area

Joint Core Strategy (JCS) growth targets by planning for 33,000 new jobs and 49,500 new homes from 2018 to 2038.

the locations with highest growth continue to be concentrated along the route of the A11, through the city centre and out to the north-east of the region.

#### Norwich City/Urban Area/Central Norwich

The city is unique as a growth location, as the majority of the commitment of 8,600 dwellings will be delivered on many smaller sites within the existing urban area. Some of the more significant sites with early delivery are identified in Table 3 below. The largest site with planning permission, for 1000 dwellings is at Bowthorpe, and developments at UEA are included under the Southwest Sector as they will share some of the same infrastructure.

#### East Norwich

The East Norwich Masterplan is currently in preparation to aid delivering a vision for East Norwich as a new productive quarter for the future growth of the city. It envisages that the quarter, which extends to around 50 ha in size, could provide up to 4,000 new homes and 100,000 sqm of employment space, accommodating up to 6,000 new jobs.

#### Cambridge-Norwich Tech Corridor (this was previously called the south-west)

The Cambridge-Norwich Tech Corridor includes five major growth locations in South Norfolk: Wymondham, Hethersett, Cringleford, Costessey and Easton; and Three Score (Bowthorpe) in Norwich. It also includes the UEA (Norwich) and the strategic employment locations at Longwater, Hethel, Wymondham, the Norwich Research Park (NRP) and the Norfolk and Norwich Hospital.

Collectively, the growth at Wymondham, Hethersett, Cringleford and the NRP is partly dependent on improvements at the A11/A47 Thickthorn junction and public transport corridor enhancements. Major improvement at Thickthorn is included as a commitment in the Government's Road Investment Strategy Investment Plan. An application for the development was submitted in 2021. If approved, the improved junction is expected to be open to traffic in autumn 2024.

#### Long Stratton

Long Stratton is the only strategic scale housing growth location that is located outside of the Strategic Growth area. The Long Stratton Area Action Plan, adopted May 2016, identifies a minimum of 1,800 houses and provision for a mix of local job opportunities and economic growth including further opportunities for small businesses, and new commercial development relating to the enhanced town centre.

### Outside the Norwich Policy Area

In addition to the major growth locations, the JCS seeks additional commitment for about 3800 homes on smaller sites in the Broadland and South Norfolk parts of the Norwich Policy Area.

### Major Road Network

The Government committed to a series of improvements to the A47, to be delivered by Highways England. These include dualling schemes either side of Norwich, at Blofield to Burlingham and Easton to Tuddenham, both to be delivered in the spring 2023 to 2024/25 period.

### **Electric Vehicles and Lithium-Ion Batteries (and electric battery storage)**

As technology advances and more people turn to electric vehicles, the prevalence of Lithium-Ion vehicle batteries and locations to store these safely also increases. NFRS maintains a watching brief on research into the fire risks posed by these and consults with the industry around any plans for battery storage locations within Norfolk.

All Battery Energy Storage Systems (BESS) installations are required to complete a substantial & suitable fire risk assessment. Where appropriate, this will be supported with specific fire tests. Property insurers will be involved at an early stage in discussions to agree on a suitable fire strategy for BESS installations. The potential for both property loss and business interruption will be considered. The fire protection and mitigation strategy will be determined on a case-by-case basis, based on battery type, BESS location, layout, compartment construction, system criticality, and other relevant factors. It must be multi-layered and include a combination of; good design, thermal runaway avoidance, early detection, and automatic suppression. Manual fire control provision and planning, including water supplies, should be commensurate with BESS and other site fire hazards.

### **Maximising our efficiency and effectiveness: Improved Intelligence & Analytics**

More than ever NFRS works in an environment where data-led decision-making and data-evidenced evaluation is crucial, be it for internal performance management and strategic decision-making or to enable external scrutiny and evaluation.

Good data and analysis are key in unlocking transformation, continuous improvement and sector-led change. It is key in understanding what we do, how well we do it and what we can and can't change in order to do things better.

In May 2022 the Home Office published the white paper, "[Reforming Our Fire and Rescue Service](#)". Within this consultation document there is a clear focus on the importance on recognising the importance and improving the quality of data driven intelligence to support effective and efficient service delivery:

*"... services will embrace learning, use data and evidence to inform their decision-making, and share best practice and innovation... Our reform plans set out our ambition for an independent College of Fire and Rescue focussed on the following five areas:*

- *Research*
- ***Data***
- *Leadership*
- *Ethics*
- *Clear expectations for fire and rescue service...*

*...Data is a vital asset in helping services to deploy resources and manage services more effectively and professionally. While there are undoubtedly services where data is being used well, in his State of Fire and Rescue report in 2019, Sir Thomas Winsor identified that “the sector is missing opportunities to use data and technology effectively”*

This CRMP23-26 has highlighted a number of key areas that will require further analysis and data modelling in order to truly evaluate the best ways forward. Increasingly we are being challenged with evidencing our effectiveness, our efficiency and the way we utilise, develop and look after our people (HMICFRS and Home Office to name a couple). Budgetary challenges and the need for transformation and improvement also add additional weight to the need for improved intelligence & analytical capability. At the time of writing, we are awaiting the Fire Standards Board Digital and Data Standard that will soon be released and the expectation will be that all FRS's meet the standards included therein.

- *We will conduct a strategic review of intelligence & analytical capability in order to assess the services ability to meet the emerging increased requirement of systems and staff to meet the sectors wider intelligence and analytical requirements.*

### **The impact of highway infrastructure improvements in Norfolk: WDS Crewing Options**

Norfolk Fire and Rescue Service currently has 7 wholetime duty system (WDS) fire engines which are crewed 24/7. There are tidal crewing arrangements at King's Lynn and Gt Yarmouth / Gorleston where one of the crews starts and finishes the shift at the base station but takes the fire engine to King's Lynn South / Gorleston fire stations as a standby base. There are also 2-day crewed engines based at Thetford fire station and Dereham fire station. These engines are crewed during the day only by WDS staff and crewed at night by on-call staff. The day crewed stations each have a different day crewing system. Dereham is crewed with two watches of USAR personnel working 4 days on and 4 days off, and Thetford is crewed with one watch working Monday – Friday only.

National data indicates a general decrease in emergency incidents attended by fire and rescue services and Norfolk is no exception. Data also indicates that in Norfolk there is on average across all fire stations a greater number of incidents during the day compared with during the night. On average in Norfolk the ratio is 62% of incidents during the day and 38% of incidents during the night based on the hours of 0700-1900 and 1900-0700.

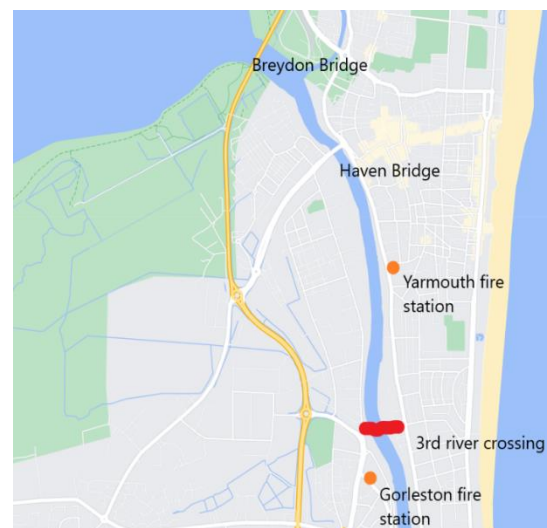
An assessment of station incident data indicates that there may be potential to review the crewing arrangements at some stations and to consider whether there are opportunities to change to a day crewed model

- *During the CRMP23-26 period we should consider a detailed review of the WDS crewing arrangements in the King's Lynn and Great Yarmouth / Gorleston areas to evaluate impact (positive or negative) on community safety risk mitigation.*

### **The impact of highway infrastructure improvements in Norfolk: Implications of Great Yarmouth Third River Crossing**



Construction of a third river crossing bridge is already underway and will provide a further crossing between Great Yarmouth and Gorleston by 2023. This will link the southern end of Great Yarmouth with Gorleston and will provide access directly to the A47. The map below indicates the location of the current bridges, the bridge under construction and the fire stations at Great Yarmouth and Gorleston.



When the new bridge is open, it is estimated that the new travel distance from Great Yarmouth fire station to the Gorleston side of the crossing will reduce to around 0.5 miles, with an estimated journey time of around one minute. It is also estimated that

the journey time from Great Yarmouth fire station to Gorleston fire station will reduce to around 1.5 minutes. Therefore, incidents that would be attended by the Gorleston WDS engine (whilst crewing at Gorleston fire station) could be resourced from Gt Yarmouth station instead with an increase in attendance time of around one minute.

A range of Options need to be considered:

1. Do nothing.
2. Relocate both WDS fire engines to Gt Yarmouth and leave one on-call fire engine at Gorleston.
3. Close Gorleston fire station and open a new fire station or service delivery point for Gorleston on-call.
4. Close Gorleston fire station and provide all operational response for the Gt Yarmouth and Gorleston area from Gt Yarmouth fire station.
5. Close Gorleston fire station as per option 4.
6. Close both stations and build a new modern facility in the most suitable and effective location.

To evaluate these options, we will need to analyse available data after the bridge has opened and is being used. It is anticipated that the current arrangements may be inefficient when the new crossing opens due to the proximity of the two stations. We will need to establish whether changes are likely (or not) to have any significant impact on risk mitigation.

- *During the CRMP23-26 period we should consider a detailed review of the WDS crewing arrangements and building stock in the Great Yarmouth / Gorleston area to evaluate impact (positive or negative) on community safety risk mitigation.*

### **Maximising our efficiency and effectiveness: Implications of Reducing Ridership**

Current NFRS Service policy identifies the expected crewing levels for all WDS fire engines (except 2 stations) to be made up of 5 riders. The minimum crewing for any fire engine to be available is 4 riders. The Service needs to further consider the options to reduce ridership levels from 5 to 4.

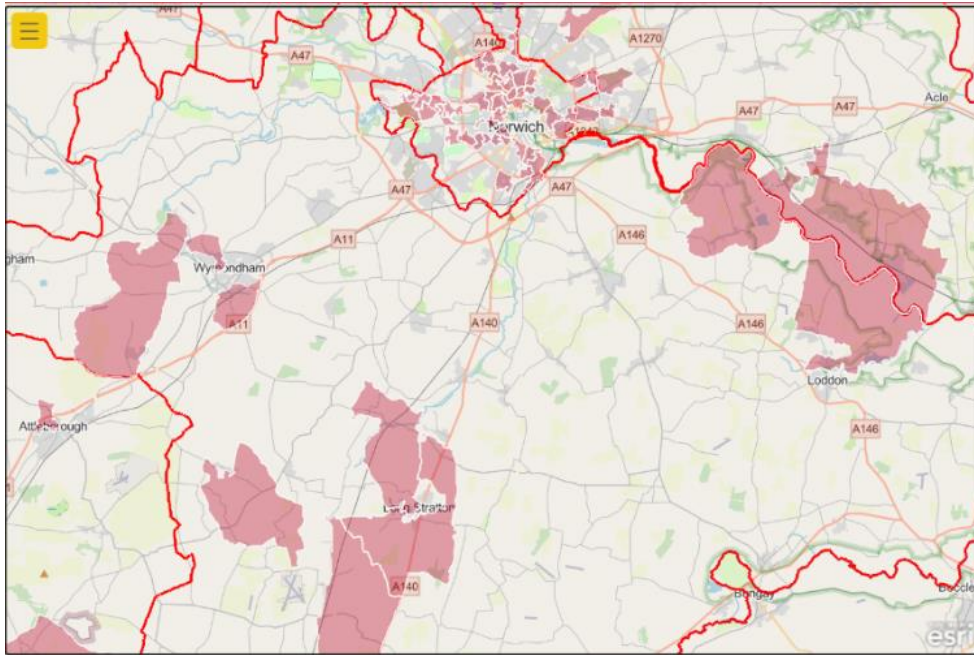
- *During the CRMP23-26 period we should consider a review of ridership levels to evaluate impact (positive or negative) on community safety risk mitigation.*

### **The impact of highway infrastructure improvements in Norfolk: A11 Corridor Station Coverage**

We know that the A11 corridor is subject to continued and sustained growth. There are currently two fire stations which are positioned geographically close together in Norfolk and in close proximity to the A11. These are Hethersett & Wymondham in the Southern district. Additionally Attleborough is also located close to the corridor.

With projections of future housing growth along the A11 corridor in Cringleford, Hethersett, and Wymondham, it could be reasonably expected that operational demand will increase.





The CRP 2021-22 identifies that there are very high-risk LSOAs in and around the Wymondham and Attleborough areas.

Acknowledging that Attleborough and Wymondham stations are amongst the busiest in our County, it is reasonable to predict that as the A11 corridor is developed, there will be an increasing demand on these stations as well as Hethersett.

- *During the CRMP23-26 period we should consider reviewing the building stock and crewing along the A11 corridor to identify the most suitable location or locations for prevention, protection and response bases to effect positive community safety risk mitigation.*

## 12. Our Plans for 2023-2026 (and outcomes of the Con Ops Review promised in last IRMP)

One of the proposals in the IRMP 2020-23 was to conduct a review of our Concept of Operations, effectively analytically reviewing the way we deliver our services, deploy our resources and manage our workforce. The outcomes of this substantial piece of work have directly informed the development of this CRMP23-26.

### Areas Reviewed, Proposed Changes and Why

Many of the areas of review within the Con Ops Project have resulted in outcomes that restructure our internal ways of working and therefore do not materially alter the structure of our delivery mechanisms. Where this is the case, we have summarised areas of review below. Where there is a proposal to significantly change a delivery mechanism, the rationale is explained in more detail and is marked as a significant Proposal.

Ultimately the project has enabled us to:

- Match resources to risk.
- Match our Response activities to incidents (location and severity).
- Identify what Prevent and Protect changes would potentially improve service delivery
- Consider the right locations of Fire Stations and the enable the discussion on the possibility of reducing numbers or relocation
- Consider the removal of second appliances at On-Call stations.

Through delivering the following outputs:

- Changed quarterly maintenance of competence to four-monthly to free up time to develop On-Call firefighters and create time for greater Prevention and Protection activities for the Wholetime staff
- Changed On-Call contracts to include three-hour drill nights
- Re-set and aligned turn-out times for all On-Call crews
- Moved our Water team from Procurement to CFP
- Transitioned and integrated some of our support functionality (Human Resources, Pay, Equality Diversity and Inclusion and Health & Safety) into NCC Corporate shared service provision.

It has also provided additional areas of consideration around the way that NFRS organises its service delivery:

- Staffing - What contract changes could be considered for Wholetime staff to incorporate new ways of working for modern firefighters. FTE for Control, On-Call and WDS including the possibility of staff re-distribution
- Crewing - Variable crewing options. Revision of duty systems
- Training and Development – review of requirements and methodology

- Capability - Operational response structure review as a result of Norfolk infrastructure changes. Additional collaborative opportunities. Better understanding of time and type of incidents.
- Logistics – Redistribution of specialist rescue capability (HAZMAT and Water). Review of scale and currency (i.e., two incidents of 5 fire engines or more and spate conditions)
- Financial - The actual cost of water rescue teams Type B and D throughout the County.

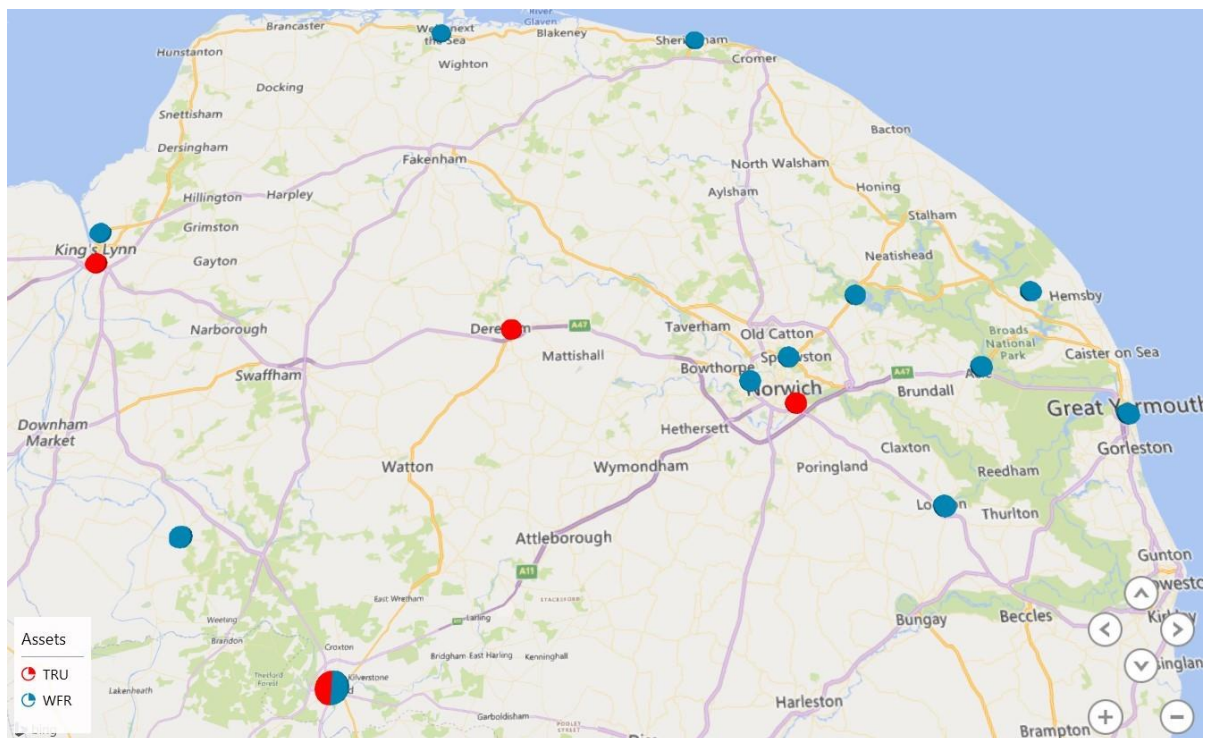
The following outputs have been more thoroughly reviewed to develop our Proposals for change:

## Maximising our efficiency and effectiveness: Realignment of Specialist Response Capability - Specialist Water Rescue Capability

Water plays a significant part in the daily lives of Norfolk residents and provides a significant contribution to the tourism economy. This is primarily due to the large coastline, The Broads national park and our extensive river network. Moreover, the low-lying nature of our landscape makes our communities susceptible to pluvial (rain) surface water flooding.

NFRS provides three levels of water rescue response. Water Awareness (WA) crews can work at the water's edge using lifejackets and may wade in slow moving water up to the limitations of their boots. Water First Responder (WFR) crews can wade in swift water if the depth is not sufficient for their Personal Flotation Devices (PFDs) to make them buoyant and utilise specially designed rafts to assist with evacuation from flood water. Water & Flood Rescue Technicians (WFRT) can swim in swift water and operate rescue boats.

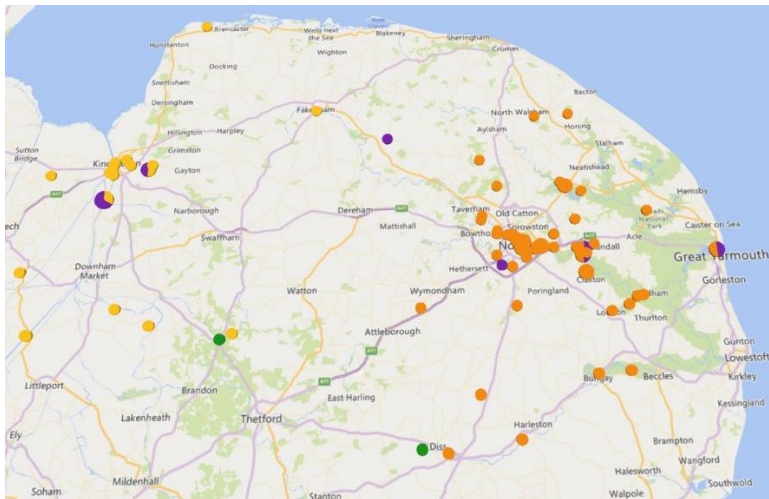
Excluding the Urban Search and Rescue (USAR) water rescue team based at Dereham (our primary team for national deployment and considered out of scope for this review), the predominant WFRT teams utilise Technical Rescue Units (TRUs) at King's Lynn South, Carrow and Thetford. WFR teams crew our rural fire engines known as 'P8s' at ten locations across the county.



### Technical Rescue Unit deployments 2019-2021

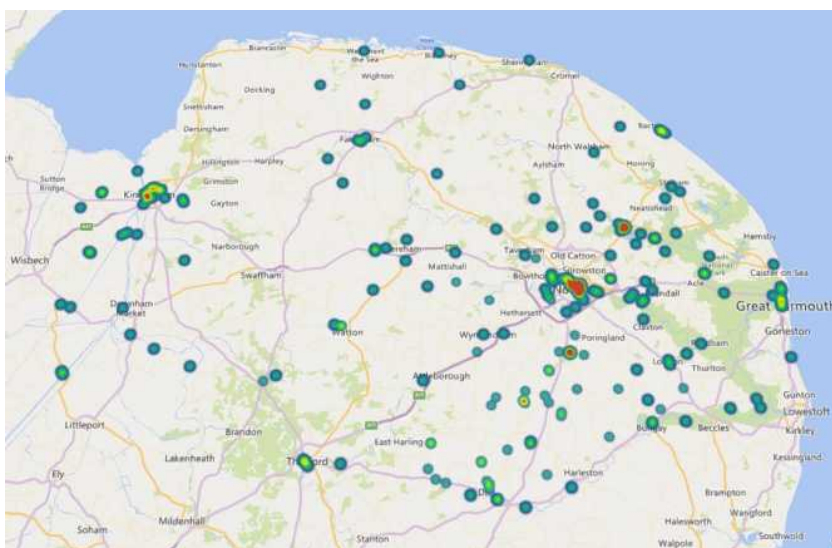
Carrow is the busiest TRU, followed by King's Lynn. Thetford is rarely used. Our incident data identifies that there are as many water rescue incidents across Great Yarmouth / Gorleston as King's Lynn generally attended by the Carrow TRU.



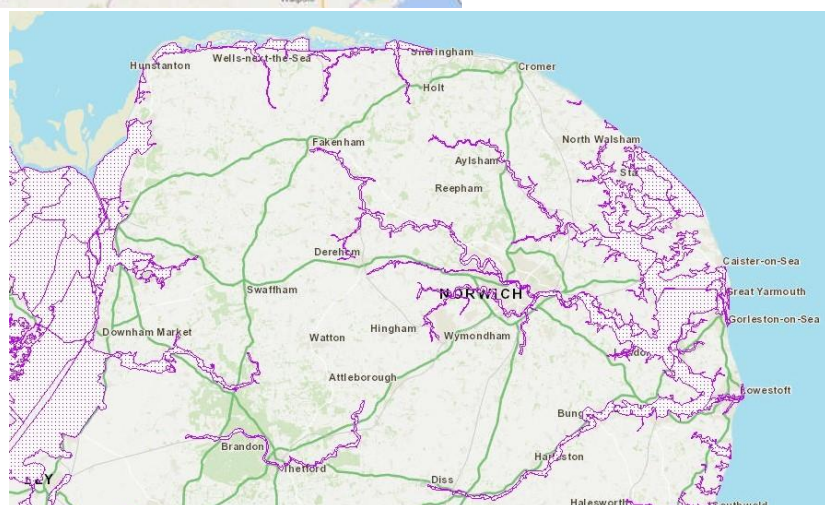


The TRU deployments across 2019-2021 indicates that the TRUs each cover a large area of the county. A number of deployments for Carrow were closer to Great Yarmouth. Thetford's TRU did not attend any incidents in Thetford, suggesting that this area could be covered by the WFR crew based there if they are enhanced for in water rescue.

Most water rescue incidents occur across the east of the county, although there are a number of others distributed across other districts. The primary flood risks are in the east and west, with small areas in the north, centre, and south. Historically, the risk of surface water flooding is spread across the county.



Water & Flood rescue incidents  
2019-2021



Flood Warning Areas

Analysis suggests that the TRU at Thetford is not located in the correct location to provide the quickest response to incidents, however locating a TRU at Great Yarmouth would be more effective.

**Proposal 1 – Relocating the Thetford TRU to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.**

## **Maximising our efficiency and effectiveness: Realignment of Specialist Response Capability – Hazardous Materials and Environmental Protection (HAZMAT) Capability**

Norfolk Fire and Rescue Service currently provides response to hazardous materials and environmental protection incidents in four main ways as follows:

1. Fire fighters dressed in structural fire kit (personal protective equipment (PPE) and positive pressure respiratory protection (breathing apparatus) (level 1 PPE)
2. Fire fighters dressed in gas tight chemical resistant suits (level 2 PPE)
3. Hazardous Materials & Environment Protection Advisors (HMEPA) deploying to incidents to provide advice to incident commanders. HMEPAs also form the initial assessment team to identify unknown substances. A range of PPE options are available for this role.
4. Environmental protection units which provide specialist equipment and crews to support environmental protection work and fire fighter decontamination.

These will often overlap, with a range of the above deployed to hazardous materials and environmental protection incident types. All fire crews in NFRS are trained to carry out 1 and 2 above, and all fire engines are currently equipped with gas tight suits other than the second fire engines located at on-call stations with two fire engines (Wymondham, Dereham and Diss).

There are two Environment Protection Units (EPU) in Norfolk based at Sprowston and King's Lynn fire stations. The Sprowston EPU has 8 standard gas tight suits, and 4 specialist gas tight suits for localised chemical hazards. The King's Lynn EPU has 6 gas tight suits.

Gas tight suits have a ten-year life (if subjected to an annual service from year 5-10), and the majority of suits currently in service are due for replacement in January 2025. Some suits are due for replacement in 2022, 2023, and 2024.

Our data shows us that the majority of hazardous materials incidents take place in urban areas aligning to our wholtime fire stations. The highest proportion of incidents are incidents where carbon monoxide alarms are sounding, hazmat incidents where gas is involved, and small hazmat incidents known as 'hazmat minor'. The majority of hazmat gas involved incidents are likely to be reports of domestic gas leaks. These incident types are those that are likely to be reasonably straightforward and dealt with using level 1 hazmat PPE. Hazmat major incidents have a greater likelihood for the need for level 2 PPE, but it is still expected that the majority of these incidents were resolved without the use of level 2 PPE.

The number of hazmat major incidents in Norfolk is low, but that the majority take place within urban areas. Our data indicates 49 incidents over 3 years which equates to an average of 16 incidents per year across Norfolk.

Norfolk is a largely rural county with one city and some larger towns. Many of the urban areas have chemical hazards relating to industrial use. There are also specific hazardous materials risks across various sites in Norfolk which are classified as



COMAH Tier 1 or Tier 2 risk sites. The rural areas also contain numerous agricultural sites containing hazardous materials risks.

The transport network in Norfolk also presents a risk from hazardous materials being transported by road, rail, or into the ports of Great Yarmouth and King's Lynn. Numerous hazardous materials are transported via the port of Great Yarmouth for the offshore oil and gas industry, and there are large quantities of hazardous materials transported from North Walsham via rail.

Considering the size of Norfolk, and the location of key hazardous materials risks, it would seem appropriate to be able to provide a flexible response to incidents, with relevant equipment and PPE placed strategically. Whilst the larger risk sites cannot be ignored, the data provided indicates most hazmat incidents occurring within the main urban areas.

There are currently 2 gas tight suits on almost all fire engines in Norfolk, and 14 suits across the two EPU'S. We believe that this is in excess of expected use given the very small number of times that they are used. There is also significant training requirements for staff expected to use them. Based on incident data, most gas tight suits will never be used operationally and will be disposed of after ten years.

In addition to the cost and lack of operational use, two gas tight suits per fire engine requires significant stowage space and could enable other stowage requirements.

There is also the environmental impact of disposing of 110 gas tight suits every ten years which are designed to resist breakdown, and which have not been used since manufacture to consider. It would appear to be prudent from both an economic and environmental approach to reduce wastage as far as possible.

The current approach to resourcing hazardous materials incidents is based on all fire engines having the same PPE regardless of the hazardous materials incident risk in their station area. A more flexible and cost-effective approach would be based on allocating resources to where the incident risk exists. This in turn is based on incident data, known fixed risk location, and key transport network information. A more flexible, risk-based approach, therefore, would consist of allocating resources to the stations with the highest level of risk. Potential options for change are likely to involve the provision of gas tight suits in key areas to cover the highest risk of hazardous materials incidents, whilst providing suitable protective equipment to cover lower risk incidents elsewhere. It may, therefore, follow that there could be stations classified as hazmat level one which are equipped with protective equipment to deal with a level one incident (snatch rescue, and low risk hazardous materials incident involving known lower risk materials) and level two stations which are equipped to deal with all hazardous materials incidents including the higher risk incidents. Although the incident data and the known risks indicate the most likely need for level 2 stations, it is also accepted that a hazardous materials incident could occur virtually anywhere in Norfolk, therefore any changes would need to provide sufficient flexibility to provide a suitable countywide response.

To change from the current arrangements, more in depth consideration will need to be given to the technical specifications of any potential replacement suits in relation

to their intended use. Specialist advice may need to be sought to assist with the selection of suitable suits.

Having assessed our data and reviewed possible options, the most balanced risk mitigation against cost value is to provide gas tight suits on EPU's, Wholetime fire engines, and selected On-Call fire engines.

This option would provide gas tight suits in the areas where the highest statistical risk of a hazardous materials incident exists. This option would also provide a reasonably even spread of level 2 hazmat stations across the county to account for incidents on the major transport networks. This option would provide level 2 stations in areas where the majority of Tier 1 and 2 COMAH sites are located.

It is anticipated that level 2 stations only would need to continue with current training requirements, and that the training requirement for On-Call stations could be reduced which would free up more time for other training activities and would reduce the overall cost of initial training for On-Call recruits. For resilience purposes it may be beneficial to select strategic On-Call stations to be trained for wearing gas tight suits to provide a greater number of wearers at incidents, but not to provide the equipment on the On-Call fire engines.

Due to the number of incidents attended by both Thetford and Dereham, it may also be desirable to provide training for the On-Call crews to account for night incidents. It should also be noted, however, that a hazardous materials incident is more likely during working hours when people are working with chemicals and processes.

A further adjustment could be made if desired to provide one level 2 fire engine per Wholetime area only rather than all Wholetime fire engines. e.g., 1 in Great Yarmouth, 1 in Kings Lynn, 1 in Norwich, 1 in Thetford and 1 in Dereham. This would provide a further cost saving of 8 gas tight suits.

Added resilience can be provided to account for areas remote from Wholetime station areas such as North Norfolk, and South Norfolk.

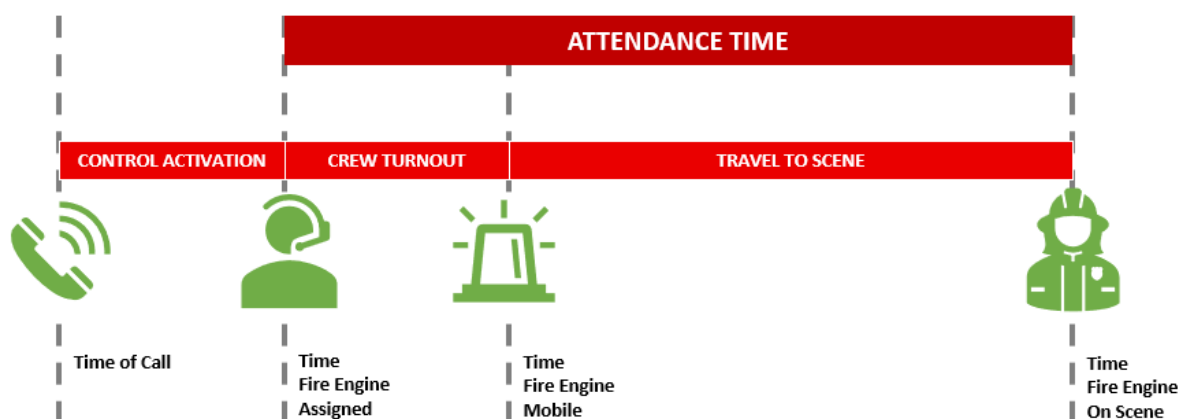
**Proposal 2 is to change provision of gas tight suits to Environmental Protection Units, Wholetime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.**

## Maximising our efficiency and effectiveness: How We Measure Emergency Response Standards

In our previous IRMP 2020-2023 we stated our intent to adopt national performance measures against Emergency Response Standards (ERS) if they are introduced. To date there remains no national performance measures for ERS and no agreed national methodology.

The diagram below shows how the component parts of dealing with an emergency incident are currently defined and measured:

- The time of call to the time a fire engine is assigned to an incident is dealt with by our control room staff.
- The time the fire engine is assigned to the time it is mobile will vary from a short time (less than a minute) for our wholetime staff who are on station, to a longer period for our on-call staff who work in local communities and who respond via a pocket alerter when a call occurs. This is called the turnout time. We use historical data for each individual on-call station to calculate the average turnout time for that station when we consider which station to mobilise to an incident.
- From the time the fire engine is mobile to the time it is on scene is the travel time from station to the incident itself.



Our current attendance time is measured from the time a station is alerted to the time the fire engine arrives at the scene. The Home Office and Her Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) measure fire and rescue services performance from the time the 999 call is answered to the time the first fire appliance is on scene.

In the absence of a national standard, we are proposing to amend the way we calculate and report on our ERS to match the same methodology used by the Home Office and HMICFRS (until there is a national standard which we are committed to adopting).

Norfolk is categorised as predominantly rural for Home Office reporting purposes.

### Home Office - Predominantly Rural Data

Total response time								
<u>Response times (minutes and seconds)</u>	2016/17	2017/18	2018/19	2019/20	2020/21	Y/E Dec 2020	Y/E Dec 2021	Averages 5 Fin Years
<b>All Primary fires<sup>4</sup></b>	<b>10m 17s</b>	<b>10m 17s</b>	<b>10m 35s</b>	<b>10m 28s</b>	<b>10m 28s</b>	<b>10m 26s</b>	<b>10m 39s</b>	10m 25s
<b>Dwellings</b>	<b>9m 13s</b>	<b>9m 23s</b>	<b>9m 10s</b>	<b>9m 24s</b>	<b>9m 11s</b>	<b>9m 13s</b>	<b>9m 22s</b>	9m 16s
House/bungalow	9m 40s	9m 55s	9m 39s	9m 56s	9m 41s	9m 42s	9m 55s	9m 46s
Flats	7m 53s	7m 48s	7m 54s	8m 01s	7m 48s	7m 54s	7m 55s	7m 53s
Other Dwellings	8m 52s	9m 06s	8m 48s	9m 02s	8m 58s	9m 05s	9m 16s	8m 57s
<b>Other Buildings<sup>5</sup></b>	<b>10m 00s</b>	<b>10m 04s</b>	<b>10m 11s</b>	<b>10m 09s</b>	<b>10m 27s</b>	<b>10m 18s</b>	<b>10m 41s</b>	10m 10s
Other Residential	9m 52s	9m 23s	9m 02s	9m 36s	9m 24s	9m 17s	9m 29s	9m 27s
Non-Residential	10m 01s	10m 10s	10m 21s	10m 14s	10m 35s	10m 26s	10m 51s	10m 16s
<b>Road Vehicles</b>	<b>11m 23s</b>	<b>11m 07s</b>	<b>11m 26s</b>	<b>11m 19s</b>	<b>11m 22s</b>	<b>11m 21s</b>	<b>11m 38s</b>	11m 19s
<b>Other Outdoor<sup>6</sup></b>	<b>12m 10s</b>	<b>12m 08s</b>	<b>13m 20s</b>	<b>12m 53s</b>	<b>12m 58s</b>	<b>13m 00s</b>	<b>12m 46s</b>	12m 42s
<b>Secondary fires<sup>7</sup></b>	<b>10m 01s</b>	<b>9m 59s</b>	<b>10m 41s</b>	<b>10m 29s</b>	<b>10m 47s</b>	<b>10m 44s</b>	<b>10m 31s</b>	10m 24s
<p>1 Some fires are excluded when calculating average response times. Please see definition document for a more detailed explanation. Please note that all calculations now include incidents with only heat/smoke damage.</p> <p>2 For a list of FRSs by urban/rural and met/non-met categories, see worksheet 'FRS geographical categories'</p> <p>3 These are 'Total response time' (time of call to first vehicle to arrive at the incident), 'Call handling' (time of call to time station notified), 'Crew turnout' (from time station notified to first vehicle to leave) and 'Drive time' (from time first vehicle leaves to first vehicle to arrive at the incident).</p> <p>4 Primary fires are those where one or more of the following apply: i) all fires in buildings, outdoor structures and vehicles that are not derelict, ii) any fires involving casualties or rescues, iii) any fire attended by five or more fire engines</p> <p>5 The largest components of 'other buildings fires' are incidents in private garden sheds, retail and food/drink buildings</p> <p>6 Either fires in primary outdoor locations (e.g. aircraft, boats etc) or fires in non-primary outdoor locations that have casualties or five or more fire engines attending.</p> <p>7 Generally small outdoor fires, not involving people or property.</p>								

For life risk fires, the target is informed by the average time taken by all predominantly rural services in previous years (5 years). HMICFRS on their data collection dashboard recommend that: "Norfolk is a Predominantly Rural service. Its response times should be compared with other Predominantly Rural services."

The Home Office list of predominantly rural services is:

- Cambridgeshire
- Cornwall
- Cumbria
- Devon and Somerset
- Durham
- Isle Of Wight
- Isles Of Scilly
- Lincolnshire
- Norfolk

- North Yorkshire
- Northumberland
- Oxfordshire
- Shropshire
- Suffolk

For Other (non-fire) Life Risk incidents national comparison data is not available. The proposal is to leave this unchanged, with the exception that ERS is measured from the time that the call is received by Fire Control.

The target is for the first fire engine to arrive on-scene within 13 minutes from the time that the call was received by Fire Control.

For both Life Risk incident categories, the current 80% tolerance will remain for the following reasons:

- The target for Fire Life Risk is based on the predominantly rural service averages in previous years. The general tendency has been for response times to grow slightly, possible because of increased traffic, though COVID has confused this. Therefore, we are less likely to achieve the swifter response times of previous years.
- Our Service's average response time is much better in urban areas where there are Wholetime crews than rural areas where there are On-Call Crews. The 80% tolerance is recognition of:
  - the greater distances to be covered by both On-Call and Wholetime crews to rural incidents.
  - The need to allow On-Call crews to get to their station from wherever they are when alerted.
  - Incidents in some parts of Norfolk cannot be reached from the Fire Station within the target time.

As the proposal now includes call-handling time, when currently it does not the response times reported will appear slightly larger than previously reported.

**Proposal 3 is that we amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).**

**Maximising resources focussed on prevention activities: A Dynamic Risk Response (DRR) - Improve Availability, Prevention activity and Fire Cover: Trial of Agile (DRR) fire engines.**

**On call support officers**

The On-Call support officer team establishment is 7 staff consisting of 1 Watch manager, 1 Crew manager and 5 Firefighters. The team work a nine-day fortnight based on Monday to Friday 0900 to 1700. Staff members are able to deploy to On-Call stations in order to make up the crew at an On-Call station with insufficient staff for the fire engine to be available. Whilst at the fire station they are also able to carry out other work such as prevention activities.

The OCSO team is currently managed by Western district managers and are based on each of their home On-Call stations, where they start and finish work. Most of the current team are based in the Western district. Each OCSO has a vehicle available to them to drive to On-Call stations around the county. The main On-Call stations supported by OCSOs are in the Western and Southern districts.

**Agile fire engines**

Agile fire engines are crewed vehicles that can be deployed throughout the county of Norfolk to provide an operational response where there are resource deficiencies.

There are sufficient staff in the OCSO team establishment to form one agile fire engine crew, based on working 42 hours per week Monday – Friday.

Using a standard ridership factor of 1.42, the watch strength can be calculated as follows:

$1.42 \times \text{desired crew number (5)} = 7.1 \text{ staff (7)}.$

$1.42 \times \text{desired crew number (4)} = 5.68 \text{ staff (6)}.$

The ridership factor takes into account absences throughout the year arising due to annual leave, course allocation, and sickness. Therefore, with annual leave and courses correctly managed, there should be a crew of 5 available on each shift, other than occasions where there are higher than normal sickness absences. If there are shifts with more than 5 staff on duty, the excess staff can be utilised for usual OCSO work in supporting On-Call stations with availability.

If a crew of 4 rather than 5 on the agile pump was desirable, there would be more shifts where there were additional staff to carry out OCSO work in supporting On-Call station availability.

The OCSO team also has sufficient managers within its establishment to ensure a competent incident commander on duty on each shift.

In order to form an agile fire engine crew, a vehicle and base station would be required. The most obvious solution would be to utilise one of the two fire engine On-Call stations as the base station, and the second fire engine would be used as the agile fire engine during the day Monday to Friday. The crew would start and finish



their shift at the base station and deploy to the required locations throughout the day to improve operational response and carry out prevention work at high and very high risk LSOA areas.

### **Agile fire engine versus the current OCSO model.**

There are strengths and weaknesses with each of the staffing models which should be explored before considering changing the current OCSO model to agile crewing.

#### **1) On-Call support officers**

<b>Strengths</b>	<b>Weaknesses</b>
Flexible staff who can potentially keep up to 7 on-call fire engines available (assuming only 1 crew short at each station).	Not providing any cover whilst driving between stations. A significant amount of time can be spent driving, where no cover or other useful work is taking place. This is made more challenging with the majority of the team based in the Western district. Less travelling may be required if there were OCSOs based more evenly around the county.
Able to carry out other work within an On-Call station area such as prevention activities	Each OCSO would require a vehicle in order to enable full utilisation. Therefore, the vehicle costs are relatively high.
Able to go anywhere in the county as the need dictates	On-Call station availability may change frequently during the day. There are occasions when an OCSO will arrive at a station to find either a crew member books off or a crew member books on. This results in still too few staff to crew the fire engine with the OCSO, or more than is required with the OCSO.
	Where the OCSO can provide cover can be limited by their start / finish location. This is particularly relevant in the afternoon when the OCSO needs to return to the finish location by the end of shift.
	Difficulty for staff to achieve some of their training requirements that are not covered on their own On-Call station such as water first responder and SWAH2.

## 2) Agile fire engines

Strengths	Weaknesses
Flexible crewing enabling one fire engine to go anywhere in the county as required.	Only one fire engine, which can therefore only cover a specific area at any time.
A fully crewed fire engine available immediately can cover a larger area than an On-Call fire engine with a 5-minute turnout time.	Fuel costs relating to driving a fire engine around the county. However, this <i>may</i> still be cheaper than deploying 7 OCSO vans.
Always available whilst crew are working, including whilst driving to stand by locations.	
Able to carry out other work within an On-Call station area such as prevention activities	
Ability for the crew to carry out training together when required.	
Potential to crew at WDS stations to allow the full crew to attend training courses at the same time, which may help to streamline training course allocation.	

There are clearly strengths and weaknesses with each of the staffing models, with neither option demonstrating a clear advantage over the other. A compromise may be to crew an agile fire engine with 4 staff, and then utilise the remaining staff each day for OCSO work in supporting On-Call stations.

*In order to trial this as a viable full-time option for the service we will need to secure staffing levels via alternative options (as detailed in subsequent considerations later in this document).*

### Future 'Agile' considerations

NFRS has 6 Tactical Response Vehicles (TRVs), which are agile vehicles with the capability to fulfil a number of roles. These consist of five 4x4 pick-up trucks, and one Land Rover defender. These are based at Cromer, Diss, Gt Yarmouth, Sandringham, Wymondham, and Thetford. The vehicles have off-road capability and can respond to incidents that are difficult to access by standard fire engines. The vehicles are equipped with a water tank and water misting unit which can be used to tackle wildfires such as field and forestry fires. Other roles include transporting equipment and personnel off-road, or during extreme weather events such as flooding, ice and snow.

With projected increases in extreme weather events as a result of climate change, there may be the need to consider increasing the number of agile vehicles such as the current TRVs.

Between 2017 – 2021 our TRVs attended 154 incidents as follows;

Cromer	Diss	Gt Yarmouth	Sandringham	Wymondham	Thetford	Total
12	15	3	32	11	81	154

Our incident data indicates that the TRVs have been used at operational incidents relatively infrequently. The Sandringham vehicle has increased use as it has a role in transporting the drone to incidents. The Thetford Land Rover is used more than any of the other vehicles due to the number of forestry and field fires in the Thetford area. During 2022 so far, up to July 31<sup>st</sup> there has been a significant increase in the use of these vehicles, with some vehicles being used considerably more over a few months than during the previous five years. The total number of incidents attended during 2022 so far is higher than the previous five years.

TRV deployments 1<sup>st</sup> January 2022 – 31<sup>st</sup> July 2022

Cromer	Diss	Gt Yarmouth	Sandringham	Wymondham	Thetford	Total
26	16	8	26	25	72	173

The reason for the significantly increased deployments during 2022 so far is the intense period of wildfires during July resulting from a long period of hot and dry weather. The data also reveals that the incident types that these vehicles are used at the most are primary fires, secondary fires, and special service incidents.

During the winter of 2021, the TRVs also had a role in supporting business continuity for NFRS as well as other agencies such as the NHS. The vehicles were used to transport key workers such as control operators, doctors, and nurses to work who were unable to travel due to snow and ice.

With climate change, it is foreseeable that there will be an increase in extreme weather events such as the recent heat wave, and the storms of early 2022. NFRS needs to be prepared to respond to changing incidents resulting from environmental change and needs to plan for a range of extreme weather events which impact on both operational response and business continuity. As a result, NFRS will review the need to increase the fleet of agile vehicles that are able to respond to such incidents, and support business continuity.

**Proposal 4 is that we commence a trial of 1 Agile (DRR) fire engine by resourcing 4 OCSOs to crew in order to evaluate and review the effectiveness of reinvesting staff in dynamic response risk mitigation and high value prevention (and other) activities and review the use and consider the emergent requirements of increasing our stock and use of TRVs as agile response vehicles.**

## **Maximising our efficiency and effectiveness: Emergency Medical Response (EMR) Trial, Implementation and Progress Review**

Another of the Proposals in the IRMP 2020-23 was to explore the potential to undertake co-responding. We participated in a national trial in 2016 with fire crews co-responding with paramedics to people suffering cardiac arrests. Outcomes of the pilot were extremely encouraging with examples of crews delivering medical care with paramedics that achieved ROSC (Return of Spontaneous Circulation), improving the chances of survival for the patients. We proposed we would continue to review and develop this function through 2020-23.

Fire and Rescue Services (FRS) in the Eastern Region face an ever-evolving operational environment, this often means reviewing our core activities delivered as part of duties contained within the Fire and Rescue Services Act 2004 and significantly the National Framework for England 2018. During 2020 and 2021 the new risk and challenges posed by the global pandemic resulted in a more holistic view of how FRS can support partners.

In the 2017 New Economy report “Emergency Medical Response by Fire and Rescue Services” (produced by national experts from HM Treasury and other government departments) detailed analysis set out a strong value-for money case for EMR:

*“The indicative benefits to both health and social care partners far outstrip the initial investment required, with an overall financial return on investment of £4.41 per £1 invested, taking a conservative view of the population served. Taken as a very broad average, this equates to a net financial saving of approximately £214 per callout; even accounting for the 79% of co-responding attendances in which it is determined that cardiac arrest has not occurred.*

*At scale, the intervention is likely to see FRS attend to about 15,000 out-of-hospital cardiac arrests per year (about half of all those seen by ambulance services). While only 4.3% of cardiac arrest patients are likely to experience a life-altering impact, those that do will be independent and cognitively functional, where before they would have suffered severe, permanent neurological impairment – at sizeable cost to both health and social care partners. For each individual with new, good cerebral performance, it is broadly estimated that a benefit is created in the order of:*

- *£24,000 for clinical commissioners as a result of reduced length of stay in intensive care and less costly treatment requirements; and*
- *£44,500 for social care commissioners as a result of reduced demand for postcardiac arrest domiciliary care.”*

Following discussions with EEAST and our regional fire and rescue service partners, we have agreed a regional memorandum of understanding to enable us to embed a developing approach to emergency medical response at two of our on-call stations. During the 6-month review period we will ensure that staff welfare is our top priority and those involved will receive training and support before undertaking this important work.

The cost of us carrying out this work will be recouped from EEAST and the approach will be regularly monitored both in Norfolk and across the Eastern region. Our crews will be called to attend patients within 10 minutes of their local station, or outside of this where a tangible benefit can be given to the patient, alongside colleagues from EEAST. Previous experience of our work in this area has shown that lives have been directly saved across Norfolk as a result of our involvement.

EEAST has identified other locations that may benefit from a similar arrangement to ensure a swift response to patients, and we will be considering these in the coming months. Where we identify potential stations, staff will be asked to consider taking part rather than expected to do so. National direction (UK Govt White Paper and NFCC strategy) suggests that we can expect this will be enduring change to Fire Service working patterns, locally, regionally and nationally.

We will need to ensure that we are monitoring the impact on fire cover and core responsibilities and there will be continuing conversations regarding concerns about the additional responsibilities on operational staff without development or (paid) recognition (as the current model is voluntary participation).

**Proposal 5 is that during the CRMP23-26 period we further develop local participation in the Emergency Medical Response scheme. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.**

### **Maximising our efficiency and effectiveness: Review of the On-Call Model**

The ConOps Project identified an emergent need to review the On-Call model. In the United Kingdom, a retained firefighter, also known as an RDS Firefighter or on-call firefighter, is a firefighter who does not work on a fire station full-time but is paid to spend long periods of time on call to respond to emergencies through the Retained Duty System. Many have full-time jobs outside of the fire service. Retained firefighters are employed and trained by the local fire and rescue service.

When required to answer an emergency call, retained firefighters are summoned to the fire station by a radio pager (also known as an "alerter"). Once at the station, the crews staff the fire engine and proceed to the incident. Retained firefighters are therefore required to live or work near to the fire station they serve. This allows them to respond to emergencies within acceptable and strict attendance time targets set out by each fire service.

Unlike volunteer firefighters, retained firefighters are paid for attending incidents. Both Volunteers & Retained are paid an annual "retainer fee" for being on call, but only Retained firefighters receive further pay for each emergency call they respond to.

Over the years due to the demographics of the county, employers moving to more urban areas and less employment in the smaller towns and villages, it has been harder for us as a service to attract 24/7 on call firefighters. The on-call system is also subject to Grey Book terms and conditions, so it is hard to vary the way we employ on-call staff.

Being an on-call firefighter is a very large commitment for potential recruits and involves a process of selection, enrolment, initial training and continuation training over the first 3 to 4 years.

As a service, we would like to look at how we can provide a better service to the more rural areas of the county, and as such, we would like to review all aspects of our on-call provision. This is aspirational and will take place for the duration of this document.

As part of this process, it is appropriate that we should review how we set Availability expectations across the County, differentiating between Urban and Rural station locations. HMI recommends that Predominantly Rural services should compare themselves against similar. There are 14 such services in the UK. We will need to consider whether it is effective and / or efficient to have a standard Availability expectation for all stations, or whether there should be differentiation based on Urban or Rural location.

**Proposal 6 is that during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review.**



### 13. Engagement and Consultation

When planning a CRMP, or any major changes, we meet with groups of people who work within our service, within the wider Council and who live in Norfolk to ask them what they think of our ideas and if we are using our resources, including our people, in a fair and cost-effective way.

We set up a CRMP Working Group to canvas the views of Senior and Middle managers in shaping the plan.

We also commenced early public engagement through the Norfolk's Resident Panel in Spring 2022 when we were preparing this Plan. These are some of the questions we asked:

- What do you think Norfolk Fire & Rescue Service does?
- Which activities do you think are the most important for your local fire & rescue service to prioritise?
- Apart from extinguishing fires and the other work fire & rescue services have responsibility for doing, which other activities do you think they should prioritise?
- Which are the most important groups for us to target for fire prevention activities?
- Have you had any contact or interaction with Norfolk Fire & Rescue Service in the past 12 months?
- How confident are you, if at all, that you could easily speak to or access our service?
- How satisfied or dissatisfied are you with Norfolk Fire & Rescue Service?
- Over the past 3 years - since our last CRMP (IRMP), do you think the service provided by us has got better, worse, or stayed about the same?
- How confident are you, if at all, that we provide an effective service overall?
- What do you think would help to make your local fire & rescue service more inclusive in terms of ethnicity, gender, sexual orientation, disabilities and religious beliefs?

We have used the responses we received to inform the development of this CRMP23-26 (as well as inform our approach to other strategic activities). It is particularly good to hear that 82.9% responded they had confidence (somewhat, very or extremely) that we provide an effective overall service (10.6% didn't have an opinion on this).

You have told us that our priorities should be:

1. Responding to fires
2. Rescuing people from road traffic collisions
3. Responding to emergencies such as flooding and terrorist incidents
4. Preventing fires and promoting fire safety

5. Ensuring those responsible for public and commercial buildings comply with fire safety regulations
6. Collaborating with other organisations, for example the police and ambulance service
7. Obtaining information from landlords/building owners to improve response if a fire or other emergency occurs in the building

We have also shared our developed proposals for change both internally and externally to seek views on these.

## 14. Appendix: Links to Source Material

- [Norfolk Strategic Infrastructure Delivery Plan 2020](#)
- [Community Risk Management Planning | Fire Standards Board](#)
- [Norfolk's JSNA](#)
- [Defining Risk | NFCC CPO](#)
- [Council Tax: stock of properties, 2021 - GOV.UK \(www.gov.uk\)](#)
- [IMD - Overall district rank in England | LG Inform \(local.gov.uk\)](#)
- [Census 2021 results: Phase one of Census 2021 results - First results - Census 2021](#)
- [Council Tax: stock of properties, 2021 - GOV.UK \(www.gov.uk\)](#)
- [HMICFRS \(justiceinspectors.gov.uk\)](#)
- [Fire and Rescue Services Act 2004 \(legislation.gov.uk\)](#)
- [Civil Contingencies Act 2004 \(legislation.gov.uk\)](#)
- [The Regulatory Reform \(Fire Safety\) Order 2005 \(legislation.gov.uk\)](#)
- [Fire and rescue national framework for England - GOV.UK \(www.gov.uk\)](#)
- [Norfolk Fire and Rescue Service - Norfolk County Council](#)
- [Guidance on Li Ion Battery Fires \(fia.uk.com\)](#)
- [Community Risk Management Planning Strategic Framework](#)
- [Know your risks – Norfolk Resilience Forum \(norfolkprepared.gov.uk\)](#)
- [The UK Government National Risk Register.](#)
- [NCC Environmental Policy](#)
- [Community Risk Register](#)
- [Home - JESIP Website](#)
- [Neighbourhood Flood Vulnerability Index](#)
- [Norfolk Strategic Flooding Alliance](#)
- [Regulators' Code - GOV.UK \(www.gov.uk\)](#)
- [The Enforcement Concordat : Firesafe.org.uk](#)
- [NCC Strategic Planning & Infrastructure](#)

# Infrastructure and Development Select Committee

Item No:

**Report Title: Norfolk's Bus Service Improvement Plan**

**Date of Meeting: 14 September 2022**

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

**Responsible Director: Tom McCabe, Executive Director of Community & Environmental Services**

## Executive Summary

In March 2021 the government announced a new National Bus Strategy called Bus Back Better (BBB). As part of this, and to receive any funding, Local Transport Authorities (LTAs) had to publish a Bus Service Improvement Plan (BSIP) by 31 October 2021. This plan was brought to committee in January 2022 and an update was requested once more was known about whether we would receive any funding for it.

In April 2022, Norfolk was one of just 31 LTAs to receive an indicative funding allowance. In addition, Norfolk received one of the highest indicative allocations of £49.55m over 3 years (April 2022 – March 2025). This indicative funding was split between £30.9m for capital measures and £18.6m for revenue interventions.

To receive confirmation of this funding we had to outline to the DfT by the beginning of May 2022 what we would spend this funding on and what would be achieved as a result. We also had to submit to the DfT, by the end of June 2022, a proposed revision to our Enhanced Partnership Plan with bus operators that reflected this funding and re-confirmed our commitments to public transport provision and improvements. We did this and in mid-August, the DfT have confirmed the indicative funding for those proposals.

This paper outlines the Bus Service Improvement Plan proposals we put to the DfT, what we have delivered so far without funding, and what the public and stakeholders said about our Bus Service Improvement Plan when we carried out a county-wide consultation earlier this year.

## Action Required

The Select Committee is asked to:

1. **Note what we have delivered so far without funding**
2. **Comment on the proposals for the funding**
3. **Note the results from the recent consultation**

### 1. Background and Purpose

- 1.1 In March 2021, the government announced a new National Bus Strategy called Bus Back Better (BBB). This sets out an ambitious vision to dramatically improve bus services in England outside London, through greater local leadership and joint working between local transport authorities (LTAs) and bus operators to make local bus transport a practical and attractive alternative to the car for more people.
- 1.2 As part of this, and to receive any funding, local transport authorities were required to write a Bus Service Improvement Plan (BSIP) by 31 October 2021 and form an Enhanced Partnership (EP) with bus operators by 31 March 2022. This was reported to Committee on 19 January 2022 and then agreed by Cabinet on 7 March 2022. You can find these documents on our website at [National Bus Strategy - Norfolk County Council](#)
- 1.3 In early April 2022, we were one of only 31 LTAs who received an indicative allocation of funding - £49.55m over 3 years; £30.9m of capital funding and £18.6m of revenue funding. Norfolk also received the 6<sup>th</sup> highest allocation in the country.
- 1.4 To turn this indicative allocation into confirmed funding we then had to do the following:
  - Outline to the DfT by 9 May 2022 exactly what we would spend the money on and what passenger or journey benefits we would get as result
  - Revise our EP Plan and Scheme to reflect this funding and submit this to the DfT for approval by the end of June 2022.
- 1.5 The DfT gave us 4 key priorities for where they expected to see the majority of our funding allocation spent:
  - Bus priority
  - Ambitious and eye-catching initiatives to reduce and simplify fares
  - Increased service frequencies
  - New or expanded routes
- 1.6 The tight timescales allowed no time to consult on any of the proposals but we did carry out a county-wide public consultation on the BSIP in June this year which shows that we are concentrating on the right things (headline results are

later in this report). We were also very constrained by the DfT's priorities when drawing up our proposals.

- 1.7 With our capital allocation we have proposed that 70% of it is spent on bus priority measures, for example bus lanes and junction improvements, to reflect one of the DfT's key priorities. The remaining 30% would be spent on improved travel hubs and waiting areas, more real-time information displays, more DDA compliant bus stops, and tap-off readers to allow fare capping like in London.
- 1.8 It is proposed that 66% of the revenue funding is spent on providing new and expanded bus routes, increased service frequencies on key routes, and more evening and weekend services. The exact detail of these routes will be worked up with bus operators and using feedback from the BSIP consultation and anything we have received from Local Members or Town & Parish Councils. The remainder of the revenue funding would be used to offer discounted fares and to improve the management of bus routes and the network to avoid delays.
- 1.9 Full details of the proposals sent to and agreed by the DfT can be found at Appendix 1. They will go before Cabinet on 3 October 2022 to be formally reviewed and agreed.
- 1.10 It is worth noting that even without the funding being confirmed we have already delivered several aspects of our BSIP:
  - There is now a county-wide multi-operator day ticket available, to use on all buses with all operators in Norfolk [Fusion - Norfolk County Council](#)
  - We have agreed a customer charter with all bus operators, which has also been adopted by Suffolk County Council [Bus passenger charter for Norfolk and Suffolk - Norfolk County Council](#)
  - We have launched a summer-long marketing campaign to encourage people to use the bus and get passenger numbers back up to pre-covid levels and more. The campaign focusses on days out by bus [Days out by bus in Norfolk - Norfolk County Council](#)
  - As concessionary passholders have not returned to using the bus as much as others, we are about to target them specifically with a campaign to get them back out and about on the bus
  - We have signed up to a single travel brand for the county for all sustainable travel options – buses, walking, cycling – called Travel Norfolk and the logo will now start appearing on publicity and vehicles





1.11 The county-wide consultation received 1,500 responses and the headline results were:

Of most importance to people are:

- Multi-operator ticketing
- New services to more places
- Real-time information at stops
- A Travel Norfolk integrated information portal
- More frequent buses
- Fare capping
- More evening and Sunday services

People are most dissatisfied with:

- Reliability and punctuality of services
- Value for money and fare prices

The main reasons people cited for not using the bus were:

- They are not available at the times needed
- Quicker to use an alternative mode
- Buses do not go directly to the places people need them to
- Reliability of journey time is better using another mode of transport

1.12 All of our proposals seek to address these barriers, perceived or otherwise, and to give residents what is most important to them in terms of public transport provision.

## **2. Proposal**

2.1 That we proceed with the proposals that have been outlined to and agreed by the DfT so that we maximise the funding allocation to Norfolk and can continue to improve bus services across the county.

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

3.1 The proposals that we put to the DfT will bring £49.55m to Norfolk for improvements to bus services and public transport. Most local authorities, including Suffolk and Essex, did not receive any funding and so this means that Norfolk can get ahead of the game in terms of better public transport provision and therefore better outcomes for residents across the county.

3.2 Ultimately improved public transport will encourage modal shift, enabling people to get where they need to go using a sustainable form of transport, helping air quality and congestion and increasing access to jobs, education and essential services.

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

- 4.1 If we do not confirm to the DfT that we will deliver the proposals put to them in return for their funding, the funding will be withdrawn. Changes can potentially be made as the three year programme progresses, in agreement with the DfT, but we must comply with their 4 key priorities.
- 4.2 The revised Enhanced Partnership Plan will ensure that we continue our good relationship with bus operators and will put legal commitments on both sides in place to ensure that investment is spent wisely and services improved for all people who wish to travel by bus around Norfolk.

## **5. Alternative Options**

- 5.1 We could not deliver the proposed improvements but then the DfT would withdraw the funding and Norfolk would be left without the opportunity to significantly improve public transport in Norfolk.
- 5.2 We could not revise our EP Plan to reflect these proposals and what they will deliver, but once again the DfT would withdraw the funding and Norfolk would be left without the opportunity to significantly improve public transport in Norfolk.

## **6. Financial Implications**

- 6.1 There are no financial implications as the proposals will be fully funded by the DfT's £49.55m. If costs are higher than originally budgeted for, e.g., due to inflation, then we would discuss changes to the programme with the DfT to ensure we kept within the allocated funding.
- 6.2 There is a significant loss of funding (£49.55m) if we do not take this forward as set out and proposed to the DfT.

## **7. Resource Implications**

- 7.1 **Staff:** We have already received £600,000 from the DfT to build capacity within the team to deliver our EP and we have recruited an additional officer and engaged consultant partners to get us to this point. We are also using the Council's strategic partners, WSP, to help deliver the capital elements of this proposal. There may be a need to recruit additional staff or engage further with consultants but there is sufficient funding in the programme to do this.
- 7.2 **Property:** None
- 7.3 **IT:** None

## **8. Other Implications**

**8.1 Legal Implications:** None for this report. The EP Plan and Scheme is a legally binding document and the current one was signed off in March 2022 as part of the Cabinet report. Any revisions to the EP Plan and Scheme, once fully agreed with the DfT, will also be signed off by nplaw to ensure legal compliance.

**8.2 Human Rights Implications:** None

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

Supporting local bus services and improving public transport is key to supporting all residents, including those with protected characteristics. They are available to all and making them better and more accessible will benefit even more the most vulnerable and less able in our society. Any potential impacts arising from delivery of individual measures and schemes will be considered as part of appraisal of the relevant scheme and an EqIA completed as necessary.

**8.4 Data Protection Impact Assessments (DPIA):** Not applicable as no personal data is being collected

**8.5 Health and Safety implications (where appropriate):** Each capital scheme will be individually assessed to ensure there are no health and safety implications.

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

Encouraging more sustainable transport options, such as increased public transport use, is a key goal for the County Council and forms part of our Local Transport Plan and is aligned to our Environmental Policy and our commitment to net zero.

**8.7 Any Other Implications:** None

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

**9.1** The DfT wish to see early delivery of schemes and measures to improve public transport in the local authorities where they have allocated the funding. The capital spend in year 1 is particularly challenging due to the timescales involved in design, consultation and processing legal orders so we need to agree and progress quickly the funding proposals or there is a risk we do not meet the DfT's requirements.

**9.2** Other risks will be documented as the schemes and measures are progressed, as part of normal project management.

## **10. Action Required**

**The Select Committee is asked to:**

- 1. Note what we have delivered so far without funding**
- 2. Comment on the proposals for the funding**
- 3. Note the results from the recent consultation**

## **11. Background Papers**

### **11.1 Appendix 1 – Detail of funding proposals submitted to the DfT**

#### **Officer Contact**

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

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## Appendix 1 – detail of funding proposals

### Capital allocation

Item	Description
<b>Norwich: Yarmouth Road/Thorpe Road</b>	Outbound bus lane
<b>Norwich: Queens Road bus station entry</b>	Bus priority from St Stephen's roundabout into the bus station
<b>Norwich: Harford P&amp;R</b>	Inbound bus lane from P&R site to Tesco supermarket
<b>Norwich: Ipswich Road (Hall Road to Ring Road)</b>	Inbound bus lane
<b>Norwich: Dereham Road (Grapes Hill junction)</b>	Inbound bus lane improvements, carriageway widening and changes to road layout to stop unofficial parking and right turns
<b>West Norfolk: A149 Castle Rising to Knight's Hill and QEH</b>	Investigation into low-cost options to provide bus priority along this corridor, to assist with summer peak traffic flows
<b>King's Lynn: Hardwick Roundabout to Southgates</b>	Inbound bus lane - links to sustainable travel plans as part of the LUF bid
<b>Great Yarmouth: Southtown Road</b>	Inbound bus lane
<b>Great Yarmouth: Gyratory Redesign</b>	Allow 2-way flow through Market Gates bus interchange to avoid buses having to do the whole loop - links to the new 3rd river crossing
<b>Norwich: Angel Road / Waterloo Road junction alterations</b>	Junction changed to give priority to traffic on Angel Road, so buses can enter onto Waterloo Road without stopping
<b>King's Lynn: Portland Street and Bus Station Access</b>	Junction changes to prioritise buses
<b>West Norfolk: A149 Lamsey Lane Junction</b>	Contribution to works to reconfigure junction to provide easier access onto A149 for buses
<b>King's Lynn: Queen Elizabeth Hospital exit</b>	Reconfigure junction to provide priority for bus movements

<b>Item</b>	<b>Description</b>
<b>West Norfolk: A149 Norfolk Lavender Junction</b>	Reconfigure junction to provide priority for bus movements
<b>West Norfolk: A148/A149 Knight's Hill junction reconfiguration</b>	Reconfigure junction to provide priority for bus movements, with a section of bus lane on the A148
<b>North Norfolk: North Walsham Travel Hub</b>	Improved waiting facility, installation of real-time passenger information, bus shelters
<b>Great Yarmouth: North Quay &amp; Vauxhall</b>	Improved bus – train access
<b>South Norfolk: Diss Travel Hub Upgrade</b>	Improved travel hub, with real-time passenger information
<b>South Norfolk: Diss Railway Station Link Road</b>	Improved bus access from railway station
<b>North Norfolk: Cromer Travel Hub Upgrade</b>	Improved travel hub, with real-time passenger information
<b>North Norfolk: Sheringham Travel Hub</b>	New travel hub, with real-time passenger information, cycling facilities
<b>West Norfolk: Hunstanton Travel Hub</b>	Improved travel hub, installation of real-time passenger information, new bus shelters, cycling facilities
<b>County-wide: Gold Standard Bus Stop Upgrades</b>	Improved waiting environment at 20 key bus stop locations
<b>RTPI Displays: King's Lynn-Hunstanton, Sheringham-Cromer and 25 further locations</b>	Introduce real-time information displays to 50 additional locations
<b>County-wide: Tap-On/Tap-Off Readers for Norfolk bus fleet</b>	Install tap-off posts on all buses in county to enable fare capping ticketing systems to be introduced
<b>County-wide: Travel Norfolk Roll-Out</b>	Branding and upgrading of all stops with QR boards for access to passenger information
<b>County-wide: Bus Stop Clearway Programme</b>	Programme to reduce delays to buses from indiscriminate car parking at or near bus stops
<b>County-wide: Bus Stop Relocations</b>	Relocating bus stops so that traffic light priority is more effective



Item	Description
<b>County-wide: Bus Stop DDA Upgrades</b>	Install suitable infrastructure to ensure improved access for people with disabilities

#### Revenue allocation

Item	Description
<b>Bus Network Review and Implementation</b>	Work with bus operators to review current bus network and implement new and expanded routes, enhanced frequencies on key routes and more evening and weekend services – detail not yet decided
<b>County-wide Under-25 Fares Discount</b>	Implement a discretionary concessionary reimbursement scheme for discounted U25 fares – based on a 20% discount for all journeys and products
<b>Great Yarmouth Flat Fares Scheme</b>	Implement a discretionary concessionary reimbursement scheme to offer a simplified flat fare structure for all bus services in Great Yarmouth
<b>A further Flat Fares Scheme</b>	Implement a further flat fare scheme elsewhere in the county, building on lessons from Great Yarmouth
<b>A Further Bus Fares Scheme</b>	A further bus fare discount scheme aimed at tackling the current cost of living issues. We need further discussions with operators to refine and model this proposal, however it is likely to involve a best value price promise for bus passengers linked to the introduction of tap-off readers and could include a commitment to a fares freeze on certain products
<b>Improved bus route management</b>	Implement measures to improve bus service efficiency and safety, a management & enforcement plan to manage parking, eliminate tree strikes and provide better information about disruption events

# Infrastructure and Development Select Committee

Item No:

**Report Title: Transport East Transport Strategy Endorsement**

**Date of Meeting: 14 September 2022**

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

**Responsible Director: Tom McCabe** (Executive Director, Community and Environmental Services)

## Executive Summary

Our sub-national transport body, Transport East has prepared a transport strategy and as a partner, Norfolk County Council, has helped develop the strategy. The Transport East Transport Strategy, although non-statutory, is an important document that sets a framework for longer term strategic transport investment in the east. The strategy aligns with the Council's corporate plan, Better Together for Norfolk, and the recently adopted fourth Local Transport Plan. Transport East is seeking partner endorsement of its strategy prior to submission to Government.

## Action Required

The Select Committee is asked to:

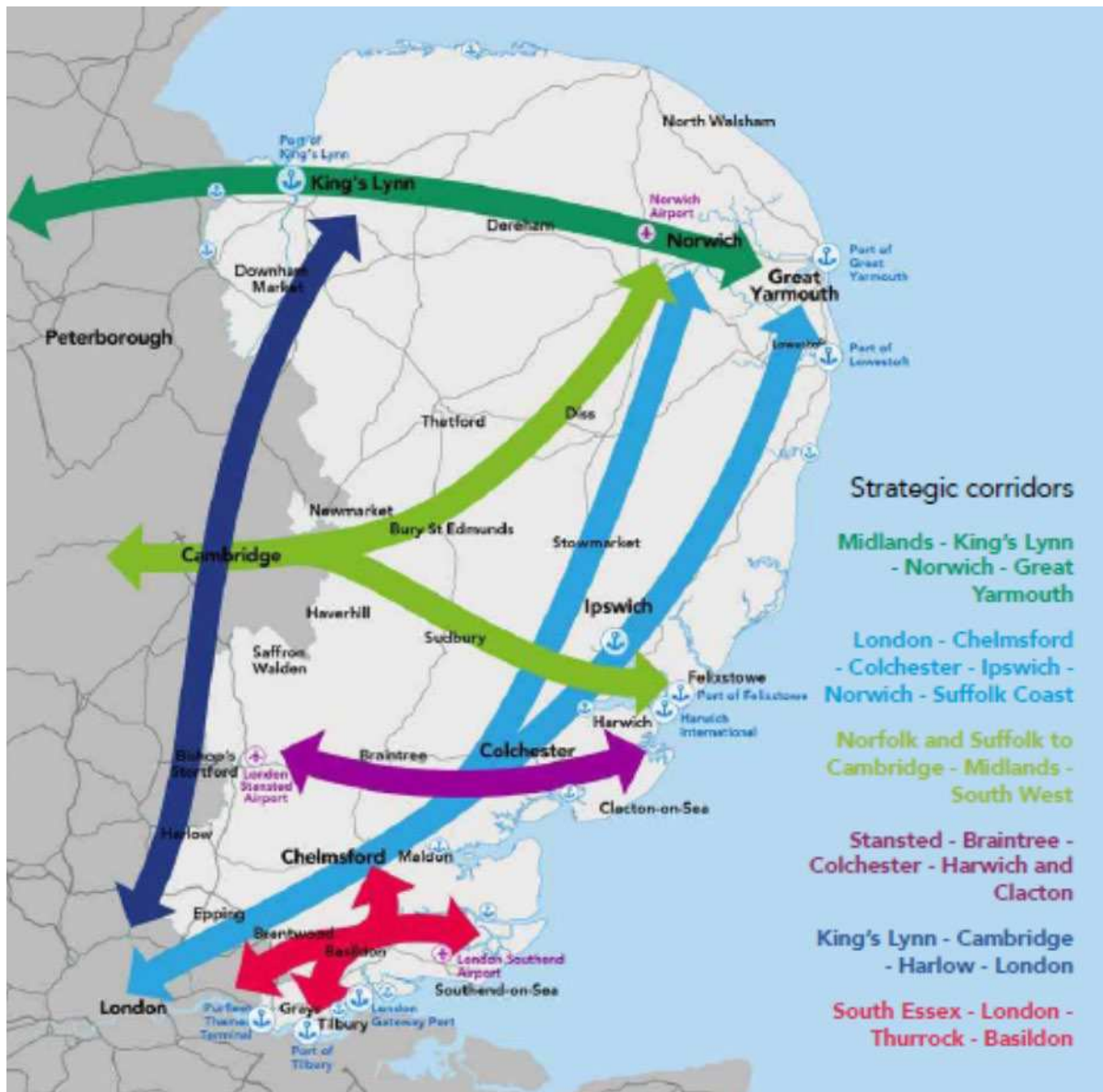
1. Note the contents of the Transport East Strategy.
2. Recommend that Cabinet endorses the Transport East Transport Strategy

## 1. Background and Purpose

- 1.1 Transport East (TE) is the non-statutory the sub-national transport body for the east covering the Local Transport Authority Areas of Norfolk, Suffolk and Essex including Southend and Thurrock. As a partnership, Transport East brings together the local transport and planning authorities, and business leaders with Network Rail and National Highways.
- 1.2 TE plays an important role, providing a single voice for the region to secure government investment in strategic transport improvements and promoting

regional priorities for investment and funding. Transport East decisions are taken through the Transport East Forum and is led by political representatives from Highways and Transportation Authorities and District Planning Authorities.

- 1.3 All sub-national transport bodies have been asked by government to prepare a Transport Strategy. A strategy is important to inform future transport priorities and providing the evidence for government to invest in Norfolk and the rest of the region. Transport East has developed a Transport Strategy for the East. The strategy is attached as Appendix 1. Alongside the Strategy is an Investment and Delivery Programme (IDP) that sets out the regional investment programme and this is attached as Appendix 2.
- 1.4 The Transport Strategy sets out the challenges and opportunities in the region, Transport East's Vision, the outcomes Transport East are seeking to achieve and the four core priorities the interventions are focussed around.
- 1.5 The 4 core priorities are.
  - Decarbonising transport
  - Connecting growing towns and cities
  - Energising coastal and rural areas
  - Unlocking global gateways.
- 1.6 Transport East's strategy sets out a delivery pathway to achieve each of these objectives by 2050 and identifies 12 goals against these priorities and the actions for Transport East to progress them.
- 1.7 Interventions are set out across the whole region. However, to reflect its place-based approach, six core strategic corridors linking key destinations within, and beyond the Transport East region which require particular focus have been identified.
- 1.8 These corridors, essential for the movement of people and goods, growing urban areas, ports, airports and the road and rail connections between them and the rest of the UK. They are critical to this strategy, and further investment will be needed on these if the region is to reach its potential.
- 1.9 These corridors are shown in the following figure taken from the Strategy document



1.10 The IDP sets out the regional investment pipeline to deliver the strategic priorities in the Transport Strategy. The IDP identifies projects that address both regional issues and projects within six core strategic movement corridors. It is a live document and process, reflecting the dynamic nature of the investment pipeline, outlining current regional priorities whilst supporting the progression of new ideas through an assessment framework to create a pipeline of projects best placed to deliver the strategy outcomes.

1.11 The draft Transport Strategy, draft IDP and Integrated Sustainability Appraisal were subject to public consultation from 2 December 2021 to 30 January 2022 and the outcomes were used to shape this final version of the Strategy that was endorsed by the Transport East Forum on 11 July 2022.

- 1.12 The next stage of the process is for Transport East to submit its Transport Strategy to the Department for Transport (DfT). The DfT have asked that Local Transport Authorities endorsement are provided by TE to demonstrate partner support of its Strategy.

## **2. Proposal**

- 2.1 The proposal is to recommend to Cabinet that endorsement of the Strategy is provided to Transport East to support its submission of the Strategy to the Department for Transport.

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

- 3.1 Cabinet endorsement will show partner support for the Transport East Transport strategy. The strategy is a crucial document to help secure strategic transport investment in the east and endorsement will improve the ability to secure regional support for funding of Norfolk transport priorities for the future.

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

- 4.1 The Strategy has been developed by Transport East and reflects the views of the Transport East partners. Norfolk County Council has input into the development of the strategy through representation on the forum, the Cabinet Member for Highways, Infrastructure & Transport is vice-chair of the forum and Norfolk has representation on the Senior Officers Group.
- 4.2 The TE strategy aligns closely with the County Council's Strategy Better Together for Norfolk and has a very good fit with the strategy strategic priorities
- a vibrant and sustainable economy; and
  - a greener more resilient future
- 4.3 There is also close alignment to the County Council's recently adopted fourth Local Transport Plan and in particular its objectives.
- Delivering a Sustainable Norfolk
  - Enhancing Connectivity
  - Enhancing Norfolk's Quality of Life (including a commitment to work towards net zero)
  - Increasing Accessibility
- 4.4 In addition, Transport East has identified its strategy will help regional wider outcomes to
- reduce carbon emissions to net zero by 2040
  - promote active, healthy, and safe lives for all
  - promote and support a productive, sustainable and diverse economy

- support access to education, training and employment opportunities for all;
- facilitate the sustainable energy sector
- our growing areas to develop sustainably to create high quality, inclusive, distinctive and resilient places to live, work and visit
- protect and enhance the built and natural environment.

4.5 The IDP reflects Norfolk County Council's current strategic priorities in the DfT Major Road Network and Large Local Major funding programmes of West Winch Housing Access Road, Long Stratton Bypass, and the Norwich Western Link.

4.6 The ongoing nature of the IDP provides the opportunity to develop and promote the next round of projects to meet Norfolk priorities to decarbonise transport, improve rural accessibility and promote sustainable growth. Through Transport East, and with the backing of a regional strategy and delivery plan the chances of attracting funding for the next round of Norfolk priority projects are greatly improved.

## **5. Alternative Options**

5.1 An alternative would be not to support the strategy. This is not a preferred option

5.2 Not endorsing the strategy would weaken Norfolk's relationship with Transport East and the Department for Transport. Transport East is becoming increasingly important as a route to DfT funding including the Major Road Network and Large Local Major funding programmes. A lack of support for the strategy will impact on longer term funding through these routes.

## **6. Financial Implications**

6.1 There are no direct financial implications of endorsing the strategy, however endorsement is like to increase the ability to secure funding via Transport East.

## **7. Resource Implications**

7.1 **Staff:** None

7.2 **Property:** None

7.3 **IT:** None

## **8. Other Implications**

**8.1 Legal Implications:** There are no legal implications. The Strategy has been prepared by consultants for Transport East and is accompanied by an Integrated Transport Assessment (ISA) that includes Strategic Environmental Assessment (SEA), Habitats Regulations Assessment (HRA), Natural Capital Assessment (NCA), Health Impact Assessment (HIA), Equality Impact Assessment (EIA) and Community Safety Assessment (CSA)

**8.2 Human Rights Implications:** None

**8.3 Equality Impact Assessment (EqIA) (this must be included):** An equality impact assessment has been carried out by Transport East as part of the ISA

**8.4 Data Protection Impact Assessments (DPIA):** There are no data protection impacts arising for endorsement of the Transport East Transport Strategy

**8.5 Health and Safety implications (where appropriate):** None

**8.6 Sustainability implications (where appropriate):** The Strategy promotes a long-term approach to sustainable transport across the region and an Integrated Sustainability Appraisal has been carried out to inform its preparation.

**8.7 Any Other Implications:** None

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

**9.1** If the strategy is not endorsed by the Council, there is a risk that this will impact on long term funding for transport through the processes that require regional support for bids.

## **10. Action Required**

The Select Committee is asked to:

1. Note the contents of the Transport East Strategy
2. Recommend that Cabinet endorse the Transport East Transport Strategy

## **11. Background Papers**



### 11.1 [Consultation Summary: Transport Strategy and Investment & Delivery Programme](#)

#### **Officer Contact**

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

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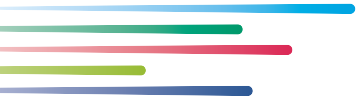
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# TRANSPORT **EAST**

## TRANSPORT STRATEGY

JULY 2022



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**Cllr Kevin Bentley**  
Chair Transport East

The East is a fantastic region with talented people, innovative businesses and a wealth of natural assets. It is no wonder more people want to live, work and learn here. But it's fair to say our transport networks hold us back. Through Transport East, local authorities, enterprise partnerships, business groups and wider partners are working hard to change this.

Our vision is of a thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come. This Transport Strategy sets out exactly how we are going to do it over the next 30 years.

Transport shapes our day-to-day lives in ways we rarely consider. And the travel choices we make affect our neighbours, places, country and world.

Transport in the East is the biggest contributor to our region's carbon emissions; 42% of carbon dioxide emissions, the driver of climate change, is generated by transport, with the vast majority by road travel. Reducing emissions from our transport to net zero, in line with national government commitments, is going to need action at all levels from central government and

local decision makers to transport operators, businesses and every single one of our 3.5million residents. Which is why decarbonising travel is a core priority in this strategy and Transport East is committed to working with partners across the region to develop the solutions which will reduce our emissions as quickly as possible.

This Transport Strategy has been developed through the COVID-19 pandemic, which has had a profound impact on our society, economy and travel. Bus and rail travel plummeted; people rediscovered the benefits of walking and cycling; work, shopping, appointments and socialising all moved online. The long-term impacts of the COVID-19 pandemic on our transport networks are uncertain. We are already seeing how some of the changes are sticking while others are returning to 'normal'.

The changes seen through the pandemic are only one part of the picture. We're expecting high growth across the region with new homes and new jobs planned to 2050. Our forecasts indicate that with the right investment in the right places, by 2050 our region could be contributing £119bn to the Treasury. But we have pockets of high deprivation in places which need levelling

up. The East is also crucial to the flow of goods between businesses across the UK and the rest of the world – a changing relationship following our exit from the EU. Increased and better focussed transport investment is essential to addressing all these issues.

Our work to develop the region's first overarching Transport Strategy, through hundreds of conversations, has resulted in a set of priorities unique to the East of England. This document sets out a pathway to deliver each of them.

### **Creating a net zero carbon transport network**

### **Connecting our growing towns and cities**

### **Energising our coastal and rural communities**

### **Unlocking our global gateways**

These strategic priorities align closely with national ambitions to meet net zero carbon, level up our communities through improved access to jobs, skills, training and services, and advance global Britain.

The Transport East partnership covers a wide area, from Cromer on the Norfolk coast to Tilbury on the Thames. Over 5,000 square miles of different places, including Areas of Outstanding Natural Beauty, productive agricultural land, bustling urban centres, attractive market towns, and commercial hubs around ports and airports.

Our strategy is sensitive to the characteristics of local areas and communities. Transport interventions that work in the centre of Chelmsford will be different from those that work in Breckland, and different again from those that work for Harwich International Port.

Whatever the future holds, the Transport East Strategy has been designed to be agile and resilient to change. I look forward to working together to strengthen our voice to make the case for increased investment and make transport in the East better for everyone.



**Cllr Kevin Bentley**  
Chair Transport East



# Executive summary

The East is a fantastic region with talented people, innovative businesses and a wealth of natural assets. It is no wonder more people want to live, work and learn here. But it's fair to say our transport networks hold us back. Through Transport East, local authorities, enterprise partnerships, business groups and wider partners are working hard to change this.

We have been tasked by the Transport East partnership and the Department for Transport to develop a Transport Strategy to set a single voice for the future transport investment in the East and identify a pipeline of priority projects for the region.

## What is Transport East?

Transport East was set up in 2018 and is the sub-national transport body for Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock. We bring together councils, business leaders and the Government to identify the transport investment needed to support sustainable economic growth in the region and improve people's quality of life.

Our role is to develop a collective vision for the future of transport in the region and set out the investment priorities needed to deliver it.

The draft regional Transport Strategy and supporting Investment and Delivery Programme set out our approach. These strategic documents will help us embed the region's priorities in the delivery plans of Government, Network Rail, National Highways, partners within the private sector and transport providers.

By enabling a single voice for the region's transport priorities, we aim to boost the region's capacity, capability, technical expertise and resources to help develop an improved, integrated and future-proofed transport network for everyone.

Together with our partners, we are working to make sure funding and policy decisions are informed by local knowledge, evidence and requirements so the region reaches its full potential.

## The East's unique contribution to the UK

The East helps drive the UK economy. It is home to 3.5 million people and 1.7 million jobs. The region prides itself on providing a strong and diverse economy including manufacturing, agriculture, information and communications technology (ICT), clean energy production, financial services and tourism.

Some of our towns and cities are among the fastest growing in the country. The region grew more over the last decade than the national average with a 7% increase in population (2021 census). The region's population is forecast to increase by up to half a million by 2041, with up to 566,000 new homes and 295,000 new jobs predicted by 2050.

The region is also essential for the UK's global trade, with 13 ports and 3 international airports. Half of the UK's freight containers are moved through the region and there are plans to grow these gateways. For example, the Government has designated two Freeports in the region; Thames Freeport at London Gateway and the Port of Tilbury, and Freeport East at the ports of Felixstowe and Harwich.

In the energy sector, some of the world's largest wind farms are being built off the region's coastline. Following planned investment in renewables and nuclear power generation at Sizewell and Bradwell, the region will also be the leading supplier of renewable energy to the UK.

The East is crucial to delivering Government ambitions to level up the country, achieve net zero and drive global Britain forward.



## Transport challenges

The region covers a large area, with no major hub city. This means our transport networks are particularly important in supporting the regional economy, by getting people to work and goods to businesses.

Many journeys made within the region are difficult to make other than by car. This results in high transport related emissions – 42% of all carbon emissions in the region. Affecting people's health and contributing to climate change. The Government has clear commitments to cut transport related carbon emissions to net zero and the East is committed to leading the way on decarbonisation.

Poor connections are a particular challenge for many people living in our rural and coastal areas, making it difficult to access jobs, education and essential services. Two thirds of our rural residents live in a 'transport desert' where there is no realistic alternative to the private car. With communities cut off further by poor broadband and mobile provision.

Not only is the movement of people complex, so is the movement of goods. Our ports connect Britain to the rest of the world, but constraints in connections to these hubs slow deliveries, add cost and ultimately make it harder for businesses to trade internationally.

Major investment is needed in our transport networks to meet current and future challenges and to allow the region to fulfil its potential.

## A regional Transport Strategy

An improved transport network can bring about much-needed change to the region, connecting people to opportunities for work, education and leisure, and supporting local economies. An improved transport network would also reduce emissions and improve the health of our residents. Key to this is a regional Transport Strategy to guide investment in the East over the next 30 years.

Through this strategy, we aim to overcome some of the transport challenges experienced, while also delivering a fit for purpose, high quality, inclusive and sustainable transport network that will be able to accommodate future growth in the area.

We began developing this in 2020 and we have been talking to the public and our partners to make sure it aligns with local ambitions and needs. We have also undertaken a detailed programme of technical work, including an Integrated Sustainability Appraisal (ISA), to inform the strategy. How we will deliver the Transport Strategy is set out in our draft Investment and Delivery Programme.

The strategy covers a wide area and reflects the diverse nature of the East and everyone who lives here.

## Structure of the Transport Strategy

### Vision

### Priorities

### Goals

### Actions

### Investment and Delivery Programme

Our strategic framework for prioritising current investment proposals and future initiatives to deliver the Transport Strategy focusing on six core movement corridors, and our urban, rural and coastal places

## Our Vision

***A thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come.***

Our vision has been developed together with councils, business leaders and other partners.

### If we succeed, what will be different about our transport networks in 2050?:

- Better public transport connections accessible to everyone
- Places that make it easy and attractive for people to move around sustainably
- More reliable business and freight journeys, due to less congestion and fewer incidents
- A healthier, more active population – by making it easier to walk and cycle more often
- Cleaner, greener transport, helping to protect our local environment and the world for future generations
- Fewer journeys being made, partly due to better online connections bringing services into our homes

## Strategic priorities

Our draft Transport Strategy sets out a series of four pathways to follow to deliver the vision.

### Decarbonisation to net-zero

Working to achieve net zero carbon emissions from transport, building on our status as the UK's premier renewable energy region. Our decarbonisation pathway underpins the other three pathways in the Strategy.

### Connecting growing towns and cities

Providing enhanced links between our fastest growing places and business clusters. Improving access for people to jobs, suppliers, services, and learning; enabling the area to function as a coherent economy and improving productivity.

### Energising coastal and rural communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.

### Unlocking international gateways

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy through better access to international markets and facilitating foreign investment.

## Decarbonisation to net zero

Working to achieve net zero carbon emissions from transport, building on our status as the UK's premier renewable energy region.

By decarbonising transport, we can make life better for everyone in the region. We have set an ambitious target of reaching net zero transport by 2040, which is ahead of Government targets.

### Goal 1:

Zero carbon growth by supporting authorities and developers to plan, locate and design new development that reduces the need for people to make carbon-intensive trips

### Goal 2:

Reduce demand for carbon intensive trips through local living; making it easier for people to access jobs and services locally or by digital means

### Goal 3:

Shift modes by supporting people to switch from private car to active and passenger transport, and goods to more sustainable modes like rail

### Goal 4:

Switch fuels with all private, passenger transport, fleet and freight vehicles switching to net zero carbon fuels at the earliest opportunity

## Connecting growing towns and cities

Enhanced links between and within our fastest growing places and business clusters. Improving access for people to jobs, supplies, services, and learning; enabling the area to function as a coherent economy and improving productivity.

Strategic transport networks in the East are slow, congested and overcrowded. Some of our towns among the most congested in the country. Links between our towns by road and rail are also slow and can be unreliable. Onward connections to the rest of the UK are also poor, stifling the region's economy.



With the growth planned over the next 15 years, this will only become worse unless action is taken to tackle it.

### Goal 5:

Improve connections and access within our urban centres through better walking, cycling and passenger transport, supporting sustainable access to services, education, training, jobs and leisure

### Goal 6:

Deliver faster and more reliable connections between our growing places and to the rest of the UK, to support business growth, skills development and employment

### Goal 7:

Fully integrate transport networks, services and operations across the Transport East region, through a customer-focused approach, enabling seamless and safe end-to-end journeys by sustainable modes that are attractive to all

## Energising coastal and rural communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.

Across the Transport East region, 21% of people live on the coast and 33% live in rural areas, both much higher than the national average. Two thirds of our rural residents live in a 'transport desert' where there is no realistic alternative to the private car. Poor transport connections are exacerbated by poor digital connections.

With the right investment, transport can play a key role to level up our rural and coastal areas.

### Goal 8:

Increase accessibility for rural communities to education, training, services and jobs through; better ways of taking people to places sustainably, supporting more local trips through closer provision of goods and services, supporting regional partners and the digital sector to provide alternative options to travel

### Goal 9:

Improve connections along our 500miles of coastline, and connect our coastal communities to the rest of the region and the UK, supporting levelling-up and boosting our coastal industries

## Unlocking international gateways

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy through better access to international markets and facilitating foreign direct investment.

Our 13 ports are of international significance and collectively carry half of the UK's freight containers. They also move agricultural products and support the North Sea energy industry. Food, goods and energy are important to us all.

The East is home to three international airports. Stansted Airport alone carries 10% of the nation's air passengers and is the third largest airport in the country for air freight. Southend and Norwich airports also provide important connections for regional markets, supporting business and leisure travel.

The reliability of journey times to key destinations, particularly logistics centres in the Midlands is vital to ports and their customers. Located away from town centres, ports, airports and surrounding businesses need dedicated connections from many directions to maximise the opportunities for sustainable travel.

### Goal 10:

Improve connectivity journey time and reliability for freight, passengers and employees to ports and airports

### Goal 11:

Move goods and people sustainably to ports and airports by shifting modes including to rail and water

### Goal 12:

Increase the use of alternative fuels for both port and airports, and for the vehicles moving people and goods onwards from international gateways



Image: Stansted Airport, MAG

## Core corridors

We have identified six core corridors which play a vital role in the movement of people and goods in the region. These corridors are the road and rail links between the region's growing urban areas, ports and airports, and the rest of the UK.

Further investment in the corridors is needed if the region is to reach its potential as a thriving, connected and multi-centred economy. As well as cross-region initiatives, we will be looking to deliver the four strategic priorities along these core corridors as part of our framework for future transport investment in the East.

Image: Peter Kindersley, Centre for Aging Better



## Investment and Delivery Programme

We are responsible for identifying the region's strategic transport investment priorities through an Investment and Delivery Programme (IDP). This will be an evolving programme of schemes and initiatives to deliver the strategy. It sets out a pipeline of investment priorities to Government. This pipeline will identify gaps to accelerate a new generation of projects to speed funding and delivery e.g. active travel, electric vehicle infrastructure, passenger transport.

Our local transport authority members will continue to develop local projects through their Local Transport Plans.

Our Investment and Delivery Programme also outlines how we will assess our performance.

## Integrated Sustainability Appraisal

An Integrated Sustainability Appraisal (ISA) has been carried out to inform and improve the Transport Strategy.

ISA is a statutory process for assessing social, economic and environmental impacts of strategies and projects. It helps make sure sustainable development principles underpin the strategy to protect the environment, people's health and equality.



## Next steps

The Transport Strategy and Investment and Delivery Programme our future work programme and the plans of the Government, local authorities, operators and partners across the region. We will regularly update the Investment and Delivery Programme to reflect the delivery of projects and the evolving transport challenges the region faces.

This flexible approach will make sure the region continues to improve the quality of life for everyone, alongside supporting the Government in achieving wider national aspirations for new jobs and homes, levelling up, boosting international trade, and achieving net zero as we recover from the COVID-19 pandemic

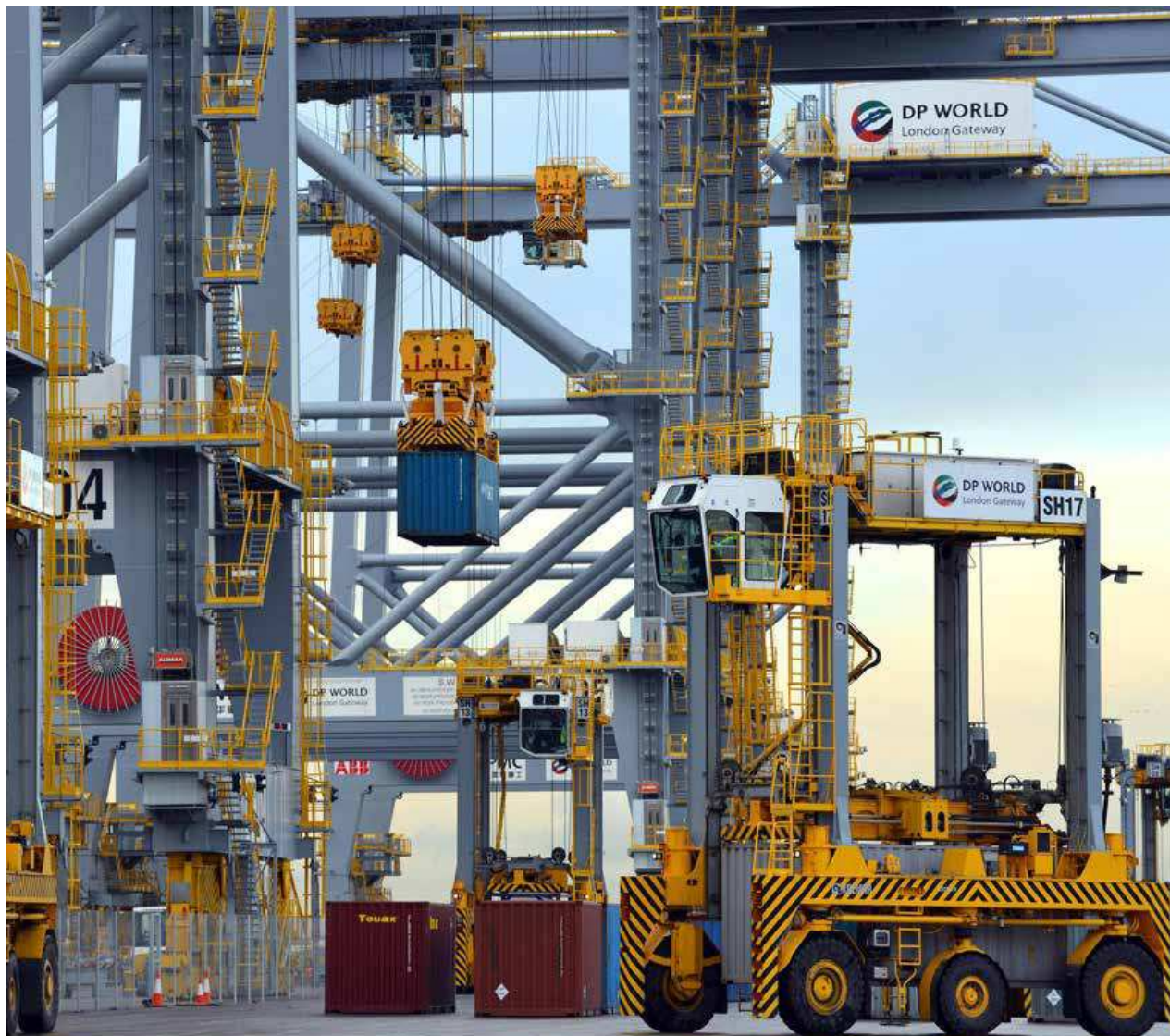


Image: DP World London Gateway





# 1.0 INTRODUCTION

## 1.1 Overview

This is the Transport Strategy for Essex, Norfolk, Suffolk, Southend-on-Sea and Thurrock setting the direction for transport in the region to 2050. It has been prepared by Transport East, a partnership that provides a single voice on transport for our residents, businesses, councils and partners, working in close collaboration with the Government and the rest of the UK.

The Transport East region is of huge importance to the UK. It is home to 3.5 million people and 1.7 million jobs. With a vibrant economy worth £73 billion, it is already one of the fastest growing regions in the UK outside of London.

It is only one of three regions to be a net contributor to the UK. Our forecasts indicate that with the right investment in the right places, by 2050 our region could be worth £119bn. It is strong in multiple economic sectors including agriculture and food, clean energy, logistics and distribution, digital and ICT. It has 13 ports including 3 Freeports and three airports, and is a leader in green energy production.

However, significant transport challenges must be overcome for the region to maintain productivity and fulfil its potential. The region covers a large geographic area and is multi-centred with no single dominant city. This means our transport networks are particularly important in supporting the regional economy.

Many of these journeys are difficult to take other than by car. This car-dependency contributes significantly to high transport emissions and localised poor air quality, with emissions well above the national average. The government has set a clear commitment to decarbonising transport and the East will need to play its part in reaching net-zero targets over the next 20 years.

Poor connections are a particular challenge in many rural and coastal areas, making it difficult to access jobs, education and essential services. This transport isolation is compounded by a relative lack of access to super-fast broadband. Both contribute to high levels of economic deprivation, with people experiencing poorer health and difficulty accessing high-quality, affordable housing. Urgent action is needed to level up these areas through better connections, enabling deprived areas to prosper.

Fast-growing urban areas are already heavily congested, contributing to poor air quality and restricting economic growth in town centres. Attracting people to public transport services in towns and cities is difficult when the whole system is not joined up – different operators, fares, connections and services make planning journeys and navigating the network hard for customers.

Connections between our main towns and cities also suffer from capacity constraints. Delays across our strategic 'A' roads are commonplace and significant, hindering the movement of people, and goods to and from nationally significant international gateways like the ports of Felixstowe, Tilbury and London Gateway – constricting the growth of global Britain.

***With the right investment, the East could be worth £119bn to UK plc by 2050***

This Strategy seeks to overcome these challenges and deliver a high-quality, sustainable transport network for people in the Transport East region, resilient to the demands of future growth. A network that increases access to jobs, education, essential services and leisure. A network that connects businesses with their customers, supply chain and employees. And a network that reduces the significant environmental impacts of travel that are evident today, helping to deliver net zero by 2040.

This Strategy has been developed following extensive engagement with hundreds of partners across the region, a full public consultation and a detailed programme of technical work including an Integrated Sustainability Appraisal (ISA). This appraisal assesses our Strategy against key environmental, social, economic and public health objectives.

It brings together for the first time a wide range of initiatives already being developed and implemented by government agencies through existing programmes such as the Roads Investment Strategy, and local authorities through their Local Transport Plans. It has also been aligned with wider economic, growth, health and tourism strategies for the region.

Our Strategy recognises good transport is a means to an end, and not an end itself. It will lead to a better quality of life for people in the region, levelling up by providing better access to more opportunities for work, learning and leisure. It will support businesses and drive economic growth by reducing costs, increasing productivity, and providing access to more markets and workers. Finally, it will enable desperately needed new development and housing.

### Engaging on the Strategy

The Transport Strategy was developed iteratively, through regular engagement with experts across the region and transport sector. A draft version of the strategy was then consulted on, with amendments made to reflect the comments received from local authorities, town and parish councils, transport organisations, business groups, statutory consultees, environmental groups and the public.

Engagement on the Strategy included:

- A steering group of Local Authority officers
- Over 150 meetings with more than 400 organisations
- Public survey with over 600 respondents
- 15 partner workshops
- Annual Transport Summit discussions
- MP Roundtable
- Senior level presentations to Local Authority and LEPs
- 8-week public consultation with almost 600 responses received

## 1.2 | About Transport East

Transport East was established in 2018 as a new Sub-national Transport Body to provide a single voice for the future of transport in Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock. As a partnership, we bring together local transport and planning authorities and business leaders with Government and infrastructure agencies to identify the transport investment needed to fully support our members' shared ambitions for the region. We also drive value for money by improving the planning and delivery of interventions.

### Transport East is:

- Developing and communicating a single regional Transport Strategy and strategic Investment and Delivery Programme (IDP), embedding our priorities in the delivery plans of government, Network Rail, National Highways, the private sector, and other transport providers.
- Elevating the work of local transport authorities, delivery bodies and Local Enterprise Partnerships by ensuring funding and strategy decisions are informed by local knowledge, outcomes and requirements.

- Providing leadership and oversight on strategic transport priorities which cross local authority or regional boundaries. Demonstrating investment decisions are locally supported, evidence-led, joined-up and made within the context of a long-term strategy.
- Enabling a 'single voice' for the region with the Department for Transport, infrastructure agencies (such as National Highways and Network Rail), service providers, and the region's major ports and airports.
- Enhancing regional capacity and capability through technical expertise and resources to help develop a coherent, integrated and future-proofed transport network.

The roles of the Transport East partnership in delivering this strategy are outlined in Table 1.2.1 However, we acknowledge the successful delivery of the Transport Strategy ultimately relies on local authorities, national agencies and private sector partners to deliver the infrastructure and services on the ground.



Image: Transport East

**Table 1.2.1: Roles of Transport East**

Lead Strategic Thinking	Strategic Co-Ordinator	Elevate work of partners	Influencer	Intelligence
<p>Strategic direction and thought leadership for the East</p> <p>Lead regionally wide studies and strategies</p> <p>People centric approach:</p> <ul style="list-style-type: none"> <li>• Integrated</li> <li>• Multi Modal</li> <li>• Accessible</li> </ul> <p>Lead national and regional STB thinking on specific topics</p>	<p>Coordinate strategic investment pipeline</p> <ul style="list-style-type: none"> <li>• Assessing and prioritising schemes/ projects</li> <li>• Monitoring scheme/ projects delivery</li> <li>• Challenging outcomes where necessary to deliver strategic outcomes</li> <li>• Lead business case development for sub-national scale projects</li> </ul> <p>Coordinate partners on regional and national priority issues</p>	<p>Enable local partners to deliver at the local level</p> <p>Enable strategic bodies to deliver better strategic projects</p> <p>Accelerate outcomes by unblocking / speeding progress</p> <p>Adding capacity and capability to partners</p>	<p>Champion the East and Transport East Partnership</p> <p>Listening and understanding across local, sub-national and national partners</p> <p>Make the case for investment in the East</p> <p>Influence delivery bodies (Government, NH, NR)</p> <p>Single regional voice at a national level</p> <p>Collaborate to shift behaviour across the region</p>	<p>Strategic transport expertise and capacity / capability</p> <p>Monitoring industry trends and innovation</p> <p>Lead a robust regional data, analysis, and monitoring function</p> <p>Sets standard and outcomes</p>

### 1.3 | A region of opportunity

The potential for growth in the Transport East region is huge. The region has a strong and diverse economic base, with key strengths in distribution, manufacturing, information and communications technology (ICT), agri-technology, biosciences, clean energy production, financial services and tourism. Partners across the East of England region are committed to leading an inclusive, green recovery from the COVID-19 pandemic, capitalising on these strengths and delivering.

By 2036 up to 140,000 new homes are planned in Norfolk and Suffolk and 179,000 are planned in Essex, Southend and Thurrock. Forecasting beyond this period is challenging, but our analysis indicates the Transport East region would need to accommodate up to another 247,000 new homes. These growth figures are those set out in Local Plans. Our regional transport strategy is designed to respond to ensure new and current residents can travel more sustainably.

There are many international gateways. Freeport East and Thames Freeport are planning for significant growth. The region is home to London Stansted, the third largest airport. London Gateway and the Port of Tilbury, and the ports of Felixstowe and Harwich will also drive growth,

innovation and decarbonisation through their designation as Freeports in the March 2021 Budget.

In the energy sector, some of the world's largest wind farms are being built off the region's coastline. Following planned investment in renewables and nuclear power generation, the region will be the leading supplier of renewable energy, providing power to 58% of the UK's homes.

There is a huge opportunity to increase prosperity and level up communities within the region through improved access to education, training and jobs. The region has several authorities in priority tiers 1, 2 and 3 of the Government's Levelling Up Fund, indicating clear opportunities to improve the regional economy alongside people's life chances

**Table 1.3.1 Regional local authorities by Levelling Up Fund priority**

Priority 1	Priority 2	Priority 3
Great Yarmouth Borough Council	Braintree District Council	Basildon District Council
King's Lynn and West Norfolk Borough Council	Breckland Council	Brentwood Borough Council
Maldon District Council	Castle Point Borough Council	Chelmsford City Council
North Norfolk District Council	Colchester City Council	Epping Forest District Council
Tendring District Council	East Suffolk Council	Uttlesford District Council
Southend-on-Sea City Council	Ipswich Borough Council	Broadland District Council
	Mid Suffolk District Council	Babergh District Council
	Norwich City Council	West Suffolk Council
	Rochford District Council	
	South Norfolk Council	
	Thurrock Council	





Significant investment in transport is now needed to support future growth and level up the region by:

- Increasing the quality of life and prosperity for residents through reduced congestion and emissions, and improved access to jobs, education and essential services.
- Helping the area attract and retain skilled workers, by making the area a more attractive and a better-connected place to live.
- Better connecting businesses and workers across and beyond the region, creating a more integrated economy.
- Improving UK business efficiency and reducing the costs of shipping and travel, better connecting firms across the nation to global markets and suppliers, helping local firms to grow and encouraging firms to locate to and remain in the area.

Our forecasts indicate that with the right investment in the right places, Gross Value Added (GVA) generated by the region could increase to £119bn in 2050, and productivity could increase by over 50% from 2020 levels.

### Regional wider outcomes our Transport Strategy will help:

1. reduce carbon emissions to net zero by 2040
2. promote active, healthy and safe lives for all
3. promote and support a productive, sustainable and diverse economy
4. support access to education, training and employment opportunities for all;
5. facilitate the sustainable energy sector
6. our growing areas to develop sustainably to create high quality, inclusive, distinctive and resilient places to live, work and visit
7. protect and enhance the built and natural environment.



## 1.4 | A place-based approach

This strategy covers a wide area, from Cromer on the north Norfolk coast to Tilbury on the Thames, stretching inland as far as Waltham Abbey on the M25. Over 5,000 square miles encompassing areas with markedly different characteristics, including sparsely populated coastal Areas of Outstanding Natural Beauty, bustling urban centres like Norwich, Ipswich, Colchester and Southend, market towns like Bury St Edmunds and Wymondham, commercial hubs around major ports such as Felixstowe and London Gateway and Port of Tilbury in Thurrock, and airports in Southend, Norwich and Stansted.

The countryside in between is hugely diverse, home to important agricultural land, forest, heathland, areas of conservation, and the unique Norfolk and Suffolk Broads National Park; Britain's largest protected wetland.

Our Strategy reflects our unique places. It is sensitive to the characteristics of local areas and communities and recognises the drawbacks of 'one-size-fits-all'. The transport interventions that work in the centre of Chelmsford will be different from those that work in Breckland, and different again from those that work for Harwich International Port.

This ethos infuses a fundamental pillar of our strategy: decarbonising transport as part of the national drive to achieve Net Zero by 2050. This goal must be achieved through an approach that recognises the differing roles that transport plays in knitting together the community and the economy in different areas of the region.

The role of transport in unlocking new development and supporting the levelling up of deprived communities is a core element of the Strategy. Integrating spatial and transport planning and targeting transport investment in growth areas can help to facilitate development and lock-in sustainable travel behaviour at the outset.

Equally, transport investment can revitalise local communities and economies, improving access to jobs, education and essential services, helping businesses connect with customers and each other, and making places healthier, greener and more attractive to live, work and learn.

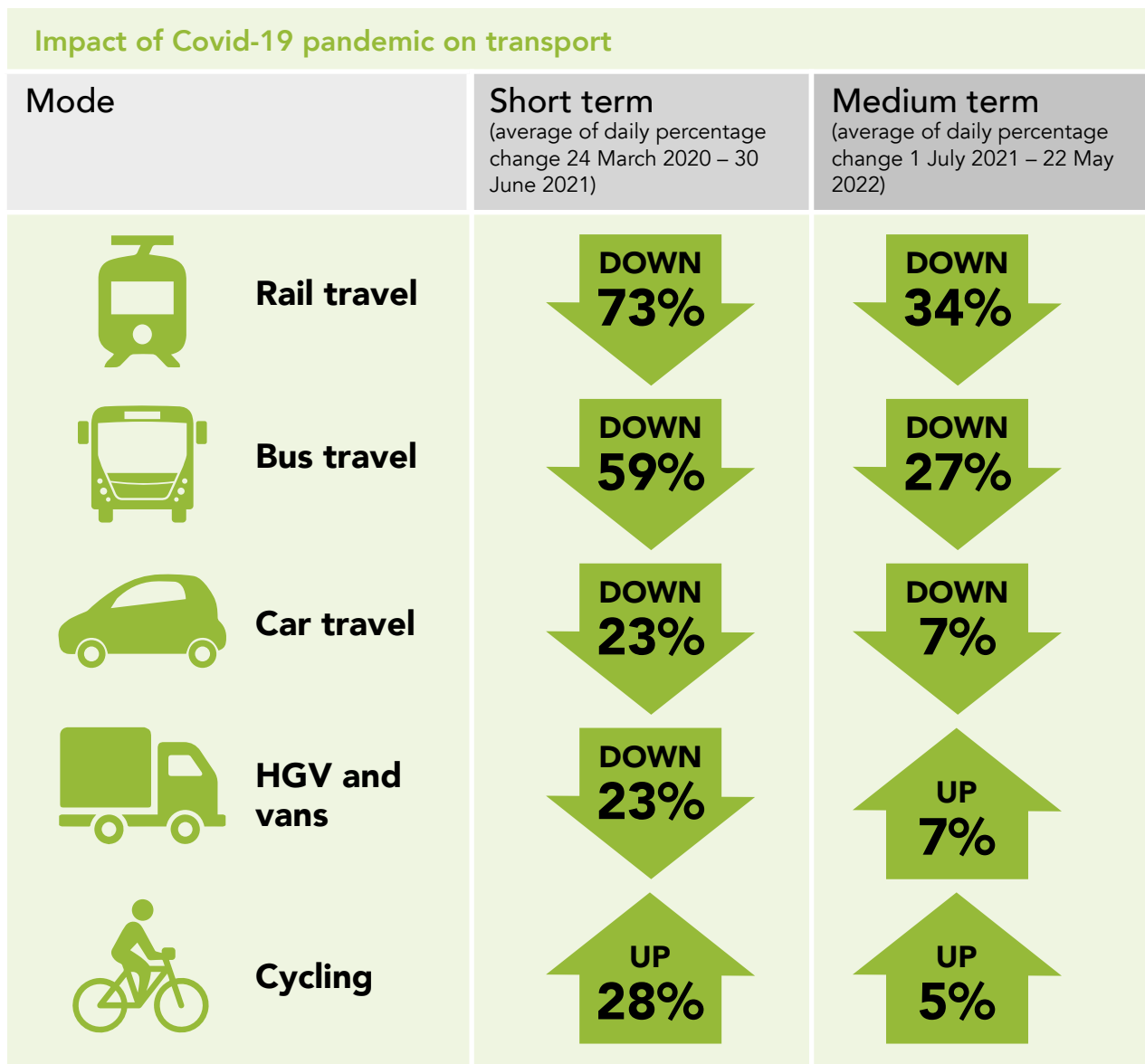
In urban centres significant investment in public transport, active travel and complementary constraints on car use will be an important part of the decarbonisation solution, where targeted investment is likely to deliver value for money. However, in rural and coastal areas, although active travel and public transport will have a significant role to play, good road transport is and will remain a vital cog underpinning economic activity

and social cohesion. Here, driving the transition to electric vehicles, developing new demand responsive and mass transit public transport and dovetailing transport interventions with initiatives such as the roll-out of super-fast broadband and digital services will be a critical part of the solution.

We recognise it would be unrealistic to deliver the same level of transport connectivity in every part of the region, it is important to focus on securing a threshold level of local connectivity; identifying and filling transport network gaps, addressing pinch-points, and encouraging targeted solutions to deliver wide benefits and value for money.

While we will also make the case for major investment in the strategic transport corridors connecting our region with other parts of the UK, this Strategy also recognises the benefits to communities and the environment of improving access to local jobs, education and essential services, and the negative impacts that regular long-distance journeys can have on local economies.

The extensive analysis undertaken to support the Strategy development considered in detail the unique characteristics of different areas within the region. This provided a robust platform for the development of a strategy that will make transport better for all our residents and businesses, regardless of where they are based in our region.



## 1.5 | A resilient and robust strategy

The Transport Strategy was developed during the COVID-19 pandemic, which at the height of restrictions had a profound impact on society, the economy, and travel behaviour across the UK and beyond.

The longer-term impacts of the COVID-19 pandemic on our transport networks are uncertain. The pandemic has also demonstrated the need to increase the resiliency of our networks to bolster against future economic shocks, the impact of climate change and other future risks.

This uncertainty adds to the complexity of developing a strategy, but it does not create an insurmountable challenge. Rather than creating new transport trends, the COVID-19 pandemic has served to accelerate existing trends (both positive and negative). Working from home<sup>1</sup> was already gaining popularity before the pandemic with trips per person per year decreasing by 20% between 1995 and 2019. Similar trends were also evident for Light Goods Vehicle (LGV) growth linked to online shopping and falling bus patronage, with the COVID-19 pandemic accelerating respective growth and decline.

These changes emphasise the need for an agile Transport Strategy. While rail travel demand is still some way below pre-pandemic levels, the bounce-back in road demand has been much more notable, with 29% of people likely or very likely to use their car more in the future<sup>2</sup>. An ongoing reluctance among some people to use public transport due to concerns about contagion risks 'locking in' unsustainable future travel behaviour focused on increasing use of the private car.

In contrast, in some areas the COVID-19 pandemic has resulted in a shift to more sustainable forms of transport, with 30% of people likely or very likely to walk more in the future<sup>3</sup>. With the right investment, this behaviour can

be sustained. Local authorities in the region responded rapidly to initial changes in travel behaviour when the pandemic hit, implementing flexible infrastructure to support active travel. Building on this strengthens the future transport network and locks in sustainable travel behaviour.

The role of transport is closely tied to housing and job growth in the region. The impact of 12 different future scenarios were tested during Strategy development. These scenarios included varying levels of economic growth (High, Central, and Low), different spatial development strategies (Centralised and Dispersed), and alternative assumptions about future travel behaviour

(increased propensity for working at home and returning to traditional patterns of commuting to work).

Testing these scenarios has given Transport East confidence that the vision and strategic priorities set out in Chapter 2 are the most appropriate for the region, and flexible to adjust to any of the 12 scenarios arising.

Whatever the future holds, the Transport East Transport Strategy has been designed to be agile and resilient to uncertainty.

#### 1.4.1: Results of Transport East's bespoke travel perceptions survey (December 2020 - January 2021, 652 responses)

How do you expect your travel patterns will change in the future?	Fewer journeys	Work from home more	Will use car more	Walk more
Likely or Very Likely	57%	52%	29%	30%
Unlikely or Very unlikely	23%	25%	47%	47%
Undecided	12%	7%	13%	10%
No Answer	6%	16%	11%	13%

2.0

# THE CASE FOR ACTION

## 2.1 | The East's unique contribution to the UK

The Transport East region makes a significant, unique contribution to the UK economy, summarised in Figure 3.11. It is home to 3.5 million people and 1.7 million jobs.

It is essential for the UK's global trade with more international gateways than any other region: 13 ports and 3 international airports. Half of the UK's containerised goods are moved through the region, with port operations alone contributing over £7.6 billion in GVA in 2015. Stansted Airport carries 10% of the nation's air passengers, and the air freight sector in the region is worth £8.1 billion in GVA. This activity is critical to the national economy, to supply chains and to hundreds of thousands of businesses based across the UK.

The region also has a nationally significant clean energy sector, generating 60% of the UK's offshore wind energy, and is home to the Sizewell nuclear power station.

The tourist industry, centred largely around rural and coastal areas and including the Norfolk & Suffolk Broads National Park, is worth £8.8 billion and supports 240,000 jobs. The region also has major strengths in distribution, manufacturing, information and communications technology (ICT), life-sciences, digital and creative industries, financial services, construction, agriculture and food. It also provides a significant labour market for external business hubs like London and Cambridge.



Image: Tom Juggins from Unsplash



# TRANSPORT EAST'S SIGNIFICANT FEATURES

Figure 2.1.1: Significant features of the Transport East economy

A rapidly growing region with a vibrant economy.  
We are crucial to a sustainable and outward-looking future for the UK.

**1.67M** **140,000**

jobs from enterprises

## Key Sectors

-  Manufacturing
-  Distribution
-  ICT
-  Agri-tech
-  Biosciences
-  Green Energy production
-  Financial Industries
-  Visitor economy

**£73.5bn**

GVA to UK economy

**3.5M**  
residents

**500 MILES**  
of coastline

**19%** of the UK's freight tonnage  
in 2017 including over

**50%** of UK container traffic

3 Airports  
5 major ports  
6 regional ports  
2 free ports

**1,000**

wind turbines  
generating

**60%**

of UK's  
offshore wind  
energy

**£2bn**  
Bioenergy  
industry



**19,000**

people directly employed  
in the East's energy sector



**£10bn**  
tourism industry with  
**240,000**  
jobs



FIRST TWO  
Electric Vehicle forecourts in the UK

**6,300**  
jobs in shipping contributing  
£540m GVA (2015)



**£727m** agriculture economy

**15%** of farmed land in England is in the Eastern Region



**22%** of the rural population  
is over 65 years old



Significant growth is expected in the coming years, with the population forecast to increase by up to half a million by 2041, and 319,000 new homes and 167,000 new jobs planned for delivery in the next 15 years.

Some of our towns and cities are among the fastest growing in the country. Ipswich is ranked 7th of 46 towns and cities by the 2020 UK Powerhouse rankings in terms of GVA growth<sup>1</sup>. Norwich is part of the Centre for Cities Fast Growth Cities group and increased its local share of skilled residents at twice the rate of the UK as a whole between 2014 - 2018<sup>2</sup>. Basildon is ranked 9th in the country for number of businesses per 10,000 residents and is the fastest growing economy in Essex<sup>3/4</sup> with a long history of providing a base for international advanced engineering and manufacturing firms. Major development is taking place to drive growth along the Cambridge-Norwich Tech Corridor and the UK Innovation Corridor between Cambridge and London. The Thames Estuary area is also earmarked for substantial homes and jobs growth, with extended links to Kent via the proposed Lower Thames Crossing.

In recognition of the region's long-standing role as a gateway between the UK and the world, we have two designated Freeports – Thames Freeport and Freeport East. The Freeports will support innovative, net zero technologies and clean energy generation through support for capital investment, skills development and regulatory flexibility. Their status will help to drive economic growth and regeneration around the ports, boosting business activity and creating skilled, high-paying jobs.

### Conclusion

The region can play a major role in helping the Government deliver its ambitions to level up the country, achieve net zero, and drive global Britain forward. Increasing our contribution to the Treasury at the same time. However, without critical investment in our transport networks, current challenges will worsen and prevent the region, and country, from reaching its full potential, environmentally, socially, and economically.

These challenges are set out in the remainder of this chapter, which is structured around the four strategic priorities highlighted in Chapter 2:

### Decarbonisation to net-zero

### Connecting growing towns and cities

### Energising coastal and rural communities

### Unlocking international gateways

1 Irwin Mitchell UK Powerhouse Table 2020: <https://irwinmitchell.turtl.co/story/uk-powerhouse-january-2020/page/6/4> (accessed August 2021)

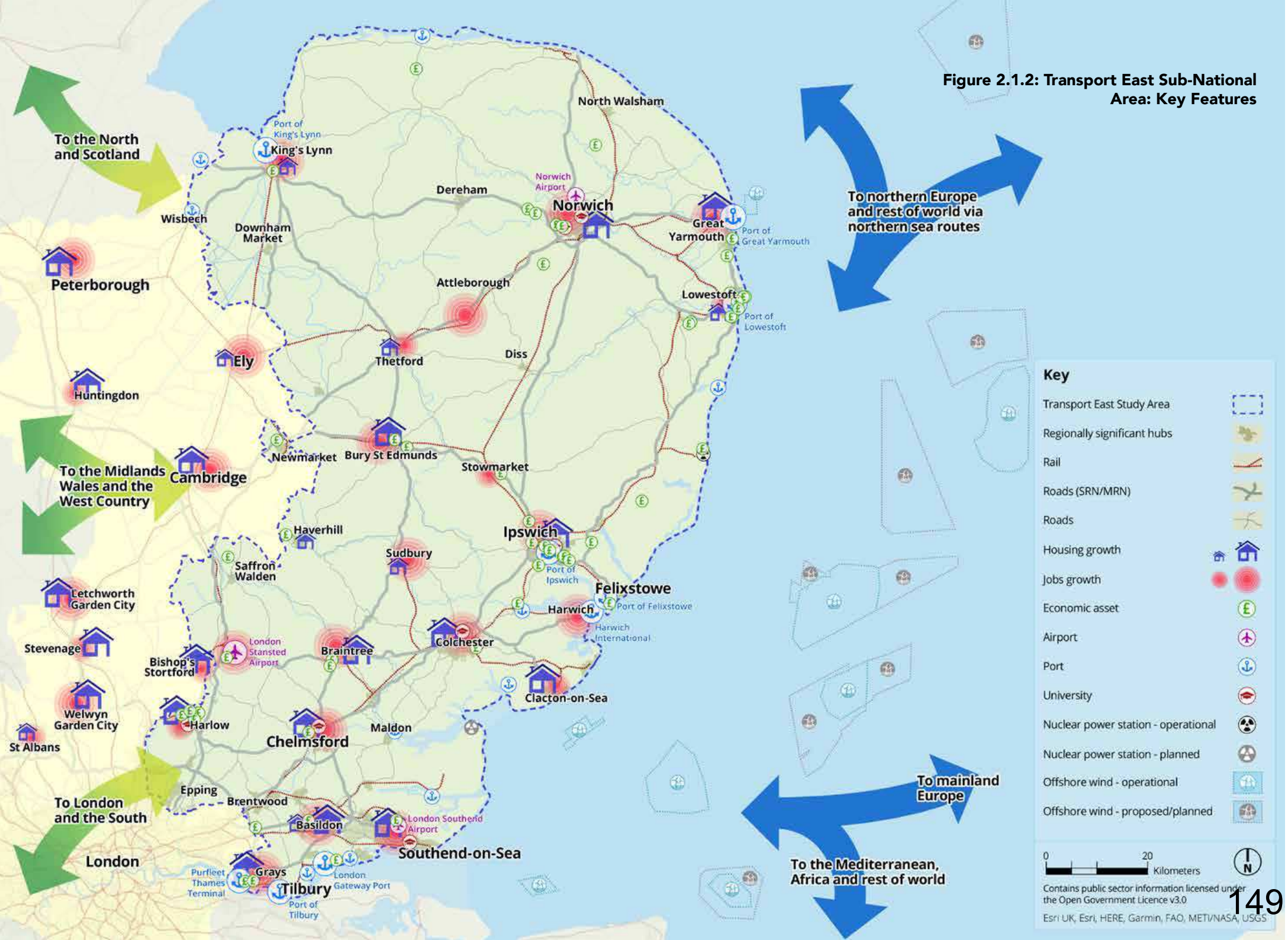
2 Centre for Cities Fastest Growing Cities 2021: <https://www.centreforcities.org/wp-content/uploads/2021/03/fast-growth-cities-2021-and-beyond.pdf> (accessed August 2021)

3 Basildon for Business Why Businesses Chose Basildon: <https://www.basildon.gov.uk/article/6386/Basildon-For-Business-Why-Businesses-Choose-Basildon> (accessed August 2021)

4 Basildon Economic Growth Plan 2020 – 2024: [https://basildon.gov.uk/media/10297/Basildon-Council-Draft-Economic-Growth-Plan-BEGP-2020-24/pdf/Basildon\\_Council\\_-\\_Draft\\_Economic\\_Growth\\_Plan\\_\(BEGP\)\\_2020-24.pdf?m=637395816147700000](https://basildon.gov.uk/media/10297/Basildon-Council-Draft-Economic-Growth-Plan-BEGP-2020-24/pdf/Basildon_Council_-_Draft_Economic_Growth_Plan_(BEGP)_2020-24.pdf?m=637395816147700000) (accessed August 2021)



**Figure 2.1.2: Transport East Sub-National Area: Key Features**



## 2.2 | The decarbonisation challenge

Action is required across the UK to meet the Government's ambition for net zero carbon emissions by 2050. Without it, the impact of climate change will be acutely felt. Extreme heat and heavy rainfall are likely to become more frequent and sea levels will continue to rise. The disruption is likely to be significant, particularly for our low-lying and coastal areas that are highly susceptible to flooding.

Growth in the Transport East region means carbon emissions are heading in the wrong direction, increasing by around 200 kilo-tonnes per year before the pandemic. Transport is responsible for 42% of CO2 emissions in the region (well above the national average), with 96% of those emissions generated on our roads.

The root cause is three-fold. First, partly due to its dispersed geography and low population density, the region is dependent on private transport: 67% of commutes are made by car or van, and bus commuting is only half the national average.

Second, the take-up of zero emission vehicles has lagged behind other regions, in part because the infrastructure is not yet in place to effectively support a transition. Finally the region's roads also carry a disproportionate volume of freight traffic due the presence of nationally significant ports and logistics businesses along with a constrained rail network. Additionally, zero emission technology for Heavy Goods Vehicles is less advanced than it is for smaller vehicles.

Transport East commissioned Energy Systems Catapult to understand the path to net zero transport for the region more clearly. They established a baseline of CO2 emissions and modelled the reduction in emissions required to achieve net zero by 2040 and 2050, and a reduction of 78% by 2035 (compared to 1990).

The work also looked at the differences in the production of carbon emissions in urban areas, rural areas and market/ coastal / larger rural towns.

\*Transport East region plus Cambridgeshire, Bedfordshire and Hertfordshire

### EV chargers per person

#### East of England\*

1 per 3,900 residents



#### London

1 per 1,200 residents



#### Scotland

1 per 2,100 residents



#### South-East

1 per 2,800 residents



In autumn 2021 the Department for Transport published the Transport Decarbonisation Plan, setting out the government's ambitions to decarbonise transport by 2050. The scale of the challenge within the strategy is stark - and the East will need to play its part in delivering.

The overall conclusion is we need a rapid and substantial change in our transport systems if

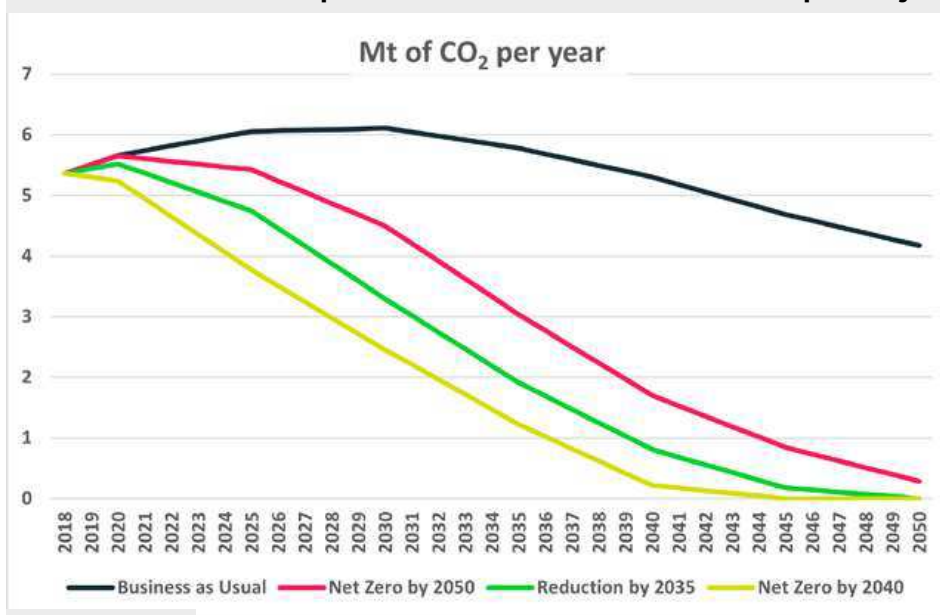
we are to reach net zero in the next 30 years. The faster we can bring down transport carbon emissions the bigger the reduction in mega-tonnes of carbon released. (Figures 2.2.1 and 2.2.2)

Energy Systems Catapult's analysis showed 47% of transport emissions were generated within rural areas, with urban accounting for 31% and smaller towns generating 22%. This clearly demonstrates

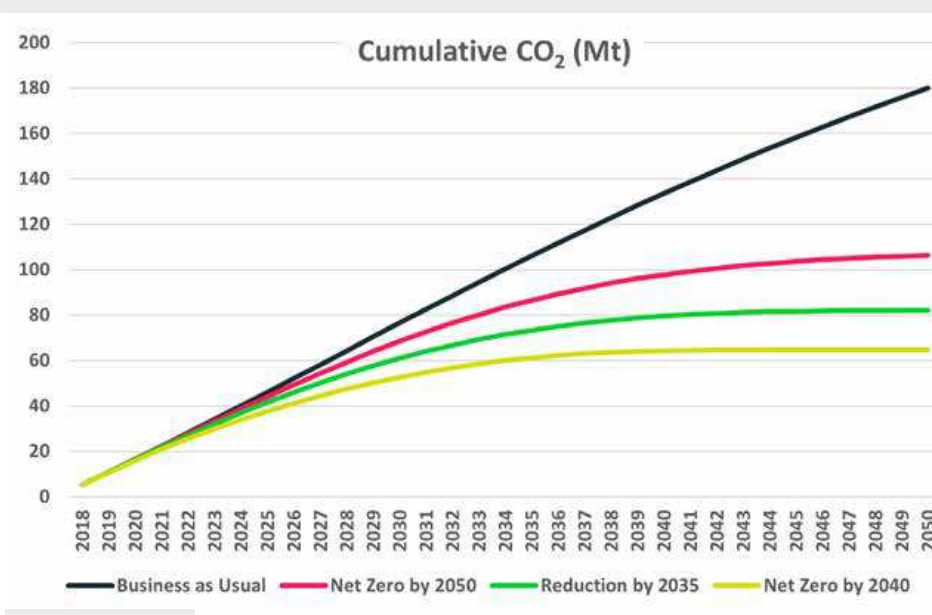
that decarbonisation solutions need to go beyond urban areas to deliver net zero.

Getting to net zero transport by 2040 is a huge challenge and will take commitment and action from everyone and at every level in the region. This strategy sets out a pathway for the region to follow.

**Early Carbon Baseline and Projected Pathways work<sup>1</sup> has produced graphics showing: Fig 2.2.1 the annual CO<sub>2</sub> emissions limit and Fig 2.2.2 the annual cumulative impact of emissions for different future pathways**



**Fig 2.2.1**



**Fig 2.2.2**

<sup>1</sup> Catapult Energy Systems 2021. Based on baseline 2018 emissions of 5.35Mt CO<sub>2</sub> calculated using the Highways England SERTM model.

Note: Decarbonisation Evidence Base and Strategic Recommendations Report 2021 identified 7.667Mt CO<sub>2</sub> emissions in 2018 based on BEIS: UK local authority and regional carbon dioxide emissions national statistics:2005-2018. Further studies are underway to develop and refine CO<sub>2</sub> related figures and targets.



## 2.3 | Growing towns and cities

Dependence on the private car causes other problems beyond carbon emissions. Many of our growing towns and cities suffer from severe traffic congestion - Southend, Ipswich, Norwich, Chelmsford, Colchester, King's Lynn and Grays are among the most heavily congested urban areas in the country outside London, according to the National Infrastructure Commission. While they may be growing, the size and density of our towns and cities are much smaller than major metropolitan areas like Birmingham or even Nottingham, where creating strong walking, cycling and public transport networks is more straight forward.

Our urban areas and business clusters are 24 hour places. Sectors including leisure and entertainment, health and care, manufacturing, energy and distribution, among others, all require access for staff and suppliers 24 hours a day.

Growth in these towns and cities has occurred in parallel with a decline in the use of more sustainable forms of transport. Between 2009/10 and 2017/18, the total number of bus journeys made in the region fell by 6%. Bus operating costs have also been rising and the commercial viability of many services was an increasing challenge even before the pandemic reduced

passenger numbers further.

A downward spiral is occurring, with increasing journey times leading to more passengers abandoning the bus for the car, which in turn increases congestion, reduces operator revenues, and leads to bus service reductions. Before the pandemic, 28% of people in urban areas in the region did not have an hourly or better weekday daytime bus service within 500 metres of their home.

The picture is similar across the county and the government has recognised the need for fundamental reform of bus services, setting out a new approach in *Bus Back Better* – a national bus strategy.

The pandemic has created opportunities to improve sustainable transport in our congested urban areas. On some days during the first COVID-19 lockdown levels of cycling increased by over 300% as motorised vehicles stayed off the roads. However, significant investment is needed, to lock in that shift.



Image: Transport East

Our growing towns and cities are also limited by pinch-points on connecting roads. Significant congestion hotspots are evident on motorways and main A-roads. In 2019, an average delay of 11.3 seconds per vehicle mile was recorded on the Strategic Road Network in the East of England, significantly higher than the national average of 9.5 seconds. Over half-a-dozen coastal towns in Essex, including Southend, are among the 10% worst connected urban areas in the UK by road.

Rail networks were also at capacity before the pandemic. At peak times, the Great Eastern Main Line (GEML) operated at maximum capacity without the ability to run any additional trains into London Liverpool Street. C2C trains on the Essex Thameside Line were similarly busy and there are significant signalling constraints on the line between Upminster and London Fenchurch Street, severely restricting the opportunity to increase capacity. The Network Rail West Anglia Main Line (WAML) study published in 2021 identified five key constraints to faster, more reliable journeys for people and increasing freight along the route.

**Figure 2.3.1**

### Case Study: **Growing towns sustainably - Norwich**

An example of our many growing urban areas is Norwich and its surrounds. The Greater Norwich area has a population of 409,000 (2018), and 50,000 new homes planned by 2038. The city of Norwich draws on a large hinterland for its economic success, a pattern similar to many of the region's major towns and cities.

The city has a labour-market catchment of over 30 miles, including rural areas and market towns. Cars are the dominant mode of transport and over 90% of cars in the morning rush hour are single occupancy, resulting in congestion, noise and air pollution in the centre and on key access routes.

Norwich has already taken positive and innovative steps to tackle this challenge including a bike hire scheme, new bridges and routes for people walking and cycling, and bus priority schemes. Norwich City and Norfolk County Councils are committed to transforming the city's transport. This



Image: Suzy Hazelwood from Pexels

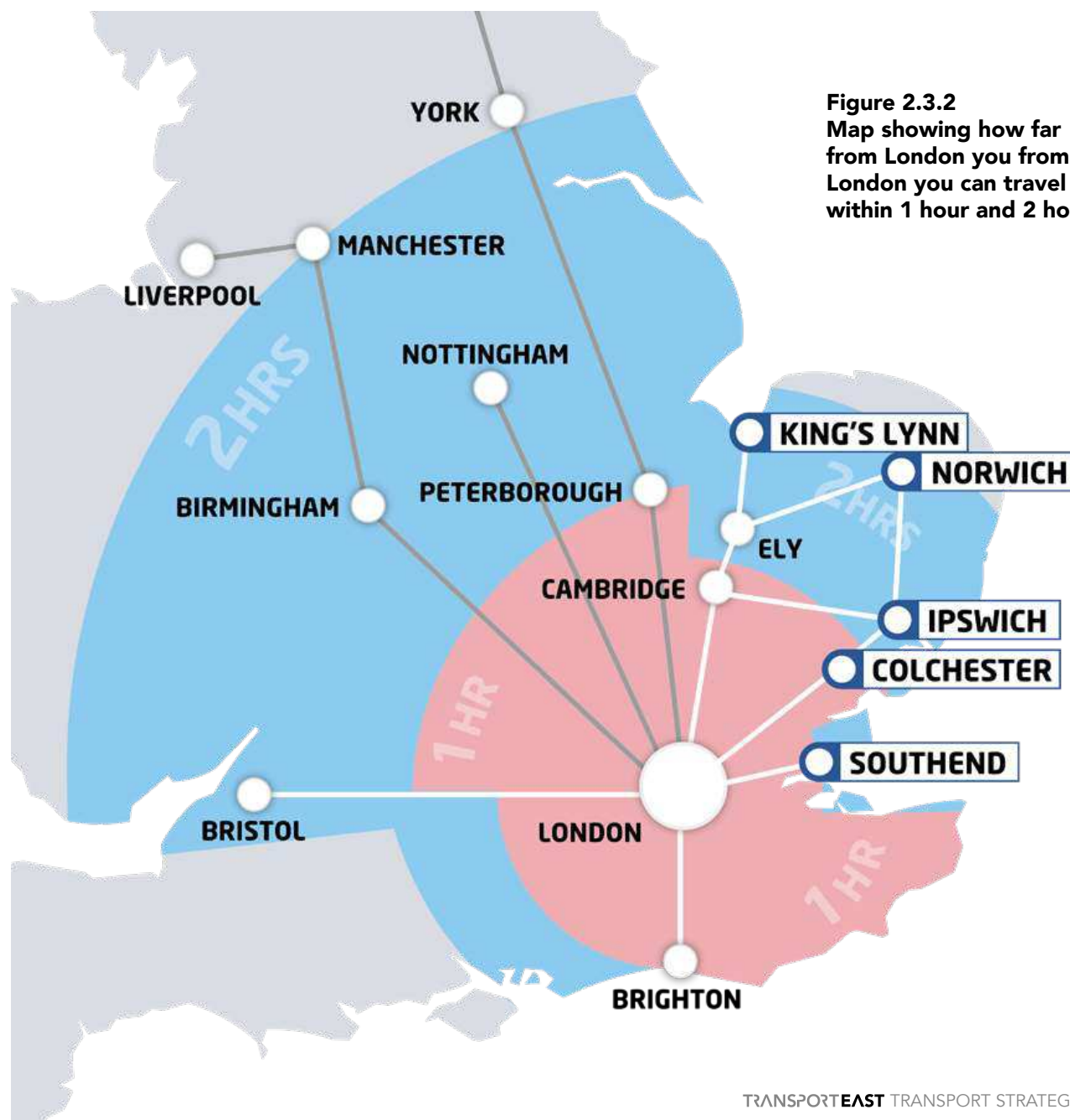
commitment is seeing increased funding coming through from central government for buses and zero-carbon solutions.

The emerging Transport for Norwich Strategy includes a vision for an integrated transport system to support all residents and businesses with making sustainable travel choices, reducing congestion, improving health and supporting growth. Significant transport investment will be required in Norwich, and other major growing areas such as Ipswich, Chelmsford, Colchester, Southend and Thurrock, to realise their potential as major growth hubs in the East, and make sure this growth is zero carbon.

Limited east-west rail connections across the region adds a further challenge. The Ipswich–Ely Line via Bury St. Edmunds currently carries a passenger service that runs every two hours. The Norwich–Cambridge route via Thetford is hourly. These services link some of our major economic centres with key business destinations. Further south, there is a gap in cross country rail routes.

High levels of urban congestion and constraints on the transport networks between urban centres contribute to social and economic challenges in our towns and cities. An additional transport challenge faced by many of our rural and coastal areas is the impact of seasonal peaks in demand through the region’s role in domestic tourism. Many tourism hot-spots are difficult to access by public transport, so the pressure on local roads, centres and natural spaces from visitors in cars is notable, especially during Bank and school holidays. Managing this demand while maintaining the strong visitor economy requires creative solutions.

One specific challenge is attracting and retaining businesses and highly-skilled residents to drive economic growth and boost productivity. The graduate retention rate across the region is just 53.3%, one of the lowest in England.







## 2.4 | Challenges in our rural and coastal areas

Transport constraints are also a significant challenge for rural and coastal areas. Over 38% of the population within the region live in rural areas and 21% live on the coast, both significantly higher than the national average. Car dependency is particularly high in these areas. The proportion of the rural population who can access employment and services by walking, cycling or public transport is lower than the rural average for England. A disproportionately high number of people in these areas are over 65 years, creating challenges around isolation and access to healthcare for those who do not have easy access to a vehicle.

Limited transport connections in rural areas are compounded by limited digital connections. Only a small proportion of rural areas currently have access to ultrafast broadband, which contributes to the levels of people who can work remotely - just 33% of the region's residents can work from home, compared to 46% nationally. As well as hindering people's access to the jobs market, this also restricts the potential for bringing services and goods to them, adding to traffic congestion.

While some coastal areas in the region are relatively affluent, poor connectivity is a significant contributor to high levels of embedded deprivation in other coastal places. All the priority 1 areas in the region identified in the Levelling Up Fund are coastal authorities. High unemployment, low wages, low productivity and poor health are prevalent in these areas and can all be linked to inadequate transport, exemplified by towns like Jaywick on the Essex coast (see Figure 2.4.1).

An additional transport challenge faced by many of our rural and coastal areas is the impact of seasonal peaks in demand through the region's role in domestic tourism. Many tourism hot-spots are difficult to access by public transport, so the pressure on local roads, centres and natural spaces from visitors in cars is notable, especially during Bank and school holidays. Managing this demand while maintaining the strong visitor economy requires creative solutions.



**Figure 2.4.1**

### Case Study: **Transport challenges on the coast**

Jaywick, a coastal town in Essex, has been identified as England's most deprived neighbourhood. 57% of residents are either not in employment or require benefits to top up low wages. The town also ranks poorly in terms of health deprivation.

Poor transport is a factor driving these outcomes. The town does not have the economic strength to support local jobs, so residents must travel outside for work and services. The nearest rail station is in Clacton-on-Sea, accessible only by road. 33% of households have no access to a car and only two bus services operate in the town. Journey time to the nearest hospital is over an hour.

So poor transport limits residents' opportunities to access education, training and employment.



Image: Essex County Council

## 2.5 | Constraints at our international gateways

Many of the challenges affecting our growing towns and cities (as set out in section 2.3) also restrict the movement of goods and people to nationally significant ports and airports in the region.

On the road network, the A13 experiences some of the worst delays in the region, of 40 seconds per vehicle mile. This is a major artery serving the Port of Tilbury, London Gateway, and London Southend Airport (via A127). The A12, A120 and A14 are the main roads between the ports of Felixstowe and Harwich and the 'Golden Triangle' of distribution hubs in the Midlands, and those around London.. All suffer notable congestion. Poor capacity on these routes is compounded by a lack of network resilience, with few viable alternative routes for Heavy Goods Vehicles.

Rail freight services travelling to and from major ports such as Felixstowe, Harwich, Tilbury and London Gateway also suffer from constrained capacity. While there have been some capacity improvements on the Felixstowe Branch Line, there remain significant constraints on the Felixstowe to the Midlands and North route outside the Transport East region particularly around Ely, which forces trains to travel to and from the Midlands via north London adding unnecessary freight services onto the North London Line.

Our ports at Ipswich and King's Lynn play a crucial role in moving non-containerised cargo especially for the agricultural industry. The ports of Great Yarmouth and Lowestoft are well-established major centres for serving the offshore energy industry including the large concentration of offshore wind projects in the North Sea. Both are reliant on the A47 for which there has been a long campaign to upgrade junctions and dual to increase safety and provide more reliable journeys.

UK container and roll-on/roll-off freight are both expected to grow by 130% between 2016 and 2050, which will place further strain on the transport networks serving our ports. Our expanding offshore wind farms power 1.8m homes with commitments to 40GW by 2030. The designation of two Freeports in the region will stimulate significant economic activity (see Figure 2.5.1) but will require further transport investment in the very near future for capacity to accommodate the additional demands.

If global Britain is to thrive, an ambitious plan is needed to address these challenges and allow our gateways to reach their potential as catalysts for international trade and foreign investment.

**Figure 2.5.1**

## Case Study: **Unlocking transport access to our Freeports**

In March 2021, the Government announced two Freeports in the Transport East region: Freeport East (Felixstowe, Harwich and Gateway 14 near Stowmarket) and Thames Freeport (London Gateway, Port of Tilbury and Ford Dagenham site). Freeports will provide businesses in the zone with tax and rates reductions, and a streamlined planning environment. This will help to drive economic growth and regeneration around the ports, boosting business activity and creating skilled, high-paying jobs.

However, while of huge benefit to the regional economy, the additional activity needs to be accompanied with better surface access to markets across the UK. Significant transport challenges already exist in connecting the ports.

Road access to Felixstowe and Harwich is hindered by significant bottlenecks on the A12, A120 and A14 and a lack of resilience.

In terms of rail, there are significant capacity constraints on the Felixstowe to the Midlands and North route both within and outside the Transport East region, including Haughley Junction and around Ely.

Access to London Gateway and Tilbury is reliant on the A13 and M25. Both routes are heavily congested with unreliable journey time.

Both ports have rail freight terminals, but these link into the Essex Thameside Line which is at capacity and heavily used by passenger trains, limiting the potential to move freight by rail. Investment is needed to electrify the spur to London Gateway and at Ripple Lane Yard to manage train paths through north London. Finally, current plans for the Lower Thames Crossing do not include the Tilbury Link Road, hindering connectivity to the Freeport and constraining the economic growth potential for the region.



Image: Port of Felixstowe



## 3.0 OUR VISION

*A thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come.*

### 3.1 | Our vision

Our vision for this Transport Strategy was developed following a comprehensive review to identify current and future opportunities and challenges faced by the region up to 2050. This review, which is set out in Chapter 3,

along with conversations with local authorities, business leaders and other partners, identified important wider outcomes that the Strategy should contribute to delivering, our four strategic priorities and six core movement corridors. Resulting in this full strategy and single voice for the investment needed for the region to deliver for its communities and the wider UK.

### 3.2 | Strategic priorities

The Strategy sets out a series of pathways to follow to deliver this vision, focused on the following four strategic priorities for transport, unique to the Transport East region.

## Priorities

#### Decarbonisation to net-zero

Working to achieve net zero carbon emissions from transport by 2040, building on our status as the UK's premier renewable energy region.

#### Connecting growing towns and cities

Enhanced links between and within our fastest growing places and business clusters. Improving access for people to jobs, supplies, services, and learning; enabling the area to function as a coherent economy and improving productivity and quality of life..

#### Energising coastal and rural communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.

#### Unlocking international gateways

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy and helping to level up communities through better access to international markets and facilitating foreign direct investment.



### 3.3 | Core Corridors

To apply the strategic approach to our unique region, our partnership has identified six core corridors crucial to the movement of people and goods, shown in Figure 3.3.1. These road and rail corridors linking growing urban areas, ports, airports with each other and the rest of the UK, will remain critical throughout the life of this strategy. Further investment will be needed along these if the region is to reach its potential as a thriving, connected, multi-centred economy, whilst reducing carbon emissions.

The strategic priorities and core corridors set the framework for the Strategy. Our strategic approach is set out in Chapter 4.

**Figure 3.3.1:**  
Strategic corridors  
in the Transport  
East region





### 3.4 | Delivering the Strategy across the region

Delivering the Strategy will require a tailored approach sensitive to the unique characteristics of different areas of the region, as set out in section 1.4. Examples of what our vision and the strategic priorities mean for people in different parts of the region are set out in Figure 3.4.1

**Figure 3.4.1: How our vision will be experienced by people and businesses in different parts of the Transport East region**

#### Rural and coastal communities

- A comprehensive electric vehicle charging network.
- A flexible public transport network providing accessible, reliable connections to the nearest urban centres.
- An efficient, safe and well-maintained local road network providing good connections to important local destinations.
- High-quality, inclusive walking and cycling networks to local centres, public transport hubs and for leisure purposes.
- A high-quality public realm in and around villages, town centres and visitor attractions.
- Ultra-fast broadband and 4/5G mobile connections for all.

#### Larger urban areas

- High quality, accessible, fast and efficient urban public transport networks, e.g. buses, supported by dedicated infrastructure.
- Comprehensive, safe, high-quality, inclusive urban walking and cycling networks.
- Seamless interchanges to sustainable modes for 'last mile' trips into and out of urban areas (e.g. Park and Ride/ Park and Pedal).
- Faster, more reliable, road and rail links between towns and cities within the region and with important external destinations.
- Places and streets in towns and cities focussed on the needs of people rather than vehicles.
- Sustainable development concentrated around existing and new public transport hubs.

#### Ports and airports

- High speed, high-capacity strategic road and rail links providing reliable freight journeys between gateways and major distribution centres.
- Faster, accessible and more reliable road and public transport links for passengers between gateways, major urban centres within the region, and important external destinations.
- Efficient and well-maintained local transport networks connecting to nearby urban areas and local tourist attractions, providing access to local labour markets and encouraging visitors to stay in the region.
- Infrastructure to decarbonise the movement of goods.

4.0

# STRATEGIC APPROACH

## 4.1 | Overview

This chapter sets a strategic approach to deliver the vision and objectives over the next 30 years. This approach is informed by our technical evidence base and engagement with hundreds of our regional partners, allowing us to understand the region's transport challenges and how we should tackle them.

Our approach is fully aligned with Government priorities to promote global Britain, deliver net zero and level up our country. It will boost the economy by increasing productivity, improve people's quality of life and support the delivery of new housing. And it will do so in a way that preserves our unique built and natural assets for future generations.

This chapter sets out four pathways to deliver our strategic priorities:

- **Decarbonisation to net zero;**
- **Connecting growing towns and cities;**
- **Energising rural and coastal communities; and**
- **Unlocking international gateways**

The four pathways overlap and together form an integrated strategy for the region. The projects required to deliver this strategy will be developed through our investment pipeline and delivered by Transport East, Local Transport Authorities and national partners.

Our approach to managing this process is set out in the Investment and Delivery Programme document. This is a live and agile process to develop a continuous portfolio of projects to deliver our outcomes. Allowing us to remain flexible to changing circumstances, and embed new technologies and innovations as they emerge.

Our local authorities, businesses groups and regional partners have been with us every step of the way towards developing the pathways and the Investment and Delivery Programme.

### A Strategy for everyone

Throughout this Strategy we have conscientiously considered the needs of people with protected characteristics under the Equality Act and those who suffer deprivation. Those with protected characteristics include:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

People do not experience the transport network and services equally, and we are committed to improving the understanding and evidence around inclusive transport, and implementing changes across the region to make accessing and using our networks more equitable.

## 4.2 | Decarbonisation to Net Zero

### **Net zero carbon emissions from transport by 2040, building on our status as the UK's premier renewable energy region**

Transport is responsible for 42% of all carbon dioxide emissions in the Transport East area, well above the national average. Decarbonising our whole society is crucial to minimise climate change and we need urgent action to decarbonise our transport network. Our decarbonisation pathway underpins the other three pathways in the Strategy.

By decarbonising transport, we can make life better for everyone in the region. By reducing emissions including nitrogen dioxide and particulate matter, we can improve people's health, as poor air is linked to asthma, strokes and dementia. Streets designed for people rather than vehicles will make it safer, and more pleasant for everyone to move around. Increasing people's activity through more walking and cycling can rapidly improve people's health and wellbeing. Reducing congestion will speed business journeys and deliveries, and make it easier for emergency services to get to people who need them.

The Government's *Transport Decarbonisation Plan* sets clear direction for everyone in the transport industry to meet net zero carbon. Locally, many authorities in the region have declared a climate emergency and have committed to council operations being carbon neutral by 2030. However, more needs to be done if net zero is to be delivered.

Our decarbonisation pathway sets out an overall aim of achieving net zero transport emissions by 2040. It promotes a four-step approach, building on the Royal Town Planning Institute's framework, interpreted for the East of England's unique situation. For the movement of both people and goods it applies the principles of:

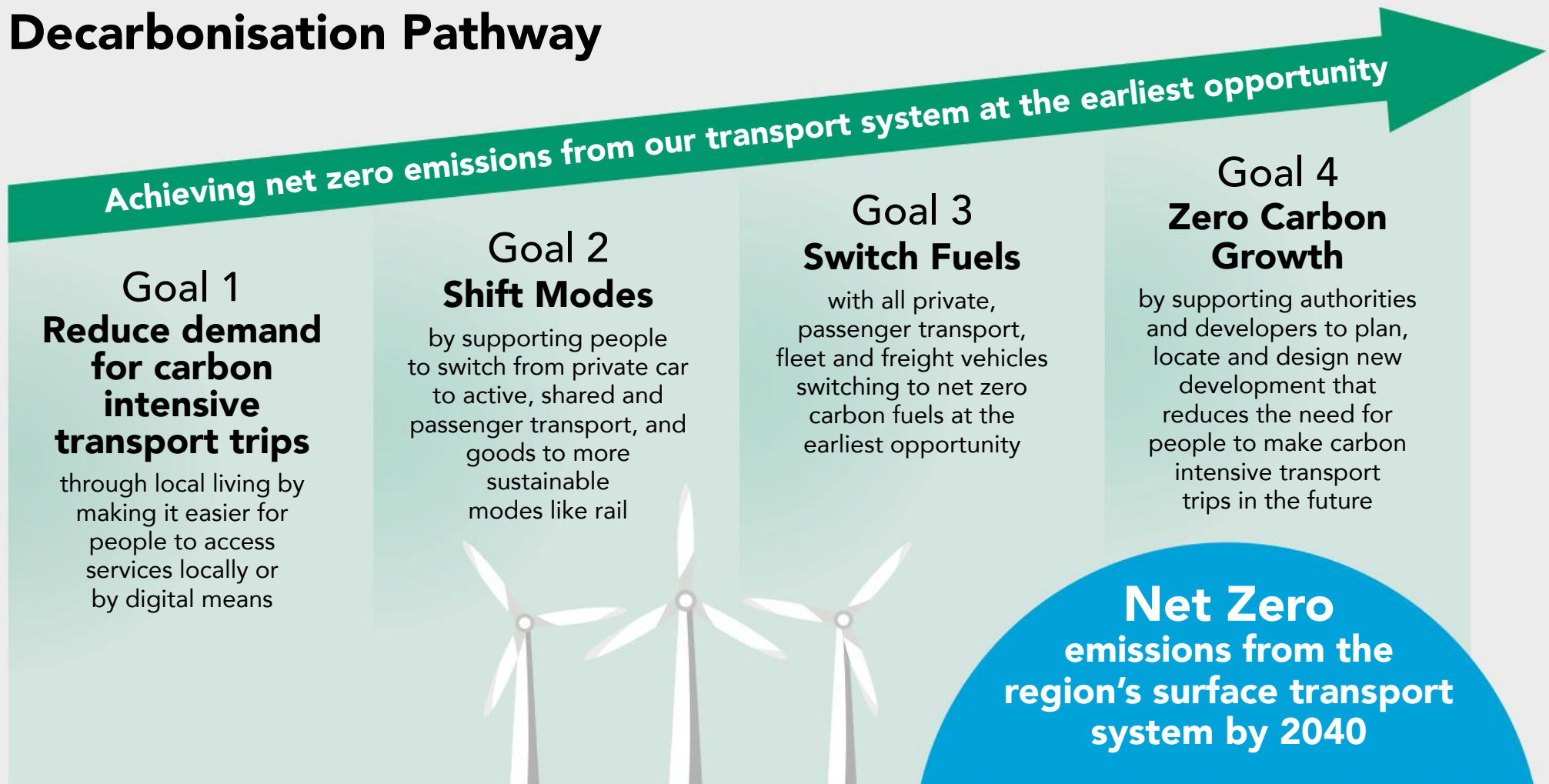
1. reduce demand for trips
2. shift modes
3. switch fuels
4. plan for zero carbon



Image: Mike from Pexels

Figure 4.2.1

# Decarbonisation Pathway



## Decarbonisation Pathway

# Goal 1

## Reduce demand

Reducing the need for people to travel or dramatically shortening their journey is an important lever in decarbonising transport. The greenest journey is one that is not made. Here we focus on reducing the need to regularly travel long distances by encouraging a switch to more localised trips, through closer services or via digital means. This also provides an opportunity to support local economies.

### Providing digital connectivity as an alternative to travel

While not within Transport East's remit, we fully support local authorities, government, Ofcom and telecoms providers' existing strategies for all homes and workplaces in the region to have access to ultra-fast broadband and comprehensive, reliable 5G mobile coverage. This includes rural and coastal areas where good sustainable transport connections are more challenging to provide. It will also facilitate better 'on the go' customer information and journey planning. Our

partnership will work with these bodies to align their plans and this transport strategy, and support plans for digital connectivity to be built into new developments from the outset.

### Digital highways

We will also work with government agencies, including National Highways and Network Rail, to embed digital connectivity in transport infrastructure and new transport schemes. This can boost productivity by helping people to work on the move and future-proof our transport network for emerging technology such as connected and autonomous vehicles.

Digital technology can also be harnessed to discourage travel at certain times of day, reducing pressure on transport networks at peak times. Private sector innovation should be encouraged to further develop existing applications that support optimal use of transport networks; for example, those that provide real-time travel information highlighting disruption, crowding, and congestion. These platforms can be used by individuals to travel at less congested times and by logistics businesses to plan freight transport.

### Bringing services closer to people

Enabled by digital technology, local authorities are exploring innovative ways of bringing

essential services closer to the people who need them. We support this approach as it reduces demand for transport and will work with councils to facilitate new approaches, for example, village clusters or community hubs which also improve access to transport. See Goal 8 for more on how this can be achieved in rural communities.

In more urban areas, concepts such as '15 minute towns' demonstrate how aligning service development, town planning and transport can create more sustainable, livable and economically viable places.

### Travel Demand Management

So far we have focused on reducing demand overall, and in other sections we look at shifting modes and increasing the capacity of the transport network. However, in certain locations at certain times managing the demand for travel may require more focused and specific interventions to ensure demand aligns more closely with capacity. The East's position as a desirable tourism destination can create notable seasonal peaks especially around school and bank holidays and sporting or cultural events. In some locations consistently high demand may require more robust travel demand management approaches.



### To reduce the demand for travel, Transport East will:

- Work in partnership with government, National Highways and Network Rail to improve digital connectivity along main roads and railways, using evidence from our strategic network and corridor studies.
- Partner with the region's private sector to foster digital innovation, to make the best use of transport networks and discourage unnecessary travel.
- Coordinate with partners to make sure our Transport Strategy and Investment Programme fully aligns with and supports:
  - the Government and telecommunications providers' plans to roll-out ultra-fast broadband and 5G mobile in the region.
  - the work of our local authorities, developers, and telecommunications providers to embed improved digital connections in new developments across the region.

## Decarbonisation Pathway

# Goal 2

## Shift modes

One of the biggest areas we can influence is creating a transport network that encourages people to walk, cycle and use public and shared transport instead of the private car (particularly single occupancy). Better services and infrastructure would mean more people can travel sustainably more often.

While we recognise not everyone will be able to shift to more sustainable modes of transport, more people using public transport, walking and cycling will also make journeys easier, safer and more reliable for people who have no other option than to travel by car.

### Breaking down barriers to sustainable travel

We want our communities and visitors to feel safe, secure and confident in using low carbon modes, and to experience the economic, health and social advantages from doing so. This requires a unique approach in a traditionally car-dependent region such as the East, tailored

to our urban, rural and coastal places and the diverse needs of our residents and visitors.

Understanding our residents and businesses' challenges and barriers to mode shift will be critical to helping them reduce dependency on the private car. Our public survey in 2021 showed our residents need frequent, affordable, connected and safe public transport services before they can realistically consider alternatives to car travel.

Our approach puts people at the centre, prioritising the efficient, safe, inclusive and sustainable movement of people, rather than the traditional focus on vehicle movements.

### Supporting behaviour change

Changing mass behaviour is challenging as it requires individuals to be willing to change and for the wider environment to facilitate the change. Different groups of people respond to different environmental factors, based on their own circumstances. We must look at the transport system as a whole to support and empower people to choose journeys by low carbon modes.

For example, commuting by car accounts for a significant proportion of transport emissions in our region, and despite a shift to working at home through the COVID-19 pandemic, over 70% of people cannot do their job at home. A central component of our behaviour change approach will be delivery of the national Commute Zero programme with leading companies and large employers, promoting the use of sustainable modes being delivered and increasing initiatives such as car-sharing schemes to reduce single occupancy private vehicle trips.

These positive measures will encourage more people in the region to use sustainable modes of transport. However, delivering meaningful change will in some cases require a 'carrot and stick' approach. In larger urban areas, schemes to deliver improved infrastructure and services for people walking, cycling and using public should be developed in tandem with plans to reduce traffic volumes.

Re-balancing car use can take many forms, from reallocating road space to prioritise low-carbon modes of transport, to changing the price of parking or the number of parking spaces available, or charging to access particular areas at particular times of day. Holistic multi-modal strategies will be required, taking account of the

unique characteristics of individual places and considering how new development can support a transition away from private car use.

We will work with other Sub-national Transport Bodies to assess the efficacy of different transport decarbonisation approaches to help local authorities identify the best interventions for their place.

Shifting modes also applies to the movement of goods. Increasing capacity for rail freight, especially for goods moving longer distances is essential for decarbonisation. Similarly, moving more freight by water, especially along the Thames from the Thames ports to central London is also an opportunity to reduce emissions.

### To encourage people to shift modes Transport East will:

- Work with Local Authorities to build on successful shared-transport schemes and extend further across the region.
- Lead the development of a regional Future of Freight plan to identify sustainable solutions for goods movement, including rail and water to reduce freight demand on the road network.
- Improve regional evidence around EV charging demand and assist regional partners to accelerate public charging infrastructure.
- Work to develop a 'place-based' approach to transport decarbonisation that identifies the most effective interventions for our unique communities.
- Working in partnership with Local Authorities and other Sub-national Transport Bodies, increase the regional evidence regarding transport carbon emissions, to provide clarity on our trajectory to net zero, including development of a transport carbon budget.

## Decarbonisation Pathway

## Goal 3

## Switch fuel

We need to rapidly increase the proportion of net zero carbon vehicles on our roads at the earliest opportunity. Equally, we need to transition the rail network to clean fuels. Agriculture is also an important sector for the region which has unique and notable challenges in cleaning fuel. As the UK's leading clean energy region, but one of the highest emitting carbon regions, we have a unique opportunity to lead by example, using our own clean energy production to power our future transport. Reducing emissions from fuel not just reduces carbon but will also dramatically improve air quality in our 46 Air Quality Management Areas.

## An electric car revolution

The public take-up of Electric Vehicles (EVs) is accelerating but the Transport East region continues to lag behind others in the UK. Our region is large and regular journeys take longer than in other parts of the UK, plus we also have relatively fewer charging stations. These both contribute to range anxiety for many drivers.

Figure 4.2.2

Case Study: **Innovation in alternative fuels**

The Transport East region is leading the way in innovating to reduce carbon emissions from transport. The first electric vehicle charging forecourt in the UK – Gridserve – is in Braintree, Essex. It updates the traditional petrol station model for the EV age. The forecourt can charge 36 electric vehicles at the same time, with high-voltage charges delivering 200 miles of electricity in 20 minutes. The facility is powered exclusively by solar energy and includes food and drink outlets, a waiting lounge, toilets, a children's play area, a fitness centre and business meeting space.

The region is also home to Hydrogen East. At the forefront of hydrogen technology, this body focuses on bringing together organisations with an interest in hydrogen in the East of England. It researches new hydrogen markets, raises awareness of existing hydrogen opportunities in the region and promotes technology developments.



Image: Gridserve

It has identified Bacton on the Norfolk coast as a potential Energy Hub, harnessing its pipeline connections to Europe and to offshore gas and wind energy production sites. The site would have significant potential to provide hydrogen fuel for the transport sector as part of the drive towards net zero. Our Freeports are also exploring opportunities for expanding hydrogen production, storage and distribution.

There needs to be a step-change in the provision of electric charging infrastructure in the places where people need it – at home, at work, in depots and on the road. There are many national, regional and local bodies that need to work together very closely to make sure the roll-out of charging infrastructure keeps pace with the take up of EVs, is equitable across communities and geographies, is well maintained and works for the customer.

In ‘Taking Charge’ the government’s electric vehicle strategy, Sub-national Transport Bodies, including Transport East are identified as being the right level to assess charging demand and develop tools to assist local authorities.

Our region is at the forefront of clean energy generation but power supply is a constraint. Transport East has a strong role to play to align transport and energy infrastructure planning and delivery at the regional level. We will support National Grid, UK Power Networks and local energy suppliers to accelerate their improvement plans, so clean energy from our coastline can power EVs in the region.

As the take-up of EVs accelerates, we will work with local authorities to explore gradually increasing restrictions on carbon fuelled cars in larger urban areas and places with significant air quality issues, including the option for low emission zones.

### Switching to cleaner passenger and fleet transport

Switching to electric cars is part of the strategy, but we must also clean all other vehicles. Our strategy embraces other fuels such as hydrogen, which could be a good solution for fleets and larger vehicles like buses and agricultural vehicles, for longer distance services in rural areas and has potential in rail.

We support our local authorities and businesses leading the way to accelerate plans to clean their vehicle fleets. We will also work with local authorities to develop regulation to support the transition of taxis and private hire vehicles in the region to zero emission technology.

Transport East is fully committed to working with local authorities and bus operators in the region to accelerate the transition to zero emission bus services. Greening the bus fleet in our region to zero emissions will play a key role in delivering net zero and should be cheaper to operate than petrol and diesel vehicles. They also create less

engine noise and vibration, providing customers with a smoother ride. Plans for this transition should be progressed by the new bus Enhanced Partnerships be underpinned by Bus Service Improvement Plans and Local Transport Plans (see section 4.3).

At a strategic level, we will work with other Sub-national Transport Bodies to map demand for future pan-regional alternative fuel infrastructure, recognising this needs to be developed across a wider geography than just the East.

As with smaller vehicles, high upfront costs for zero emission buses presents a barrier to take-up.

We will collaborate with local authorities, bus operators and government to secure the financial support needed to adopt new zero emission buses, building on the promises in *Bus Back Better*.

On rail, electrifying lines is essential to decarbonising journeys. This can be done in stages with benefits to local areas being realised as sections of line are completed. Bi-mode trains which can switch between electric and diesel are already running in the region and coastal routes could be well suited to pilots of hydrogen trains.

The use of hydrogen for freight and port activities is also vital, and this is discussed in section 4.5 Unlocking international gateways.

### To support the region to switch fuels Transport East will:

- Lead a region-wide Electric Vehicle infrastructure task force in collaboration with the Office for Zero Emission Vehicles, local authorities, neighbouring regions and other partners to accelerate the roll-out of inclusive charging infrastructure and identify the sub-regional actions need to unblock and speed delivery.
- Create a partnership with National Grid and UK Power Networks to make sure the roll-out of charging infrastructure in the East aligns with plans for upgrading electricity supply networks and is powered by clean energy sources.
- Coordinate partner organisations including Net Zero East, Hydrogen East, National Highways, Network Rail and local authorities to elevate and make the case for investment in the East to decarbonise vehicle fleets and networks, including operational fleets, buses, taxis, private hire, trains and freight.
- Accelerate the roll-out of ultra-rapid EV charging points on the Strategic Road Network, working with National Highways and using evidence from our strategic corridor connectivity studies.
- Work with government and partners to identify barriers to people and businesses switching fuels across our region and make the case for solutions that will work best in the East – potentially including plug-in grants for cars and financial incentives to support zero emission buses, taxis, private-hire and freight vehicles.
- Working in partnership with Local Authorities and other Sub-national Transport Bodies, increase the regional evidence regarding transport carbon emissions, to provide clarity on our trajectory to net zero, including development of a transport carbon budget.
- Work with other Sub-national Transport Bodies to map demand for pan-regional alternative fuel infrastructure.

## Decarbonisation Pathway

# Goal 4

## Zero carbon growth

Where people live in relation to their place of work, education or the services they regularly access, is a major factor in how they chose to travel and how goods get delivered to them. The Transport East region is planning 319,000 new homes and 167,000 new jobs over the next 15 years. If our goal to decarbonise the transport system is to be achieved, new developments must prioritise sustainable transport choices.

### Building homes in places that help people travel sustainably

We will work to provide planning authorities with evidence needed to support new development in areas with the most potential to support sustainable travel, for example urban areas and locations around existing and new public transport hubs or in other areas where access to local jobs can reduce the need for longer distance commutes. This approach is supported by our scenario testing which indicates the location of regional development has a notable impact on the ability to decarbonise the transport system.

Through a transport decarbonisation framework, we will work with local authorities and national government to strengthen the evidence, guidance, funding structures and assessments to make sure planned new developments increase sustainable travel behaviour from day one.

This evidence framework will support local authorities to create robust Local Plans, Local Transport Plans (LTPs), Local Cycling and Walking Infrastructure Plans (LCWIPs) and public transport plans. It will also help inform service development and delivery, to allow transport and access issues to be considered in wider decision-making.

This would strengthen planning guidance for developers, making sure they create robust plans to deliver ambitious and quantifiable carbon reduction measures, including reducing conventional private vehicle use and promoting sustainable modes of transport. These plans should be clearly set out in Transport Assessments and Travel Plans supporting planning applications. Our work will help strengthen national and local guidance for these documents so net zero is a central factor in decisions to grant planning permission.

Where new homes and places of employment are located also drives the movement of goods. We will work with partners to increase the efficiency of freight trips, for example through the promotion of consolidation centres and shared vehicles for deliveries.

### Designing places to encourage people to walk, cycle and use passenger transport

Integrating sustainable transport hubs should be a core element of the design of new developments. The design of the public realm should maximise opportunities for people to walk or cycle to sustainable transport hubs and local destinations. This means making sure routes are direct, inclusive, safe and secure at all times, a



pleasant environment, provide plenty of space for prams and wheelchairs, and prioritise people walking and cycling over people driving including restricting through traffic. Designs should also consider long-term maintenance requirements.

High-quality and secure cycle parking should be provided, integrated with sustainable transport hubs. Parking for motor vehicles should be limited in places that are easily accessed by public transport. Infrastructure to support electric vehicle charging should be provided in new developments from day one, with on-site parking provision for alternative fuelled vehicles prioritised. Integration of shared mobility such as car-clubs, and shared bike and e-scooter schemes is also encouraged, to reduce people's reliance on private vehicles.

### To help our partners deliver zero carbon transport developments, Transport East will:

- Create an East of England 'future network plan' and lead 'strategic corridor connectivity studies' to support local authorities with new evidence to:
  - Deliver new housing close to local jobs and essential services, and in areas with high levels of sustainable transport accessibility.
  - Complete reviews of planning applications to make sure associated transport proposals maximise opportunities supporting the use of alternatives to conventional motor vehicles, including electric vehicles and sustainable modes.
- Deliver a Future of Freight Plan for the East, to inform planning authorities, logistics businesses and their supply chains of the potential for consolidating freight transport at a strategic scale.
- Through our Decarbonisation Pathway and analytical framework, provide evidence and guidance to support local authorities and national government to strengthen carbon reduction requirements of Transport Assessments and Travel Plans for new developments in the East, including measures to reduce car dependency.

### 4.3 | Connecting growing towns and cities

***Enhanced links between and within our fastest growing places and business clusters, improving access for people to jobs, suppliers, services and learning; and enabling the area to function as a coherent economy with improved productivity and quality of life***



**Strategic Road Network** > 620Km



**All other roads** > 25,500km



**Footways/shared cycle paths** > 22,500km



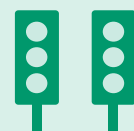
**Public ROW** > 16,000km



**Bridges & structures** > 7,800



**Street lighting** > 27,000



**Signals/controlled crossings** > 1,700

The East has vibrant, successful places which attract people to live, work, learn, visit, invest, and do business. We want our growing towns and cities to be better places for people to do all this. To be easier to get between and around centres, at all times of day to be safer and more pleasant for people, to be cleaner and help people live healthier lives.

Several of our major economic centres also struggle with significant pockets of deprivations with more urban authorities including Norwich, Ipswich, Colchester and Thurrock assessed as priority 2 areas for the government's Levelling Up Fund, and Basildon and Chelmsford assessed as priority 3. The government has recognised how improving access to jobs, skills and services for deprived areas can make a real difference, as transport schemes are eligible for Levelling Up funding.

Strategic transport networks in the East are slow, congested and overcrowded. Places like Southend, Ipswich, Norwich, Chelmsford, and Colchester are among the most heavily congested urban areas in the country outside London. With 319,000 new homes and 167,000 new jobs planned over the next 15 years, this will only get worse unless we work with government to tackle it.

We do not have one dominant metropolitan centre. Our £73bn economy functions through the connections between our 75 towns and cities, and neighbouring destinations such as London, Cambridge, the wider South East and the Midlands.

Our towns are also essential local hubs for surrounding rural areas drawing people from a wide area for work, education, essential services and leisure. This means major roads and railways are critical arteries supporting the regional and national economy, and are under significant pressure

The region already has extensive infrastructure providing and supporting routes within and between towns and cities. This includes more than 645,000km of road, 17,000km of footways and shared paths, together with public rights of way, bridges and structures, street lighting. A sustainable approach to transport includes the need to look after these assets, to ensure they are maintained at a level that encourages people to walk and cycle and ensures that roads are safe to use.



Image: Transport East

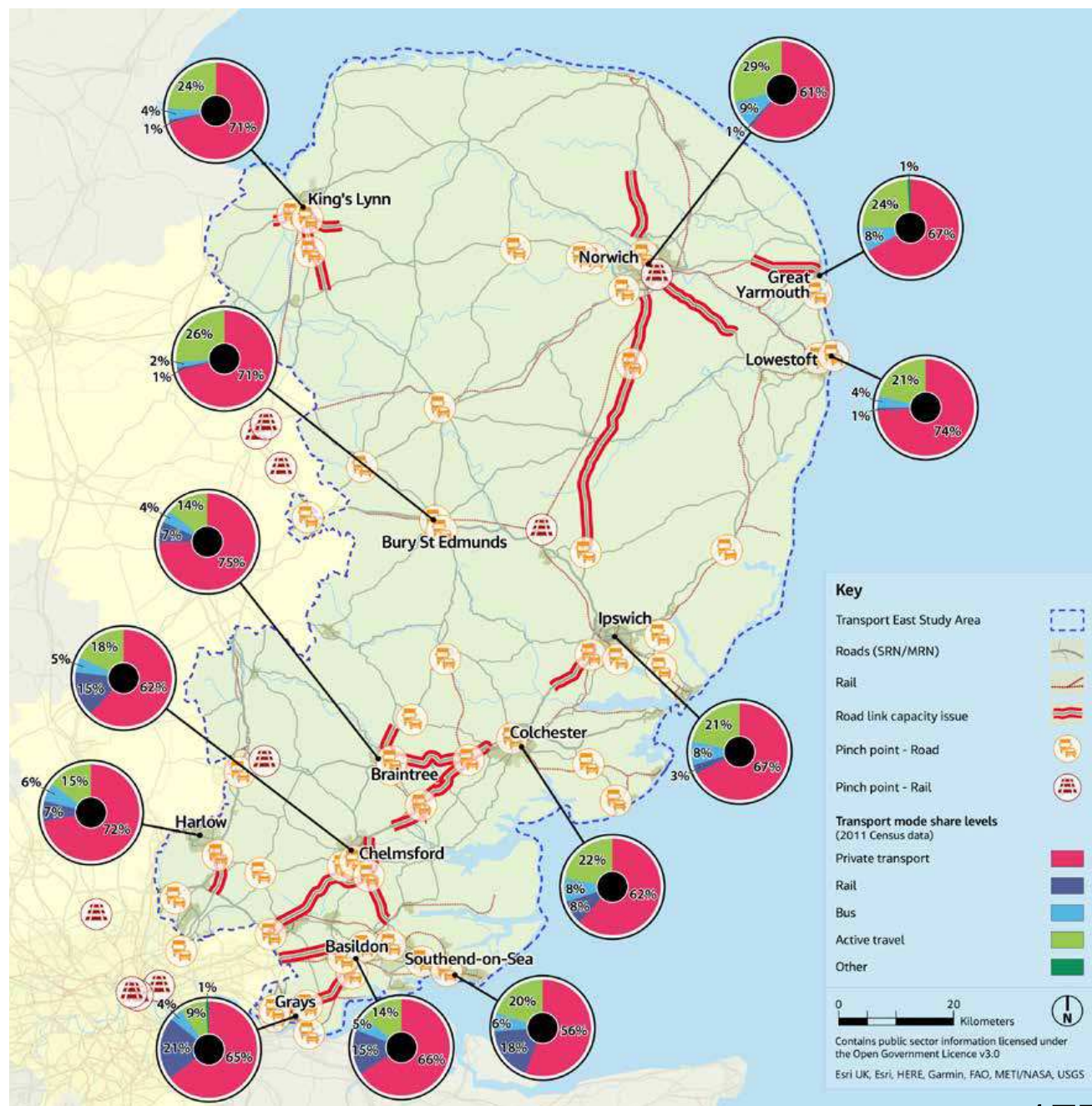


Effective asset management needs funding certainty. A programme of work that delivers value for money, requires a multi-year approach to improvements, which can only be delivered with multi-year funding certainty. New infrastructure investment will also increase the level of assets to be maintained.

The Strategic Road Network (SRN) of motorways and main A-roads in the East of England has an average delay of 11.3 seconds per vehicle mile, significantly higher than the national average of 9.5 seconds. Journey times by rail are slow, for example train travel to Norwich from London takes nearly 2 hours, compared to London to Birmingham – a further distance - in 80 minutes.

Figure 4.3.1 set outs our current challenges, specifically high car mode share in urban areas and constraints on our major rail and road routes.

**Figure 4.3.1 Urban Mode Share and Inter-Urban Transport Constraints**



**Figure 4.3.2**

# Connecting our growing towns and cities Pathway

**Enhanced links within and between our fastest growing places and business clusters**

## Goal 5 Within our towns and cities

improve connectivity and accessibility for walking, cycling and passenger transport to support sustainable access to services, education, training, employment and leisure

**Connected to the rest of the UK enabling the East to function as a coherent economy and improving UK productivity and post-COVID recovery.**

## Goal 6 Deliver faster and more reliable transport connections

between our growing towns, cities and economic corridors, and to the rest of the UK, to support business growth, skills development and employment

## Goal 7 Fully integrate transport

networks, services and operations across the Transport East region, through a customer focused approach, enabling seamless and safe end-to-end journeys by sustainable modes that are attractive to all people

**Connections between our growing towns and cities that are as fast and frequent as all other regions in the UK.**

**A realistic sustainable option for every person for every trip.**



## Connecting our growing towns and cities Pathway

# Goal 5

## Better connections within towns and cities

Many of our towns and cities are built on historic foundations with limited road space, particularly in the centre. The forthcoming transition to EVs will help reduce, but not eliminate, carbon emissions and improve air quality, but not reduce congestion, reduce road danger or improve people's health.

Tackling this needs a coordinated approach to deliver new infrastructure and services which encourage and prioritise walking, cycling and public transport, alongside measures to reduce traffic volumes in busy town and city centres. The benefits will not only be transport related - if we get this right, we can also boost local economies, and improve the quality of life of our 3.5 million people.

## What are the health benefits of physical activity?

Regular physical activity **REDUCES** your risk of....



Dementia  
by up to  
**30%**



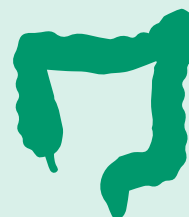
Hip fractures  
by up to  
**68%**



Depression  
by up to  
**30%**



Breast  
cancer by  
**20%**



Colon  
cancer by  
**30%**



Type 2 diabetes  
by up to  
**40%**



Cardiovascular  
disease by up to  
**35%**



All-cause  
mortality by  
**30%**



Physical inactivity is responsible for 1 in 6 deaths in the UK. Greater levels of regular exercise can reduce the impact of many health conditions relatively quickly. Building exercise into journeys through active travel like walking and cycling is one of the easiest ways people can increase their activity, improving health and quality of life and reducing the costs and resources required to treat poor health. This includes people who travel in wheelchairs, handbikes, recumbent bikes, mobility scooters and other active mobility. The East has an older and aging population, so it is even more important that our transport systems and built environment make it as easy as possible for people to stay active as they get older.

### A walking and cycling revolution

Government has set a target of 50% of all trips in urban areas to be made by walking and cycling, and we share that ambition. There is significant potential for more people to walk and cycle in our towns and cities. However, they are prevented from doing so by safety and security concerns, lack of infrastructure, poor information, and other barriers. This results in people making a rational, or habitual choice to drive.

Successful walking and cycling improvements come from good data and analysis alongside

meaningful community engagement. We must fully understand current walking and cycling activity and exactly where there are opportunities for more, to target future infrastructure investment. This should include harnessing new technology (for example using mobile phone data) to understand how people move, expanding conventional means of data collection including surveys, and using audits to understand the quality of existing routes and facilities.

All urban areas should have a Local Cycling and Walking Implementation Plan (LCWIP) to identify long-term urban walking and cycling networks and the supporting infrastructure and behaviour change activity required to create a transformation in the numbers of people walking and cycling. These will prioritise local investment tailored to the characteristics of the areas they cover. We will champion the development of these plans, ensuring a consistent quality standard across the region.

We will also work closely with the new Active Travel England team to ensure new policy and guidance reflects the unique challenges and opportunities within the East.

People will only walk and cycle if the facilities are safe and well maintained. We will work with local authorities in the region to develop a toolkit to help planners design roads and streets with a

greater emphasis on accommodating sustainable modes. Transport for London's 'Healthy Streets' initiative and Streets Toolkit provides a potential starting point that can be tailored to the unique characteristics of towns and cities in the Transport East region. The public realm in urban areas should be designed inclusively, considering issues such as safety and security after dark and the needs of parents with pushchairs and people with mobility impairments.



Image: Visit East of England

Figure 4.3.3

## A step-change in Active Travel

We share government's goal for doubling walking and cycling. For this to be successful it requires improvements to infrastructure which work for local places. Best practice in active travel design tends to come from large metropolitan areas. We commissioned a study with Sustrans to demonstrate how government's ambitious targets could be achieved in a region like ours, with large rural and coastal areas as well as smaller towns and cities.

Our local authority partners have a strong track record in developing and implementing plans across the region to create high-quality walking and cycling routes, making it easier, safer and more accessible for everyone to travel actively. Sustrans recommended the following priorities for investment:

- **Inclusive Design:** Active Travel infrastructure designed for all types of users
- **Urban Infrastructure:** Extensive Active Travel networks in all our towns and cities
- **Inter-Urban Infrastructure:** High-quality traffic-free network of routes between urban areas and market towns
- **Rural Infrastructure:** High-quality traffic-free rural network of routes between villages and their nearest urban centre
- **User-friendly support infrastructure:** Inclusive cycle parking, wayfinding, places to rest, Cycle Friendly Places
- **Data Collection:** Step-change in quality and quantity of data collected on Active

Travel modes across the region

- **Supporting Policies:** All land-use, development planning and transportation policies across the region aligned with *Gear Change* and UK Government Local Transport Note 1/20 (LTN 1/20)
- **Governance and Funding:** Sustained, consistent funding and effective cross-boundary cooperation are vital to successfully deliver improvements for walking and cycling
- **Behaviour Change:** Extensive, wide-reaching programmes to lock-in benefits of new infrastructure investment
- **Maintenance:** Significant uplift in spend on maintenance of Active Travel infrastructure
- **Supporting Technologies:** Partnerships with private sector to develop integrated complementary technologies



Image: Gemma Evans from Unsplash

## Improving the bus network

Buses are a flexible and sustainable option, forming an important piece of the public transport network. However, bus services in large parts of the region are limited. Before the COVID-19 pandemic, 28% of people in urban areas still did not have an hourly or better weekday daytime bus service within 500 metres of their home. Bus services also provide an essential, sustainable connection between urban, suburban, market towns and rural communities.

Dependency on the private car is exacerbated by uncertainty about fares and tickets, and unclear information on routes, services and operating hours. The bus network is a complicated patchwork of services run by different operators, each setting their own routes and fares.

The COVID-19 pandemic has made this situation worse, significantly reducing bus passenger numbers resulting in severe financial impacts on bus operators and the likelihood of service reductions in the short to medium term.

Aside from walking, the bus is the most space-efficient mode of urban transport and is an essential mode of transport for much of society including older people, those on lower incomes, women and students. It can carry the most people in the smallest amount of road space and

caters for everyone. Buses are vital for solving urban congestion.

Transport East supports the approach set out in the government's *Bus Back Better* Strategy. This sees Enhanced Partnerships between local authorities and operators to set Bus Service Improvement Plans to improve customer experience, journey times and reliability locally. However, funding required to achieve these ambitions across the region remains inconsistent.

At the regional level, Transport East can support local improvements by leading on strategic issues around integrating buses with other transport modes including customer information, fares and ticketing and cross-boundary services along our core movement corridors,

Within our towns and cities, buses will only be successful if priority measures are also provided to segregate buses from congested general traffic to make journeys quicker and more reliable, attracting people away from driving private cars. We will support local authorities to maximise the opportunities for bus travel by reviewing parking provision and cost within their areas, to make bus journeys as attractive as possible.



Image: Super Straho from Unsplash

**Figure 4.3.4**

## Improving buses

Buses will play a crucial role in developing sustainable transport networks. The national Bus Strategy *Bus Back Better* sets out a vision for improving bus services in England to encourage passengers back to buses. It defines the outcomes needed for passenger transport to become more accessible and a more attractive alternative to the car, including making services greener, cheaper, more frequent, more reliable, and faster. The strategy also identifies the need to improve passenger information and integration with other modes and enhance journey quality and accessibility for all.

The strategy requires local authorities and local bus operators to work together with their local communities to deliver fully integrated services. Bus Service Improvement Plans set out the vision, ambition and delivery for each local authority in delivering the step-change in bus services through Enhanced Partnerships or franchising.

Transport East partners are driving forward

plans for Enhanced Partnerships with local bus operators to work towards ambitious networks able to compete with the car.

A report by Transport East into bus passenger transport in the region in 2021 set out several recommendations:

- Stable and increased government funding for bus services, particularly those in rural areas
- More flexibility for councils and operators to run new types of service, such as mini-buses booked on-demand through apps
- More coordination of different public transport options to make journeys easy to plan and take, including customer information and payment
- Prioritising bus services at congestion hotspots to keep journeys quick and reliable
- Work regionally to improve cross-boundary services

## Prioritising sustainable modes in urban areas

Walking, cycling, buses and general traffic networks are all interconnected and cannot be planned separately. To enable people to choose walking, cycling and bus services in our space-constrained towns and cities, these routes should be planned together on a network, corridor or area basis, alongside measures to manage general traffic.

We will work with local authorities to promote measures that reduce traffic levels in urban areas and develop measures to restrict car use in crowded centres, in tandem with plans to improve access by sustainable modes. The right solutions will depend on the characteristics of each place, but could include working closely with schools, employers, businesses and other destinations to manage the demand for travel and adjustments to road space allocation, parking provision and pricing.



## Opportunities for shared mobility

Evidence is building around the impact shared transport schemes can have on increasing active travel, reducing private vehicle ownership and decarbonising transport.

Within our region we have notable car-club schemes operating in Norwich, along with shared bike and e-scooters. E-scooter trial schemes are also in place across towns in Essex including Braintree, Basildon, Colchester and Clacton-on-Sea. These trials are helping understand the opportunities and impacts of newer models and modes of transport.

In addition, car-sharing programmes can reduce the number of vehicle miles. In 2020 around 2.5 million people shared their commutes to work. Norfolk based Liftshare has been working with employers across the region to reduce commuting miles with their innovative digital platform.

### To provide better connections within towns and cities Transport East will:

- Increase the capacity and capability of local authorities in urban areas to deliver a step-change in urban connectivity through:
  - Commissioning and providing enhanced regional level data and evidence to strengthen co-ordinated multi-modal transport plans
  - Developing a toolkit to help planners in the East design urban roads and streets prioritising sustainable modes, reflecting our region's unique features
- Make the case for increased, stable and long-term funding for local authorities to deliver and maintain holistic, integrated and high-quality public transport and active travel in urban areas. Allowing them to balance the needs of all users in constrained streets.
- Lead an action plan to identify and drive forward regional-level projects to complement Local Transport Authorities' local Bus Service Improvement Plans, accelerating the delivery of comprehensive networks of accessible, high frequency 'turn up and go' bus services supported by real-time information and integrated cashless ticketing.
- Lead our sub-national Active Travel, Bus and Rail action groups, and implement the regional recommendations of our bus and active travel strategies, to make sustainable transport more accessible, easier to use and more attractive to all people.
- Lead an action plan to identify and drive forward regional-level projects supporting the development, construction and maintenance of comprehensive and integrated walking, cycling and wheeling networks in the East, supported by dedicated safe and inclusive infrastructure, high quality signage and way-finding with priority over traffic
- Work with Local Authorities to support the expansion of shared transport schemes to reduce private vehicle ownership and increase the number of miles travelled by sustainable modes.



## Connecting our growing towns and cities Pathway

# Goal 6

## Better connections between towns and cities

With 75 growing towns and cities spread across the region it is critical people can travel efficiently between places to access jobs, training and education, and businesses have reliable connections to their customers and supply chains. This also includes to major employment centres such as ports and airports and large business parks.

Poor connectivity in the region is a significant barrier to attracting and retaining firms and workers and to overcoming issues such as lower than average skill levels. It is also an obstacle to maximising the potential of high-value business clusters that capitalise on the region's strengths.

We also need strong connections beyond our boundaries.

## Connecting beyond our boundaries

London and Cambridge in particular are important neighbouring economic, social and cultural centres which are supported by people, businesses and goods from across the East. Whilst travel patterns are still evolving following the restrictions through the COVID-19 pandemic, it is clear there remains a strong economic and social demand to many key destinations beyond our boundaries.

Our strategic road and rail networks do not stop at our boundaries and investment is needed along full routes to see safe, reliable and efficient end-to-end journeys. There are several key projects already identified outside our boundary that are essential to delivering better transport within our region.

Working closely with neighbouring authorities and sub-national transport bodies including England's Economic Heartland, Transport for London and Transport for the South East, we can strengthen the evidence for joint priorities, develop solutions that work for all our communities, provide better value for the taxpayer and ensure initiatives being progressed by a neighbour does not unduly impact the East.



## Building a world-class rail network

The rail network in the region is oriented towards London, based on three core radial routes; the West Anglia Main Line (WAML), Great Eastern Main Line (GEML) and Essex Thameside Line. East-West connections are provided from Cambridge to Ipswich and Norwich. Additional branch lines connect to our coastal communities, including Great Yarmouth, Lowestoft, Felixstowe and Harwich. The network in the Transport East region is summarised in Figure 4.3.5.

Our rail network is slow compared to other parts of the UK. Investment by Network Rail and the train operating companies has made steady incremental improvements over recent years. The new train carriages being rolled-out on the Greater Anglia managed routes increased capacity and improved customer experience. However, travel time on our constrained network is unacceptable when compared to journey times on similar routes elsewhere in the country.

Frequency of passenger services and the movement of freight is affected by constrained capacity on our rail lines across the region and at pinch-points close to our boundaries. This is exacerbated by a very significant number of level crossings and a need to expand digital

signalling. Balancing the need to access local communities by road and improvements to safety, frequency, capacity and reliability for the railway is challenging and we will work with Network Rail and the new Great British Railways to strike that balance. Investment in rail is vital for decarbonisation and our contribution to UK prosperity and so is a core priority for this strategy.

Before the COVID-19 pandemic, passenger services on the main routes into London were heavily crowded during the peak. The longer-term implications of the pandemic on rail demand are uncertain, however, the extent of capacity constraints combined with the scale of development envisaged along parts of the network (particularly in the Thames Estuary) suggests even a modest rebound in rail usage over the next few years is likely to require major investment.

Frequency of service has been shown to be a significant factor in use of rail. For example, providing an hourly service on the East Suffolk line, Norwich to Sheringham, Norwich to Cambridge and Ipswich to Cambridge has increased passenger numbers between 100% and 260%. Infrastructure improvements to increase frequency along key routes including GEML

and routes to Cambridge and Peterborough are crucial to maximising the use of this low-carbon mode. Routes through Cambridge and Peterborough integrate the East with economies in Midlands and rest of the UK enhancing national connectivity.

A further rail challenge in the region, evident from the plan in Figure 4.3.5, is that orbital east-west connections are very limited. The Ipswich-Ely Line via Bury St. Edmunds currently carries a passenger service that runs every two hours. The Norwich-Cambridge route via Thetford is hourly. These services link some of our major economic centres with key business destinations. Capacity improvements along these corridors, both inside and outside our boundaries, particularly around Ely, are crucial to unlocking the potential of rail within the East.

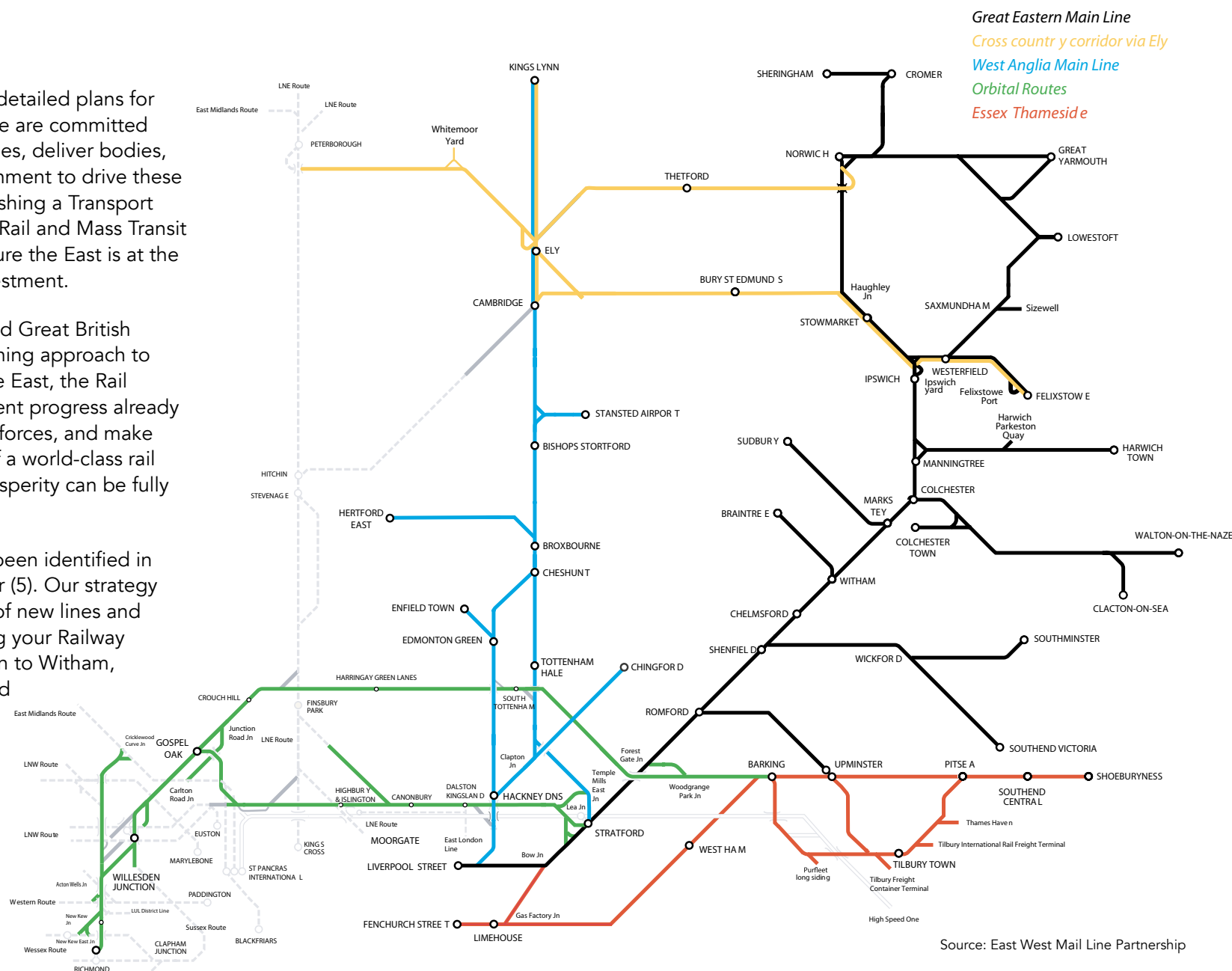
Our partners have produced detailed plans for improving our network and we are committed to working with local authorities, deliver bodies, business partners, and government to drive these forwards. We propose establishing a Transport East Rail Group to develop a Rail and Mass Transit Plan for the region to make sure the East is at the forefront of future UK rail investment.

Working with Network Rail and Great British Railways to create an overarching approach to strategic rail investment in the East, the Rail Group will support the excellent progress already made by our constituent Taskforces, and make sure the wider contribution of a world-class rail network in the East to UK prosperity can be fully understood.

Specific rail challenges have been identified in our Strategic Corridor chapter (5). Our strategy also supports the reopening of new lines and stations through the Restoring your Railway programme, including Maldon to Witham, Kings Lynn to Hunstanton, and Wymondham to Dereham.

**Figure 4.3.5: Anglia Route rail network**

Source: Network Rail Anglia Route Study, 2016



Source: East West Mail Line Partnership

**Figure 4.3.6**

## Case Study: **East-West Rail**

East-West rail connections in the Transport East region are very limited, consisting of two branch lines. The Ipswich-Cambridge line via Newmarket is hourly and runs on a single track from Newmarket to Cambridge with constrained line speeds. The single track line is also a major constraint to increasing service frequencies. The Norwich-Cambridge line via Thetford is hourly. Journey times are unacceptably slow, typically 75 minutes between Cambridge and Ipswich (around 45 miles as the crow flies) and 80 minutes between Cambridge and Norwich (57 miles).

Improving rail connections between Cambridge, Norwich and Ipswich would support the growth potential of these cities and development along key corridors such as the Norwich-Cambridge Tech Corridor and connect with wider UK economic centres.

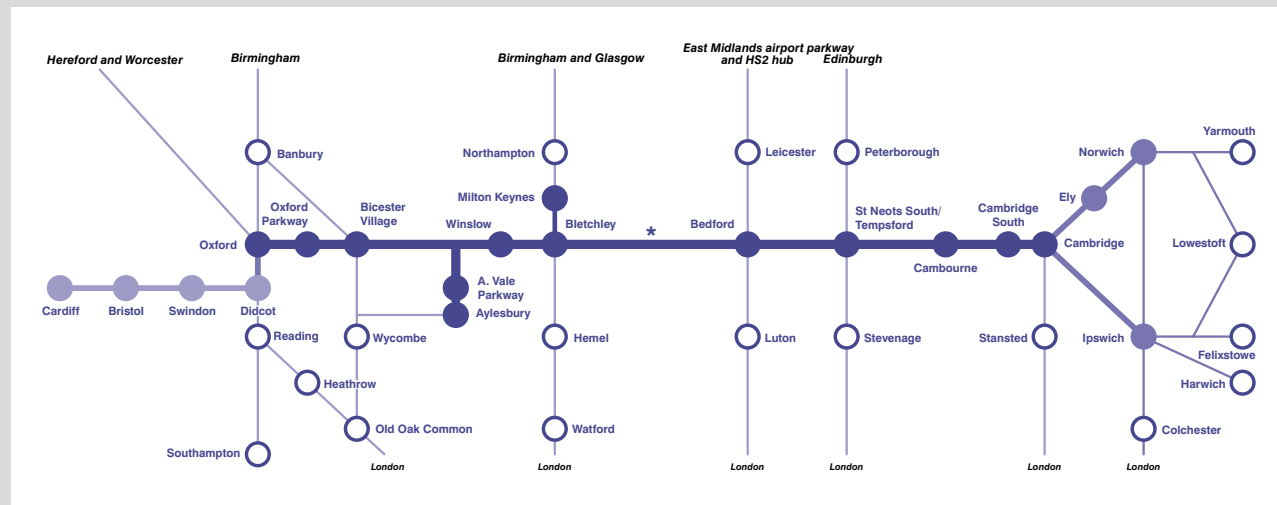
There are well developed plans to improve East-West connections between Oxford and Cambridge – known as East West Rail.

Transport East strongly supports the proposal to extend East West Rail with an Eastern Section, connecting Norwich and Ipswich to growth centres at Cambridge, Milton Keynes, and Oxford, and onwards to Wales, Scotland, the South West and the North.

The EWR Eastern section would significantly reduce rail journey times between key urban areas, and relieve crowding on rail services via London and congestion on the strategic road network. It would increase capacity for rail freight facilitating growth at several ports

including Freeport East while decarbonising the movement of goods. It would also unlock major development sites with sustainable transport connections to help the Government fulfil its ambition to deliver more homes across the UK.

The Eastern section could also open-up opportunities for direct connections to Stansted and Colchester along with onward improvements for coastal locations in Norfolk and Suffolk.



Alongside rail infrastructure, Transport East will make the case to revolutionise the customer experience of public transport, working with operators to improve services, accessibility, ticketing and fare options for passengers. Integrating rail services with other modes is also vital, to ensure end-to-end customer journeys are easy and seamless.

The Rail Group will support the rail industry and local authorities to ensure sure major new developments are connected to the rail network through new stations where appropriate similar to the new Beaulieu Park station in Chelmsford, and better links to existing stations.

Finally, the electrification of the railway is vital – both in delivering additional capacity to support improved services, move increasing amounts of goods, as well as the drive towards net zero. We will fully support and make the case for the rapid rollout of Network Rail's Traction Decarbonisation Strategy in the East, including the use of hydrogen fuels on branch lines.

### A new approach for our roads

The strategic road network has underpinned the Eastern region's economy for the last millennium by moving people and goods, and that fact will not change. What will change within the lifetime of this strategy is how roads are used by people.

Nearly 80% of all miles travelled by people in the East are made by car or van, and roads will continue to transport most people and goods between our towns and cities in future. Our challenge is to develop a zero-emissions road network fit for the 21st century that provides safe and efficient connections between our growing places, offering a range of journey choices – bus, mass rapid transport, bike, coach, shared vehicle or electric car for people, or clean freight to move goods.

Starting with the infrastructure, this means improving both the Strategic Road Network, Major Road Network and local road network (shown in Figure 4.3.7).

The Strategic Road Network is managed by National Highways. National Highway's remit is to operate, maintain, renew and enhance our strategic roads. Funding is allocated in 5-year cycles by the Department for Transport linked to the Road Investment Strategy. The current Roads Investment Strategy (RIS2) commits funding to 2025. The priorities the East within future RIS are developed by National Highways through Route Strategies, aligned with other region's priorities before seeking approval from the Secretary of State for Transport.

Major roads are managed and funded by our five local transport authority members. Maintenance funding is allocated from central government according to the length of the road network in their authority. Enhancements are funded through specific funding pots as part of the National Roads Fund.

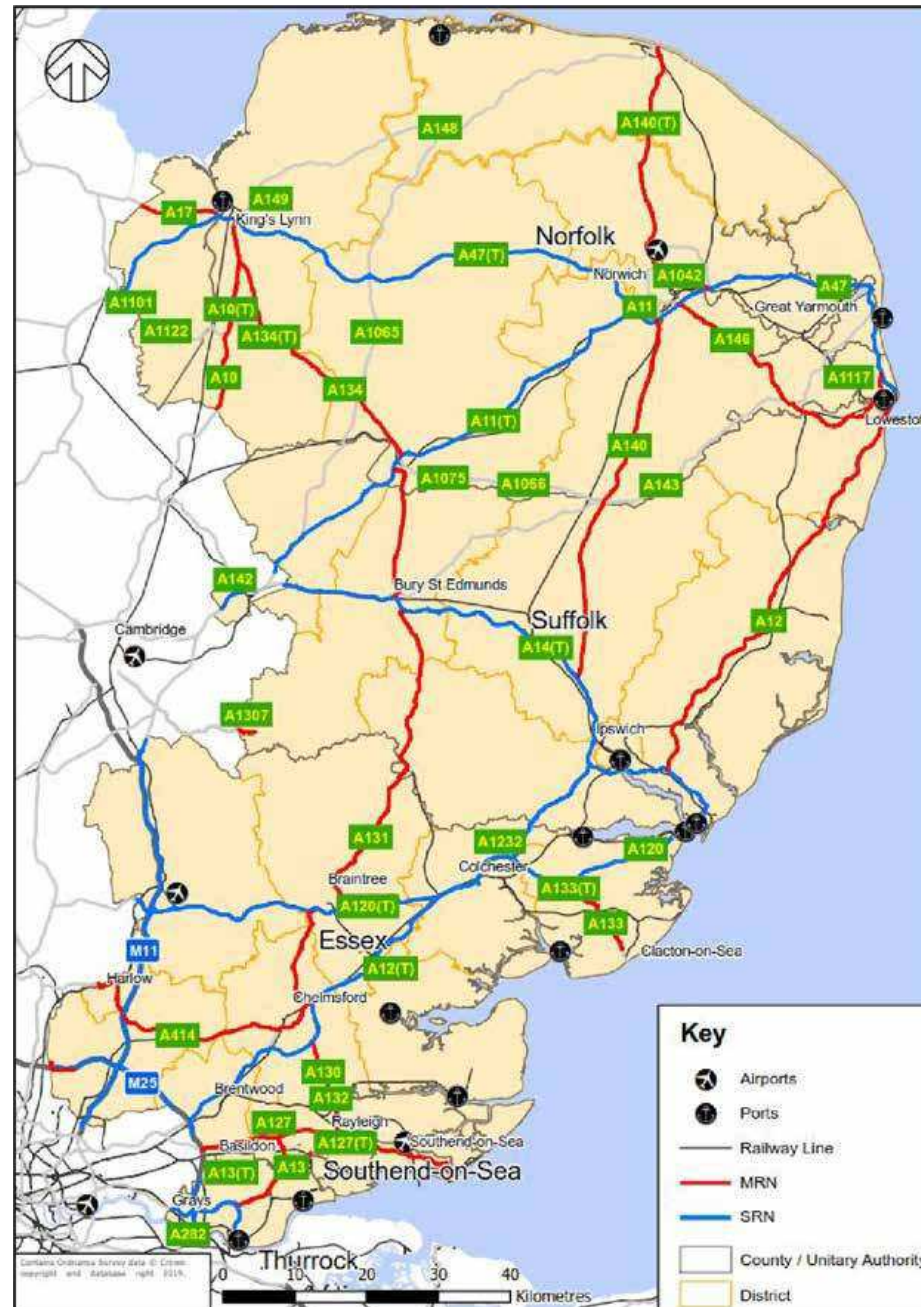
Our partners have identified core roads along our six strategic corridors that are vital to connect our region to the UK economy, including the A11, M11, A12, A13, A14, A47, A120 and A127.

We will work with local authorities, other Sub-national Transport Bodies and National Highways to review priorities and develop plans to improve road connections between our growing towns and cities and key places outside the region. This work will inform any future National Highways and Department for Transport funding streams, for example RIS3 and Major Road Network and Large Local Major Schemes programme. Our focus will be on providing reliable, safe journeys and creating a well maintained and resilient network, while improving environmental outcomes and meeting the needs of all users.

A major proposed road link into the region is the Lower Thames Crossing which connects the M25 and A13 near South Ockendon through Thurrock, with the A2 south of Gravesend on the other side of the river. The primary objective for this nationally significant scheme is to provide resilience to the M25 around the Dartford Crossing. While the scheme will improve onward connections into Kent, they do not include the Tilbury Link Road, hindering connectivity to the Thames Freeport and constraining the economic growth potential for the region.

We must explicitly tackle the challenge to deliver net zero carbon emissions. Roads create 96% of our region's transport carbon emissions. We must improve how we manage our roads and how people use them, integrating roads planning with our rail plans by focusing on strategic people movement.

Experience has shown that it is not always possible to build our way out of congestion problems. New roads can relieve congestion in the short-term but in the longer-term tend to result in more drivers wanting to use them. New links may be required in specific circumstances (for example to provide access to new developments in areas of high growth or to fix significant network gaps) but the overall approach should be to create safe and reliable journeys by identifying existing congestion hotspots and pinch-points and developing targeted interventions to provide more consistent capacity.



**Figure 4.3.7: The SRN and the MRN in the Transport East region**

Source:  
Transport East regional  
evidence base, 2019



We support the development of a mass rapid transit network using our road network and integrated with our rail network. The Government's *Bus Back Better* Strategy encourages the development of high frequency 'superbus' networks in areas with patchworks of small towns and large villages. There is significant potential for the development of this type of network in parts of the region.

Many of our local authorities are already leading the way on this, including proposals for the South Essex Bus Metro covering Southend, Thurrock and parts of South Essex (see Figure 4.3.8), the KenEx route connecting Kent and Essex, a North Essex Rapid Transit (NERT) connecting Braintree and Colchester, and proposals to connect with Hertfordshire via the Herts-Essex Rapid Transit (HERT). Together with emerging Enhanced Partnerships for buses and existing coach networks, the start of a regional passenger network is forming using strategic roads. The Transport East partnership will scope a sub-national passenger transport network further with our partners.

For people who need to use private vehicles, we will support the accelerated roll-out of ultra-fast EV charging infrastructure along the SRN and MRN to maximise the use of sustainable vehicles on our major roads.

**Figure 4.3.8**

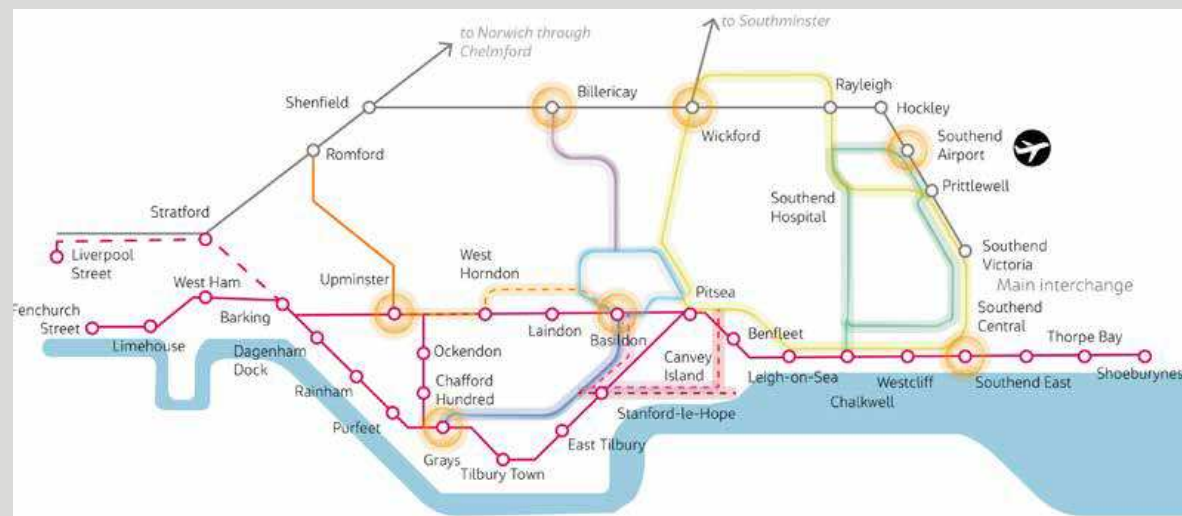
### Case Study: **South Essex Bus Metro**

The South Essex Bus Metro is a proposed state-of-the-art Bus Rapid Transit network connecting key destinations in Southend-on-Sea, Thurrock and south Essex.

Zero emission buses would run separated from general traffic and the network would be designed to attract a wide range of users, with real-time information, a tap-in payment system

and accessible, safe stops. Planned alongside walking and cycling improvements to make it as easy as possible for people to use sustainable travel for their whole journey, it would be integrated with demand responsive services to connect with communities further afield.

The scheme is currently under development and an indicative network is illustrated below.





While our strategic roads can manage large numbers of vehicles, this is not true of streets within our towns and cities. We need to make sure trips made between our towns and cities do not contribute to congestion within urban areas. Initiatives such as Park & Ride and Park & Pedal are critical to intercepting journeys and supporting a smooth transition to sustainable modes of transport within our urban areas.

### Longer-term measures to manage road demand

The take-up of electric vehicles will have significant consequences for how roads are managed and funded nationally in future. The upfront cost of an electric vehicle is currently higher than a petrol or diesel-powered vehicle, but this is changing rapidly as mass-production of electric vehicles accelerates. Electric vehicles are also already cheaper to run, partly because of the fuel duty paid at the pump when filling up with petrol or diesel.

As electric vehicle technology improves, the cost of motoring will reduce further and people are likely to use their EV more as cost of fuel becomes less of a factor. This means nationally that new demand management measures are likely to be required to reduce congestion and delay at peak times. The government will also need to find new ways of raising revenue to invest in and maintain roads as fuel duty decreases.

We are committed to working with government to explore options for maintaining our road network and managing demand to use it in the age of the electric vehicle. The implications of any national proposals would need to be carefully considered and consulted on widely to understand how any detailed policy would affect communities in the East.



Image: Super Straho Unsplash

## To better connect our growing towns and cities with each other and the rest of the UK Transport East will:

- Lead regional network analysis and corridor connectivity studies to present a new and compelling case for investment in existing and future priorities on our strategic corridors.
- Lead strategic thinking on the enhanced role of rail in the East to 2050, through the formation of a Transport East Rail Task Group. Produce a Rail and Mass Transit Plan for East setting out the next generation of investment priorities for the region.
- Enhance the business cases for investment in our rail priorities in the East and accelerate delivery of our priorities, including proposals to deliver faster and more capacity on the Great Eastern Main Line, West Anglia Main Line, Thameside Line, and the Eastern Section of the East West Main Line between Oxford and the Transport East region.
- Work with National Highways and local authorities through the RIS process to enhance the case for investment in of our high priority road network connections to deliver reliable, fast and safe journeys, including the A47, A14, A11, A120, A12, A13, A127, M25 and M11.
- Lead new thinking on the future use of roads in the region, including unlocking game-changing Rapid Passenger Transit networks, autonomous vehicles, shared transport and integration with other modes and technologies, to ensure users of our road network are collectively achieving our decarbonisation and economic growth goals..
- Create a new regional level analytical and modelling function to enhance the region's understanding of people's movement, inform our strategic network plans and test new solutions.
- Work with Local Transport Authorities and infrastructure bodies to promote the effective maintenance and management of the transport network, to ensure the strategic transport network provides reliable and safe journeys.

## Connecting our growing towns and cities Pathway

# Goal 7

## Integrated transport networks with customers at the heart

Here we focus on integrating our urban and inter-urban transport networks to provide a world-class customer experience, including ensuring a safe network and tackling road danger is at the heart of decision-making.

### Putting the customer first

Our Strategy seeks to set an approach to transport planning and delivery with the user at the centre. This means understanding how, why and when people are making journeys in different parts of the region, considering the differing circumstances of everyone including school children, commuters, carers, visitors and older people. Recognising that door-to-door journey quality is as important as how long it takes.

Creating a transport network where sustainable journeys are the easiest choice for people requires interventions at every level. We have already set out many of the building blocks to

reducing people's car dependency – the provision of new infrastructure and services for sustainable modes of transport is in Goals 5 and 6 of this section. Goal 1 in decarbonisation also sets out the importance of an integrated approach to land-use and transport planning and the roll-out of improved digital connectivity as tools for encouraging the use of sustainable modes, as well as reducing people's overall need to travel. Goal 3 in decarbonisation highlights the importance of measures to encourage behaviour change.

Fundamentally, all modes of transport in the region need to be better integrated to deliver a truly user-centric Strategy. Transport gateways in towns and cities should be multi-modal hubs This applies both physically in the form of better and more accessible stations, bus stops and active travel facilities to allow smooth interchange; and through improved coordination of services, for example through real-time multi-modal travel information, integrated ticketing on public transport services, better payment options (including cashless ticketing), the alignment of timetables and ensuring our network is safe and harassment free.

Our user-centric Strategy also recognises the critical role transport plays in creating pleasant and attractive public spaces, supporting community cohesion, allowing businesses to thrive, and

boosting the quality of life of our residents.

This approach represents a step change from 'business as usual' in the region and we recognise the importance of demonstrating its benefits. We will work with local authorities to identify suitable locations for pilot projects to showcase a user-centric and multi-modal approach to transport planning, involving the coordination of initiatives including Low Traffic Neighbourhoods, 'Dutch-style' cycle networks, and bus priority measures. In this context, we will also support the introduction of restrictions on car use in urban centres to demonstrate the benefits to the environment and the public realm, for example 'car free' days in market towns or seasonal restrictions to support sustainable tourism.

### Eliminating road danger – the Vision Zero approach

In 2019, 1,611 people were killed or seriously injured on our transport network, with a further 4,312 suffering slight injuries. This is not acceptable, nor is it inevitable. Cities and regions around the world are taking a stand to end the toll of deaths and injury seen on their roads and transport networks by committing to Vision Zero.

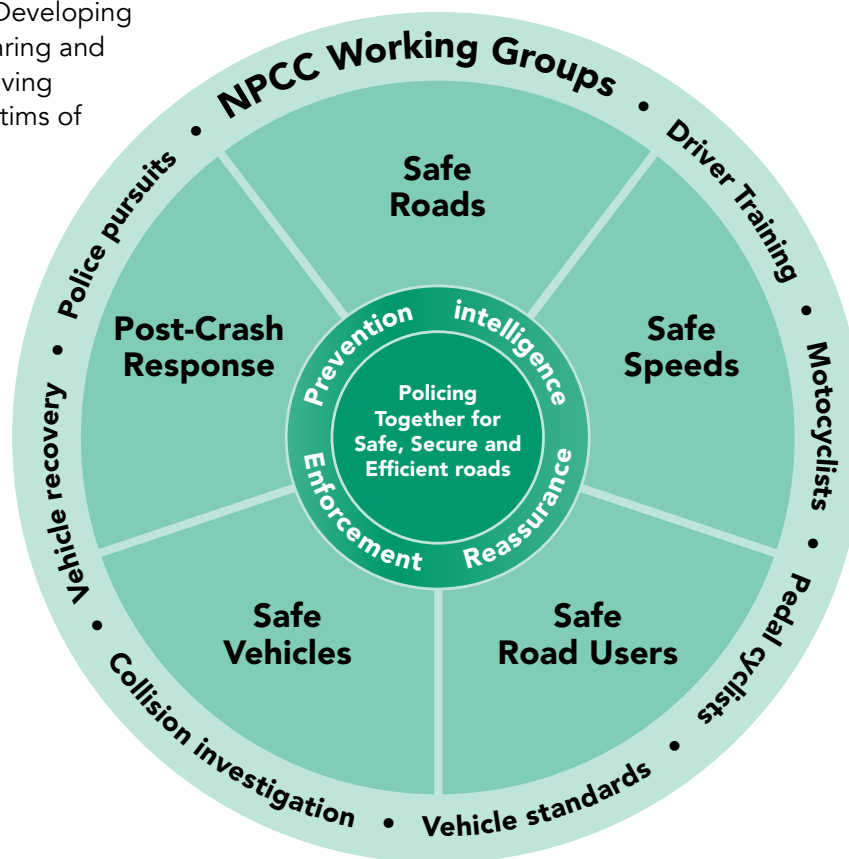
When we leave our homes each day, we should feel safe and confident about the journey ahead. Our strategy seeks to eliminate deaths and serious injuries on the transport network by 2050. This ambition aligns with the 'Safer Systems' approach adopted by the National Police Chiefs' Council, our regional Road Safety Partnerships and our own local police services. The approach focuses on five areas:

- 1. Safe speeds:** Encouraging speeds appropriate to the place and people living there, through the widespread introduction of new lower speed limits.
- 2. Safe roads:** Designing an environment that is forgiving of mistakes by transforming junctions, which see the majority of collisions, and ensuring safety is at the forefront of scheme design.
- 3. Safe vehicles:** Reducing risk posed by the most dangerous vehicles by introducing improved standards for Heavy Goods Vehicles, buses and other vehicles.

4. **Safe road users:** Reducing the likelihood of road users making mistakes or behaving in a way that is risky for themselves and other people through targeted enforcement, marketing campaigns, education programmes and safety training for cyclists, motorcycle and moped riders.
5. **Post-collision response:** Developing systematic information sharing and learning, along with improving justice and care for the victims of traffic incidents.

We also need to consider the needs of other emergency services regarding access to and issues around the transport network.

We will work with local authorities, the police, other emergency services and wider partners to deliver this vision.



### To create an integrated and customer focussed transport network in towns and cities, Transport East will:

- Work with local authorities to make sure their multi-modal transport plans are developed with users at the centre, considering the needs of different groups particularly those with protected characteristics under the Equality Act. Areas to explore include the provision of services, affordability, door-to-door journeys, and the role of transport in creating high-quality, safe public spaces.
- Coordinate with partners, including the police, to promote and make the case for greater investment in a Vision Zero 'safer systems' approach to eliminating road danger across the region.
- Lead our sub-national Active Travel, Bus and Rail action groups, and implement the regional recommendations of our bus and active travel strategies, to make sustainable transport easier to use, more accessible and more attractive to people.
- Work with transport operators at a regional level to increase the integration of different transport modes e.g. integrated ticketing Undertake research and analysis to better understand travel behaviours, motivations and drivers of change.

## 4.4 | Energising rural and coastal communities

***A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round***

Across the Transport East region, 21% of people live on the coast and 33% live in rural areas, both significantly higher than the national average. These areas are home to nationally significant agricultural, tourism, and energy sectors, many small business and strong communities rich ecological and heritage landscapes.

We want everyone in rural and coastal areas to be able to do more, more easily. We want young people to be able to spend time with friends without worrying how to get home. We want older people to be able to travel independently for as long as possible. We want rural and coastal businesses to grow and thrive by accessing new markets and talent. We want people to be able to access skilled jobs without having to struggle with long, unreliable commutes.

Two thirds of our rural residents live in a 'transport desert' where there is no realistic alternative to the private car (see Figure 4.4.1). Digital connectivity is limited, as is public transport, reflecting the challenge of providing services to dispersed populations. People are highly dependent on the private car to get around, with long distances to access work and services. This can limit people's options and means small changes in circumstances can have a notable impact on quality of life. Limited electric charge points mean rural communities lag behind on the

take up of EVs, adding to carbon emissions and increasing air quality issues.

The East's coastal communities are special places. Situated along 500 miles of our coastline, they host the UK's premier offshore renewable energy sector, 13 ports, attract millions of visitors each year and host a diverse economy. There are urban coastal communities, small towns and villages; there are areas of relative affluence and places suffering significant deprivation. All the priority 1 areas in the region identified in the Levelling Up Fund are coastal authorities

Rural and coastal areas in the region are home to a disproportionately high number of people over the age of 65, which creates challenges related to isolation and access to healthcare. Poor accessibility is also a key factor for those areas of embedded deprivation. Better connectivity both along and to our coast is vital.



The impact of seasonal peaks in demand linked to tourism can be an additional challenge for rural and coastal areas. The vast majority of visitors to the region come by car which creates particular challenges for smaller places and on the wider road network during holidays.

This Strategy champions transports' contribution to levelling up our rural and coastal places. Figure 4.4.2 summarises our pathway for energising our rural and coastal communities, setting out overall aims of eliminating 'transport deserts', supporting access for every person to ultra-fast broadband, and improving connections to energise local economies.

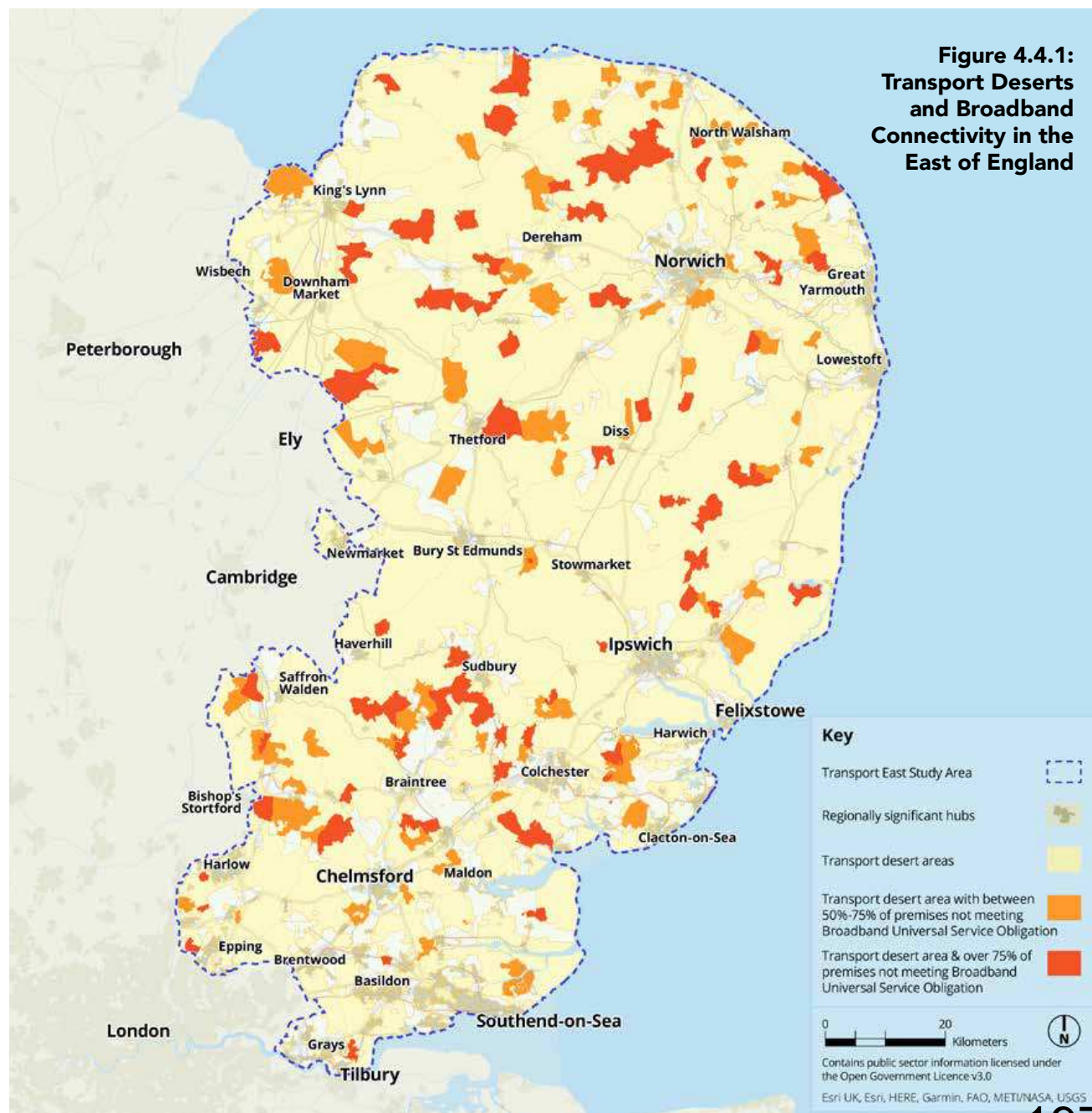
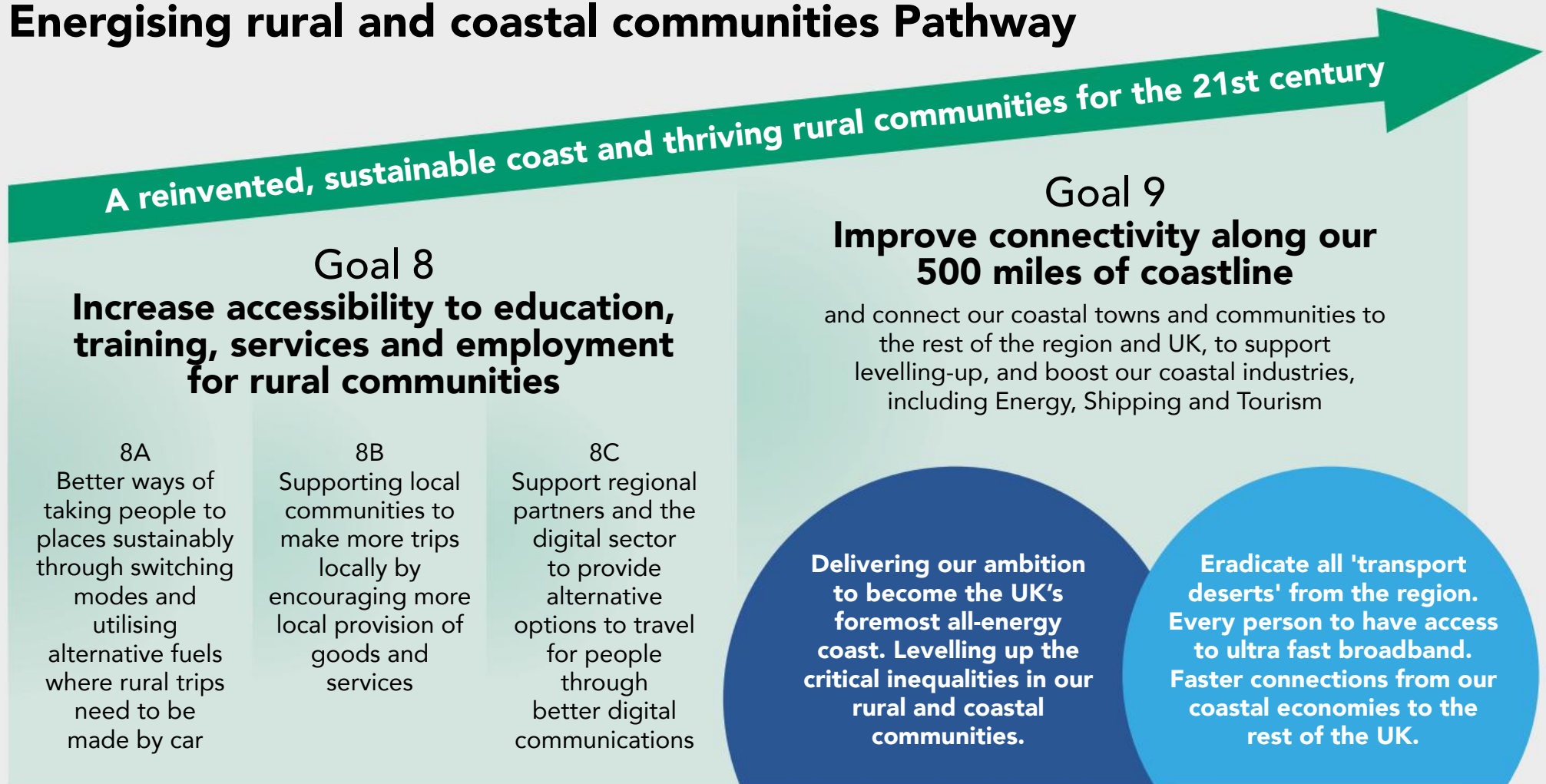




Figure 4.4.2

## Energising rural and coastal communities Pathway



## Energising rural and coastal communities Pathway

# Goal 8

## Increasing access for rural and coastal communities

With many people living and working in rural and coastal communities across the region, it is crucial to increase access to regular services and destinations by sustainable means. Many of these are situated in nearby towns and cities, and the transport relationship between rural, market towns and urban areas is important and complex. Shifting to more innovative types of transport and the use of cleaner vehicles, and reducing the need to travel via improved digital connectivity and switching to more local trips are all part of an integrated approach to improving access for rural and coastal areas.

Improving sustainable access in our rural and coastal communities will require a mix of investment. Encouraging a significant mode shift in sparsely populated and dispersed rural and coastal communities will be challenging. Road transport is an important part of everyday life for many people and is likely to remain so in future.

## A rural mobility Centre of Excellence for the East

Given the priority our partners place on tackling rural mobility, Transport East has taken the role as lead Sub-national Transport Body in England on Rural Mobility. We lead a national work programme to support better outcomes for rural areas, bringing together data, case studies, innovation and best practice across England, and developing a compelling case for investment in rural areas.

We propose to build on this to establish a Centre of Excellence for Rural Mobility, bringing together our partners, academia and interest groups to drive forward transport innovation in our rural region, to benefit the whole of the UK.

## Decarbonising rural trips

The transition to Electric Vehicles needs to happen quickly in rural areas. Most people in rural locations do not have charging infrastructure and we should prioritise delivering EV infrastructure in these locations, given the immediate lack of alternatives.

Decarbonising business transport within rural economies is also vital, for example agriculture. Transport East will work with local authorities, the energy sector and bodies such as Hydrogen

East to explore the potential for establishing pilot areas in rural and coastal locations to develop and test innovative transport decarbonisation solutions.

## Reinventing rural passenger transport

Adopting clean fuels in rural areas will go a significant way towards reducing carbon emissions and air quality issues in the region. However, the dominance of the private car in rural and coastal areas creates other challenges related to traffic congestion, inequalities, social isolation and public health. Targeted investment to encourage other modes of transport will have a significant role to play.

An innovative approach to rural passenger transport is needed. Our partners know traditional models do not work for rural communities and are not financially viable for operators seeking to serve schools, colleges, major employment sites, tourist destinations and town centres.

As a strong advocate for enhanced bus services for rural people, Transport East will support our local authorities' Bus Service Improvement Plans (BSIPs) to deliver a high-quality approach in rural areas across the region. We will work with government to secure further investment, greater flexibility and the removal of regulatory and other constraints.

We will also work with local authorities, bus operators and the government to ensure bus fares are attractive to people and support measures to encourage disadvantaged groups to use services more frequently, recognising the critical ‘lifeline’ routes that serve many people in isolated areas but are not commercially viable.

Diversifying the customer base for rural bus services is vital. They should be integrated into tourism strategies and with urban and suburban bus networks, putting customers at the centre of improvements (as set out in Goal 7 in Connecting Towns and Cities), as well as providing seamless interchange between other transport services such as rail and walking networks.

A significant improvement will be the expansion of innovative solutions such as Digital Demand Responsive Transit (DDRT) to complement the conventional bus networks. Services like this (see Figure 4.4.3) will provide flexible accessibility for key groups including school children and students, older people, and shift workers.

**Figure 4.4.3**

### Case Study: **Digital Demand Responsive Transport (DDRT) in Essex and Katch in Suffolk**

Local authorities and communities are pioneering innovative approaches to improve sustainable transport in rural areas, where large distances and low population density has resulted in challenges maintaining conventional bus services. Two examples include the development of Digital Demand Responsive Transport (DDRT) in Essex and Katch in Suffolk.

#### **DDRT**

Essex County Council (ECC) set up two Digital Demand Responsive Transport (DDRT) pilots in 2019-2020, focusing on home-to-school journeys. The ‘Uber-style’ transport service provided mini-bus journeys booked through a digital app.

These two pilots established a high level of confidence in the technology and helped refine the approach. ECC then secured £2.6million from the Department for



Image: Suffolk County Council

Transport’s Rural Mobility Fund in 2020 to roll-out two further schemes in the county. The aim is to provide a new, viable mode of public transport in rural areas and encourage people to use DDRT for the start or end of their journeys, leaving their cars behind.

#### **Katch**

Katch is a joint pilot scheme between Suffolk County Council and Cab/Cars Smart that operates electric vehicles as a shared taxi-service, serving Framlingham, Wickham Market and Wickham Market Railway Station which is about 2 miles away from the town. Similar to the Essex DDRT, Katch services can be booked over the phone or via a dedicated app where the service can also be tracked.

## Promoting active travel in rural areas

Walking and cycling has a unique role to play in rural areas. Investment in rural and coastal areas can help people walk and cycle to key destinations, for example schools, colleges, village and town centres, business parks, and public transport hubs. This increases access, improves health and wellbeing, reduces social isolation and supports local communities and economies.

By filling gaps in existing strategic networks through the provision of footways alongside roads and dedicated road crossings; improving surfaces; increasing access for all active travellers; reducing road speeds; providing high-quality,



Image: Centre for Aging Better

secure cycle parking at key destinations; and considering requirements for emerging shared mobility trends – the region can transform rural walking and cycling from largely leisure activities to day-to-day journeys. For example, schemes encouraging the use of e-bikes could provide a sustainable alternative to the private car for longer journeys that are more challenging to complete on a pedal bike.

The provision of a high-quality regional walking and cycling network building on existing routes and Public Rights of Way would help to support this ambition. The development of the National Cycle Network (managed by Sustrans) provides a model, with clear online route maps, distinctive branding, and a minimum standard of provision for wayfinding, signage and facilities.

We support the planning and coordination of high-quality provision through local authorities' Local Walking and Cycling Implementation Plans (LCWIPs) and will work to strengthen the evidence, case and delivery of LCWIPs at a regional level

Investment should also be targeted to reduce road danger where paths and cycle routes cross busy roads and provide seating to make it easier for older people and others who need regular breaks. Wherever possible, the network (both new and existing) should incorporate traffic-free paths or quiet-ways. Local authorities should make

long-term plans to incrementally replace existing on-road provision where feasible and desirable.

Improving cycle and walking networks in the East could increase tourism to the region, including outside the summer peak. It would also help increase the access of our own communities to green and blue spaces, extending public health benefits. We support innovative and ambitious plans such as the SEE Park, connecting and greening space through Thurrock and Southend-on-Sea linking the Thames with enhanced parks by improved cycling and walking routes.

We will work with tourism bodies to integrate regional walking and cycling plans with tourism strategies so routes, facilities and destinations can be promoted through targeted visitor information.

Access for those on horse-back is an important consideration for planning active travel routes in rural areas, with bridleways, quiet-ways and design of crossing points on busier roads important for equestrians as well as other active travellers.

## Providing an alternative to transport in rural areas

This strategy does not aim to restrict the movement of people, however it does advocate providing alternatives to travel where appropriate.



Currently many people in rural and coastal locations have a double barrier of poor transport connections and poor digital connections. So, a priority is the accelerated delivery of ultra-fast digital connectivity for all rural residents across the region, where people and businesses are dispersed and current provision is poor. Currently many people in rural and coastal locations have a double barrier of poor transport connections and poor digital connections.

Improved digital connections will give people greater opportunities for flexible and remote working and bring a wider range of online services (including healthcare, education, training, and shopping) into their home. It will also connect businesses with customers, supply chains and each other to drive economic growth. This should encourage people to remain in the area, breaking a cycle where younger people feel they must move to larger urban areas to access education and jobs.

It will also enable a wider range of Mobility as a Service (MaaS) options that can be booked through mobile applications, including Digital Demand Responsive Transport, car clubs, and delivery hubs from which businesses can coordinate deliveries using shared vehicles.

Transport East will engage with local authorities, businesses and key service providers in the region, including the NHS and higher education providers, to maximise the opportunities to align digital and transport connections to reduce need to travel, or the length of journeys. We will also support the development of digital training to help people in rural and coastal areas, particularly older people, to become digitally literate and make the most out of improved online connections.

### Reliable day to day journeys

With so many journeys made on the region's local networks - both road and rail - the importance of stable, long-term funding to maintain safe and reliable networks must not be underestimated. These local routes are essential for day to day journeys, form the first and last miles of any trip and are impacted by incidents and adverse weather, where diversions can be lengthy.

Major roads and rail lines can create barriers for rural and coastal communities, making it harder to access local destinations. We support improved crossing points, particularly for people walking, cycling and riding. We also recognise the challenges rail level-crossings can create for local communities and will work to balance the needs of all users as increased rail services are considered



Image: vhs Pexels

### To increase access for rural and coastal communities to education, training, essential services and employment, Transport East will:

- Create a Centre of Excellence for Rural Mobility in the East, to make the case for investment in our rural and coastal communities and tackle regional and national blockers to better, more inclusive rural transport services and supporting infrastructure.
- Lead and co-ordinate the English Sub-national Transport Bodies to champion rural outcomes with national government.
- Establish a sub-national EV task force to support local authorities across the East to unblock and accelerate the roll-out of charging infrastructure in rural and coastal communities, powered by clean energy.
- Lead an action plan to drive forward regional projects to maximise the benefits from Local Transport Authorities' local Bus Service Improvement Plans – tackling integrated ticketing, cross-border travel, and financial sustainability.
- Showcase our local authorities' and LEP transport innovation in rural communities through a best practice guide and develop a strategic business case to scale-up, fund and roll-out more rural transport innovation across the region.
- Through our Sub-national Active Travel Strategy, set out the East's unique case for investment and investment in walking and cycling infrastructure for all people in rural and coastal areas, encouraging more active lifestyles and integrating with regional tourism and health strategies.
- Lead strategic co-ordination with local authorities, infrastructure delivery bodies and Sustrans to plan and make the case for investment in regional active travel networks (walking, cycling, wheeling and rights of way), including long-term maintenance.
- Work with Local Transport Authorities and infrastructure bodies to promote the effective maintenance of the local transport network, to ensure it provides reliable and safe journeys.

### Energising rural and coastal communities Pathway

## Goal 9

### Improving coastal connections

Coastal areas by their nature and history are often poorly connected by land. Improved coastal connections are required at the strategic and local level to help attract and retain businesses and highly skilled employees - high priorities for our partners. We must support the transport and connectivity needs of businesses and employees in key coastal sectors such as energy, agriculture and tourism.



## Connecting our coast to the rest of the UK

Connecting coastal towns is a priority for the six regional strategic corridors set out in Goal 6 of Section 4.3 Connecting growing towns and cities. All six of our corridors have a start or end point at the coast. The A47, A12 and A14 / East-West Rail corridors are vital for connecting the coastal towns in the north of the region to the Midlands. The A120, A13 and A127 / Thameside rail corridors are vital for connecting our coastal towns to the south into London and the rest of the south-east.

## Connecting our coastal communities

Improving connections along the corridors also needs to be complemented with targeted schemes to better connect coastal areas together, tie them into strategic networks, and provide better links to nearby urban centres. This will include maintaining the local road network to a good standard and filling in gaps to reconnect communities.

Transport East supports a strategic approach to growing the rail network to coastal destinations. Building on the success of existing branch lines to coastal towns such as Great Yarmouth and Harwich, the reintroduction of further rail lines where the business case is strong would support mode shift. This includes potential locations from the Wash Coast, all the way round to Maldon where proposals

are in place to revitalise railways to support communities and encourage sustainable tourism.

Our 500 miles of coastline and extensive network of waterways also creates the potential to expand water-based transport in the region to improve connections and reduce vehicle miles where severance is caused by natural geography. We will work with Local Authorities to explore the challenges and opportunities around water-based transport alongside complementary land transport routes.

Finally, our coastal communities are a prime location for active travel improvements supporting leisure and functional journeys, building on the existing enjoyment residents and visitors experience in our blue spaces. We will work with local authorities to support LCWIPs and the expansion of the national cycle network and East of England coastal path.

## To improve connections to our coastal communities Transport East will:

- Evaluate and promote the transport needs of our coastal towns as part of our strategic network plan and corridor studies, to improve sustainable connections from our coast with the rest of the region and the UK.
- Through our new Rail Group, work with government, Network Rail and Great British Railways to prioritise investment in rail to better connect our coastal communities with the rest of our region and the UK.
- Co-ordinate our partners and local authorities to establish an investment programme to tackle severance and level-up communities along our 500-mile coastline, identifying the best value and most sustainable projects potentially including water-based transport for coastal communities, active travel improvements and the East of England coastal path.

## 4.5 | **Unlocking international gateways**

***Better connected ports and airports to help UK businesses thrive, boosting the nation's economy through better access to international markets and facilitating foreign direct investment***

The Transport East region has more international gateways than any other region in the UK - thirteen ports, including two Freeports, and three international airports – supporting businesses across the UK.

Ports in the region are of international significance and collectively carry over half of the UK's containerised freight. Stansted Airport is the third largest airport in the country, and Southend and Norwich airports provide important European connections for regional markets.

Our ports and airports also operate as anchor assets, facilitating hundreds of additional regional businesses through supply chains and onward distribution networks as recognised through the proposals for UKNET within the Department for Transport's Union Connectivity Review.

The Government set out their ambitions for the movement of goods in the Future of Freight Plan. This document recognises the essential role the East plays in moving goods nationally and internationally.

All international gateways have faced significant challenges in recent years. The COVID-19 pandemic grounded flights, dramatically reducing both air passenger numbers and airport revenue. This coincided with the end of the Brexit transition period, which required ports

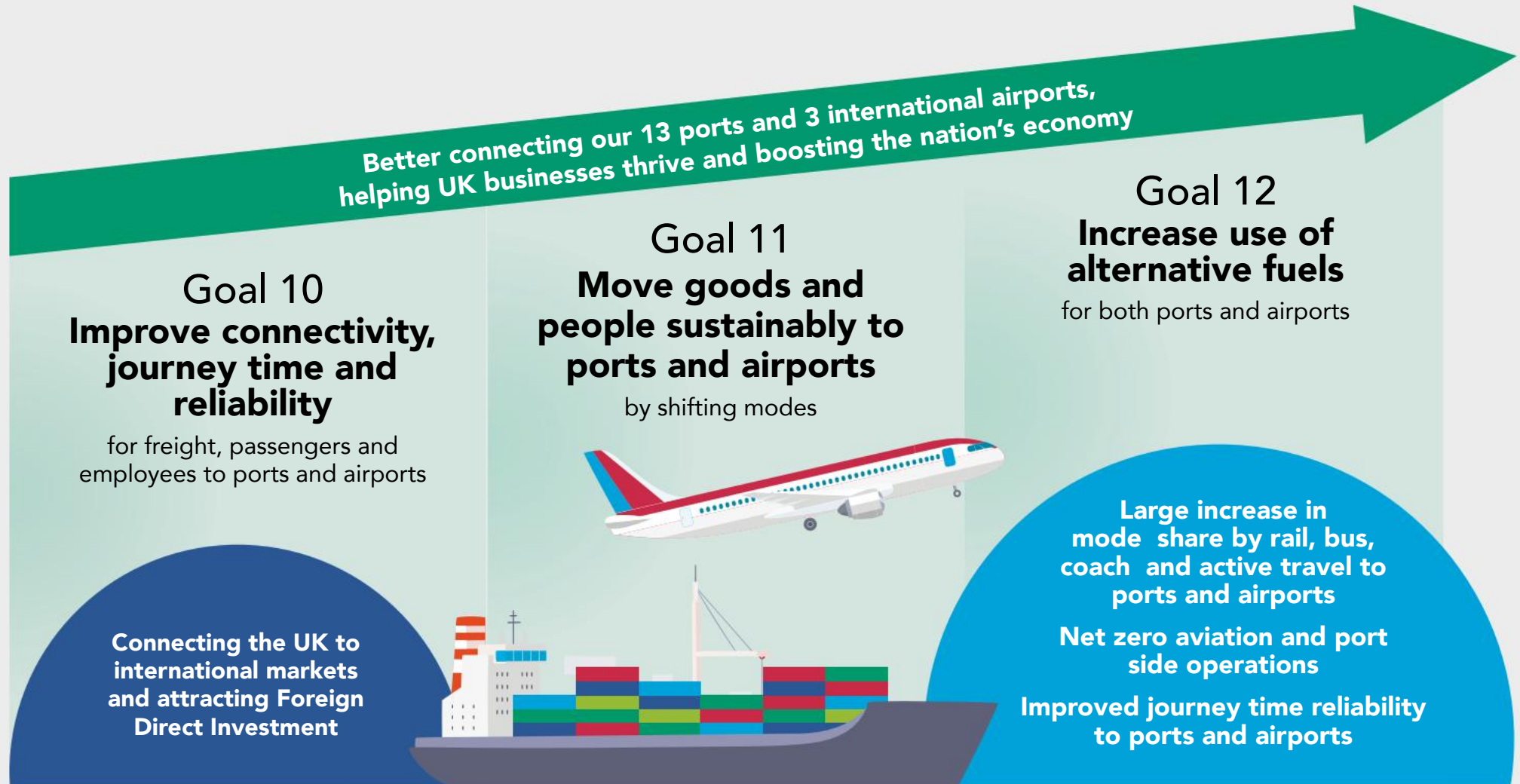
and airports to adapt to additional customs requirements for goods and passengers.

These challenges have added to pre-existing issues. Traffic congestion is a problem on many of our major roads, exacerbated by the lack of viable alternative options for HGVs. There are significant pinch points on the rail network, limiting the potential for moving freight by rail. Local sustainable connections to airports need improvements, making access to labour markets challenging and with most routes carrying tourists directly out of the region rather than encouraging them to spend time here.

If global Britain is to thrive, we must enable our gateways to reach their potential as catalysts for international trade and foreign investment. Figure 4.5.1 sets out our pathway for unlocking our international gateways, including aims to improve capacity, journey times and reliability for freight, employees and passengers travelling to and from ports, support decarbonisation, and encourage the shift to more sustainable modes.

Figure 4.5.1

## Unlocking international gateways pathway





## Unlocking international gateways pathway

# Goal 10

## Improve connectivity, journey time and reliability

The reliability of services and overall journey time to key destinations, notably distribution centres in the East Midlands and the North, is vital to ports and their customers. Freight to and from ports is particularly vulnerable to major delays and incidents which result in temporary road or rail closures. These can lead to missed delivery slots inland or missed sailings at the ports, adding significant costs for hauliers and shippers. This challenge is exacerbated when there is a lack of suitable alternative freight routes.

Road and rail connections are also important for airports, particularly for serving a wide passenger area with London being a key focus. Ports and airports are also anchor businesses, drawing skilled employees from a wide area to the gateway itself and surrounding industries. They operate 24/7, so require good access day and night.

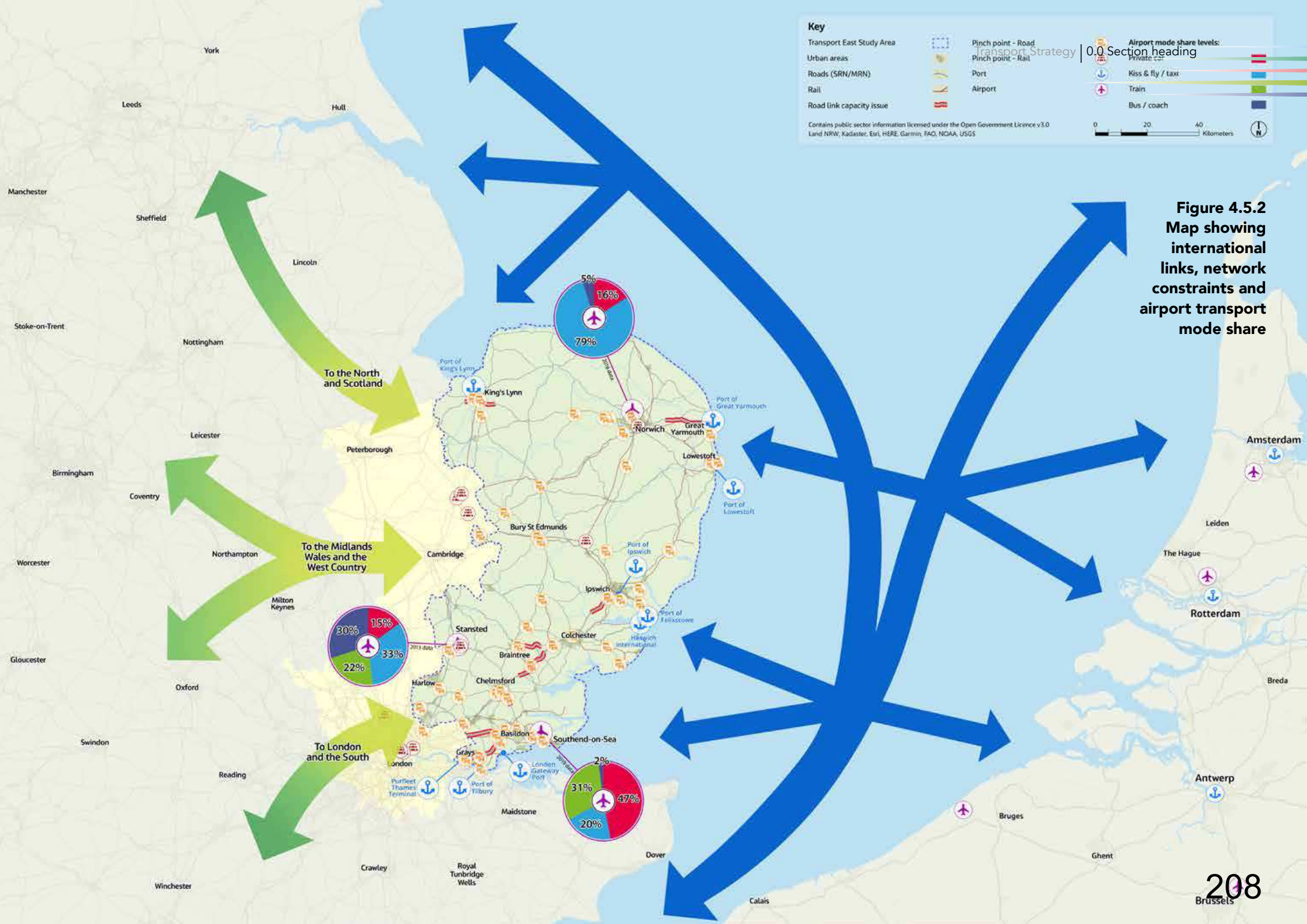
## Tackling road reliability for freight

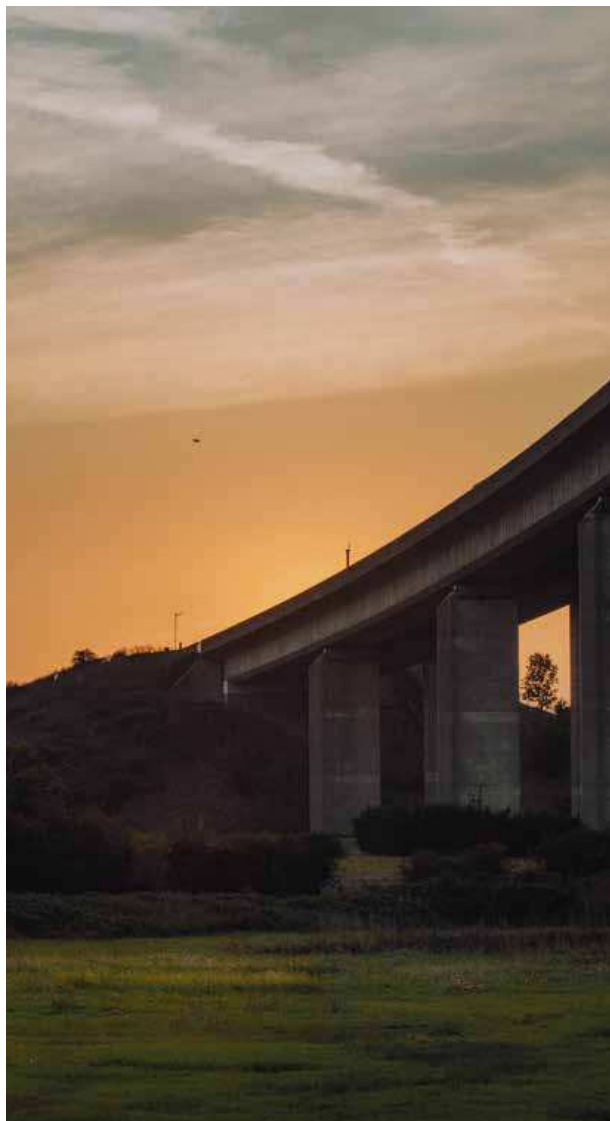
The Transport East region's Strategic Road Network (SRN) and Major Road Network (MRN) are vulnerable to resilience and reliability issues particularly at peak times. Challenges are created by the varying levels of infrastructure, lack of hard shoulders, rest facilities and diversion options, with navigation limited through city centres and at capacity junctions. When incidents happen on our SRN, they have a notable impact on a wide area.

Through this Strategy, we propose to tackle journey time reliability by improving the resilience and reliability of major roads serving our ports and airports, working with National Highways to ensure gaps, junctions and pinch-points on routes such as the A11 and M11, A12, A120, A127, A13, A14, A47 and M25, are prioritised through programmes such as the Roads Investment Strategy.

We will also work with National Highways and policing partners to make sure the resourcing is in place to respond rapidly to incidents on our SRN, to keep the network moving and using the Safer Systems approach to reduce incidents, keep people safe and learn from every collision.







## A joint freight plan for the East

More generally we will work with the freight industry and local authorities on a Future of Freight Plan for the East. Along with identifying improvements to the transport network for freight, this will tackle the availability of high-quality facilities for trucks and drivers along port access routes, and give recommendations on improving journey time, resilience, and diversionary routes for road and increasing capacity on rail serving ports on a corridor basis.

The plan will also consider options for reducing freight demand on the road network, including the scope for digital technology to support more efficient logistics planning, and for planning policies including Local Plans to encourage more, and more coordinated, distribution activity in the region. Better digital connectivity will improve the transfer of accurate real-time traffic information, enabling logistics businesses to plan their operations more efficiently and deliver goods more quickly.

Weather, border management and vessel delays can have a significant impact on freight movements around ports and through the region. While there are agreed contingency measures in place, i.e. using the old A45 road at Levington to hold lorries bound for Felixstowe, this can have notable impacts on both drivers and local

communities. We will support ports to develop freight parks to better manage the flow of HGVs and reduce congestion on roads.

## Enhancing rail connections to our airports

Both Stansted and Southend Airports have dedicated rail stations providing direct services to and from London with relatively high frequencies during the day and journey times of less than an hour. However, rail connections to other parts of the region are very limited, as are early morning and late-night rail services to London, reducing sustainable options for passengers. Norwich Airport has no dedicated rail connection at all. This means many passengers and staff are dependent on cars and other road-based transport for access.

We will collaborate with government, airport operators and local authorities to strengthen rail connections to both Stansted and Southend airports, considering the potential for increasing the hours of operation of services to cater for passengers catching early or late flights. We will also promote initiatives to realise the West Anglia Task Force aspiration to reduce journey times between London and Stansted to 40 minutes and improve rail connections between the airport and destinations to the north.



In the longer term, extending East West Rail to Norwich and Ipswich could create the potential to incorporate improved connections to both Stansted and Norwich airports. Options for this should be explored within the wider context of proposals to extend East West Rail.

### Enhancing the network of buses and coaches

Good road connectivity, with reliable and predictable journeys to all three airports will remain important in future, not least to support better bus and coach connections. Stansted has a significant coach offer, with 20% of air passengers travelling to and from the airport by bus and coach. We will work with airport operators and local authorities to improve bus and coach networks to support staff and passenger trips to airports in our region, exploring the potential for fast, high-quality Rapid Transit or centre-to-centre bus connections.

Road pinch-points around airports will need to be addressed, with consideration given to bus priority measures to better accommodate sustainable access.

### To improve connections, journey times and reliability for freight, passengers and employees to and from ports, airports and surrounding employment clusters Transport East will:

- Make the case for investment to ensure road improvement projects facilitating freight flows are prioritised through programmes such as the National Highway's Roads Investment Strategy.
- Lead the development of a regional Future of Freight plan to identify sustainable solutions for goods movement, high priority road network improvements and options increasing rail freight capacity.
- Produce key corridor studies to support the development of freight parks to better manage the flow of HGVs and reduce congestion on roads.
- Collaborate with government, airport operators and local authorities to strengthen accessible rail connections to all our airports including upgrades to the West Anglia Main Line and extending East West Rail east of Cambridge.
- Support initiatives to address significant road network pinch-points around airports, exploring the potential for incorporating more bus priority in the process.
- Work with port and airport operators, and local authorities to identify new rail, bus and coach connections, and explore mass rapid transit options to support staff and passenger trips.

## Unlocking international gateways Pathway

# Goal 11

## Move goods and people sustainably to ports and airports

The location of ports and airports on the edge of towns and 24hr operations means it is often harder to access them by sustainable modes. This restricts the employment pool, increasing staff travel time and reducing the opportunities for sustainable modes. Improving transport services and routes to these locations is important to maximise regional employment opportunities along with delivering net zero transport.

### Supporting a shift to rail freight

Rail freight must play a greater role in removing from our roads HGVs travelling to and from ports in our region. We will work in partnership with government and other Sub-national Transport Bodies to secure improvements to the rail network serving major ports (particularly the Haven and London ports) to allow more freight train paths to operate and to reduce journey times between the ports and key distribution centres.

Felixstowe, Ipswich, Harwich, London Gateway and Tilbury all have rail connections, with all apart from Harwich having specific port rail infrastructure. The following constraints to these routes have been identified:

- Single track branch line between Felixstowe and Westerfield, Ipswich and junction with the East Suffolk Line is operating at capacity.
- Significant capacity constraints on the Felixstowe to the Midlands and North route including at Ely, Leicester, Haughley Junction and Ely to Soham.
- Sections in need of electrification including Felixstowe Branch Line, the Felixstowe to the Midlands and North route and the rail spur serving London Gateway, affecting acceleration of trains and increasing capital costs for transporting freight. Trains are often routed through London and back to the Midlands along an electrified route.
- Constraints along the North London Line to support continued efficient movement of freight, especially with growth expected.
- Bottlenecks and capacity constraints along the route from London ports along the Thames Haven Line and Essex Thameside corridor.
- Long journey times on all routes due to freight trains waiting for passenger services to pass.

- Freight services impacting on passenger service reliability due to capacity constraints on more direct freight routes.

Transport East will work closely with Network Rail, Great British Railways, local ports, the rail freight sector and government to tackle these as a priority. Unlocking these constraints will provide a catalyst for shifting freight to rail, opening up economic opportunities for local businesses and removing freight from regional road routes. It would also provide an opportunity for the creation of rail freight hubs, supporting a network of smaller ports and businesses to access rail freight facilities.

### Growing short-sea shipping

Small volumes of freight are already moved around the country and to smaller ports via shortsea and coastal shipping. The river Thames is increasingly used to transport freight and passengers to and from London. The Port of London Authority has ambitions to increase the use of the Thames for moving people and goods, as set out in their draft *Thames Vision 2050*. The Marine Management Organisation's South-East and East Marine Plans also contain specific policies on the promotion of short sea shipping.

Many of our partners support the growth in shortsea shipping, and we will work with ports

and logistics businesses both within the region and around the UK (particularly along the north-east coast) to understand and promote an expansion of short-sea and coastal shipping as part of achieving a mode shift to sustainable modes through the freight strategy

### Sustainable passenger access to ports and airports

The need to improve rail services is clearly set out in this strategy. This must include better access for ferry and cruise passengers to our ports, particularly at Tilbury and Harwich which have dedicated terminals. As well as more frequent and faster services, we support initiatives such as integrated rail-sea ticketing to make rail access more attractive for customers.

### Supporting our gateways' work force

Ports and airports are anchor businesses, drawing skilled employees from a wide area to both the port itself and supporting industries. However, by their nature they are located away from town centres, with ports at the end of road and rail routes. They also operate 24/7, so require good access day and night. Poor connections to key residential centres restricts the employment pool and increases the distances staff need to travel. Connections from the Thames Estuary northwards

are particularly limited, but issues exist elsewhere including around Harwich.

Plans to improve walking, cycling and bus connectivity (set out in Goal 5 of Section 4.3 Connecting growing towns and cities) will also need to consider the requirements of staff travelling to and from ports. Expansion of car sharing could also be part of the solution.

We will work with local authorities and port operators to support improved sustainable connections to ports for staff, alongside initiatives to encourage uptake among port employees and demand management measures to reduce traffic impacts on the local road network.

### Supporting mode shift strategies for airports

All airports, through their Airport Transport Forums, are required to produce an Airport Surface Access Strategy (ASAS) in line with guidance set out in the Aviation Policy Framework 2013. The policy framework suggests that each ASAS sets out short and long-term targets for increasing the proportion of journeys made to the airport by sustainable modes by air passengers and employees.

We will work with airport operators and local partners to support the development of strategies

that set ambitious targets for mode shift. These strategies should dovetail with regional tourist strategies to encourage a higher proportion of visitors to stay in the region, and with wider regional plans to improve walking, cycling, and public transport networks.

Airport strategies should seek to apply a wide range of measures to encourage mode shift among passengers alongside the provision of new connections. Including considering demand management measures such as car park pricing and forecourt charging to dissuade 'kiss and fly' pick-up and drop-off trips, which generate significant and disproportionate traffic impacts. Measures to better inform air passengers of the travel options available to them should also be



Image: Greater Anglia

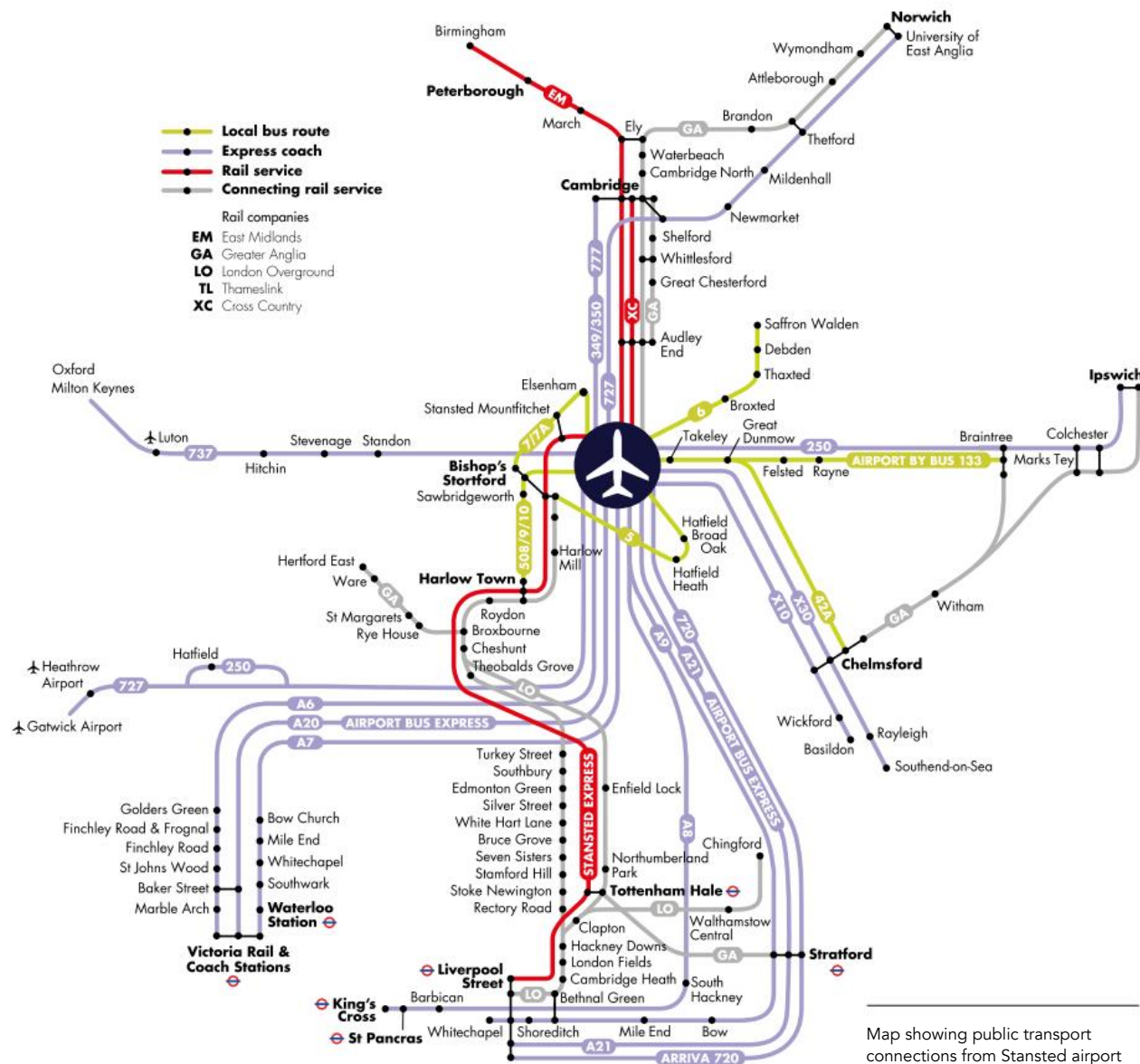
considered, using digital technology. Options should also be explored for initiatives such as integrated air-rail or air-bus tickets to encourage passengers to make the switch.

We recognise that significantly influencing passenger mode share can be challenging given the wide catchments areas and dispersed origins of air passengers around airports, and the fact they are time limited and often carrying luggage.

## Case Study: Improving surface access at Stansted

London Stansted Airport provides a model for the successful implementation of an Airport Surface Access Strategy (ASAS) to increase the use of sustainable modes to and from the airport.

Initiatives to create partnerships with transport operators, develop a modern bus/coach facility, support the introduction of new public transport services, and introduce measures to manage car demand has resulted in 51% of air passengers travelling to and from the airport by rail, bus or coach (DfT 2018), one of the highest sustainable mode shares of any airport in the UK.



In many cases there is more scope to significantly reduce single occupancy private car use among airport employees through local walking, cycling and bus services (considering the needs of shift workers), the provision of active travel hubs, fare incentives, and car sharing schemes. Measures to reduce traffic impacts generated by employees should be given equal priority to those targeted at passengers in airport strategies.

These approaches would benefit from airports working closely with their surrounding networks of businesses to maximise the effectiveness and impact of interventions, recognising the ‘hub’ role the airport plays in connecting the business cluster with the wider transport network.

This approach would also benefit businesses and help Level Up the region as it would enable a wider catchment of skilled employees to access these airport-based employment clusters.

Further interventions are required to support the airport with encouraging more passengers and employees to choose sustainable modes of transport as demand recovers after the pandemic. For infrastructure, this includes measures to improve coach and bus travel times and reliability on the strategic road network serving the airport, and improvements to the West Anglia Mail Line to increase capacity and reduce rail journey times. Plus working with local authorities to improve local cycling routes to link employees with the airport cluster.

### To support modal shift of freight, passenger and staff access to ports and airports Transport East will:

- Through the Transport East Rail Task Group, work in partnership with government, Network Rail and other Sub-national Transport Bodies to secure improvements to the rail network serving major ports and airports, tackling constraints affecting our region.
- Work with major ports with existing rail connections to establish rail freight hubs to help improve sustainable connections for local businesses and smaller ports to support mode shift.
- Promote the improvement of passenger rail services to ports with significant ferry/cruise services including accessibility enhancements, and support initiatives to better integrate rail-sea travel.
- Work with ports, water authorities and logistics businesses both within the region and around the UK (particularly along the north-east coast) to scope the case for, and promote, an expansion of short-sea and coastal shipping.
- Work with local authorities and port operators to improve sustainable and inclusive connections to airports and ports, and surrounding business clusters for staff, alongside initiatives to encourage take-up and manage demand on the local road network including active travel and shared mobility solutions.
- Support airport operators with developing Airport Surface Access Strategies with ambitious mode share targets, considering the potential for complementary measures to encourage all people to shift mode.



## Unlocking international gateways Pathway

# Goal 12

## Alternative fuel for moving goods and operating global gateways

Heavy Goods Vehicles (HGVs) make a disproportionately high contribution to transport emissions in the region. Our analysis indicates around half the region's transport emissions are generated by freight movement. The presence of nationally significant ports at Felixstowe, Tilbury

and London Gateway creates very high HGV flows on roads such as the A12, A13 and A14, leading to localised but significant air quality issues. Moving freight to rail where possible is an important measure, but this will not remove all HGV movements, which will require new solutions to reduce emissions.

Aviation is also a very challenging area to decarbonise with the effort needing to come from airlines, airport operators, national and international governments. We will focus on increasing the use of alternative fuels for airport surface transport and ground operations to support the transition to net zero.

### Supporting our ports on the net zero journey

Through our freight plan, we will engage extensively with logistics businesses, port and airport owners, and other HGV operators to understand and tackle the barriers to decarbonising freight transport. We will work to identify the key infrastructure and incentives to encourage a transition to zero emission freight.

The freight plan will be integrated with wider energy infrastructure plans and will consider the best choice of zero emission technology for road freight in different circumstances. While hydrogen is emerging as a strong contender for

the low-carbon HGV fuel solution, there is still a considerable amount of work to be done to develop the technology and infrastructure to support the transition away from diesel. Battery powered HGVs remain a potential solution. Our strategy for rolling out EV charging infrastructure across the region must not overlook charging requirements for larger vehicles. We will work closely with the industry to make sure the infrastructure needs of low-carbon freight are embedded into our transport networks.

High upfront costs for zero emission HGVs remain a barrier at present to take-up, as is the case with cars and buses. We will collaborate with local authorities, the freight industry, and government to secure further financial support to incentivise operators to transition to new zero emission vehicles.

We will also work with local partners to support innovation in the field of alternative fuels and promote trials and testbed projects for low carbon electricity, biomass and hydrogen, building on existing initiatives in the region. Supporting businesses with exporting best practice in this field to boost the regional economy will also be a priority, capitalising on our close links with European ports.



Image: Transport East



## Electrified airport surface access

Our objectives to develop a regional EV strategy and freight decarbonisation plan are set out in Section 4.2 Decarbonisation to net zero. Through these plans we will support the decarbonisation of surface access to airports. This will involve working with airport operators and local authorities to ensure measures are in place at airports to encourage the use of EVs (both private cars and taxis), including providing appropriate charging facilities in parking and taxi-ranking areas. We will also work with bus and coach operators and logistics businesses through these plans to promote the use of clean fuels for vehicles serving airports.

## Supporting net zero aviation

The government's net zero target includes decarbonising the aviation sector by 2050. The main responsibility for delivering this will rest with airport operators and airlines, with the government supporting the process through the Jet Zero programme. We will promote research and development of clean fuels in the region as part of our role in helping to deliver net zero. Research and development should cover aircraft and ground operations as well as innovations such as carbon capture and storage.

## To increase the use and uptake of alternative fuels for ports, airports and goods movement Transport East will:

- Lead strategic thinking and develop evidence to accelerate hydrogen and EV infrastructure across the East.
- Engage regionally and nationally with logistics businesses and HGV operators to promote the transition to low carbon freight.
- Collaborate with local authorities, the freight industry, and government to provide a regional voice at national level, to make the case for further financial support to incentivise operators to transition to new zero emission vehicles.
- Collaborate with local partners to promote the acceleration of research and development into alternative fuels for ports and freight transport, supporting the export of best practice to boost the regional economy.
- Work with airport operators and local authorities to support measures at airports to encourage the use of EVs powered from clean energy sources.
- Work with bus and coach operators and logistics businesses to promote the use of alternative fuels for vehicles serving airports.
- Support the government's Jet Zero approach to eliminate carbon emissions from aviation and promote research and development of alternative fuels in the region, including for aircraft and ground transport operations.



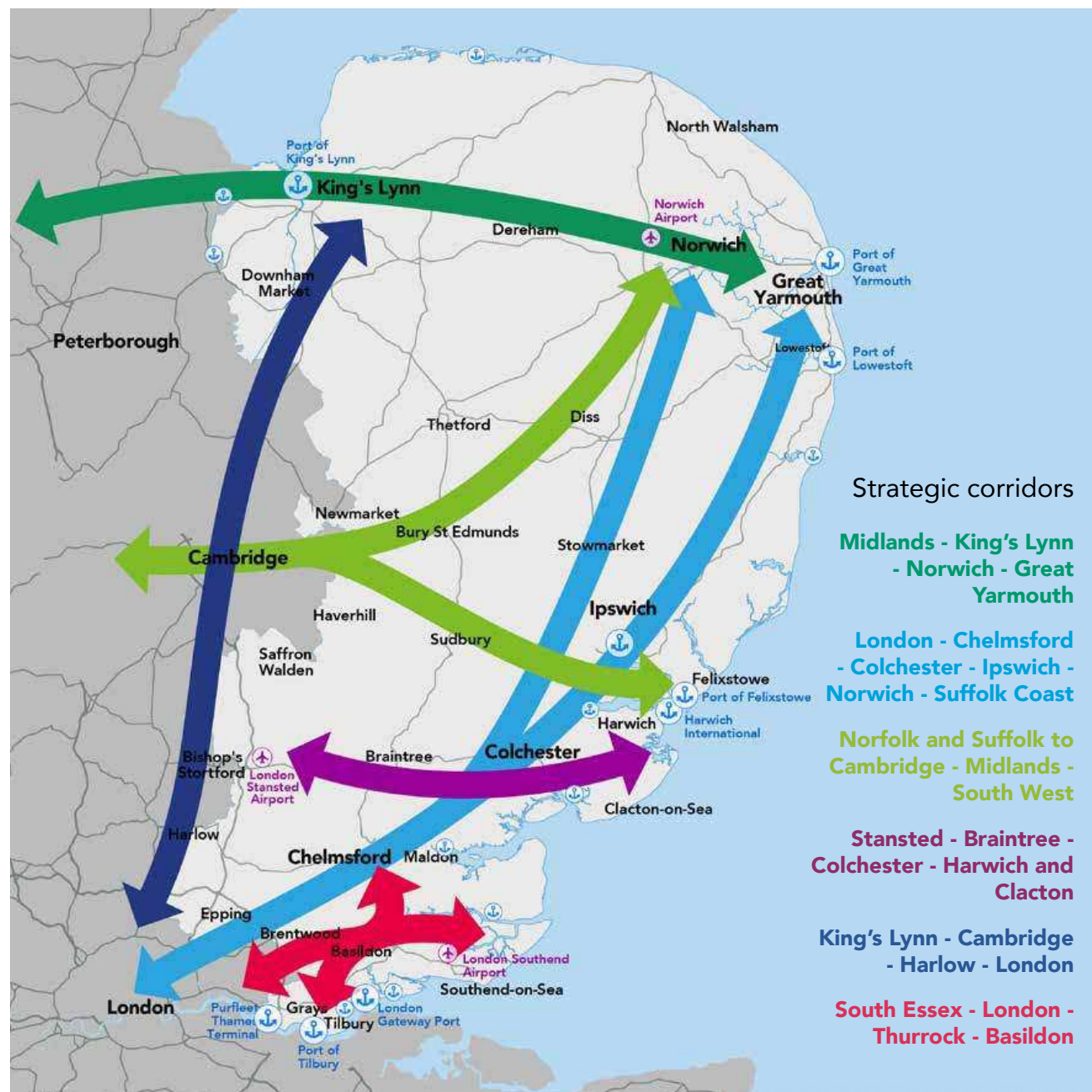
# 5.0 PRIORITY CORRIDORS

## 5. Priority Corridors

Our Strategy sets out interventions across the whole region. However, to reflect our place-based approach, we have identified six core strategic corridors linking key destinations within, and beyond the Transport East region which require particular focus.

These corridors, essential for the movement of people and goods, are shown in Figure 5.1.1. They include our growing urban areas, ports, airports and the road and rail connections between them and the rest of the UK. They will remain critical throughout the life of this strategy, and further investment will be needed on these if the region is to reach its potential as a thriving, connected, multi-centred economy, whilst reducing carbon emissions.

**Figure 5.1.1:**  
Strategic corridors  
in the Transport  
East region



## 5.1 | Midlands – King’s Lynn – Norwich – Great Yarmouth (B)

This corridor, focused on the A47 and with no direct rail alternative for much of its length, connects the Midlands to internationally significant offshore wind energy clusters at Great Yarmouth and Lowestoft, as well as connecting multiple growth centres at Norwich and King’s Lynn. Norwich is one of the two fastest growing cities in the region and one of the three fastest expanding economic hubs in the country – together with Cambridge and Ipswich.

Currently, the remaining sections of single carriageway on the A47 are frequently blocked by congestion, slowing longer distance bus services, adding business freight transport costs each year estimated at £25m, creating a barrier to inward investment and economic development, and hampering progress on the ‘levelling up’ of deprived communities.

Delivering investment in a reliable and efficient way to tackle issues on the A47 corridor will support economic expansion, helping unlock over £50bn of inward investment over the next 20 years and creating of 9,000 jobs and a further 4,500 supply chain jobs in the Lowestoft and Great Yarmouth Enterprise Zone by 2025. It is critical to the expansion and regeneration of Norwich, King’s Lynn Port, and coastal communities and visitor attractions including Cromer, Sheringham and the Norfolk and Suffolk Broads. In total, the corridor, extending into Cambridgeshire and Peterborough, will support 125,000 new homes and 75,000 new jobs.



## 5.2 | London – Chelmsford – Colchester – Ipswich – Norwich & Suffolk Coast (C)

This corridor running north-south through the 'Heart of East Anglia' provides the connections to important and fastest-growing towns and cities and serves some of our major gateway ports. It includes onward connections by rail and road (specifically the A12 and A140) to the energy coast along East Essex, Suffolk and Norfolk and connects with our most important strategic corridors.

World-class connectivity on this corridor is essential to the projected £4bn growth and delivery of 10,000 jobs in the region. Rail and road improvements are both vital. For rail, unlocking constraints on the Great Eastern Main Line, both for passengers and freight are vital.

Currently, even with new rolling stock, passenger and station capacity are inadequate, limiting prospects for modal shift. Haughley Junction is a major pinch-point on the Felixstowe to Nuneaton freight corridor and Great Eastern Main Line. Trowse Bridge limits improvements to services in and out of Norwich. Capacity enhancements including passing loops and upgrades to capacity at London stations including Stratford and Liverpool Street will be needed to enable higher line speeds and 90-minute Norwich to London journey times.

Similarly, on the roads, the A12 carries over 100,000 vehicles per day through Essex and suffers congestion at key points around its intersection with the M25 and between the M25, Colchester and Ipswich.

Delivering a multi-modal package will support the sustainable development of the Essex, Suffolk and Norfolk economies, providing cross-regional links and better connecting the region's towns and cities. The corridor will improve connections to the Suffolk and Essex coast, with improvements along the A12 road/rail corridor supporting the recovery of the visitor economies, local growth and delivery of energy projects such as Sizewell C.





### 5.3 | Norfolk and Suffolk to Cambridge – Midlands – South-West (D)

This crossed corridor includes Gateways at Felixstowe and Ipswich Ports, Norwich Airport and growing towns and cities at Norwich, Thetford, Bury St Edmunds and Ipswich. This is a gateway corridor of national importance for both rail and road moving goods to and from the 'Golden Triangle' of distribution centres around the East Midlands and supplying businesses across the North as recognised by the proposals for the UKNET in the Union Connectivity review.

For rail, the Ipswich Chord, completed in 2014, enabled the expansion of services between Felixstowe and the rest of the UK from just 28 trains per day in 2011 to 36 today. To maximise the contribution of our ports to post-Brexit UK economic growth, in addition to relieving the road network of 750,000 lorries by 2030 and supporting decarbonisation, we need to significantly enhance rail capacity further on what is Britain's premier rail freight corridor

The Ely area and Haughley railway junctions are the main constraints, where investment is needed. These essential junction capacity improvements, paired with double-tracking, electrification, resolving crossing issues and traction power increases are vital components of this package.

Passenger connectivity is also vital, and the East West Rail Eastern Section is a nationally significant project as part of the wider East West Rail Main Line (EWR) project linking our towns and cities to the Oxford to Cambridge Arc, directly connecting to the Central Section of EWR.

Strengthening infrastructure along the Cambridge to Norwich Tech Corridor, linking two of the UK's powerhouse cities, will help realise its full potential. For road, improvements to the A11 were completed in 2014 when the last single carriageway stretch between Thetford and Barton Mills was dualled by National Highways. However, the pinch point at the Mildenhall Fiveways Junction still acts as a constraint.

The A14 forms the road component of the UK's premier freight corridor but is not expressway standard along its length. There are already 5,000 lorry movements out of Felixstowe per day, and the corridor is constrained at seven pinch-points, the most notable at Bury St Edmunds and Ipswich, the A14/A12 Copdock interchange and poor resilience at Orwell Bridge.





## 5.4 | Connecting South Essex – London – Thurrock – Basildon – Southend (E)

Our South Essex corridor is a major location for economic growth, and existing proposals will unlock the further expansion of our global gateways. The corridor comprises growing urban areas across Thurrock, Southend and South Essex including Basildon, connecting to neighbouring areas including London and across the Thames to Kent. Transport East fully supports the work of the Thames Estuary Growth Board, Opportunity South Essex and the Association of South Essex Local Authorities to drive forward progress in this vital area for UK prosperity.

The corridor is some of the most densely populated settlements in the region, featuring major high-value and expanding industries covering digital, creative, ICT, vehicle automation and aerospace sectors. Investment in this area will unlock expansion of growing towns, principally Southend-on-Sea and Basildon, and the important international gateway at Southend Airport, which handles 1.5 million passengers per year and has permission to grow.

Basildon has a local economy worth £3.7bn – the largest in Essex - and employs 97,000 people, with ambitious plans to redevelop its central area. Southend-on-Sea is the centre of the largest urban area in the east with 65,000 jobs and welcoming over 6.5 million visitors per year.

This corridor experiences severe traffic congestion with a significant proportion of residents driving to work. To cater for economic and population growth, investment in both the road, passenger rail and the bus network is required. Poor north/south connectivity between major residential and employment centres in this corridor is a particular challenge.

In Thurrock, London Gateway is one of the fastest growing ports in the world. When fully constructed the port shall have a capacity of up to 3.5 million containers (TEU), whilst the park will provide up to 830,000sq.m of commercial floorspace. It has the potential to provide c.36,000 new jobs.

Alongside London Gateway, Tilbury and Purfleet are major gateways. The Port of Tilbury has ambitious expansion proposals, whilst Purfleet Thames Terminal handles approximately 250,000 trailers, containers and tanks per year.

The expansion of this economic gateway as a powerhouse for future UK trade and innovation is constrained by the capacity of the rail and road network. The A13 along its entire length already carries 64,000 vehicles (including cars and lorries) daily, and junction 30 of the M25 also plays a significant role in enabling traffic movement through



the South Essex corridor. Continued congestion and delays will affect network capacity and act as a barrier to growth.

Finally, this corridor also acts as the connection to the wider south-east. With proposals for the Lower Thames Crossing connecting Thurrock directly to Kent. Improving sustainable transport options and better connections to the Thames ports would enhance the plans.

## 5.5 | Stansted – Braintree – Colchester – Harwich and Clacton (F)

This corridor provides vital resilience for freight to our East Coast ports, whilst also supporting significant growth. Currently, the A120 suffers from increasing unreliability due to the single-carriageway section, which also has adverse impacts on communities along its length. With the planned population and jobs growth, this situation is expected to become critical.

Unlocking constraints for people and goods moving between Braintree and the A12 will boost our connectivity between growing towns and cities and link the M11 UK Innovation Corridor with gateways at London Stansted Airport, Freeport East and the Port of Ipswich. Improved connectivity and capacity on this corridor will support adjoining corridors, including links to the A414 corridor and Hertfordshire.

Tackling constraints on the A120 corridor will support the creation of garden communities, to the west of Colchester and around Harlow.. It extends to Harwich and Clacton-on-Sea, supporting the Levelling Up of these communities through improved connections to skilled employment growth at Freeport East..

This corridor also supports the provision of essential high-capacity public transport and cycleways linking the existing and new communities.



## 5.6 | King's Lynn – Cambridge – Harlow – London (G)

The UK Innovation Corridor growth partnership is working closely with Transport East, promoting development, transport and better infrastructure, next-generation science and technology powered by London and Cambridge.

The West Anglia Main Line railway and A10 northwards to King's Lynn is a natural extension of this, encapsulating a growing economy based around medical and agri-tech, life sciences and bio-sciences. The corridors include gateways at London Stansted Airport and King's Lynn Port and multi-centred growth at King's Lynn and Harlow.

Harlow has notable sustainable growth plans set out through the Harlow and Gilston Garden Town masterplan. With 3,000 jobs coming with the new UK Health Security Agency and thousands more through the Harlow Enterprise Zone, the town's location close to London, Stansted and Cambridge is a core benefit. High-quality, sustainable transport corridors including the Hertfordshire-Essex Rapid Transit (HERT) are central to the vision.

Network Rail has, in sections within London and Broxbourne, scoped track and station capacity increases on the West Anglia Main Line to bring forward 20,000 homes and 10,000 jobs sooner than 2030. This clearly has positive implications for growth in the UK Innovation Corridor, benefiting Harlow and King's Lynn. Also proposed (currently GRIP2/3) are capacity and other improvements at Ely to allow to allow additional train movements and improve the connection between Felixstowe and the Midlands (see also Corridor C above).

Significant constraints on the road network include the M11 junctions (particularly junction 8 for Stansted Airport) and the A10 limiting proposed growth at West Winch.



6.0

# DELIVERY APPROACH

## 6.1 | How we will prioritise investment and accelerate delivery

Transport East has been tasked by Government to set a Transport Strategy for the region and advise on investment priorities. However, our partnership is already thinking beyond that, to proactively put in place capability, capacity and systems to accelerate delivery of our strategy and investment programme.

This Strategy document is accompanied by our Investment and Delivery Programme document which sets out our proposals, summarised in Table 6.1.1, for how our partnership will deliver better transport outcomes in the East of England.

**Table 6.1.1: Transport East approach to investment and delivery planning**

### 1. What is our PURPOSE?

- To deliver our strategic priorities in our Transport Strategy.
- To identify the best projects and programmes required for the four pathways and six strategic corridors in the strategy.
- To improve and maximise delivery of transport outcomes in rural, coastal and urban places in the region, and on each of our six strategic corridors.

### 2. What is our PROCESS for better prioritisation and faster delivery?

- Create and manage an Investment Pipeline for the East, supporting progression of new ideas from our partners through scheme development to making the case for delivery, and identifying and tackling resulting gaps in our portfolio.
- Adopt the draft Strategic Assessment Framework – to identify our pan-regional and corridor priorities aligned with our 4 strategic pathways, and enable regional and national partners to ensure their projects align with the region's single voice set out in the Transport Strategy.
- Support our partners to accelerate business case development to get our projects funded and delivered quicker.
- Regularly review of our programme to ensure continued alignment with our priorities and to respond to changing circumstances.

### 3. How will we maximise PERFORMANCE?

- Work with government to improve the conditions for better delivery including funding certainty for new projects and programmes as well as maintenance for existing infrastructure, greater transparency of decision-making, reduction of risk, and increased 'lock-in' to other delivery bodies.
- Deliver a technical work programme agreed annually by our members through our Business Plan to 'improve capacity, capability, intelligence and expertise in the region to drive forward our strategy, projects and programmes'.

## 6.2 | Funding the strategy

One of the crucial elements to delivering the strategy is the availability of funding to local authorities and other bodies responsible for infrastructure in the East. In 2018 the East of England saw the lowest per capita government spend on public transport nationally, and the fourth lowest across transport overall. In the Investment and Delivery Programme (IDP) we have mapped prior, current and future funding streams as well as exploring new innovative funding opportunities to deliver this strategy.

Funding and prioritising schemes is part of a wider, inter-linked process. Transport funding and the priority status of schemes are often linked to external decisions on delivering infrastructure beyond the remit of transport itself. The funding approach we put forward is intentionally flexible; identifying potential future funding streams so we can pivot to meet changing needs and alternative funding approaches as opportunities arise. The IDP sets out in more detail how we will secure funding for our future projects.

Transport East advocates for multi-year funding for the East. Multi-year funding provides a more stable income stream that can be used to launch a long-term programme of works, allowing for the longer-term planning and development of

schemes. This supports the more efficient delivery of investment projects, the ability to effectively plan maintenance programmes to maximise our existing extensive assets, thereby delivering greater value for money.

## 6.3 | How we will measure success

It is important we can measure the success of interventions in achieving the aims of the strategy and against our four strategic priority pathways. The IDP sets out more about how we will monitor our performance and a full Monitoring and Evaluation Plan will be developed to accompany this strategy in the future.

## 6.4 | Encouraging innovation

A central component to Better Delivery across all four pathways is a focus on encouraging innovation and harnessing new technology to overcome challenges and remove barriers.

Improvements to electric vehicle technology are needed to overcome psychological barriers to take-up, for example 'range anxiety'. Connected and autonomous vehicles offer the potential to improve accessibility and connectivity, but further testing and refinement is needed before these vehicles can be introduced on our roads. More work is needed to develop viable alternative

fuels in the aviation and shipping sectors. Digital mobility apps can be improved through the collection and utilisation of richer data.

Transport East is committed to supporting research and development across the transport sector as part of delivering this Strategy. We will become the regional horizon scanners; working with academia and business to understand the future of transport and technology innovation to determine the best solutions for our unique region.

We will work with private sector-led initiatives and collaborate with local authorities and other Sub-national Transport Bodies to pilot new initiatives and make sure that the region is at the cutting edge of technological innovation. We will also act as an advocate for research and development projects, working in partnership with government to increase funding and allow for longer trial periods to test new technologies.



## 6.5 | Delivering for everyone

People do not experience the transport network and services equally. Throughout this Strategy we have conscientiously considered the needs of people with protected characteristics under the Equality Act and those who suffer deprivation. We are committed to implementing changes across the region to make accessing and using our networks more equitable. Transport is not an end, but a means to access employment, education, services and experiences.

Across the East we have on average an older and aging population, this increases the likelihood of people living with health conditions and disabilities. We also have more women living in the region than men. While we have a lower percentage of people of Black, Asian and minority ethnic heritage in the region than other places within the UK, there are particular locations that are home to specific communities and understanding how culture, social and economic factors influence travel choices is important to make sure everyone can benefit from improvements.

The region also has 17 local authorities in tiers 1 and 2 of the government's Levelling Up Fund priority assessment, with notable pockets also within our towns and cities. These indicate areas

with some of the most entrenched deprivation, where access to education, healthcare, training and skilled work are one of the main areas for improvement. How low-income, deprivation and protected characteristics intersect is also crucial to really improving people's quality of life through transport investment.

The Integrated Sustainability Appraisal has reviewed the Strategy, testing our approach against equality and socio-economic outcomes. We will work with local experts, groups and organisations to understand the needs and experiences of users more fully and seek to make positive change as we deliver the Strategy.



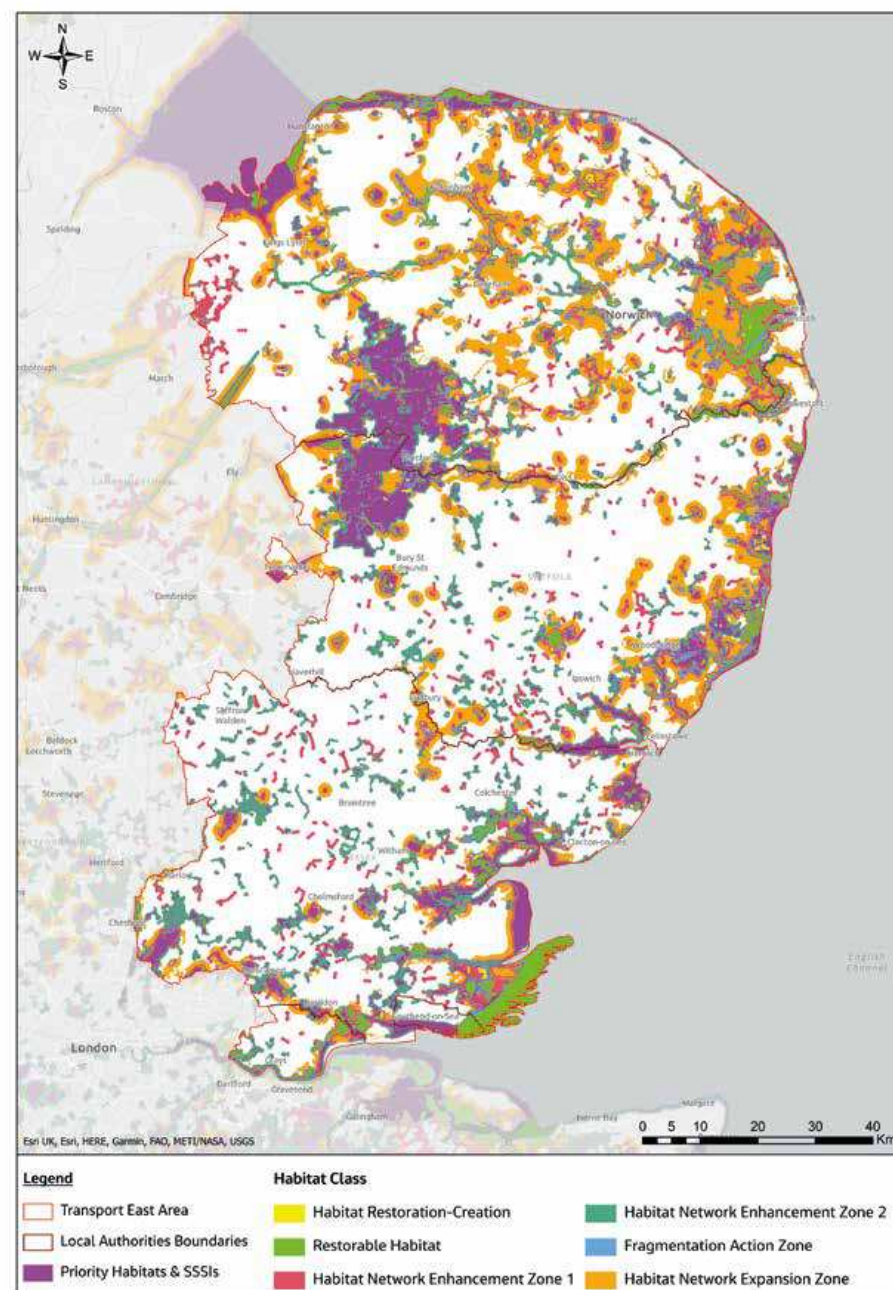
Image: Ryan Grice from Unsplash

## 6.6 | Delivering for our environment

The delivery of the Strategy includes new and upgraded transport infrastructure as well as measures which will influence how transport infrastructure will be used. This has potential implications for the wider environment and the Strategy includes a commitment to reducing carbon emissions to achieve net zero carbon by 2040. The Strategy will also support reducing air pollution generated by transport and contribute to reducing noise in urban areas. We recognise that transport infrastructure development can have impacts on landscapes, heritage and flood risk, or result in the loss or fragmentation of habitats and have impacts on biodiversity.

It is important that transport infrastructure development is planned with as much sensitivity as possible to avoid and minimise these impacts. As new projects come forward we will support promoters to optimise designs to incorporate climate change resilience, biodiversity net gain and minimise embedded carbon and operation carbon emissions.

**Figure 6.6.1:**  
**Map showing areas for potential**  
**bio-diversity enhancement**





**To make sure our Strategy delivers the balanced outcomes for all people and the wider environment Transport East will:**

- Assess the current constraints and environmental potential for each of our 6 core corridors through our Corridor Connectivity Studies, with a view to identifying potential areas of biodiversity net gain.
- Enhance our evidence and understanding of the interfaces of transport and inclusion, and promote inclusive transport within the East through our work programme as set out in the annual Business Plan.
- Develop a regional Strategy Hub, drawing together a panel of diverse representatives and experts along with public views to explore the region's most pressing strategic transport challenges.

The Integrated Sustainability Appraisal has reviewed our Strategy against environmental objectives. This has identified recommendations for actions to protect and enhance the environment to take forward into Strategy delivery. This includes specific measures to support biodiversity recovery, restoration and enhancement which can build on the requirements for development schemes to provide a minimum 10% biodiversity net gain. The Strategy aims to work with the local transport authorities and by coordinating and guiding biodiversity enhancement we aim to go beyond the minimum requirements and provide meaningful improvements contributing to Natural England's habitat network. This network mapping identifies existing habitat value and areas with potential for restoration and enhancement.

Our Strategic Corridor studies will include a committed to assess the current environmental constraints and enhancement potential for each corridor. We will include natural capital, ecosystem services and biodiversity net gain metrics as part of this assessment informed by engagement with local experts and stakeholders to understand strategic opportunities for improving our environment as we deliver this strategy.



Image: Centre for Aging Better



# 7.0 NEXT STEPS

## 7.1 | How the Strategy will be used

This strategy sets out an approach for improving transport and delivering wider societal and economic benefits in the Transport East region over the next three decades to 2050.

Further work is underway to develop the individual projects and programmes that will be key to implementing the Strategy. Our framework for assessing new initiatives is summarised in our Investment & Delivery Programme (IDP), which sets out the investment necessary for the delivery of the Strategy. The IDP will be reviewed regularly to ensure there is a pipeline of identified investment to continue delivering the pathways, goals and actions within the Strategy.

The Transport Strategy will also drive our own programme of work which is set out annually in our Business Plan.

We will continue to work with government, other regions, our local authority partners and the private sector to deliver existing commitments in the region, and to explore innovative solutions to transport challenges harnessing emerging technologies. We remain open to trialling new initiatives and technologies in collaboration with government agencies and private enterprise to deliver a step-change in transport outcomes both within the region and nationally.

We are also committed to improve collaboration and partnership working with delivery agencies such as Network Rail, Great British Railways, Active Travel England, the Department for Transport, other Sub-National Transport Bodies, and National Highways.

## 7.2 | How the Strategy will be updated

Progress in delivering the Strategy will be monitored and reported regularly. The strategy will be updated periodically to remain relevant to the evolving transport challenges the region faces. This flexible approach will position the region effectively to continue to support the government in achieving wider national aspirations for new homes and jobs, levelling up, boosting international trade, and achieving net zero as we recover from the COVID-19 pandemic.

We are committed to maintaining transparency and accountability as the Strategy is updated. All versions of the Strategy and associated Investment and Delivery Programmes will always be publicly available on the Transport East website with a clear direction to the up-to-date version of each.



# TRANSPORTEAST

TRANSPORT STRATEGY 2022

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# TRANSPORTEAST

INVESTMENT AND DELIVERY  
PROGRAMME  
July 2022

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## 1. Introduction

### 1.1. Overview

This document sets out our proposed approach to an Investment and Delivery Programme to enable delivery of the Transport Strategy.

It is a supporting document for the Transport East Strategy, and the main document will be reviewed every three years or in response to emerging guidance and policy; the Appendices to this document will be updated annually.

### 1.2. The role of Transport East

Transport East is the Sub-National Transport Body that acts as one voice for the future of transport in Essex, Norfolk, Suffolk, Southend-on-Sea, and Thurrock.

#### ***OUR VISION***

***A thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come.***

As a partnership, we bring together local transport and planning authorities and business leaders with Government (including the Department for Transport, Network Rail, Great British Railways and National Highways) to speak with one voice and identify the transport investment needed to fully support our members' shared ambitions for economic growth, quality of life, development, and prosperity in the region.

We aim to do this through the broad activities set out in figure 1.1, with specific actions agreed annually in the Business Plan.

**Figure 1.1: Transport East role - Core activities**

Lead Strategic Thinking	Strategic Co-Ordinator	Elevate work of partners	Influencer	Intelligence
<p>Strategic direction and thought leadership for the East</p> <p>Lead regionally wide studies and strategies</p> <p>People centric approach:</p> <ul style="list-style-type: none"> <li>Integrated</li> <li>Multi Modal</li> <li>Accessible</li> </ul> <p>Lead national and regional STB thinking on specific topics</p>	<p>Coordinate strategic investment pipeline</p> <ul style="list-style-type: none"> <li>Assessing and prioritising schemes/projects</li> <li>Monitoring scheme/projects delivery</li> <li>Challenging outcomes where necessary to deliver strategic outcomes</li> <li>Lead business case development for sub-national scale projects</li> </ul> <p>Coordinate partners on regional and national priority issues</p>	<p>Enable local partners to deliver at the local level</p> <p>Enable strategic bodies to deliver better strategic projects</p> <p>Accelerate outcomes by unblocking / speeding progress</p> <p>Adding capacity and capability to partners</p>	<p>Champion the East and Transport East Partnership</p> <p>Listening and understanding across local, sub-national and national partners</p> <p>Make the case for investment in the East</p> <p>Influence delivery bodies (Government, NH, NR)</p> <p>Single regional voice at a national level</p> <p>Collaborate to shift behavior across the region</p>	<p>Strategic transport expertise and capacity / capability</p> <p>Monitoring industry trends and innovation</p> <p>Lead a robust regional data, analysis, and monitoring function</p> <p>Sets standard and outcomes</p>

### 1.3. Transport East Strategy

Transport East has been tasked by its' partners and Government to set a Transport Strategy for the region and advise the Secretary of State for Transport on the East of England's transport investment priorities.

Our Strategy recognises that good transport is a means to an end, and not an end itself. Improving transport will help reduce carbon emissions and lead to a better quality of life for people in the region, levelling up by providing better access to more opportunities for work, learning and leisure. It will support businesses and drive economic growth by reducing costs, increasing productivity, and providing access to more markets and workers. It will also enable new development and housing.

The Strategy for the region sets out four strategic priorities for transport in the East of England:

- **Decarbonisation to net-zero** – working to achieve net zero carbon emissions from transport, building on our status as the UK’s premier renewable energy region.
- **Connecting growing towns and cities** – enhanced links between and within our fastest growing places and business clusters. Improving access for people to jobs, supplies, services, and learning; enabling the area to function as a coherent economy improving productivity and quality of life.
- **Energising coastal and rural communities** – a reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.
- **Unlocking international gateways** – better connected ports and airports to help UK businesses thrive, boosting the nation’s economy through better access to international markets and facilitating foreign direct investment.

The Strategy presents a delivery pathway for each of the four strategic priorities, which sets out the types of projects and schemes that are needed to achieve them.

#### 1.4. The Investment and Delivery Programme

This document outlines the purpose of the Investment and Delivery Programme, the process of how it was formed and will develop over time, and how its’ performance will be monitored, and the programme updated.

Transport East will not deliver individual projects. The role of Transport East, within the context of the IDP, is to;

- manage the Investment and Delivery Programme;
- advise government on priorities; and
- develop and deliver a programme of technical work and business cases, in partnership with local and national partners, providing the evidence base to improve and maximise delivery of transport outcomes in the region.

## 2. Purpose of the Investment and Delivery Programme

### 2.1. Overview

The Investment and Delivery Programme (IDP) will enable the partnership to identify and prioritise the strategic projects we need to deliver the goals and priorities in the Strategy. The regional Strategy will support the Local Transport Authorities to align their Local Transport Plans to support delivery of these priorities for local projects in their programmes ensuring a consistent strategic approach for the region.

We propose that the IDP comprises a regional transport investment pipeline to assess and prioritise strategic transport projects in the East of England and supporting mechanisms to identify and help progress projects through the pipeline, from early ideas to business case development to delivery.

The proposed IDP approach builds on and expands our existing Investment Plan published in 2020<sup>(1)</sup>, that primarily comprised our existing strategic road and rail projects, by identifying and accelerating new ideas to ensure the future investment pipeline continues to expand and evolve to deliver our vision.

With a focus on the four strategic priorities, the IDP identifies strategic pan-regional packages and projects that address regional issues, as well as projects within our six core strategic movement corridors (Figure 2.1). These corridors comprise growing urban areas, economic centres, ports and airports, and the road and rail connections between them and the rest of the UK. These corridors are critical to this strategy and further investment will be needed along them if the region is to reach its potential as a thriving, connected, multi-centred economy, whilst reducing carbon emissions.

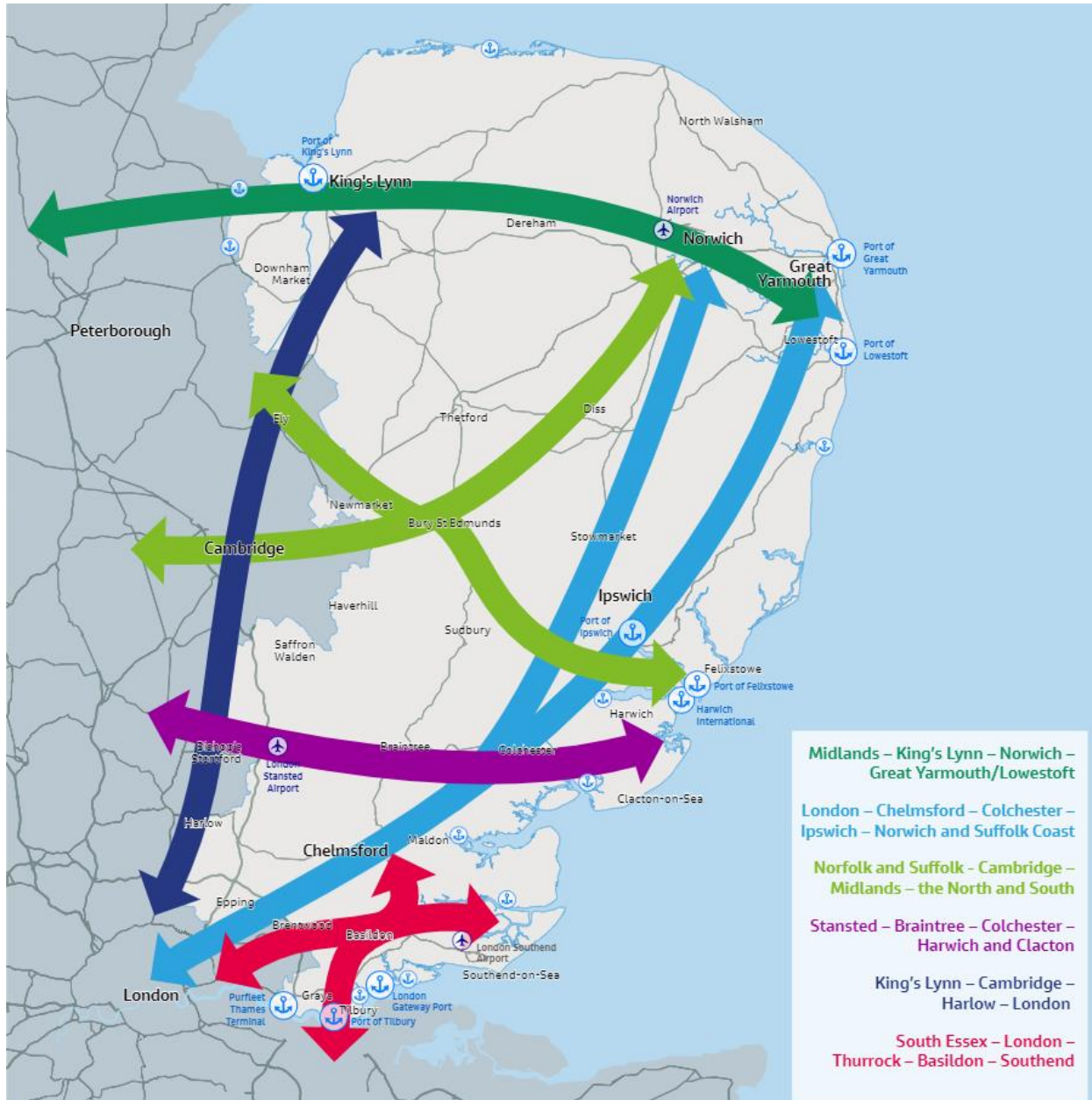
The IDP mechanism has been developed to be flexible to align with Government's established national programmes to deliver major road and rail investment in the Transport East region. It will also align to emerging national mechanisms to fund other types of projects, including active travel, passenger transport, freight and electric vehicles. Projects coming through our pipeline will be designed to align with national and local funding sources by using a Strategic Assessment Framework.

The assessment process is set out in section 3. The Transport East technical work programme (Appendix G) will support scheme promoters to progress constituent projects through the pipeline and drive forward our strategy. The technical work programme is reliant on continued close working with partners, and the resourcing of our capacity, capability, data intelligence and expertise to perform this vital role.

1 Transport East Interim Investment and Delivery Plan 2020 , <https://www.transporteast.org.uk/wp-content/uploads/Investment-and-Delivery-Plan-1.0-1.pdf>



Figure 2.1 – Transport East core strategic corridors



## 3. Process

### 3.1. Overview

This section provides a high-level summary of the process undertaken to develop the Investment and Delivery Programme.

This IDP builds upon an interim plan published in September 2020 by incorporating additional place-based and region-wide projects and programmes, in addition to road and rail projects on strategic corridors. All the proposals in the programme have been identified and prioritised with reference to the four strategic priorities that underpin the Strategy. The successful management, monitoring and delivery of the programme will be supported by contributions from the constituent members of Transport East and the annual Transport East Business Plan.

### 3.2. Alignment with policy and existing delivery mechanisms

The IDP and the longer-term Strategy have both been developed in line with existing national transport policy. In particular, the Government's target to deliver Net Zero by 2050, the ambition to 'Level Up' left-behind areas of the country, the Walking & Cycling Investment Strategy and 'Bus Back Better'. It has also been developed to align with Government programmes to deliver major road and rail investment in England, notably the Roads Investment Strategy (the five-year programme for improving the Strategic Road Network delivered by National Highways) and Network Rail's Rail Network Enhancement Programme (RNEP).

### 3.3. Engagement

The IDP approach has been developed following extensive pre-consultation engagement with hundreds of partners across the region and refinement through the Transport East Forum and Senior Officers Group. Partners have been engaged at every stage of the process from the identification of strategic priorities to the development and prioritisation of individual schemes and projects. The approach and programme have been updated to reflect feedback from the 2021/2022 public consultation.

### 3.4. Project identification

Following the definition of the vision and strategic priorities for the draft Transport Strategy, a long list of potential projects, programmes and actions was collated, informed by research and engagement with partners. These were strategic scale projects, or packages of smaller interventions that collectively became strategic in scale. This process did not replicate or include more local projects that would be considered and funded as part of the Local Transport Authorities' Local Transport Plans.

Individual projects on the long list are naturally at different stages of development and the assessment was therefore based on varying levels of information. Each individual project was categorised based on its stage of development, using a similar approach to that adopted by National

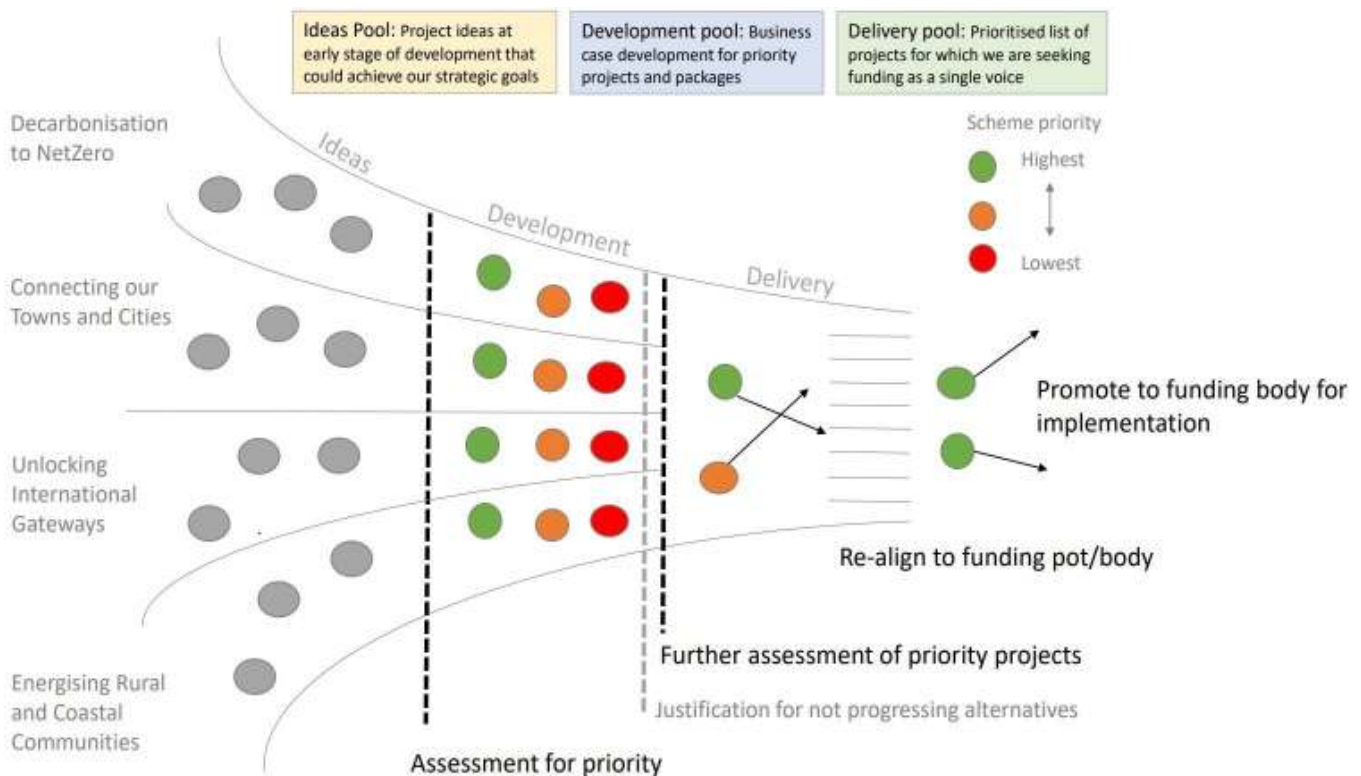
## Highways and the DfT to develop the Roads Investment Strategy.

The categories used in this case are as follows:

- ‘Ideas pool’ – projects that could deliver identified strategic priorities but are not yet sufficiently advanced. These will include concepts, early feasibility studies and pre-Strategic Outline Business Cases. Although these will have considered options and alternatives, they will not have been subject to any in-depth assessment.
- ‘Development pool’ – projects that are in development and have already been subject to a feasibility study or are currently developing or have completed a Strategic Outline Business Case that compares a short-list of alternative options for delivering the project.
- ‘Delivery pool’ – projects where the development of a business case has achieved programme entry for delivery funding; acknowledging that planning consent may still be required. For these projects a preferred option has already been identified.

These categories collectively comprise the proposed Transport East Pipeline (summarised in figure 3.1), which will be adopted as our programme management approach to help promoters progress projects from ideas to delivery, and ensure they maximise their contribution to the Transport East strategic priorities.

**Figure 3.1: pipeline progression**



The programme will continuously evolve and develop, based both on the work undertaken by our

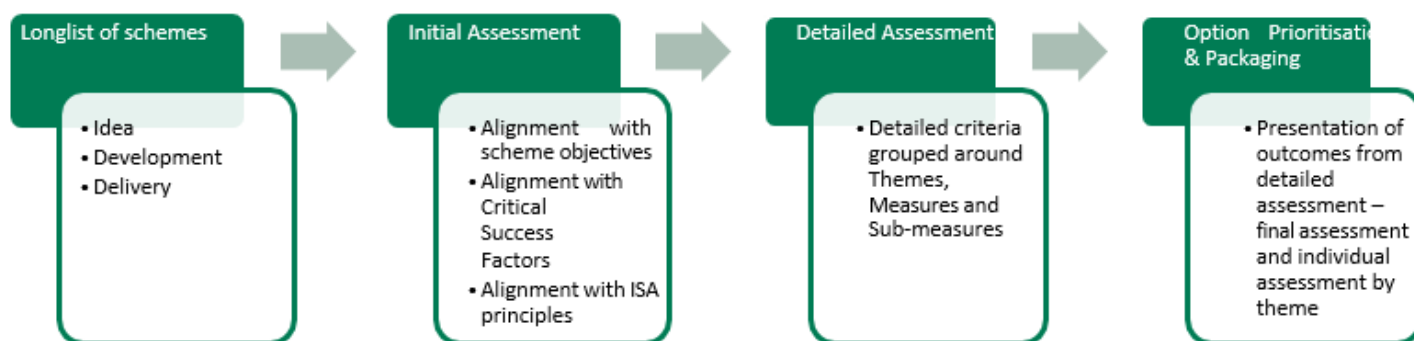
partners and a technical programme that will develop both an evidence-base to support projects in the programme and identify new projects to be developed and delivered. This programme of work is covered in more detail in Appendix G.

### 3.5. Option assessment

The long list of projects was assessed using a bespoke multi-criteria assessment framework, which was designed in line with Government guidance and our draft strategic priorities. The assessment framework enables the performance of each project to be assessed against the four strategic priorities and a wide range of additional criteria.

This was undertaken in several stages using a holistic approach to ensure that a range of high-value projects are brought forward for delivery. The process is summarised in Figure 3.2., recognising that new ideas from Transport East and its partners will continue to be added to the long list, which will then be assessed as part of the annual IDP management and review.

**Figure 3.2: Summary of the Assessment Framework process**



#### 3.5.1. Initial Assessment

The initial assessment considered the extent to which projects:

- Could deliver Transport East Strategic Priorities.
- Performed against Department for Transport, (DfT), Critical Success Factors (cost, fit with Government objectives, supplier capacity/capability, and technical feasibility); and,
- Performed against a sustainability assessment, i.e. ISA principles.

A full list of the assessment criteria can be found in Appendix A

The sustainability assessment is an approach based on Integrated Sustainability Appraisal (ISA) principles. It considers the downstream requirements for Strategic Environmental Assessment (SEA), Habitats Regulations Assessment (HAS), and the assessment of impacts on health, equality and community safety. This process led to the identification of modifications to the long list that were needed to improve alignment with the Strategy and Government requirements.

### **3.5.2. Detailed assessment**

The Detailed Assessment then assessed projects based on their expected impact (both beneficial and adverse) on the Strategic Priorities, Critical Success Factors and sustainability criteria, breaking each area of assessment down into more detailed components. Project assessment was undertaken in line with the DfT's Transport Analysis Guidance (TAG) and Early Assessment and Sifting Tool (EAST) Guidance. The effectiveness of a measure to deliver against the goals within each strategic priority was provided by the application of a weighting factor. Details can be found in Appendix B.

The overall purpose of the Assessment Framework was to assess projects in a consistent and transparent way, using a methodology in line with Government guidance and recognisable to key agencies such as the DfT, National Highways, Great British Railways and Network Rail. The process provides clarity to Government regarding the region's priorities and assurance that those priorities have been identified in a robust manner. This method created a dashboard through which projects could be compared based on the information available. A summary of the assessment results can be found in Appendix C.

### **3.5.3. Integrated Sustainability Appraisal**

Transport East is committed to improving environmental, social, and economic wellbeing of the region as indicated in the wider outcomes. As part of this commitment Transport East is undertaking an Integrated Sustainability Appraisal (ISA) to inform the development of the Transport Strategy.

An ISA is a process for assessing the social, economic, and environmental impacts of a plan in a systematic and transparent way with the aim that sustainable development principles underpin the strategy.

The ISA is based around the strategic environmental assessment (SEA) process and has five key stages (Figure 3.3), including an initial scoping stage providing context and focus for the assessment, and iterative assessment of the developing plan, followed by consultation on the assessment and draft strategy documents



**Figure 3.3: Key stages in the ISA process**

The monitoring plan<sup>(2)</sup> employs a number of targets and indicators to help identify any significant effects that could arise through the implementation of the strategy, the responsibility for monitoring and reporting against these targets would sit with different organisations and scheme developers. This will inform the development of the IDP monitoring and evaluation plan.

### 3.6. Current pipeline programme

The identification and assessment processes identified priority projects that should be progressed as part of this IDP as a first step towards delivering Transport East's vision and strategic priorities. When identifying pipeline projects, it is recognised that some projects will score well across all criteria and others will score strongly in one area, reflecting both the nature of the project and the stage of development. Projects in the ideas pool with significant potential to support our objectives will be prioritised for accelerated business case development. The assessment process will also assist in identifying where projects, as they develop through the business case and design process, need to be enhanced to optimise their performance in delivering against the strategic goals, prioritising opportunities for sustainable transport, mode shift and decarbonisation of transport. It is envisaged that the future management of the pipeline will ensure that the combination of measures in the Programme will collectively deliver all our strategic outcomes.

The current pipeline list of projects can be found in Appendix D and a map showing the location of projects in Appendix E. These projects have been grouped in the following categories:

- **Committed projects** – these are projects that have already been identified to be in the delivery stage. They are well developed and already have some delivery funding certainty and commitment from national government within funding programmes.
- **Projects to be delivered in neighbouring authorities** – the transport network extends beyond the Transport East region; this section identifies those projects that are important to and affect transport in the East but will be delivered by others. Working closely with neighbouring authorities and Sub-national Transport Bodies, we can strengthen the evidence for joint priorities, develop solutions that work for all of our communities, provide better value for the taxpayer and ensure initiatives being progressed in a neighbouring region do not unduly impact the East
- **Regional strategic packages** – This category contains a mix of projects to be progressed by Transport East, the Local Transport Authorities / Local Government or other delivery bodies. These packages highlight priority areas of work, where Transport East can:



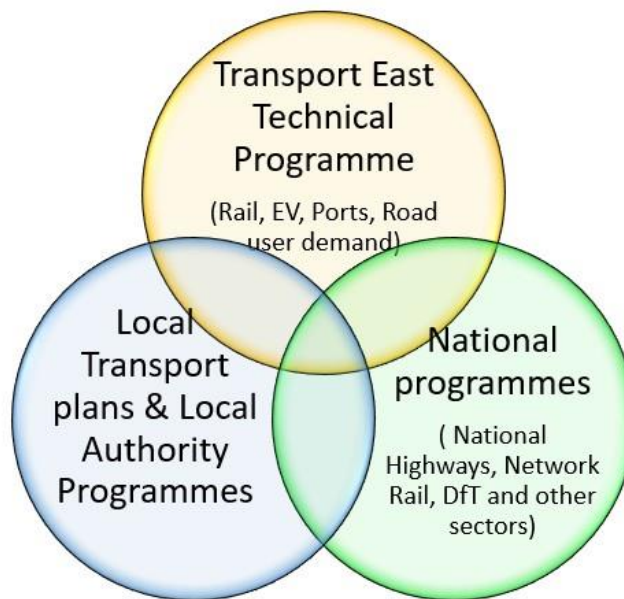
- support the case for investment, for example for the 5G roll out.
  - make the case for long-term funding certainty to enable ambitious programmes for active travel and urban sustainable programmes; and,
  - add to the technical programme to develop an evidence base to support future Local Government decisions, for example the road user demand management measures. It is important to have a section in the IDP that can identify how ideas need to be supported and developed.
- **Strategic corridors** – This category identifies projects that sit along the six core strategic corridors, which will either individually or in combination deliver the strategic priorities. These are a mix of road, rail and sustainable transport measures that are either at the idea or development stage. Progression of these projects will be dependent upon the development of a satisfactory business case that will recognise the government’s changing emphasis for projects to demonstrate significant contributions to decarbonisation and sustainable transport.
  - Multi-modal corridor studies will be undertaken to understand the future needs of the routes and the identify any interdependence between current and future projects ensuring an integrated approach to development and delivery.

The IDP process is focused on strategic-scale projects and has not considered more localised projects and initiatives typically included within the Local Transport Authority’s Local Transport Plans (LTP’s). It should be noted however that most LTP’s will also refer to strategic-scale projects of importance to that Local Transport Authority.

### 3.7. Technical programme

The Transport East technical programme will deliver outputs that build evidence and expertise in areas of work to support the capacity and capability of its partners to evidence, identify and progress proposals. The scope and detail of this work will be informed by the gaps highlighted by the assessment process. We aim to ensure alignment with the activity of partners to enhance delivery of transport projects within and affecting the region.

**Figure 3.4 An integrated approach to strategy and project development**



The technical programme is identified within the annual Transport East Business Plan and in response to new funding opportunities. These projects will inform new projects and support existing projects in the IDP ensuring a balanced portfolio. The current areas of work being progressed can be seen in Appendix G

### 3.8. Funding

Transport funding and the relative priority of projects is complex and often linked to external decisions on delivering infrastructure. One of the crucial elements to delivering the strategy is the availability of greater levels of funding to local authorities and other bodies responsible for infrastructure in the East.

The Local Authorities in the region are fully committed to the IDP and already make a substantial contribution from existing budgets. However, significant support will be required from Government to deliver and continue to develop the IDP.

Many of the major road and rail projects will need funding to be provided by government through National Highways (via the Roads Investment Strategy) and Network Rail / Great British Railways (via Control Period settlements). Many initiatives led by local authorities will also need to be funded through a range of existing and future funding streams, in addition to the current annual capital allocations to local government, for example the Levelling Up Fund, the National Home Building Fund, and the Shared Prosperity Fund. The delivery of many transport projects requires local authorities to bid into a national competition for time-limited funding.

It is also important to value what we have. We will work with Local Transport Authorities and infrastructure bodies to promote the effective maintenance and management of the transport

network, to ensure the strategic, major and local networks provide reliable and safe journeys.

Current and future Government national funding streams are likely to play a role in delivering the IDP. Each funding stream has different application criteria. Therefore, multiple funding applications to different sources will be required to support the delivery of the full Programme. Multi-year settlements for the region, like those currently in place for National Highways and Network Rail, could create the potential for significant funding efficiencies, especially if these funds are linked to the delivery of outcomes rather than being specific to modes of transport. In addition, the provision of multi-year revenue funding would enable the development of ambitious programmes in advance of funding, opportunities and provide greater certainty for local authorities to enable them to fully commit to long-term transport planning and maintenance.

In addition to government funding, Transport East will work with partners to identify appropriate funding streams and private sector investment to support the funding for our projects. Figure 3.5 shows the range of current alternative funding streams available to local authorities, these funding sources are supplementary to central government funding.

Further work is needed to develop and refine cost estimates for many of the projects and programmes. Many projects in the 'ideas pool' have not been subject to detailed feasibility studies. An indicative cost range estimate for the region's programme of projects in the 'development' and 'delivery' pools is between £4.6bn and £6.3bn. Due to the evolving nature of project development and delivery costs managed by the project promoter, details of individual project costs are not included in the IDP tables.

Transport East will support our partners to accelerate business case development to get our projects funded and delivered more quickly

**Figure 3.5: Potential third-party funding routes for the IDP**

Planning / Developer Contributions	Borrowing	Financing
Section 106/278 Community Infrastructure Levy (Government propose to change these mechanisms soon)	Public Work Loan Body	Tax Increment Financing
	Municipal Bonds Agency	Direct Private Financing
	UK Infrastructure Bank	
	User Charges	Other levies
Partnership approaches to land value capture agreement	Workplace Parking Levy	Business Rates Supplement
Public land acquisition (potential with support from Homes England) with later capture land value uplift from development	Road Tolling	Council Tax Levy
	Road User Charging	

### 3.9. Governance

Transport East is governed by the Transport East Forum, our principal decision-making board. The Forum will provide regional oversight of the Investment and Delivery Programme and will endorse Transport East advice on investment priorities coming through the pipeline to the Secretary of State for Transport. It will oversee the regional work programme to help accelerate projects and initiatives through the pipeline process, including business case development.

The Transport East Senior Officers Group will provide operational oversight of the IDP and manage resource to ensure its efficient operation. Existing mechanisms will be utilised and enhanced to ensure wider partners are able to input and submit proposals into the annual review of the IDP.

The IDP approach provides support for project promoters to identify and develop new ideas, ensure they are aligned with the regional strategy through the strategic assessment framework, and support with business case development. Individual project business cases will continue to be the responsibility of the project promo

## 4. Performance

### 4.1 Monitoring and evaluation

To deliver the outcomes identified by the Strategy, it is important to measure and evaluate performance of the IDP to inform the evolution of the programme and future IDP's and support better delivery.

It is important that we can measure the success of interventions against the aims of the Strategy. Transport East will develop and implement an IDP Monitoring and Evaluation plan.

Twelve transport goals have been identified in the draft strategy linked to the four strategic priorities. These are set out in Figure 4.1 and will form the basis of our outcome monitoring.

**Figure 4.1: Strategic Priorities and Transport Goals**

Strategic Priority	Transport Goal
Decarbonisation to net-zero	1. Reduce Demand for carbon intensive transport trips through local living. Making it easier for people to access services locally or by digital means
	2. Shift modes by supporting people to switch from private car to active, shared and passenger transport, and goods to more sustainable modes like rail
	3. Switch fuels with all private, passenger transport, fleet and freight vehicles switching to net zero carbon fuels at the earliest opportunity
	4. Zero Carbon Growth by supporting authorities and developers to plan, locate and design new development that reduces the need for people to make carbon intensive trips in the future
Connecting our Growing Towns and Cities	5. Improve connectivity and accessibility within our towns and cities for walking, cycling and passenger transport to support sustainable access to services, education, training, employment and leisure
	6. Deliver faster and more reliable transport connections between our growing towns, cities and economic corridors, and to the rest of the UK, to support business growth, skills development and employment
	7. Fully integrate transport networks, services and operations across the East of England, through customer focussed approach enabling seamless and safe end-to-end journeys by sustainable modes
Energising our Coastal and Rural Communities	8. Increase accessibility to education, training, services and employment for rural communities
	9. Improve connectivity along our 500 miles of coastline
Unlocking International Gateways	10. Improve connectivity, journey time and reliability for freight, passengers and employees to ports and airports
	11. Move goods and people sustainably to ports and airports by shifting modes
	12. Increase the use of alternative fuels for both ports and airports

To assess the progress against these goals a baseline will be established for the Key Performance

Indicators, (KPI's). The KPI's will be monitored and reported on at regular intervals throughout the life of the strategy, a monitoring schedule will be developed to support this. Where appropriate, targets will be established that will enable impartial, measurable reflections on intervention performance.

Recognising the importance of the Decarbonisation to Net Zero strategic priority at local, regional and national levels; work will be undertaken to develop a carbon budget for the region. Together with the development of carbon reduction trajectories to deliver net zero, this work will also then set carbon reduction targets for the region. Ahead of any guidance or policy from Government relating to Whole Life Carbon impacts, the focus of this work will be "at the tail-pipe".

Current KPIs are set out in Appendix F.

## **4.2 Technical work programme**

To support the future performance of the IDP, we will develop the "next generation" strategic analytical capability, accelerate the delivery of the East's transport priorities and proactively manage the programme.

We will work with partners, both regionally and nationally to identify areas of work that will support the delivery of the Strategy through the evolution of projects within the pipeline and funding for delivery.

## **4.3 Better Delivery**

The role of Transport East is to bring together local authorities within the region to speak with a single voice on strategic transport issues, co-ordinate investment, and support better delivery.

To support the introduction of the IDP, the Transport East partnership has identified the following strategic delivery challenges that will need to be tackled through its wider work programme:

- The need for greater capacity and capability in the East of England for strategic transport planning, commensurate to that which is employed in other regions of similar size.
- The need for greater local accountability/influence for local and democratically elected strategic decision makers
- Better strategic integration and removal of silo-thinking in planning transport solutions
- To understand, and then achieve, the shift required to get to Net Zero, including influencing public opinion and attitudes on decarbonisation
- Better funding mechanisms, to ensure more funding certainty and reduce complexity for our



local authorities and partners, to improve strategic project development

- Better strategic coordination with other sectors to deliver transport benefits
- Ensuring understanding and co-ordinating the range of challenges and ambitions across our diverse partners and geography
- Communicating our priorities clearly to government, in a challenging funding environment
- Closer partnership with national delivery agencies and alignment with the strategic transport plans of neighbouring regions
- Supporting DfT's work with other government departments to co-ordinate our transport strategy with wider government delivery in the East

#### ***4.3.1 Multi-year funding certainty***

Transport East has requested a multi-year funding settlement for the East through the 2021 Spending Review. Multi-year funding provides a more stable income stream that can be used to launch a long-term programme of works, allowing for the longer-term planning and development of projects and schemes, which supports the more efficient delivery of investment projects and in turn greater value for money.

#### ***4.3.2 Innovation***

Transport East is committed to supporting research and development across the transport sector as part of delivering this Strategy. We will work with both public and private sector-led initiatives and collaborate with local authorities and other Sub-national Transport Bodies to pilot new initiatives and make sure that the region is at the cutting edge of technological innovation for transport.

We will also act as an advocate for research and development projects, working in partnership with government, academia and the private sector to increase funding for trials to test new technologies.

#### ***4.3.3 Data and intelligence***

Transport East will aim to develop data and modelling capabilities to enable an evidence-led approach to business case, programme and strategy development, ensuring the region has the capability and capacity to proactively capitalise on opportunities as they arise.

#### ***4.3.4 Delivery for everyone***

People do not experience the transport network and services equally, and we are committed through our strategy and IDP to implementing changes across the region to make accessing and using our networks more equitable. Transport is not an end, but a means to access employment, education, services and experiences.

#### **4.4 Updating the IDP**

The Appendices to the IDP has been designed as a 'live' mechanism that will be reviewed annually and updated, with the status of investment priorities in the programme published and regularly updated on the Transport East website.

We have established a framework for engagement with our partners, including Local Authorities, to support them with submitting new proposals into the pipeline, and accelerating existing projects.

All new regionally strategic proposals generated by our partners will be added to the 'ideas pool' and assessed during the annual review of the IDP. We will then work with our partners to process these ideas through the assessment framework to generate an updated priority project list to better deliver our regional vision and strategic priorities.

Theme	Measure	Detail	Sub-Measure
Decarbonisation Net Zero	De-carbonisation	To what extent does the option help to de-carbonise existing trips? For example through electrification	Embodied Carbon
			Operational Carbon
	Modal shift to active travel	To what extent does the option potentially increase modal shift to active travel?	
	Modal shift to PT	To what extent does the option increase modal shift from private car to passenger transport?	
	Aggregation of services / Reducing the impacts of travel	To what extent does the option reduce the need to travel? E.G. through better 'at home' provisions or co-location of services	
	Air Quality	To what extent does the option benefit air quality in the vicinity?	
	Net Environmental Gain	Are there any opportunities for net environmental gain?	
Connecting Growing Towns and Cities	Connecting our growing towns and cities	To what extent does the option connect growing towns and cities faster and more frequently?	
	Supporting homes & jobs (urban)	To what extent could the option support homes and jobs?	Directly supports
			Indirectly supports
	Pinch points	To what extent does the option impact any existing pinch points on the network where congestion or connectivity is poor	
	Viable alternative to the private car	To what extent does the option offer the potential for mode shift away from the private car by providing a	
	Connecting people to essential social services	Could the option better connect people living in urban areas to essential social services?	Education/Skills
			Health
Accessibility and Connectivity for Rural and Coastal Communities	Energised rural and coastal communities	To what extent does the option connect people, businesses and freight in coastal or rural areas?	
	Supporting homes & jobs (rural and coastal)	To what extent could the option support homes and jobs?	Directly supports
			Indirectly supports
	Connects people in coastal / rural areas to jobs (in any area)	To what extent does the option improve people living in rural or coastal areas access to jobs (in any area)	
	Connects tourism hotspots and transport hubs	To what extent does the option connect rural and coastal tourism spots to regional transport hubs (including via active travel); encouraging tourism in the region?	
	Connecting people to essential social services	Could the option better connect people living in rural and coastal areas to essential social services (in any area)?	Education/Skills
			Health
Unlocking International Gateways	Global Gateways	To what extent does the option improve connectivity (for both passengers and freight) to global gateways?	From within the region
			From outside the region
			From towns and cities within region
	Reliability (corridor)	What are the scale of benefits expected from improvements to reliability to and from international gateways (for both passengers and freight)?	
	Increases freight capacity	To what extent does the option improve freight capacity at (and on links to and from) key gateways? EG by removing pinch points	

Theme	Measure	Detail	Sub-Measure
Wider benefits	Health	Is the scheme likely to impact health and particularly health equality outcomes?	Through increased exercise
			Through improved air quality
			Mentally, through improved wellbeing
	Affordability	Is the scheme likely to be affordable to all (Equality)? Will different ticketing options and discounts be available? Is there a cost to using the option?	
	Safety	How likely is the option to reduce collision/incident rates on the network?	
	Urban Realm	To what extent does the option improve placemaking or the urban realm?	
	Personal Security	How likely is the option to improve personal security and equality through either the reduction of opportunities for crime or through improvements to perceptions of security (where this perception would otherwise prevent potential users from travelling)? Consider both Staff and Travellers (including groups which may be disproportionately impacted including women, ethnic minority communities and LGBTQ+)	
	Trip Purposes	Does the option serve a range of trip purposes for a range of people (equality assessment)? For example local education or care trips, commuting trips and shopping trips?	
	Journey Quality	Cleanliness/information/crowding/rest-rooms	
	Accessibility	Is the scheme accessible to a range of people (equality assessment) including people with (mental or physical) disabilities and/or those travelling encumbered with small children/bags?	
Critical Success Factors	Political Support	What level of stakeholder support is the scheme likely to see?	Political
			Public
	Buildability	Are there any constraints which preclude construction?	
	Planning/CPO	Does the scheme require statutory planning permissions or processes? How likely are these to be granted?	
	Engineering/technology	Are there any major engineering or technological constraints?	
	Supplier Capability/Capacity	What is the risk that suppliers will be unable to meet the needs of the scheme (e.g. production capability/resources/skilled labour)	
	Opportunities to support the Local Supply Chain	To what extent is the scheme likely to be constructed and operated by local suppliers?	
	Strategic Fit with Govt. priorities	How well does the option fit with wider national strategic priorities?	
	Construction Costs	How much does the option cost? State level of confidence in notes section	
	Operational Costs	Is the scheme likely to generate revenue, or will it require funds to operate? State level of confidence in notes section	
	Funding Availability	Is funding likely to be forthcoming?	

Theme	Measure	Detail	Sub-Measure
Strategic Fit	Modal shift to active travel	To what extent does the option potentially increase modal shift to active travel?	
	Modal shift to PT	To what extent does the option increase modal shift from private car to passenger transport?	
	Levelling Up Agenda	To what extent does the option benefit areas identified within the levelling up agenda in line with the levelling up index criteria?	Productivity, Unemployment and Skills
			Journey times to employment centres (noting that car journeys are weighted more heavily than PT or cycling journeys)
			Better utilisation of existing empty employment sites and homes
	Aggregation of services / Reducing the impacts of travel	To what extent does the option reduce the need to travel? E.G. through better 'at home' provisions or co-location of services	
	Reliability	What are the scale of benefits expected from improvements to reliability?	
	Journey Times	What are the scale of benefits expected from improvements to journey times?	
	Trip Purposes	Does the option serve a range of trip purposes? For example local education or care trips, commuting trips and shopping trips? Are people transported radially into city centres or circular in more local trip patterns?	

Appendix B – Weighting & Scoring

The criteria were weighted against their impact / influence to deliver the strategic goals. Neither the Strategic Fit nor the Wider Benefits have weighting applied.

The scoring to establish the weighting was:

- 0 = no/minimal impact;
- 1 = potential for a beneficial impact;
- 2 = the potential for significant beneficial impact.

‘Decarbonisation to Net Zero’ Weighting:

Criteria	Sub-Criteria	Goal 1 - Reduce demand	Goal 2 - Shift mode	Goal 3 - Switch fuel	Goal 4 - Zero Carbon growth	Score	Weight (out of 100)
De-carbonisation	Embodied carbon - construction	1	1	1	0	3	9
	Operational carbon	2	2	2	2	8	25
Modal shift to active travel	N/A	1	2	0	2	5	15
Modal shift to PT	N/A	1	2	1	2	6	18
Aggregation of services / Reducing the impacts of travel	N/A	1	1	0	1	3	9
Air Quality	N/A	1	2	1	1	5	15
Net Environmental Gain	N/A	0	1	0	2	3	9

‘Connecting Growing Towns and Cities’ Weighting:

Criteria	Sub-Criteria	Goal 5 – connectivity within towns and cities	Goal 6 – connectivity between towns and cities	Goal 7 – Integration and safety	Score	Weight (out of 100)
Improved, faster more frequent connectivity	N/A	0	2	2	4	13
Supporting homes and jobs	Direct	0	1	1	2	7
	Indirect	1	2	1	4	13
Improved connectivity reduce congestion/ pinch points	N/A	2	2	2	6	20
Viable alternative to the private car	N/A	2	1	2	5	17
Connecting people to essential services	Education skills	2	2	1	5	17
	Health	2	1	1	4	13



‘Energising Rural and Coastal Communities’ Weighting:

Criteria	Sub-Criteria	8A more sustainable rural trips	8B Reduce need to travel	8C Substitute trips with digital connectivity	Goal 9 Improve coastal connectivity	Score	Weight (out of 100)
Energised rural and coastal communities	Connect people, business, freight	2	2	1	2	7	21
Supporting homes & jobs (rural and coastal)	Directly supports	1	2	1	1	5	14.5
	Indirectly supports - not needed for development but address accumulative impacts	1	1	1	1	4	11.5
Connects people in coastal / rural areas to jobs (in any area)	N/A	1	1	1	1	4	11.5
Connects tourism hotspots and transport hubs	N/A	1	0	0	2	3	9
Connecting people to essential social services	Education/skills	2	2	1	1	6	18
	Health	1	2	1	1	5	14.5

‘Unlocking International Gateways’ Weighting:

Criteria	Sub-Criteria	Goal 10 - Connectivity and journey time to gateways	Goal 11 - Mode shift of freight and passengers	Goal 12 - Support increased alternative fuels	Score	Weight (out of 100)
Global Gateways	From within the region	2	1	2	5	22
	From outside the region	2	2	2	6	26
	From cities and towns in region	2	2	1	5	22
Reliability (corridor)	N/A	1	1	1	3	13
Increases freight capacity	N/A	1	2	1	4	17

The schemes were then scored individually in accordance with the following:

Scoring Criteria						
Major Beneficial Very Low Risk	Moderate Beneficial Low Risk	Minor Beneficial Low/Medium Risk	Neutral or N/A	Minor Adverse Medium to High Risk	Moderate Adverse High Risk	Major Adverse Show stopper
Score 3	Score 2	Score 1	Score 0 if neutral or N/A	Score -1	Score -2	Score -3

The outcome of the scoring with the weighting are then presented using the following banding:

Theme	Minimum Weighted Score	Maximum Weighted Score	Major Adverse	Moderate Adverse	Minor Adverse	Neutral	Minor Beneficial	Moderate Beneficial	Major Beneficial
Rural and Coastal	-42.9	42.9	-42.9 to -30.64	-30.64 to -18.39	-18.39 to -6.13	-6.13 to 6.13	6.13 to 18.39	18.39 to 30.64	30.64 to 42.9
Decarbonisation	-42.9	42.9	-42.9 to -30.64	-30.64 to -18.39	-18.39 to -6.13	-6.13 to 6.13	6.13 to 18.39	18.39 to 30.64	30.64 to 42.9
Connecting Towns and Cities	-42.9	42.9	-42.9 to -30.64	-30.64 to -18.39	-18.39 to -6.13	-6.13 to 6.13	6.13 to 18.39	18.39 to 30.64	30.64 to 42.9
Unlocking International Gateways	-60	60	-60 to -42.86	-42.86 to -25.71	-25.71 to -8.57	-8.57 to 8.57	8.57 to 25.71	25.71 to 42.86	42.86 to 60
Other Categories	-3 (not weighted)	3 (not weighted)	-3 to -2.14	-2.14 to -1.29	-1.29 to -0.43	-0.43 to 0.43	0.43 to 1.29	1.29 to 2.14	2.14 to 3

Appendix C: Summary of Assessment Results

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Reopen rail lines in rural/coastal areas (see <a href="#">Long</a> list for potential lines)	Idea							
Widespread roll-out of EV charging infrastructure (including HGVs)	Idea							
Implement SMART ticketing across the region	Idea							
Braintree branch line improvements	Idea							
A47 Tilney to East Winch dualling	Development							
East - west rail package	Development							
South Essex bus metro	Development							
A14 Package	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
A120 Braintree to Marks Tey dualling	Delivery							
A12 Strategic Package North	Development							
Army & Navy Sustainable Transport Package	Development							
Urban Active Travel Package	Idea							
Inter-urban Active Travel Package	Idea							
Rural Active Travel Package	Idea							
Ports Access Package	Idea							
Coastal Access Package	Idea							
Norwich Western Link Road	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Widespread roll out of road user demand management measures across the region.	Idea							
A10 West Winch Housing Access Road	Development							
A12 Strategic Package South (M25 - A14)	Development							
Southend Airport Sustainable Access Package	Idea							
Stansted Airport Sustainable Access Package	Idea							
Acle Straight Dualling	Development							
A47/A17 Pullover Junction, King's Lynn	Development							
Clacton Town Centre Action Plan	Development							
GEML strategic package	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Rapid transit links from Cambridge to Uttlesford (formerly CAM).	Idea							
Improved Access to Canvey	Idea							
A12 northern section (A1152 to Lowestoft) upgrade	Development							
North Essex Rapid Transit – phase 2	Idea							
A11 Fiveways	Development							
A133 Frating to Clacton enhancements	Idea							
Southend Rapid Transit	Idea							
Widespread roll out of fibre broadband and 5G	Idea							
Essex Thameside rail network study	Development							



Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
A127 Outer Relief Road Southend and Essex	Idea							
A127 Northern Relief Road Southend and Rochford	Idea							
A1306 improvements and bus priority	Development							
A127 strategic package	Development							
Southend Congestion Relief Package	Development							
A140 / A1120 MRN	Idea							
Upgrade Wickford to Southminster line	Idea							
GEML Rail link to London Gateway	Idea							
M11 J8 Long Term Scheme	Idea							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
West Anglia Mainline package	Development							
Urban Sustainable Transport Package	Idea							
Rail improvements across Suffolk 1. <del>Linespeeds</del> 2. Increased track capacity for more services 3. Electrification/ decarbonisation	Idea							
Infill electrification associated with Felixstowe and Thameside	Idea							
Felixstowe Port to the Midlands and the north 1. <u>decarbonisation</u> 2. Capacity	Development							
Haughley Rail Junction - double track (freight capacity)	Development							
Level crossing improvements not covered by the Ely/Felixstowe scheme	Idea							
Trowse Bridge and Trowse lower junction double tracking	Idea							
Felixstowe branch line - doubling	Idea							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Harp House Roundabout Improvements	Development							
M25 junction 30 capacity enhancements	Idea							
A13 / A126 East facing slips	Development							
Rural/coastal - Inter urban sustainable package	Idea							
A146 Active Travel link Beccles to Lowestoft	Idea							
A14/A12 Copdock interchange	Development							
A11 Thetford	Idea							
Tilbury Link Road	Development							

## Appendix D: Current Investment and Delivery Programme

This set of tables summarise the projects in the following categories

- **CP = Committed projects.** These have been identified to be at the delivery stage. They are well developed and already has some delivery funding certainty and commitment from national government
- **O = Projects to be delivered in neighbouring authorities.** The transport network extends beyond the Transport East region, this section identifies those projects that are important to and affect transport in the East but will be delivered by others.
- **A = Regional packages.** This category contains a mix of projects to be progressed by Transport East, the Local Transport Authorities / Local Government, or other delivery bodies. Appendix G provides further details of the technical programme to progress these packages.
- **B, C, D, E, F & G = Strategic Corridors.** This category identifies projects that sit along the core strategic corridors, (see Figure 2.1), that will either individually or in combination deliver the strategic priorities.

## Committed Projects (CP)

Projects		Stage	Timescale (years)	Brief Description
CP1	Beaulieu Park Station	Delivery	0 - 5	New station on the Great Eastern Mainline to serve the growing communities in Northeast Chelmsford and South Braintree.
CP2	A120 Millennium Way slips	Delivery	0 - 5	Improved access by providing slip roads to the A120 in Braintree. Provides congestion relief by improving access and capacity to facilitate traffic movements and BDC Local Plan growth.
CP3	A127 Fairglan junction short term improvements	Delivery	0 - 5	Revised layout for Fairglan Junction on the Essex/Southend boarder. Required in an area of major growth and increased traffic movements.
CP4	Lower Thames Crossing	Delivery	0 - 5	New north/south link to provide additional capacity to the existing Dartford crossing - a nationally significant scheme
CP5	Great Yarmouth Third Crossing	Delivery	0 - 5	Additional river crossing to improve traffic flow through the town
CP6	Gull Wing Crossing - Lowestoft	Delivery	0 - 5	Construction of a third river crossing in Lowestoft, with an opening section to enable navigation
CP7	Long Stratton Bypass	Delivery	0 - 5	
CP8	Stanford-Le-Hope station	Delivery	0 - 5	Final approvals, funding and construction
CP9	A13 widening (including A13/A1014 junction)	Delivery	0 - 5	
CP10	North Essex Rapid Transit	Delivery	0 - 5	Dedicated transit system to serve growing communities in Colchester and Tendring.
CP11	M11 junction improvements at J7, J8 including new J7a	Delivery	0 - 5	J7A is a new Junction and J8 is revised layout. Both required to support growth in the Harlow/Stansted area.
CP12	Harlow and Gilston Sustainable Transport	Delivery	0 - 5	Revised prioritisation of carriageway to promote active travel and improve capacity on the network.

### Projects to be delivered in neighbouring authorities (O)

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
O1	A47 Wisbech to Peterborough dualling	Development	5 - 10	
O2	A414 corridor upgrades connecting with A10 and accessing Hertfordshire	Idea	5 - 10	
O3	A1307 Haverhill to Cambridge bus link	Idea	5 - 10	Sustainable link between Haverhill and Cambridge to address heavy travel demand between centres. Reopening the historic railway link is challenging as much of the land has been redeveloped.
O4	A14/A11 junction works	Idea	10+	Provision of an eastern link from the A14 to/from the A11
O5	Ely area rail capacity improvements	Development	5 - 10	Capacity improvements between Ipswich and Ely, with capacity improvements through Ely station for passenger and freight service
O6	Stratford Station redevelopment	Idea	5 - 10	Improved safety and interchange at Stratford station. Includes short term proposals in development and longer-term proposals being put forward by a third party
O7	Doubling track through Soham	Idea	5 - 10	Providing further benefits for the Ely Junction improvements
O8	Cambridge South Station	Development	0 - 5	Provision of a new station at Cambridge
O9	East West Rail (west section)	Development	0 - 5	Provision of a railway between Bletchley and Cambridge to provide East/West Connectivity between Oxford and Cambridge



## Regional Packages (A)

Region all Corrido	Projects	Stage	Timescale (years)	Brief Description
A1	Re-open rail lines in rural / coastal areas	Idea	5 - 10	To look at the potential for reinstating lines and improving rural connectivity for rail
A2	Widespread roll-out of EV charging infrastructure to increase EV take up (incl HGV's)	Idea	0 - 5	Charging infrastructure readily available to cater for and increase the demand for all electric vehicles including HGVs. Where possible, the electricity would be renewable and powered by the Transport East region's own energy coast source
A3	Implement SMART ticketing across the region	Idea	0 - 5	Greater integration of fares, ticketing, customer service and service planning for strategic and local passenger transport
A4	Urban Active Travel Package	Development	0 - 5	Building on existing Local Walking and Cycling Implementation Plans, a step-change in the investment in active travel measures to be implemented in urban areas across the region, in line with the recommendations from the Transport East Sustrans Report (e.g. Strategic traffic-free routes; 20-min neighbourhoods; Removed rat-running traffic from residential areas; Safe routes to schools; Clean air zones in urban centres; First-mile, last-mile integration with public transport).
A5	Inter-urban Active Travel Package	Idea	0 - 5	Building on existing Local Walking and Cycling Implementation Plans and the Sustrans National Cycle Network (NCN) Route Strategy, an upgrade of NCN between urban areas and implementation of new links (Strategic traffic-free routes; Integration with public transport hubs)
A6	Rural Active Travel Package	Idea	0 - 5	Building on existing Local Walking and Cycling Implementation Plans, this would comprise NCN upgrades in rural areas; implementation of river, road and rail crossings at key gaps in network; improved links in and between rural villages (Network of low-traffic walking and cycling routes between settlements and key attractors and transport hubs; Year-round accessibility, achieved by regular/seasonal maintenance; Integration with public transport; Biodiversity enhancement, for example natural corridors)
A7	Develop an ambitious programme of traffic demand management measures across the region	Idea	0 - 5	A review of strategic measures to identify those most appropriate to support the reduction of traffic demand as set out in the Government's Transport Decarbonisation Plan, which could include options such as re-allocation of road space; innovation in transport sharing; fiscal measures; parking management; increased relative attractiveness of alternative modes.
A8	Ports Access Package	Idea	0 - 5	A strategic package of measures to support Freeports and expansion of other ports in the East. Measures to include addressing pinch points on road network and providing sustainable transport links to ports for workers in particular. N.B. Assumed to include King's Lynn port road access upgrade; Tilbury link road; A13/A1014 junction improvements; electrification of London Gateway; GEMML rail link to London Gateway; rail freight capacity enhancements to north London lines; and access and North Tending Access Package.
A9	Coastal Access Package	Idea	0 - 5	A strategic package of measures to address pinch points on key access routes to coast; implement / improve sustainable transport links to key coastal towns; implement / improve active travel links within key coastal towns. Could also include broader ideas such as a ferry link between Harwich and Felixstowe.
A10	Urban Sustainable Transport Package	Idea	0 - 5	A step-change in strategic investment and delivery of sustainable transport in our 75 towns and cities, to deliver goal 4 in the draft Transport Strategy.
A11	Rural/coastal - Inter urban sustainable package	Idea	0 - 5	A strategic package of measures to improve connectivity from rural and coastal communities. To consider new links, sustainable transport options and isolation
A12	Infill electrification of rail associated with Felixstowe and Thameside	Idea	5 - 10	To benefit intermodal freight traffic, some "infills" are outside the Anglia region, where improvements would allow electric rather than diesel operation of freight to and from East Anglia
A13	Widespread roll out of fibre broadband and 5G	Idea	0 - 5	To enable greater level of home working and remote access to services, reducing the need to travel. Including expanding provision into rural areas

## Strategic Corridor (B): Connecting Our Energised Coastal Communities

Regional/ Corridor	Projects	Stage	mescale (year)	Brief Description
B1	A47 Tilney to East Winch dualling	Idea	5 - 10	Reduce congestion, reduced delay, more reliable journeys, improved connectivity, improved road safety, removes traffic from settlements. Supporting housing and job growth. Improved pedestrian and cycling facilities
B2	Norwich Western Link	Development	0 - 5	Improving connectivity, accessibility and journey times on key routes in Greater Norwich while reducing existing traffic impacts in western Norwich and improving conditions for walking and cycling.
B3	Acle Straight Dualling	Development	5 – 10	The Acle Straight forms part of a strategic corridor between the two key growth areas of Norwich and Great Yarmouth. It is a single carriageway road approximately 11.5km in length which passes through the Broads National Park. The aim of the proposed scheme is to reduce overall journey times, congestion and delay along this section of the A47. It is also expected to also improve the resilience of the local road network, improve journey time reliability to and from Great Yarmouth, and reduce numbers of road accident casualties on the road.
B4	A47/A17 Pullover Junction, Kings Lynn	Idea	0 – 5	The A17/ A47/ Clenchwarton Road roundabout, known as the “Pullover Roundabout” is a large roundabout located to the south-west of King’s Lynn. The idea is to provide a grade separated junction with a bridge/flyover and slip roads to ease congestion and improve reliability.

## Strategic Corridor (C): Connecting the Heart of Anglia

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
C1	GEML strategic rail package (Improvements in London, Essex, Suffolk and Norfolk)	Development	0 - 5	Improving frequency and journey time of passenger rail services between Norwich and London (outside of region also includes Bow Junction (Stratford) remodelling and facilitate better use of lines and platforms at Liverpool St to give improved services on Anglia services. To include improved access at stations (improvements identified in GEML study)
C2	A12 strategic package South			Broken into the following sections; M25 – Chelmsford, Chelmsford bypass, Marks Tey to Colchester, Colchester to A14, the overall aim of the scheme is to improve capacity on the A12 between London and Ipswich, removing / reducing congestion to improve journey times and journey time reliability.
	M25 to the A14, including a bypass of Chelmsford	Idea	5 - 10	M25 J27 linked to E4
	J19 - J25 (Chelmsford to Marks Tey)	Development	0 - 5	M25 J28 linked to RIS programme A12 package to consider local connectivity issues to A12
C3	Army and Navy Sustainable Transport Package	Development	0 - 5	Junction improvement, new P&R and expanded P&R, improved walking, cycling and passenger transport facilities
C4	A12 strategic package North (A14 to A1152)	Development	0 - 5	Opens up opportunities for growth around Ipswich and on the corridor. Provides mitigation for the significant energy projects on the Suffolk Coast, including Sizewell C. Comprises a number of schemes from A12 junction with A14 to A1152
C5	A12 northern section (A1152 to Lowestoft) improvements	Idea	5 - 10	A1152 – Lowestoft. To identify solutions to current constraints along this section of the A12. There are currently plans associated with the Sizewell C proposal to provide a two- village bypass from Stratford St Andrew to the A12/A1094 Friday St Junction
C6	A140/A1120 MRN	Development	0 - 5	New bypass local to Earl Stonham, to address congestion and safety issues at this junction. This will support future local planned growth in the district.
C7	A146 Active Travel link Beccles to Lowestoft	Idea	5 - 10	This is a potential scheme to link into the previous MRN scheme which is not being progressed as it doesn't meet MRN objectives. At an early stage of considering possible options. Local Plan growth in Beccles and Lowestoft, would link the two largest towns in the former WDC area.

## Strategic Corridor (D): Cross County Connectivity

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
D1	East-West (Eastern section) rail package (enhanced Norwich and Ipswich connectivity and capacity to Cambridge as Eastern section of national East-West Rail project)	Development	5 – 10	To deliver benefits of improving the Eastern Section to deliver a direct rail service from Oxford to Ipswich and Norwich. Additional freight route direct to Southwest England Additional platforms needed at Cambridge station to tenable East-West services
D2	Felixstowe Port to the Midlands and the north rail freight improvements	Development	5 – 10	Network Rail Decarbonisation strategy and Felixstowe to Nuneaton rail study, including the electrification of the Felixstowe branch line and a wider package of schemes to boost freight service capacity to be developed/delivered in a phased approach.
D3	Haughley Rail Junction – double track (freight capacity)	Development	0 – 5	Creation of a full two track junction to facilitate increased numbers of freight and passenger services along with improving efficiency of the junction.
D4	Other Rail level crossing improvements not covered by the Ely / Felixstowe scheme	Idea	5 - 10	Replacement of remaining level crossings not covered by Ely / Felixstowe scheme with bridges to enable increased rail paths to increase freight and passenger services along with faster services.
D5	Trowse Rail Bridge and Trowse lower junction double tracking	Idea	5 - 10	Replacement of the existing single track swing bridge with a double track bridge and remodelling of the Trowse lower junction. This will improve capacity and journey times to / from Norwich and unlock housing growth.
D6	Felixstowe rail branch line - doubling	Idea	10+	Improve capacity to accommodate increased freight services and support decarbonisation
D7	A11 Fiveways	Development	5 - 10	Upgrading the A11 fiveways junction, a roundabout where the A11 meets the A1065 and the A1101 near Barton Mills in Suffolk. To address capacity and safety issues. Potential RIS3 scheme
D8	A14 package - junctions 37 A14/A412 (Newmarket), 43 and 44 (Bury St Edmunds), A14 to Expressway standard and	Idea	5 - 10	Improvements to junctions 37 A14/A412 (Newmarket), 43 and 44 (Bury St Edmunds) to provide more capacity, upgrade of the A14 to Expressway standard improving journey times and reliability and improved interchange at Copdock to help facilitate freight movements to Felixstowe.
D9	Rail improvements across Suffolk	Idea	5 - 10	East Suffolk and Newmarket line speed improvements. Re-signalling to reduce headways in the Bury St Edmunds area to accommodate proposed service increases. Electrification of sections including between Haughley Junction and Peterborough. Network Rail is leading on a Suffolk Connectivity Study, due for completion 2022
D10	A14/A12 Copdock interchange	Development	0 - 5	RIS3 Improve reliability and capacity to reduce congestion and improve access to the West and the Port of Felixstowe
D11	A11 Thetford	Idea	5 - 10	A11 improvements, to consider potential expressway also junction improvements at Thetford to accommodate significant local growth

## Strategic Corridor (E): South Essex Corridor

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
E1	A1306 improvements and bus priority	Development	0 - 5	Reducing congestion and rat-running on local roads. Providing bus priority and walking and cycling infrastructure
E2	M25 junction 30 capacity enhancements	Idea	5 - 10	Major capacity enhancements at J30, potentially a grade separated link from the A13 to the M25 north, to address current congestion and enable future growth in Thurrock, South Essex and the Thames Estuary areas.
E3	Essex Thameside improvements (identified in Essex Thameside study)	Idea	5 - 10	A number of passenger and freight improvements were identified in the Essex Thameside Study. These include signalling enhancements, train lengthening, increased standing density on trains through fleet reconfiguration, improvements to stations and electrical power and capacity upgrades for freight services
E4	A127 strategic package	Development	5 - 10	Capacity and safety improvements including sustainable options and potential re- trunking of the A127 and schemes to address local pinch points linked to the delivery of growth along the corridor.
E5	A127 Outer Relief Road - Southend and Essex	Idea	5 - 10	New link from Southend Airport to Rettendon Turnpike.
E6	A127 Northern Relief Road - Southend and Rochford	Idea	5 - 10	New and upgraded A127 between A127 / B1013 Tesco junction towards Shoeburyness.
E7	Southend Congestion Relief Package	Development	0 - 5	Reduce congestion on local roads thereby improving journey times on key routes in Southend and to London Southend Airport
E8	South Essex bus metro - rapid transit	Idea	5 - 10	Rapid transit linking existing settlements and destinations alongside providing flexibility to extend to new areas being planned in the sub-region. Picking up Havering, Thurrock, Brentwood, Basildon, Southend and Chelmsford.
E9	Upgrade Wickford to Southminster line	Idea	5 - 10	Provision of passing loops and/or twin tracking to enable increased frequency of services to two trains per hour between Wickford and Southminster encouraging modal shift.
E10	GEML Rail Link to London Gateway	Idea	10+	Long term proposal to remove rail freight from London.
E11	Southend Airport Access Package	Idea	0 - 5	Integrated package to support access to Southend Airport – could be linked into local growth proposals. Potential to develop airport as a transport hub.
E12	Harp House roundabout improvements	Development	0 - 5	Pinch point Scheme to improve congestion and access to Southend Airport. Delivery timescale March 2024
E13	Improved access to Canvey	Idea	0 - 5	Improved or new access to Canvey Island including improved sustainable transport links.
E14	Southend Rapid Transit	Idea	5 - 10	Tram network linking to Rochford, Rayleigh, Shoeburyness and Hadleigh.
E15	A13/A126 east facing slips	Development	0 – 5	The scheme aims to achieve a step-change in connectivity, improve the operation of the highway network by reducing congestion, achieve environmental improvement for local communities and to provide capacity for planned growth. The scheme seeks to address the lack of a direct east facing connection from the strategic A13 towards the major Lakeside Basin commercial and retail area in West Thurrock. Access is currently along congested local roads, or by using the west facing access at the A13/A126 interchange and U-turning at M25 Junction 30, increasing congestion at that location.

### Strategic Corridor (F): East-West Growth Corridor

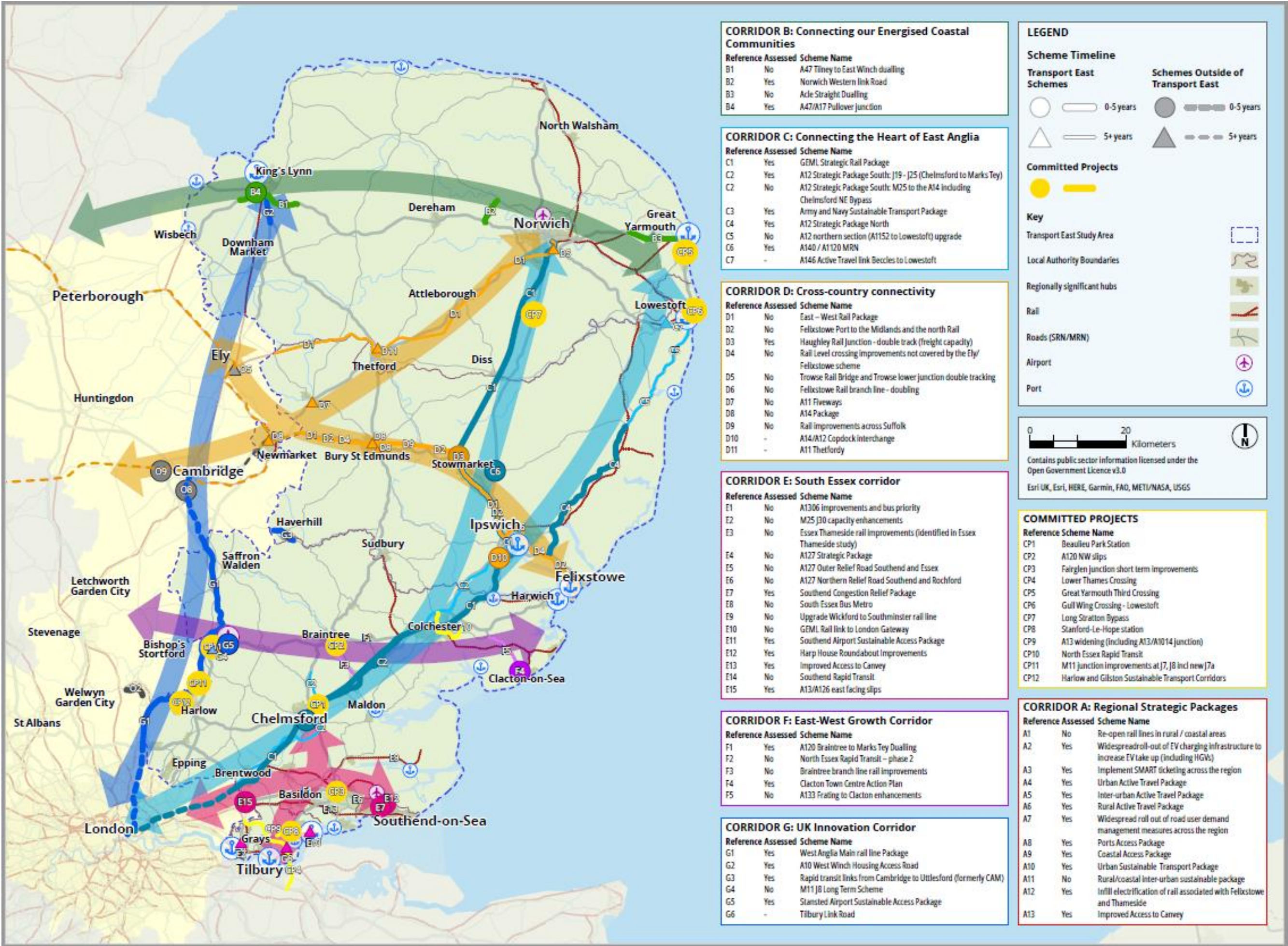
Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
G1	Dualling the A120 between Braintree and the A12	Delivery	0 - 5	The section of the A120 between Braintree and the A12 is stifling economic growth. Unreliable journey times, congestion-related delays and safety issues affect tens of millions of journeys every year. These existing issues will only worsen over time if left unaddressed as the demand for travel on the A120 corridor grows. The scheme is likely to have a positive impact on the RIS Performance Specification key performance indicators set out by Highways England. These include making the network safer, supporting the smooth flow of traffic and encouraging economic growth.
G2	North Essex Rapid Transit – phase 2	Idea	5 - 10	Additional to HIF funded scheme - Expansion of RTS beyond initial urban corridor to QBP & routes (including operations) further across Colchester Urban Area and expanding out to Clacton, Braintree and Stansted.
G3	Braintree Rail Branch Line improvements	Idea	5 - 10	Provision of a passing loop on Braintree branch line to increase service frequency from 1 train per hour to 2 trains per hour encouraging modal shift and reducing rail heading to Witham and potentially Beaulieu Park Station in future.
G4	Clacton Town Centre Action Plan	Development	0 - 5	Scope includes parking, access and travel, streetscape and public realm, digital technology and data
G5	A133 Frating to Clacton enhancements	Idea	5 - 10	Longer term corridor improvement of A133 to dual carriageway standard for multi modal use.
G6	Tilbury Link Road	Development	5 - 10	National Highways are developing a scheme to improve port connectivity, this is in the RIS3 pipeline

### Strategic Corridor (G): UK Innovation Corridor

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
F1	West Anglia main line rail package	Development	0 - 5	Stansted Line capacity works, journey time improvements, station and local access improvements, and improvements to customer experience. There is an expectation for the delivery of Crossrail 2.
F2	A10 West Winch housing access road	Development	0 - 5	An effective bypass of West Winch relieving congestion and delay for strategic A10 traffic and providing environmental and community relief to the village
F3	Rapid Transit - Cambridge to Uttlesford	Idea	0 - 5	Linking growth locations in North Uttlesford with employment opportunities in Cambridge
F4	M11 J8 Long Term Scheme	Idea	5 - 10	Junction improvements to provide capacity, resilience and improve journey times and reliability to support airport growth and new homes.
F5	Stansted Airport Sustainable Access Package	Idea	0 - 5	Package of investment to support sustainable access to Stansted. Development of Stanstead as a transport hub, to take into consideration wider area growth



Appendix E: Map of Committed and Pipeline IDP Projects





## **Appendix F: Monitoring and Evaluation Key Performance Indicators (KPIs)**

To develop an effective monitoring and evaluation plan, Key Performance Indicators, (KPI's) need to be identified and baseline data for these established. This appendix sets out the proposed KPIs for the Transport Strategy goals. During the next 12 months, the data sources for these KPI's will be identified, and baseline levels established.

Work will be undertaken to develop a Sustainable Travel Accessibility Metric, (STAL) that will enable authorities to reference a consistent approach to understanding the sustainable potential of new developments in addition to enabling changes in accessibility to be monitored across the region.

Where appropriate targets will be developed to annually measure KPI performance, for some indicators these targets may be qualitative indicating direction of change. Current workstreams will establish Decarbonisation to Net Zero trajectories that will inform the development of a regional, at the tailpipe, Carbon Reduction Target.

The tables below set out the strategic priority, transport goal and associated KPI.

Strategic Priority	Transport Goal	Key Performance Indicators
<b>Decarbonisation to net- zero</b>	General	Reduction in tail-pipe carbon emissions from transport
		Reduce the number of AQMA's where transport is identified as the primary source
	1. Reduce Demand for carbon intensive transport trips through local living. Making it easier for people to access services locally or by digital means	Increase in % population with access to superfast broadband as an indicator for the ability to reduce trips
		Increase in accessibility to local services by different modes reducing the need to travel
	2. Shift modes by supporting people to switch from private car to active, shared and passenger transport, and goods to more sustainable modes like rail	Increase % passenger trips by bus and rail
		Increase in active travel infrastructure and measures
	3. Switch fuels with all private, passenger transport, fleet and freight vehicles switching to net zero carbon fuels at the earliest opportunity	Increase % electric vehicles registered as a proportion of total vehicles
		Reduction in % of carbon fuel consumption
		Increase % of our own transport network and vehicles to be powered by energy from the Transport East region's own renewable energy sources
	4. Zero Carbon Growth by supporting authorities and developers to plan, locate and design new development that reduces the need for people to make carbon intensive transport trips in the future	Increase the % of new developments where actual mode share meets the level that it is assessed to be able to reach using sustainable travel modes (STAL)

Strategic Priority	Transport Goal	Key Performance Indicators
<b>Connecting our Growing Towns and Cities</b>	5. Within our towns and cities Improve connectivity and accessibility for walking, cycling and passenger transport to support sustainable access to services, education, training, employment and leisure	Increase mode share of sustainable modes for trips to and within urban centres particularly for shorter journeys (2 miles for walking and 5 miles for cycling)
		Increase patronage and mode share for passenger transport modes including rail and bus
	6. Deliver faster and more reliable transport connections between our growing towns, cities and economic corridors, and to the rest of the UK, to support business growth, skills development and employment	Improved journey time reliability for inter-urban journeys within the region and to other parts of the UK, reflecting reduced congestion and improved reliability
		Improved journey time for established matrix of trips
	7. Fully integrate transport networks, services and operations across the Transport East region, through customer focussed approach enabling seamless and safe end-to-end journeys by sustainable modes that are attractive to all people	Reduce the number of people killed or seriously injured on the transport system
		Increase in access to jobs and services within 30 minute travel time, by mode
		Reduction in people experiencing threats to their personal security on our transport network
<b>Energising our Rural and Coastal Communities</b>	8. Increase accessibility to education, training, services and employment for rural communities	Reduction in percentage of areas classified as a "transport desert", (without an hourly or better bus or train service)
		Increase in access to jobs and services within 30 minute travel time, by mode
	9. Improve connectivity along our 500 miles of coastline and connect our coastal towns and communities to the rest of the region and the UK, to support levelling-up and boost our coastal industries, including Energy, Shipping and Tourism	Improved journey time for established matrix of trips

Strategic Priority	Transport Goal	Key Performance Indicators
<b>Unlocking international Gateways</b>	10.Improve connectivity, journey time and reliability for freight, passengers and employees to ports and airports	<b>Improved journey time reliability on key corridors accessing ports</b>
		Improved journey time reliability on key corridors accessing airports
	11. Move goods and people sustainably to ports and airports by shifting modes	Increase % freight to / from ports by rail
		Increase % passengers using sustainable modes
		Increase % employees using sustainable modes
	12. Increase the use of alternative fuels for both ports and airports	Increase % use of alternative fuel within port sites
		Increase % use of alternative fuel airside at airports
		Increase % use of alternative fuels landside at airports

## Appendix G – Technical work programme

This table sets out the technical work programme set out in our Business Plan 2022/23 to progress the IDP regional ideas and packages to development and delivery phase.

Transport East Technical Project	IDP Projects supported (Appendix D):	Project Description	Estimated Completion date
A. Next Generation Strategic Analytical Capability			
1. Data Discovery	A1 – A13	To enable Transport East to develop a technical evidence base to support future investment in the region for all partners and monitor the progress of the strategy, we need to understand the data we have and develop the capability to model policy, strategy and scenarios. This work will identify opportunities to take advantage of economies of scale, align procurement and encourage consistency across authorities. It is the first phase in setting up a long term data strategy for TE.	July 2022
2. Agent Based Model for the East	A1-A13	A new people-focussed approach to regional transport modelling. This will identify how and why people travel rather than the traditional vehicle-focussed modelling approach. It enables the complexity of peoples' lives to be considered. This modelling approach can test how people change their travel mode or behaviour in response to policy and network changes, informing the development of transport strategy at a local and regional level.	August 2022
3. Travel and behaviour survey	A1-A13	This work will establish a statistically robust approach to data collection to understand current and future travel behaviour and needs and attitudes to changing travel mode. This will ensure that the data is robust at Local Transport Authority and regional level.	March 2023
4. Decarbonisation Analysis Toolkit	A1-A13	Standardisation of carbon baselines across the three Sub-national Transport Body (STB) geographies (Transport East, England's Economic Heartland and Transport for the South East). It will set an agreed standardised baseline and approach to understanding transport carbon emissions based on work already commissioned by the three STBs to determine where and how much carbon is being emitted from the transport network across the three STBs and the required trajectories achieve net zero in line with UK national policy. This will include an "accelerated CCC pathway" to reflect TE and EEH 2040 net Zero ambition. This programme will also explore the potential for development of a carbon budget for transport in the East of England.	March 2023



B. Connectivity Studies			
5. Connectivity studies for our core corridors (x 6)	A1-A13	A connectivity study will be completed for each of our six core corridors. Aligned to neighbouring regions, these will identify the next generation of investment needed on our strategic corridors. They will be multi-modal, focusing on people and goods movement, and connectivity. The first study will be initiated in 2022/23 and we propose all are completed within the three-year programme.	First study initiated by March 2023.
C. Strategic Plans for next generation of transport investment			
6. Strategic Rail Phase 1	A1, A3, A8, A9, A10, A11, A12	To produce a State of Rail report for the TE region, to understand current constraints and opportunities on the network that will impact the TE region, with a focus on the region's ports and airports. It will identify gaps in evidence and review best practice from other STB rail plans and develop the scope for the TE rail plan (see below)	August 2022
7. Strategic Rail and Mass Transit Plan (Rail Phase 2)	A1, A3, A8, A9, A10, A11, A12	Creation of an integrated Rail and Mass Transit Plan for the East, based on the Strategic Rail Phase 1 report and the outputs of the Agent Based Model. It will set investment priorities and ideas for further development by Transport East and its partners.	2023/24
8. Electric Vehicle Demand Assessment	A1-A13	To identify and address the significant regional challenges related to the co-ordination and delivery of EV infrastructure across the Transport East and England's Economic Heartland regions and to accelerate delivery supporting the regions' 2040 net zero ambitions and the UK's EV infrastructure Strategy.	March 2023
9. Alternative Fuels for Freight - Phase 1	A2, A8, A12	To undertake a study to identify potential locations of refuelling/ recharging stations based of the predicted regional uptake of alternative fuels by 2040. This will consider the Strategic and Major Road Networks, and A-road network in the region. This work is also being undertaken across EEH and TfSE to ensure cross boundary needs are addressed and is in line with work undertaken by Midlands Connect STB in 2019/20	September 2022
10. Alternative Fuel for Freight - Phase 2	A2, A8, A12	A joint STB project to be led by Midlands Connect. This will use the output from Phase 1 to develop a tool that will enable the longlist of potential refuelling and recharging locations to be shortlisted for further consideration	March 2023
11. Future of Freight Plan - for the East	A2, A4, A5, A6, A7, A8, A9, A10, A11, A12	Work with national, regional and local partners to deliver a Future of Freight Plan for the East, identifying how the national Future of Freight plan can be delivered on the ground in the East of England.	Initiate by March 2023

13. Active Travel Phase 2	A4, A5, A6, A10	This work will progress the most important of the 11 recommendations from Sustrans TE Active Travel report published in 2021 (phase 1), working with our local authorities and other partners.	March 2023
13. Support for Local Authority Bus Service Improvement Plans	A3, A8-A11	A programme to help improve delivery of BSIPs and Enhanced Partnerships, and support to local transport authorities who have not received Government funding in the current round. This will include enhanced evidence base, knowledge sharing and targeted technical support. Partnership approach with Transport for the South East and England Economic Heartland STBs.	March 2023
14. Rural Case for Investment	A6, A11	To develop and summarise the case for investment in rural and coastal communities across England. This document will enable discussions with DfT, MPs, Local Transport Authorities and other organisations about the challenges found in these areas and the need for investment. Completed in partnership with Peninsula and Western Gateway STBs.	March 2023
D. Lead regional thinking and action on new policy and innovation			
15. Rural Mobility Centre of Excellence	A1, A3, A6, A9, A11,	Through the recruitment of a dedicated resource, identify new models of transport in rural areas, adapt best practice, provide better data and analysis, and entice the private sector to roll out innovation – ultimately delivering better outcomes for our rural communities.	March 2023
16. Strategy Hub	A1-A13	Through the new Transport East 'Strategy Hub' and work programme, initiate expert-led inquiries on priority topics, from shortlist including Rural Transport, future use of roads in the East, paying for transport, and social inclusion.	Initiate Autumn 2022

# Infrastructure and Development Select Committee

**Item No:**

**Report Title:** Great Yarmouth Library, Learning and University Centre and King's Lynn Multi-User Community Hub update paper

**Date of Meeting:** 14 September 2022

**Responsible Cabinet Member:** Cllr Dewsbury (Cabinet Member for Communities & Partnerships)

**Responsible Director:** Tom McCabe (Executive Director, Community and Environmental Services)

## Executive Summary

The King's Lynn "Multi-User Community Hub" (MUCH) and the Great Yarmouth "Library and Learning and University Centre" (LLUC) are exciting projects, to place Libraries in the centre of each town and co-locate additional services, information, support and education in one easy to access building based on the needs of the residents of each town and surrounding area.

These projects aim to drive forward skills, aspiration, and achievement in both Great Yarmouth and King's Lynn, enabling residents in these areas to access sustainable employment, enhance mental health and wellbeing and make it as simple as possible to access the services residents need to achieve this. There are also additional opportunities to support businesses and employers to grow and thrive.

Over the last 12 months both projects have made significant progress including community-wide engagement and consultation with residents to ensure that the projects reflect their needs, as well as feasibility and design work. This report provides an update of the progress and status of each project, as well as the business case for the King's Lynn MUCH project for information purposes.

These projects are funded by a combination of Norfolk County Council, central government (Town Deal and Future High Streets) and funding from external partners. Plans for both the Great Yarmouth Library, Learning and University Centre (Great Yarmouth LLUC) and the King's Lynn Multi-User Community Hub (King's Lynn MUCH) were confirmed at the January 2022 Cabinet. Both projects are also overseen by Town Deal Board's for their relative locations.

## Action required

The Select Committee is asked to:

1. Review and comment on the continued progress of both projects
2. Note the business case for the “Multi User Community Hub” in King’s Lynn

### 1. Background and Purpose

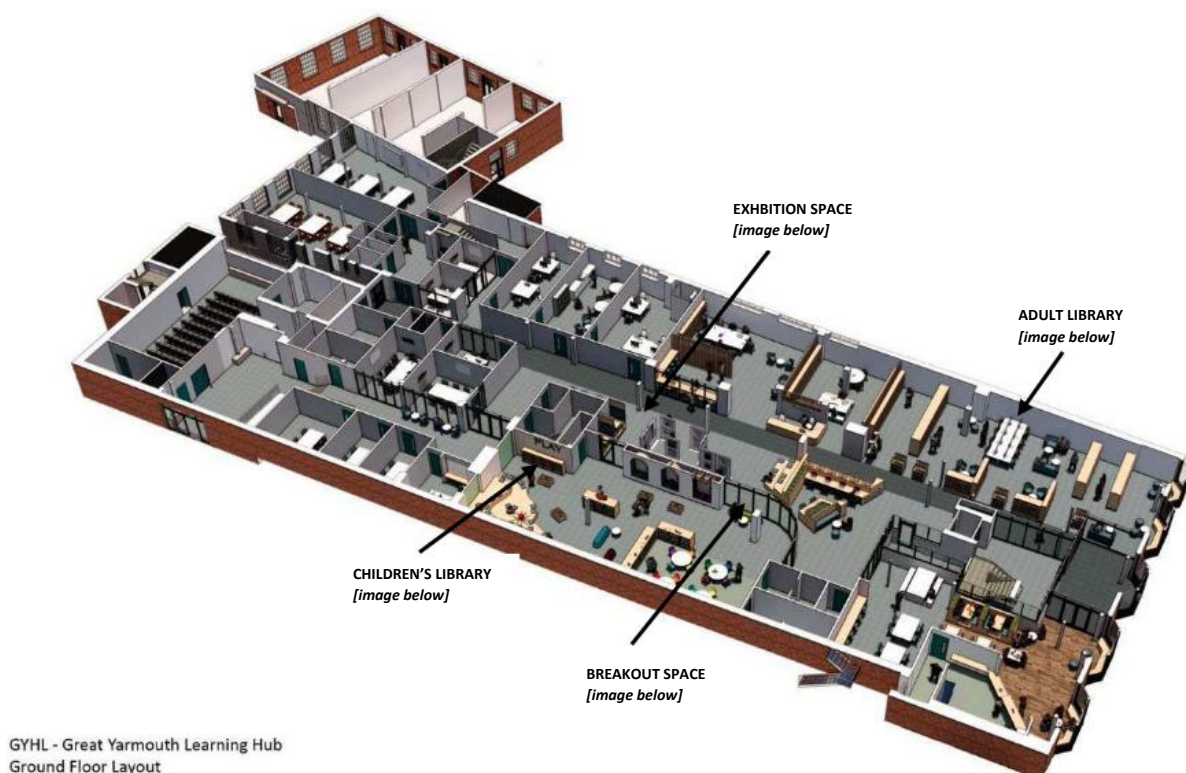
- 1.1 The Great Yarmouth and King’s Lynn developments, whilst fundamentally different in their concept and execution, will both redevelop derelict buildings and revitalise the services on offer in the centre of each town by delivering flagship learning and community hubs. The hubs will consist of the relocated town libraries, permanent homes for Adult Learning to deliver enhanced programmes through flexible ‘multi-purpose’ rooms, and significant space for partner and community use. Both fulfil Community, Information and Learning’s strategic aim of strengthening Communities.

The two projects build on wider County Council ambitions to centralise support in key locations and support the strategic objects of “Better Together, for Norfolk” by providing the following:

- Co-located ‘community multi-use hub’ facilities in the town centres, which bring together the relocated libraries, enhanced adult learning offer, and other community activity provision.
- Provide skills and educational opportunities for residents starting at entry level. Develop new community adult learning education and higher education courses that meet skills need in each town.
- Develop new community partnerships to provide a variety of programming and community support offers to address local community vulnerabilities and maximise access to services.
- Provide services and facilities for start-ups and local businesses.

- 1.2 **The Great Yarmouth Library, Learning and University Centre** will redevelop the vacant Palmers/ Beales department store in the town centre. Alongside the relocated Library, Adult Learning, and partnership offer, the upper floors will become a University Centre, with bases for the University of Suffolk (also a co-funder), East Coast College, and the University of East Anglia. Great Yarmouth Borough Council are the lead partners for the project and will own the asset. Norfolk County Council have contributed £2million capital to the project and will have use of the entire ground floor, as well as some elements of the basement for book stocks and storage.

- 1.3 RIBA stage 3 has recently been signed off by the Town Deal Board and GYB (please see floorplan in Annexe 3); all confirmed layouts and initial indicative designs for the build have been approved by all partners.
- 1.4 Upon project completion, NCC will be a leaseholder of the ground and basement floors of the Great Yarmouth LLUC in exchange for a peppercorn rent. Facilities management for the entire building will be provided by NORSE, and East Coast College (co-leaseholder) will be charged for use of the service.



<sup>1</sup> Great Yarmouth LLUC Children's Library indicative visual



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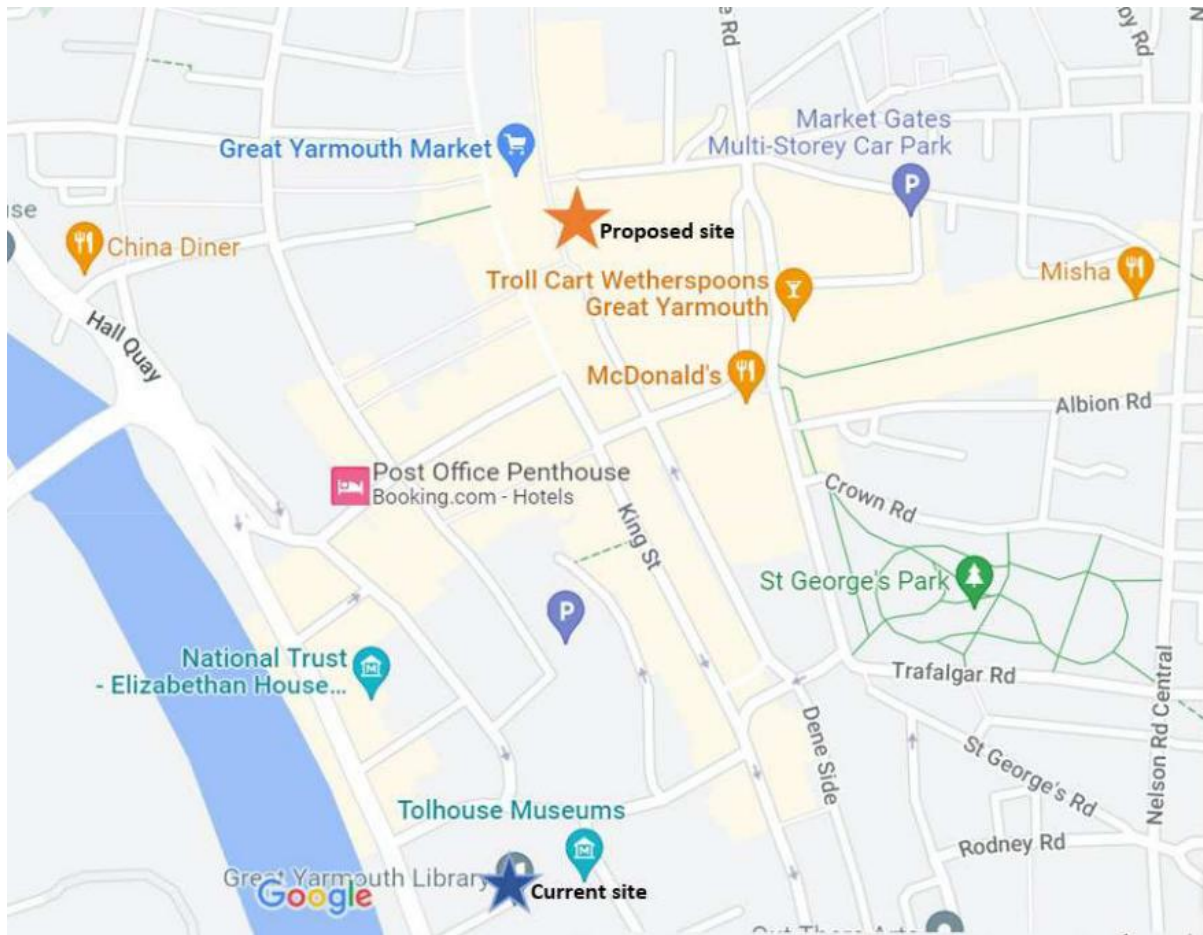
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<sup>2</sup> Great Yarmouth LLUC Adult's Library indicative visual

<sup>3</sup> Great Yarmouth LLUC ground floor breakout space indicative visual

<sup>4</sup> Great Yarmouth LLUC ground floor exhibition space indicative visual





5

- 1.5 The King's Lynn Multi-User Community Hub** will see the redevelopment of the vacant Argos building in the town centre as a flagship offer in the town for Libraries, skills, and support, and creating a cultural anchor to increase footfall.

Initial high level concept designs have recently been produced (RIBA Stage 1, please see annexe 1); as well as feasibility studies into the chosen location and initial surveys to understand the opportunities and risks associated with this ambitious development. Purchase of the building is progressing well with exchange due in September 2022 and completion following shortly thereafter.

Following these initial designs, teams are working on tendering the remaining stages of the construction project, followed by the full build and relocation of the library. Simultaneous to this, a bespoke plan of skills and community programming will be developed. The expected launch of the King's Lynn MUCH is Summer 2025.

Norfolk County Council are the lead partner for the King's Lynn Development and will own the asset at the end of the project. NCC have contributed £3m

<sup>5</sup> Map showing location of current library, and proposed new site in the centre of Great Yarmouth

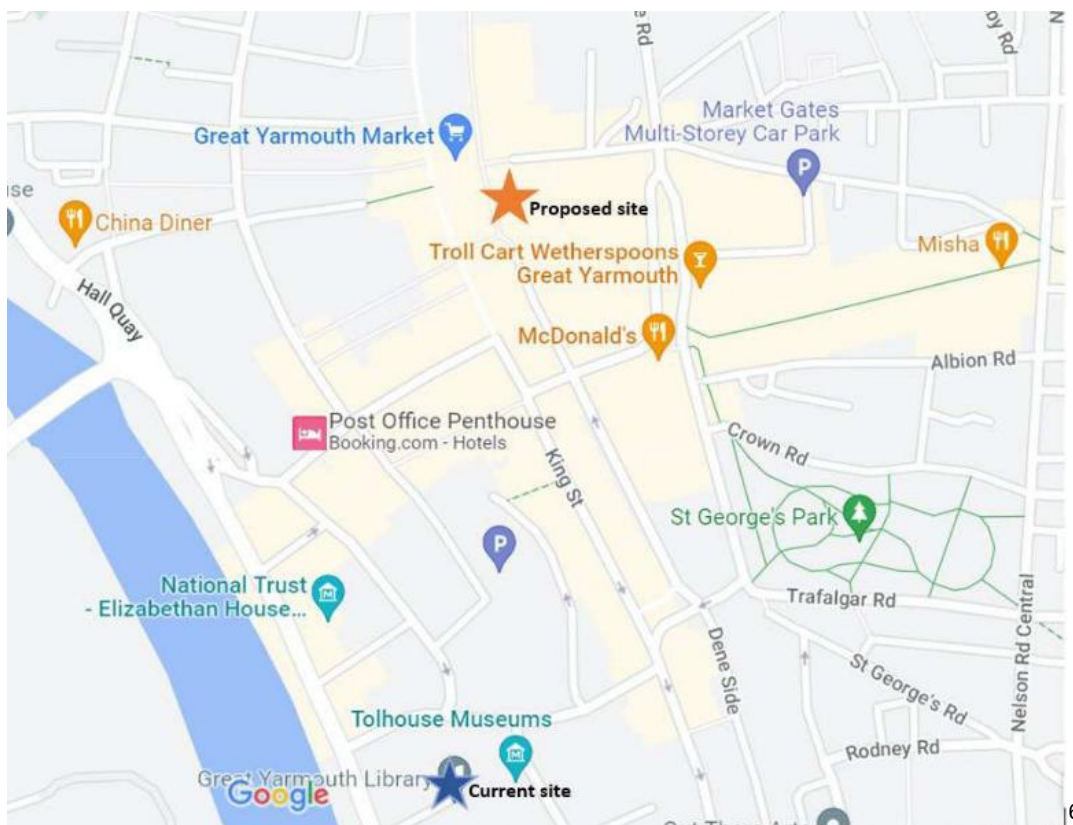
in capital and underwritten £2m of risk items. The Town Deal Board have allocated £7.4m capital to the building.

#### EXTERNAL SKETCH VIEW



#### 4.3 PROPOSED GROUND FLOOR





- 1.6 Once the sale of 46 New Conduit Street, King's Lynn has completed, NCC will own the freehold.
- 1.7 BCKLWN are acting as the accountable body for the MUCH project and will receive the Town Deal funding. A funding agreement is being drafted to transfer the funds to Norfolk County Council, in turn we will commit to operating the asset as a community hub for a minimum of ten years.

## 2. Proposal

- 2.1 Committee is asked to review and comment on the progress of both projects and to also note the draft business case due for submission to the Department for Levelling Up, Housing and Communities (DLUHC).

## 3. Impact of the Proposal

- 3.1 Both projects will continue under the oversight of Project Boards, which include the Directors of both Property and CIL.
- 3.2 As defined in both business cases these projects will have a significant impact on residents in both King's Lynn and Great Yarmouth. Increasing footfall in the

<sup>6</sup> Map showing location of current library, and proposed new site in the centre of King's Lynn

town centres, redeveloping derelict retail sites, increasing the scope and accessibility of the skills offer to residents as well as offering spaces for local community groups to thrive and where businesses can get the advice they need to start and the space they need to operate.

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

- 4.1 The projects are highly effective means through which the council can fulfil its “Better Together for Norfolk” Strategic objectives in King's Lynn and Great Yarmouth.
- 4.2 Both programmes are considered “high value for money” as part of external assessment of their business cases with scores of 2.4 (King's Lynn MUCH) and 2.7 (Great Yarmouth LLUC). Anything over 1.8 is considered to represent “good value for money” in terms of its rate of return to the community it impacts.

The Benefits-Cost Ratio (BCR) is calculated using a range of measures relating to the cost benefit of a change in behaviour for example the number of people achieving a level 2 or 3 qualification, finding a job or improved mental health outcomes, these are then compared with the overall cost of delivering the project. A BCR of 2.4 means that the rate of return in terms of the impact of the project is 2.4 times the cost of delivery.

- 4.3 There are Project Boards in place to oversee development and delivery of the projects, including management of risks, and which include the Director of Property and the Director of Community, Information and Learning.

#### **5. Alternative Options**

- 5.1 There are no alternative options at this stage as this report is for the committee to note progress of both projects and the business case for the King's Lynn MUCH.

#### **6. Financial Implications**

- 6.1 **Great Yarmouth LLUC:** The total cost of the project is £15.4m and is being funded by:-

- £2.4m Future High Streets Fund
- £7.5m Town Deal Fund
- £3.5m University of Suffolk
- £2m contribution by Norfolk County Council (as agreed by Cabinet on 31/01/22)



NCC will not be taking on any overspend risk in relation to the total project cost, and a clear change control process is being defined to manage potential cost engineering and ensure NCC are involved in scope change decisions.

6.2 **King's Lynn MUCH:** At this stage (RIBA 1 – High level concept designs) the total anticipated cost of the project is £12.4m, including built in contingencies for inflation and risk (24%). This is being funded by:-

- £7.4m Town Deal funding provided by the Town Deal Board and administered by BCKLWN from the allocation made to them by Government for this project
- £5m contribution from Norfolk County Council ((£3m of this subject to Full Council approval at the meeting in October))

## 7. Resource Implications

### 7.1 Staff:

There are no staffing implications arising from this update. Both projects are well resourced with clearly defined roles.

### 7.2 Property:

**Great Yarmouth LUC:** Upon project completion, NCC will be a leaseholder of the ground and basement floors of the Great Yarmouth LLUC in exchange for a peppercorn rent.

**King's Lynn MUCH:** Once purchase is complete, NCC will own the freehold of 46 New Conduit Street, which is being transferred to Norfolk County Council from BCKLWN as part of the purchase of the site 'the old Argos building'.

### 7.3 IT:

There are no IT implications arising from this update.

## 8. Other Implications

### 8.1 Legal Implications:

Legal advice has been sought on subsidy control for both projects. Neither constitutes a subsidy.

### 8.2 Human Rights Implications:

Management of human rights implications is implicit through the council's adherence to legislation, plus recognised national guidance and regulations.

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

EqIA's have been completed for both programmes of work and have been provided as annexes 4 and 4i.

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

There are no data implications arising from this update that would require the completion of a DPIA.

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

Health and Safety updates will be included in contractor reports provided to both project boards when build phases commence.

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

Both projects contribute towards Norfolk County Council's Net-0 ambitions. The RIBA 1 report [please see annexe 1] for the King's Lynn MUCH project provides specific detail on the sustainability aspirations of the build.

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

N/A

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

**9.1 Great Yarmouth LLUC:** GYBC have agreed to take on all financial risk for the build, limiting NCC's contribution to £2m. The scope and deliverables of the project are well defined and risks are managed by the programme board for the project.

**9.2 King's Lynn MUCH:** NCC are leading and co-funding the project.

- All costs have been reviewed by cost management consultants Turner Townsend, via the NCC corporate property team.
- There may be opportunities for cost engineering in future RIBA stages, without impacting outputs or outcomes.
- 24% of the total budget has been allocated to contingency, inflation, and risk items.
- Risks are managed and monitored by as part of the Town Deal and Project Boards with appropriate reporting mechanisms and thresholds in place.

### **10. Recommendations**

The Select Committee is asked to:

1. Note the continued progress of both projects
2. Note the business case for the "Multi-User Community Hub" in King's Lynn

### **11. Background Papers**

- Annexe 1 King's Lynn MUCH RIBA 1 report (draft)
- Annexe 2 King's Lynn MUCH summary business case (draft)
- Annexe 3 Great Yarmouth Library, Learning and University Centre RIBA 3 Ground Floor floorplan
- Annexe 4 EqIA Great Yarmouth LLUC



- Annexe 4.i EqlA King's Lynn MUCH (draft)
- Link to [Cabinet agenda and papers 31 Jan 2022 \(contribution to projects, set out in capital programme\)](#)
- Link to [Cabinet Agenda and papers 08 Aug 2022 \(additional £3m contribution to King's Lynn MUCH set out in capital programme\)](#)
- Link to [King's Lynn RIBA 1 KLWN R&D panel briefing video](#)

### **Officer Contact**

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# KINGS LYNN LIBRARY

## PROJECT BRIEF

JULY 2022





<b>01</b>	<b>Introduction</b>	<b>04</b>	<b>Proposals</b>
1.1	Executive Summary	4.1	Overview
1.2	Project Vision	4.2	Proposed Layouts
1.3	Project Objectives	4.3	Proposed Ground Floor
1.4	Sustainability Objectives	4.4	Public Realm
1.5	Spatial Requirements	4.5	Proposed First Floor
<b>02</b>	<b>The Site</b>	4.6	Proposed Second Floor
2.1	Site Location	4.7	Proposed Roof Level
2.2	Historical Context	4.8	Area Schedule
2.3	Local Context	4.9	External Appearance
2.4	Site Materiality		
2.5	Existing Building		
2.6	Site Opportunities		
<b>03</b>	<b>Options Studies</b>		
3.1	Massing Studies		
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# 1.1 EXECUTIVE SUMMARY

## Executive Summary

This report sets out the work undertaken by Hudson Architects and the Design Team (Elliot Wood, Hoare Lea, Better Deliver and Turner & Townsend) during RIBA Stage 1 ‘Preparation & Briefing’ for the proposed King's Lynn Multi-use Community Hub. Summaries outlining other disciplines work is included within the body of the document, and full reports can be found in the accompanying appendices.

The key objective of RIBA Stage 1 is to set out the project objectives and aspirations, space requirements and design principles for the concept design.

The report includes feasibility studies to test the viability of the project, and outlines guiding principles to ensure the successful development of concept designs during RIBA Stage 2 that realise Norfolk County Councils ambitions and sustainability aspirations.

The User Requirements Brief has been developed through consultation with the Client and Stakeholders and is included as an appendix to this document. The emerging layouts and organisational strategies will be refined through further consultation during RIBA Stages 2 and 3 .

## Design Team

Lead Designer	Hudson Architects
Structural Engineer	Elliott Wood
Mechanical & Electrical Engineer	Hoare Lea
MMC Consultant	Better Delivery
Cost Consultant	Turner & Townsend

## Project Stakeholders

Client	Norfolk County Council
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Historical Photograph of the site prior to construction of the existing building

### Sustainability Vision

Tackling climate change has never been more important, the effects of which are hard to miss and evident all across the Globe. The amount of heat trapping carbon dioxide in our atmosphere has increased by as much as 50% than in pre-industrial times and a momentous effort will need to be made to slow this down and give nature some prospect at recovery

We might always, in one way or another, need to maintain and upgrade our current infrastructure, so we must look to embed sustainability and the plight of the environment in everything that we do.

Norfolk County Council as a tier one authority and a major client of the built sector is committed to making a difference and to put the conversation around sustainability and whole life carbon emissions, at the heart of all its projects. Our brief to the design team who produced this report was twofold: firstly, to limit the embodied carbon by retaining and using elements of the existing concrete frame, supplemented by MCC and secondly to reduce the demand for daily energy and water consumption through application of sustainable materials and interventions such as a blue roof and PV panels.

Those who work in the built sector recognises that a linear production and consumption model is no longer viable, but that through a circular economy products and materials can be kept in the value chain for longer periods, we will therefore engage with a contractor and their supply chain at RIBA stage 2 so that we may consider how waste creation across the project life cycle can be minimised.

This report will demonstrate how NCC can achieve a very ambitious LETI 2030 'A' design rating which will ensure that this new asset will contribute to the environment in a sustainable and positive manner, encompassing all three pillars of sustainability and in the words of Brundtland ensure that our operations and future development 'meet the needs of the present (communities) without compromising the ability of future generations to meet their needs'

Jeannine de Sousa  
Head of Construction and FM

### MUCH Vision

King's Lynn residents have less access to opportunities than they should: Wages are below regional and national levels, and firms struggle to recruit to certain roles, with the availability of skills cited as one of the main reasons. Too many young people don't get the opportunities they deserve, GCSE attainment is low and significantly fewer than average school leavers stay on in post 16 education.

Alongside skills shortages and limits on aspiration, residents are more likely to be impacted by social and financial vulnerabilities compared with surrounding areas, including digital exclusion, poor health outcomes and debt. Covid-19 has made this difficult situation worse, with JSA claimants rising faster than elsewhere and declining footfall in the town centre.

The "Multi-User Community Hub" (MUCH) project aims to significantly improve the prospects of King's Lynn residents with a flagship community and learning offer. A derelict retail unit will be transformed into a Community Hub, featuring a relocated and enhanced Library, a permanent and expanded Adult Learning offer, and a home for a variety of partners to provide a community-based offer that supports a thriving and aspirational Town, whilst simultaneously revitalising the high street.

The project will provide residents with a single destination for learning, employment support, careers and skills advice, information and signposting, community and voluntary resources; to get online, to pursue hobbies, and to meet with others all in one space. These activities will be complimented by exhibition spaces, a café and flexible spaces that can incorporate a multitude of uses from art classes to health screenings. It will offer local businesses, start-ups, and entrepreneurs the skills, facilities, and services to thrive and grow, and voluntary and community partners will have the flexibility to operate either permanently or spot hire spaces to provide a rich and diverse community offer.

The combination of facilities, programming and partnerships will create a 'no wrong door' approach - essential in supporting the community in response to Covid-19. The range of services will provide a core environment of well-being, skills development, learning and information offering the community a clear pathway to a better life.

Harriet Birchall  
NCC Programme Lead – Town Deal



## 1.2 PROJECT VISION

### Project Vision

Norfolk County Council have developed a vision for the new Multi-User Community Hub at King's Lynn. The MUCH should be a place where residents can access a range of public services they value, alongside information and advice they trust, with library and learning at the heart. A welcoming, safe space where a range of partners offer support and people can connect, learn, be inspired and find the resources they need to thrive.

The project aims to:

- Provide inspiring spaces and facilities for individuals, communities and businesses that encourage connection and innovation
- Deliver flexible layouts and resources that adapt to the needs of different people and purposes
- Create a strong base for outreach and community support work
- Support smaller community groups and partners to have a local presence
- Encourage a sense of identity and pride in a local place
- Transform the landscape of the town centre with an aspirational building and associated public realm
- Attract more people to town centres as a cultural anchor, helping to strengthen communities
- Provide modern and fit-for-purpose services for customers; broaden offer to support small business
- Create a new town centre one-stop shop for a range of services and skills development opportunities for King's Lynn residents, with close access to public transport
- Drive skills progression for the workforce - encouraging lifelong professional development, up-skilling and re-skilling
- Equip young people for success by unlocking the abilities, confidence and potential of young people
- To limit embodied carbon by retaining and using elements of the existing concrete frame partnered with modern methods of construction and sustainable material choices
- To minimise operational carbon, reducing the demand for daily energy and water consumption through sustainable interventions

### Project Principals

The following principals have been developed during RIBA Stage 1 to guide the project through subsequent stages of development.



#### Sustainable Design

Use sustainable design-led thinking and strategies that focus on using less...less materials, less carbon, less energy, less natural resources. Exploring re-use of existing structures, minimising environmental impact and operational costs and aligning with Norfolk County Councils goal to be Net Zero by 2030.



#### Community Value

Provide inspiring spaces and amenities for individuals, communities and businesses developed through local grass-roots engagement and listening. Encourage connection, innovation and skills growth, and create a home for the local community of King's Lynn.



#### Transformational

Create a cultural anchor and encourage a sense of identity and pride through an aspirational building and public realm, transforming the landscape of the town centre.



#### Financial Value

Optimise cost, value, viability, and delivery, through intelligent and innovative design solutions, modern methods of construction and procurement, meeting Norfolk County Councils budget and financial requirements.



Map of King's Lynn



## 1.3 PROJECT OBJECTIVES

### Project Brief

The project brief has been updated and developed from the original King's Lynn Community Hub Development Report prepared by Hudson Architects in April 2020. Additional information and consultation has been gathered during RIBA Stage 1 to form the revised brief for the Multi-User Community Hub. The MUCH will be home to King's Lynn Library, Adult Learning services and Community Hub.

The main brief requirements and assumptions at this stage are listed in the following pages and detailed within the Design Brief document appended to this report. This document should be updated as the project develops in subsequent stages through consultation with Stakeholders.

### MUCH Multi-Use Community Hub

#### The Library

The library will act as the anchor for the development of the project where public and voluntary sector partners are brought together under one roof. Libraries are trusted, welcoming spaces where people can improve skills, develop literacy, access information and try something new. They are place where inequalities in society can be tackled. Libraries contribute to employment and business support, supporting children and families, supporting vulnerable people, promoting healthy lifestyles and offer access to cultural activities. Libraries are fundamental place builders.

In any new multi function hub, the library needs a dedicated physical space, with access to multifunction rooms and spaces. All spaces need to be disability and age friendly, offering appropriate facilities for people with disabilities.

#### Community Learning

The MUCH will provide a suite of spaces to support community learning through Norfolk County Council Adult Learning. The Learning Hub will provide access to a range of activities and class sizes as identified through Norfolk County Councils internal stakeholder engagement.

#### Community Hub

In addition to learning spaces, the MUCH will provide open workspace and bookable meeting rooms to support the local community, business innovation and self-directed study. A suite of accessible and flexible spaces should support the wider community and complement the services provided by the Library and Adult Learning Spaces.

### Accessibility

The MUCH should be fully accessible and remove as many barriers to engagement as possible. All facilities should be The building should be safe, with welcoming and accessible physical and virtual environments freely open to all encouraging participation, creativity and mutual learning and support.

The location of the most frequently used services and users needs should be well thought through and consideration should be made to parents and families with buggies. The MUCH should include a changing places facility, which should be accessible to the public at all times.



Diagram from Gov.uk - Libraries are for everyone, throughout their lives

### Operations & Maintenance

The operating costs of the MUCH should be minimised through the use of sustainable interventions such as PVs, high performing building fabric, and carefully considered servicing strategies. Energy efficient systems should be used for lighting (LED) and water usage (grey water systems)

The library spaces should be located within two floors of the new building to work within existing staffing and supervision levels. Facilities to support cleaning and maintenance should be located on every floor.

### Security

The library will operate as an "Open Library" with hours from 8am to 7pm Monday to Friday, 9am to 5pm Saturday and 10am to 4pm Sunday. The Community Wrokspace and Learning hours are to be defined, but likely to operate at different times. The building layouts should allow the Open Library and Community Hub spaces to operate independently when necessary.

Customers should feel safe in the building which can operate with minimal staffing levels. The Children's library should be located within a secure barrier or area of the building.

### Look & Feel

The new MUCH should be an aspirational building. It should be inviting, welcoming, have a strong sense of arrival and be connected to its surroundings. The building should maximise natural light and visual connections between spaces.

### Flexibility & Adaptability

The spaces should be adaptable, flexible and future proofed. The building should support future population growth and increased use. The environmental controls and building fabric should support our changing climate.

### Placemaking

#### Public Plaza

The project should create a new public destination and anchor within the town centre. Transforming the spaces to the front of the site, improving connections and visibility of the Majestic Cinema and creating a new welcoming, connected public plaza as a forecourt to the new MUCH.

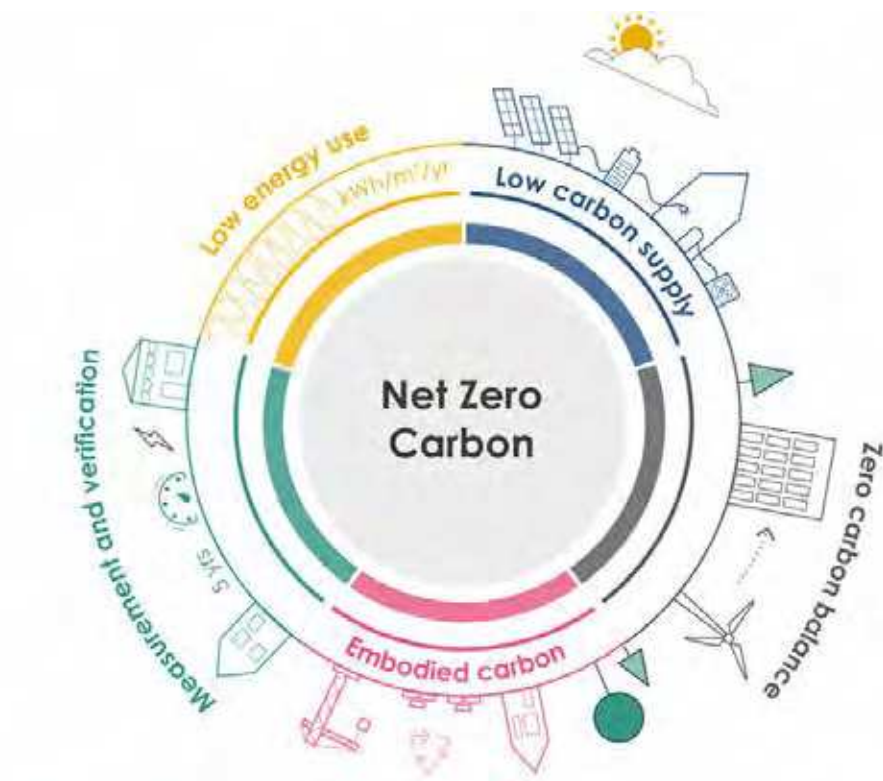
# 1.4 SUSTAINABILITY OBJECTIVES

## Sustainability Aspirations

The client’s brief is for a highly sustainable building which provides an exemplar for the de-carbonisation of their county-wide portfolio. Ambitious targets have been set for carbon and other sustainable goals. By opting to re-use the existing structural frame, the project has already made significant steps towards a sustainable future which should be pushed further in subsequent RIBA Stages.

### BREEAM

The contractor is to register the project with BREEAM, under BREEAM UK Refurbishment (Non-domestic), and will achieve a certified ‘Excellent’ rating. Elliot Wood’s Pre-Assessment is included as an appendix and indicates how this rating might be achieved. Additioanl appointments and modelling will be required



### Embodied Carbon

Minimising embodied carbon is essential if net zero targets are to be met. This includes the carbon associated with the production, transport, construction, maintenance / replacement and disposal of all materials through the lifespan of the building (nominally 60 years).

The Stage 1 feasibility studies explore and validate the retention and reuse of existing structural frame. This has significantly reduced the embodied carbon when compared with demolition and new build. All materials should be reviewed with a view to reducing embodied carbon wherever possible.

The embodied carbon of modules A1-A5 (Upfront Carbon / Cradle to Gate) shall be calculated at the design stage, in accordance with the RICS methodology, and will target a carbon factor of no more than 250KgCO<sub>2</sub>e/m<sup>2</sup>. This includes all elements of the build including structure, architecture and M&E. Elliot Wood’s Stage 1 Carbon Analysis suggest this target is achievable. The upper limit which could be accepted is 300KgCO<sub>2</sub>e/m<sup>2</sup> (LETI band A).

In line with best practice, the embodied carbon of all modules A1–C4 (Whole Life / Cradle to Grave) should also be reported. The embodied carbon is to be monitored and as-constructed results reported at practical completion.

	ASPIRIATIONAL TARGET	NON-NEGOTIABLE TARGET
Embodied Carbon	250KgCo2e/m2	300KgCo2e/m2
Operational Energy	70kWh/m2	85kWh/m2
Airtightness		<1 (m3/h. m2@50Pa)
Thermal Performance	Walls - 0.12 W/(m2·K) Roof - 0.14 W/(m2·K)	Building Regulation Requirement

### Operational Energy

The client aspires to have a low energy building with all operational uses minimised. The total operational energy (EUI - Energy Use Intensity) of the building shall be calculated using a combination of the TM54, and dedicated thermal/energy model and the results from the SBEM calculations and will target an energy use below 70kWh/m<sup>2</sup>/year. The upper limit which could be accepted is 85kWh/m<sup>2</sup>/year.

Key to achieving a low operational energy use is the minimisation of heat loss. This is to be achieved via a ‘fabric-first’ approach, including passive design measures (eg optimising solar gains) and fabric performance (eg high levels of insulation). The contractor should consider targeting a space heating demand of 15kWh/m<sup>2</sup>/year.

It is anticipated that higher than current Building Regulation fabric elements will be required such as improving the wall U value to 0.12 W/(m<sup>2</sup>·K) or better, for the roof improving the value to around 0.14 W/(m<sup>2</sup>·K).

Where mechanical systems are being employed the use of efficient equipment such air source heat pumps for heating/cooling and hot water generation, heat recovery ventilation equipment such as the MVHR units, efficient lighting design and the installation of energy efficient FFE devices and equipment. Low temperature under-floor heating is to be used throughout the public areas.

The main library areas shall be ventilated via an automatic natural ventilation system, utilising actuated windows, indoor sensors and the stack effect created by the open atria and high-level actuated louvres, including the use of over-night purging routines. Other enclosed areas, such as adult learning, will be ventilated by mechanical ventilation with heat recovery (MVHR).

Demolition & Strip out

Existing buildings contain huge amounts of material, all of which have embodied carbon. The contractor shall seek to reuse existing building components wherever possible. Those that cannot practically be re-used must be properly recycled. A pre-demolition waste audit shall be carried out within Stage 2 - at least 95% of demolition waste (by weight) should be diverted from landfill.

Most of the existing structure is to be retained but significant parts of the concrete frame are to be demolished, including the roof, tower, south-east corner and the creation of internal voids. The design has limited use for crushed concrete (infill of the existing lift pit and possibly public ream build-up). Crushed concrete which cannot be used on site is to be re-used as aggregate and all steel rebar is to be recycled.

Design for Disassembly

The building shall be designed in accordance with circular economy principles and designed for disassembly wherever possible to allow materials to be removed and reused at the end of life. Use of adhesives, nails and expanding foam is to be minimised and reversible mechanical fixings (such as screws) used instead.

On Site Energy Generation

The design will maximise the use of photovoltaic panels on the roof, allowing for MEP plant and building elements such as rooflights, lifts and stairs. This is essential to achieve the client’s long term objective of a net zero estate. BREEAM requires a Low / Zero carbon Feasibility Study which will provide guidance on the most suitable renewable technologies.

Airtightness

An air-tight building is essential to achieving a low energy building and ensuring the efficient operation of MVHR. The building is to be pressure tested prior to practical completion and meet an air permeability target of <1 (m3/h. m2@50Pa).

Water Use & Sustainable Drainage

Norfolk is one of the driest areas of the UK and potable water should be treated as a precious resource. Low-flow / dry sanitaryware and appliances are to be considered wherever possible. Rainwater harvesting should also be seriously considered for flushing toilets as this would reduce the reliance on the wholesome water supply for most of the year and reduce the storage capacity by around 20 l/person/day. However, the available water storage would need to cover the ‘drier’ period and would be sized to cope with the flushing requirements.

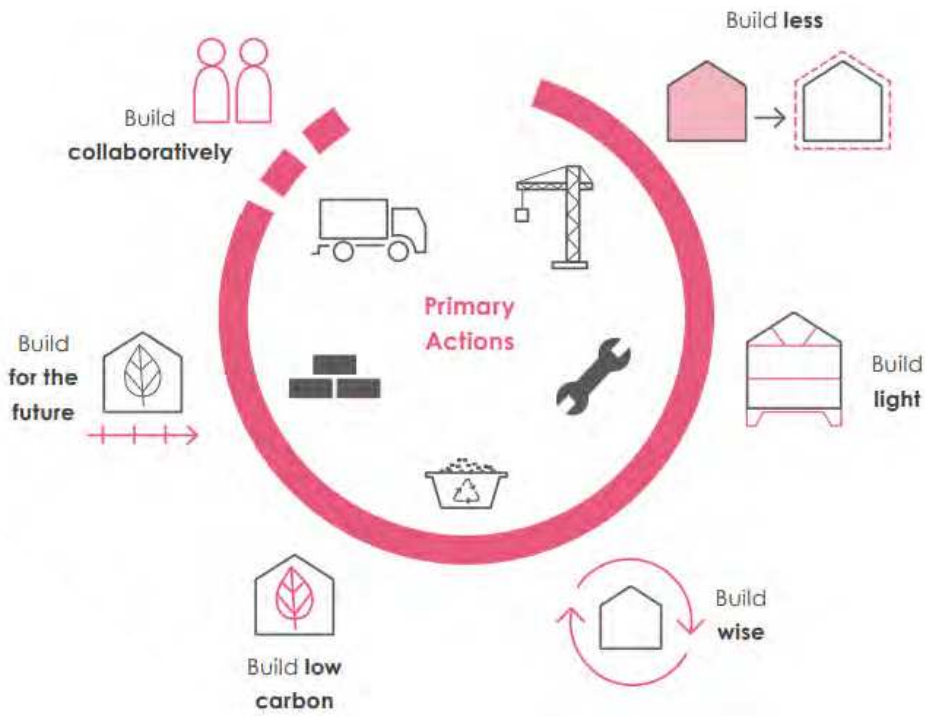
Water usage is to be calculated based upon a potential population use profile with the aim to target the 2030 RIBA water consumption target of 10 litres/person/day of wholesome water usage.

Whilst there is not believed to be a local authority requirement for storm water attenuation, consideration should be given to the option of having a blue roof, or preferable a blue-green roof which would both attenuate rainwater and enhance biodiversity. These benefits should not reduce the prioritisation of photovoltaics but may be used in combination.

Daylight & Glazing

The benefits of natural daylight over artificial lighting are widely known. Daylight should be maximised within all habitable spaces, although the design must carefully balance the benefits of daylighting with the downsides of excessive glazing (carbon content, heat loss, overheating etc). Internal daylight modelling shall be used to calculate an average daylight factor in accordance with the BREEAM requirements.

In achieving the balance of overheating and daylight it is anticipated that the glazing G-values and/or shading devices will have to be utilised while balancing the light transmission ability ensuring that the extent artificial lighting is rarely needed in day time use. To reduce the energy losses/gains the glazing U values would need to play its part in the overall heat gain and losses and therefore techniques such as gas filled glazing, triple glazing and glazing sizes should be considered.



Biodiversity

An ecologist shall be appointed in Stage 2 to advise on protection and enhancement of site ecology. Consideration shall be given to the benefits of ecology enhancements such as a green roof and bat and bird boxes.

The existing street trees are to be retained and protected during construction.

Overheating

Overheating will be assessed using CIBSE TM52 Thermal Comfort Analysis, as required under Part O of the building regulations to assess the risk of overheating. The building shall not exceed the RIBA target of a 25-280C maximum for 1% of occupied hours.



# 1.5 SPATIAL REQUIREMENTS

The spatial requirements for the MUCH were developed and tested with stakeholders during RIBA Stage 1, and build on previous consultation carried out as part of the King's Lynn Community Hub Development Report.

## Welcome area

*A warm, welcoming arrival space - the shop front of the Community Hub*

- Arrival and main entrance to building with good visibility and connections to the open library and adult learning areas
- Opportunity to use arrival space as an exhibition and display space to showcase collections within.
- Well considered and visible digital signage and wayfinding within arrival space and throughout building
- Space for storage of buggies and prams, allowing users to leave large items at ground floor with local storage throughout open library
- Open, welcoming, typically unstaffed with no requirement for a security or reception desk
- Information points and hubs, allowing flexible meet & greet arrangement

## Open Library

*A welcoming, fully accessible and inclusive library*

- Open library floors with flexible, shared space for open collections, readers and activiy spaces.
- A library over two floors, allowing passive supervision of spaces within existing staffing numbers
- Flexible, movable shelving to allow transformation and multi-use of spaces.
- Spaces for self-issue machines close to collections
- Readers spaces to browse, work or study, with comfortable reading spaces, study carrels, shared desks and open access computers.
- Space for local history heritage collections, stored in protected cases with opportunity to display and exhibit in entrance area.
- A Young persons library with collection and readers space
- A dedicated Children's library with collections, readers, activity space and somewhere to store buggies.

- Activity zones throughout the open library, allowing flexible, adaptable use of space for classes and events to support library use
- A Business IP hub providing dedicated space for business advice and book access, with space for 1 to 1 meetings, advice desk, collections, and information and display.

## Rare Reference

- Safe storage of significant rare reference material
- Storage solutions to support range of materials, shelving, roller racks and plan chests.

## Staff Spaces

*Staff spaces to support open library, catering and FM staff.*

- A staff office providing a flexible, private space for small meetings or quiet working
- A staff workroom to process and sort collections
- A private staff room with kitchenette, soft seating and tables for breaks and quiet working. Places to securely store personal belongings.
- Touchdown spaces through open library floors to allow flexible working and support

## Community Learning

*A suite of flexible, multi-use spaces to support a variety of activities and class sizes through the Adult / community Learning programme.*

- Spaces to support range of activities from art classes, core skills, yoga classes, family learning, cooking to bike workshops .
- A fully accessible and inclusive learning environment to support all users needs.
- Adaptable spaces to support future change in use and size of classes.
- Support spaces, quiet rooms for 1 to 1 conversations with staff and students.
- Breakout spaces with tea making facilities.
- Spaces to store materials and equipment.
- A training kitchen providing opportunity for social enterprise and adult learning.

## Community Workspace Hub

*Workspaces and meeting rooms to support local community, business innovation and self-directed study*

- open workspace with shared desks and informal meeting space to support local business users, for 20no users.
- bookable community meeting rooms for 6 to 8 users

## Cafe

*A welcoming cafe pop up, for building users and visitors with places to stop and eat and drink throughout library*

- A small cafe counter as part of the community Hub, encouraging users to stay and use the hub throughout the day.
- Self-service hubs to every floor

## Ancillary

*Spaces to support King's Lynn's new Library and Community Hub*

- WCs, accessible WCs,
- A changing places facility with 24/7 access
- Cleaners stores and general stores to support facilities and maintenance teams.
- Security and CCTV strategy to support open library
- General circulation stairs and lifts
- Delivery bay
- Waste storage with direct access to the street

## Briefing Items to be Confirmed in RIBA 2

- *size and operation of cafe to be develoed*
- *size of the Rare Reference storage room and environmental conditioning requirements to be defined*
- *access to controlled reading rooms / associated spaces to be developed*
- *size and interaction of adult learning rooms to be developed further*

# 1.5 SPATIAL REQUIREMENTS

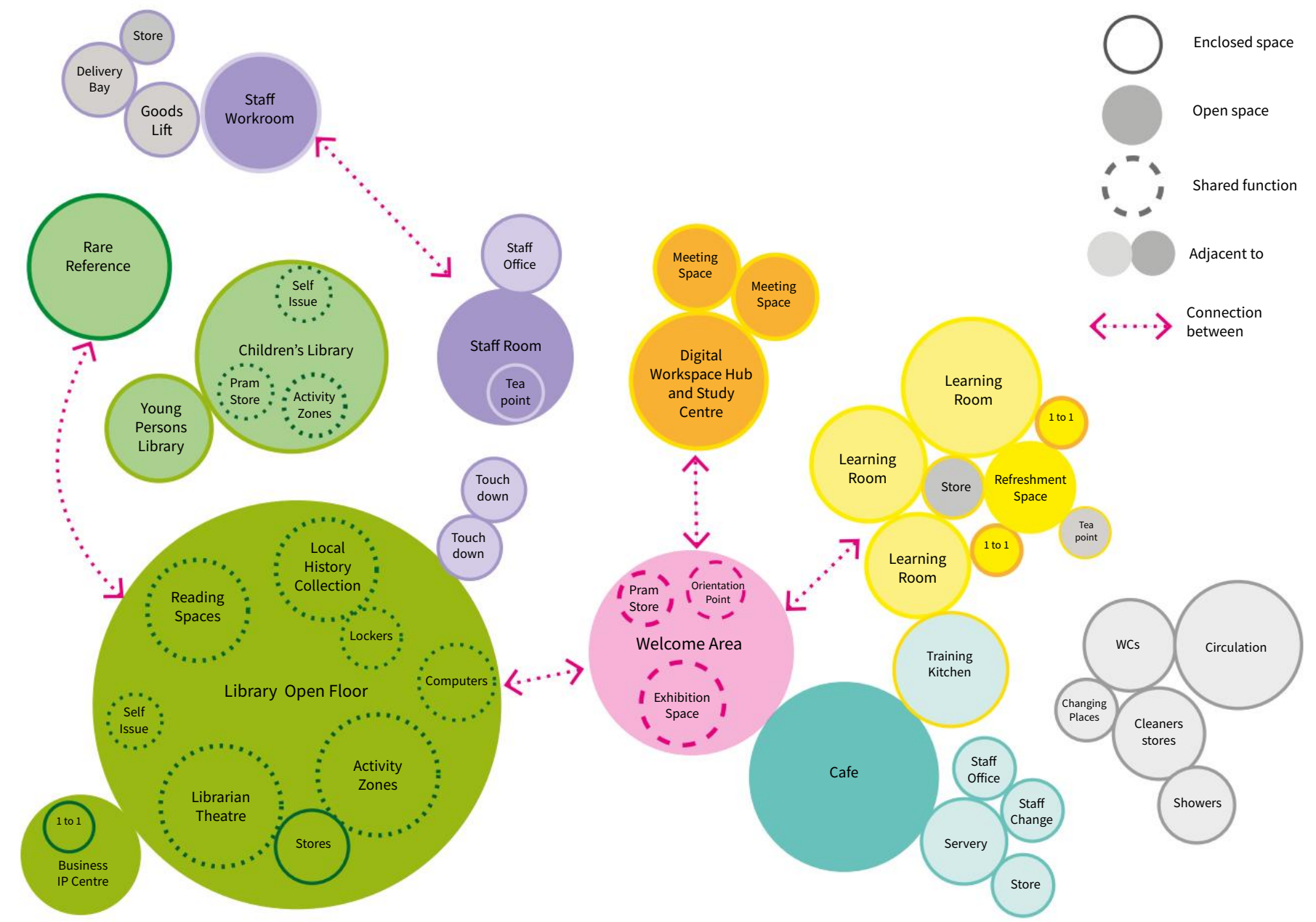
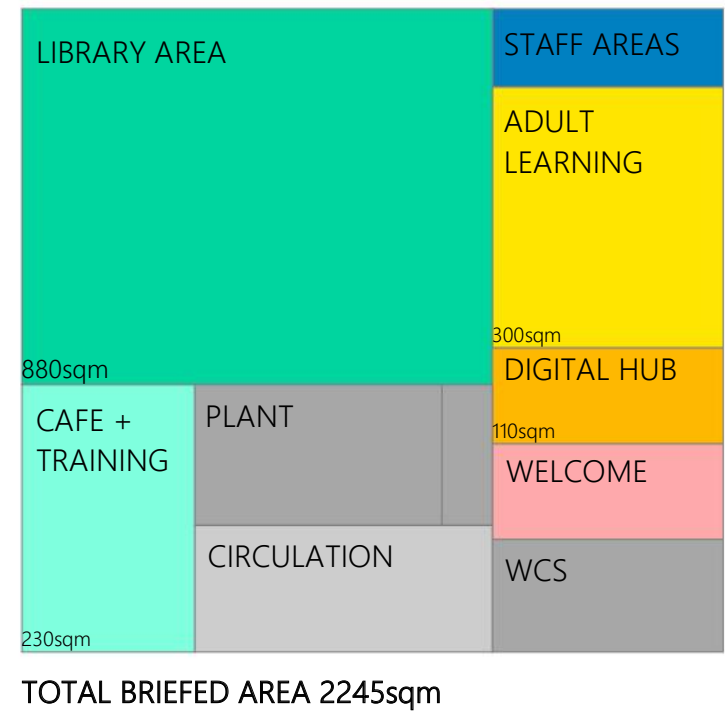
## Area Requirements

The area requirements for the MUCH were developed and tested with stakeholders during RIBA Stage 1. The new MUCH should provide an area of 2,245sqm gross internal area, comprising of the following allowances. Detailed area schedules are included in appendix A.

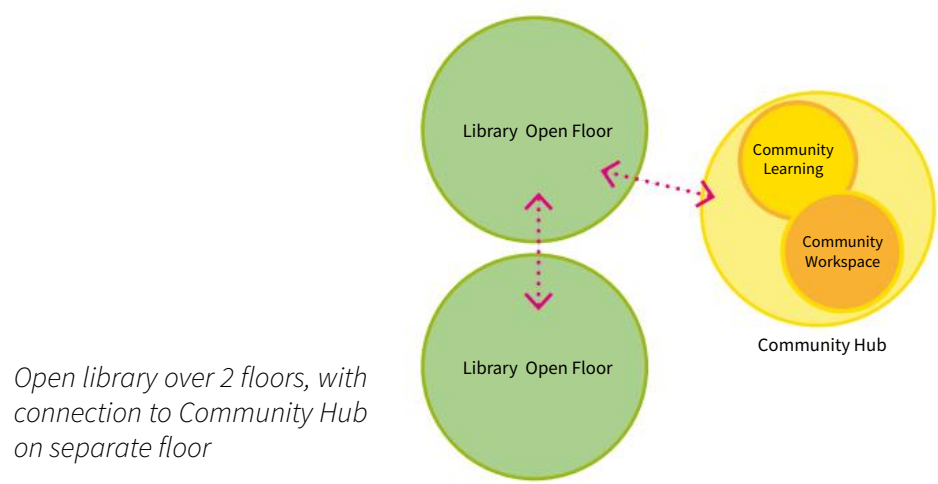
## Key Adjacencies

The following key adjacencies were developed and agreed during RIBA 1

- Open library spaces should be co-located over 2 floors
- Adult Learning and Community Hubs spaces should be co-located
- The Children's library should be located on the ground floor and close to the main entrance
- The library should be located on the ground floor
- Staff workroom should be located close to the goods lift and delivery bay.

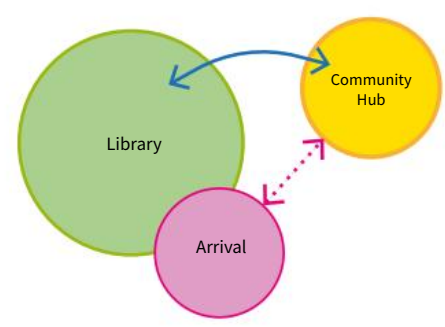


Adjacencies and connections diagram



Open library over 2 floors, with connection to Community Hub on separate floor

The library should be located on the ground floor, connected to the main entrance. The layout should allow the Open Library and Community Hub spaces to operate and be accessed independently when necessary.



## 02 THE SITE

- 2.1 Site Location
- 2.2 Historical Context
- 2.3 Local Context
- 2.4 Site Materiality
- 2.5 Existing Building
- 2.6 Site Opportunities



# 2.1 SITE LOCATION

## Site Location

46 New Conduit Street is located in the market town of King's Lynn, in West Norfolk. King Lynn plays host to wealth of historical building and assets, however, as with many market towns, the retail footprint of the town sector is less vibrant than it once. The MUCH will provide a driver for change:

- Attract more people into the town centre as a cultural anchor
- Provide services that will benefit the local community
- Create a focal point which will be attractive to the local community and visitors and boost the local economy
- Transform and rejuvenate an under-utilised area of the town centre

The site is in a significant location within the town centre on the eastern edge of the central retail area where the old meets the new. It is strategically placed between the key transport hubs for the town - the railway and bus stations and multi storey car park.

Placing the hub in a prime location surrounded by retail outlets and with transport close by allows the MUCH to become a key social and education resource within the community. It gives all residents the ability to use the hub with minimum effort and allows news about the events and facilities to permeate through the town. With the new plaza, pedestrianised streets and high foot fall the hub is poised to become a keystone of King's Lynn.



- 1 Purfleet Trust
- 2 St Nicholas' Chapel
- 3 Norfolk & Waveny Mind
- 4 Solace End of Life Support
- 5 The Big C Support & Information Centre
- 6 West Norfolk Deaf Association
- 7 St John's Church
- 8 King's Lynn Samaritans
- 9 Victim Support Witness Service
- 10 King's Lynn Foodbank
- 11 Forward Day Centre
- 12 King's Lynn Shelter
- 1 King's Lynn Bus Station
- 2 King's Lynn Train Station
- 3 King's Lynn Multi Storey Car Park
- 1 True's Yard Fisherfolk Museum
- 2 Tuesday Market
- 3 Alive Corn Exchange
- 4 St George's Guildhall
- 5 Lynn Museum
- 6 Groundwork Gallery
- 7 Stories of Lynn
- 8 Grey Friars Artspace

- Support Services/Charity Organisations

- Transport Links

- Cultural Connections



# 2.2 HISTORICAL CONTEXT

## Site History

Through studies of Historical records and photographs show that prior to the construction of the existing building, the site was occupied by Victorian terraced houses. A row of three storey houses faced towards Sedgford Lane with two storey houses facing north towards New Conduit Street.

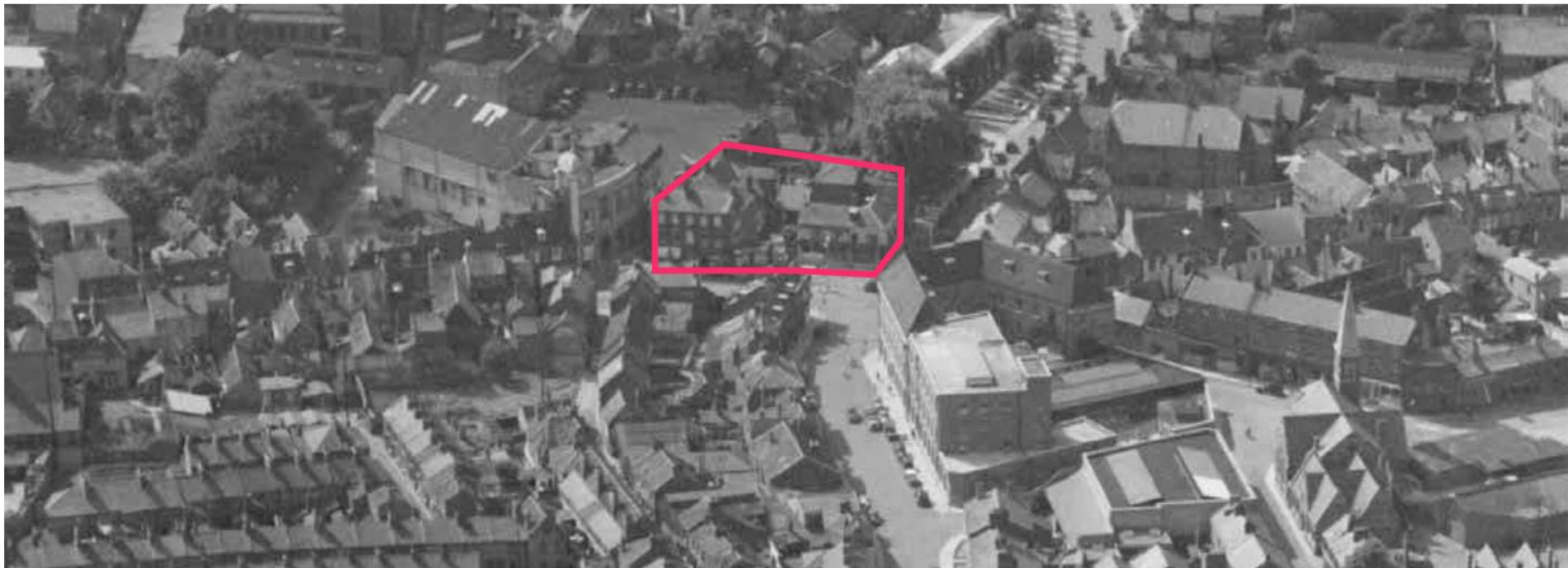
The central area between these two blocks formed a garden area which linked to a parade of trees along the length of New Conduit Street. New Conduit Street has seen a dramatic transformation since the early 1900's. The road was realigned, and the parade of trees replaced with commercial units. Around 1970 the Victorian houses on the proposed site were demolished and replaced with the current commercial building.



Historical photograph showing Victorian Terrace housing



Map from 1938



Aerial photograph



# 2.3 LOCAL CONTEXT

## Local Context

The existing building is surrounded by roads, many of which are pedestrianised. The site is bordered by the Vancouver Quarter, King's Lynn's central retail area to the north and west and the King's Lynn Conversation area to the south and east.

To the north, the pedestrianised Baxter's Plain is a rather undefined and has been compromised by the recent extension of the Vancouver Centre H&M building which encroaches onto the street. The pedestrianised street continues West along New Conduit Street which is home to commercial properties with little architectural significance.

Tower Street to the south east of the site is an attractive street within the Conservation area and is a continuation of the pedestrianised shopping centre of King's Lynn. Sedgford Lane to the south is part pedestrianised and part vehicular. To the east, the Old Post Office occupies a large island site on the end of Blackfriars street.








## Conservation Area

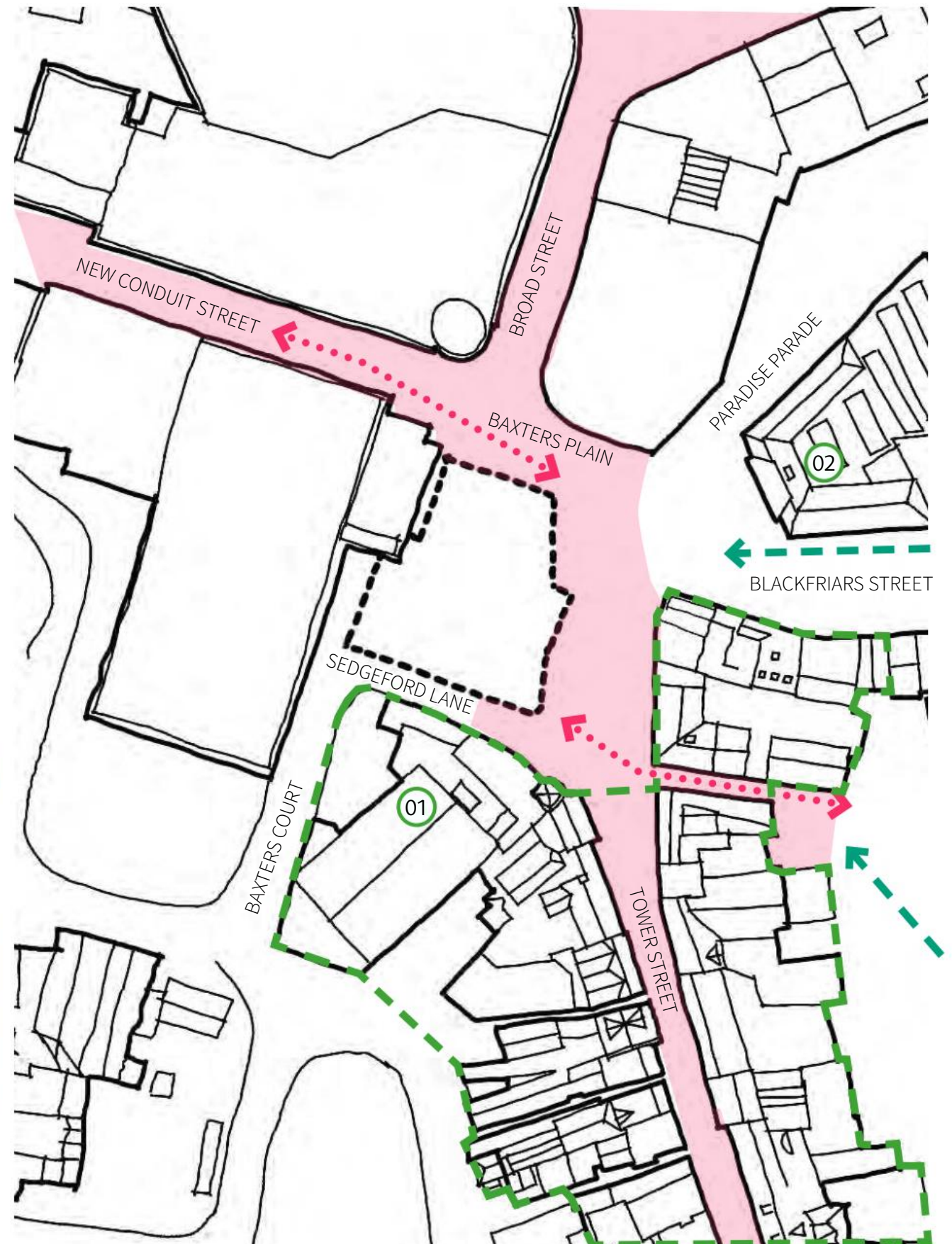
While the site itself does not sit within a conservation area, it sits within a historically significant context. The King's Lynn Conversation area is located to the south of the site from the junction of Tower Street and Blackfriars Street. The conservation area includes the Majestic Cinema, a Grade II listed cinema built in 1927.



Aerial photograph

### KEY

-  Back of house and service
-  Pedestrian urban realm
-  Transport routes
-  Key pedestrian routes
-  King's Lynn Conservation Area
-  Majestic Cinema (Grade II listed)
-  Old Post Office



Site analysis sketch



## 2.3 LOCAL CONTEXT



*Vancouver Centre at junction of Baxters Plain and New Conduit Street*



*View down Tower Street*



*Vancouver Centre along New Conduit Street*



*View towards the old Post Office from the existing Argos building*



*View down Tower Street from the existing Argos building*



## 2.4 MATERIALITY

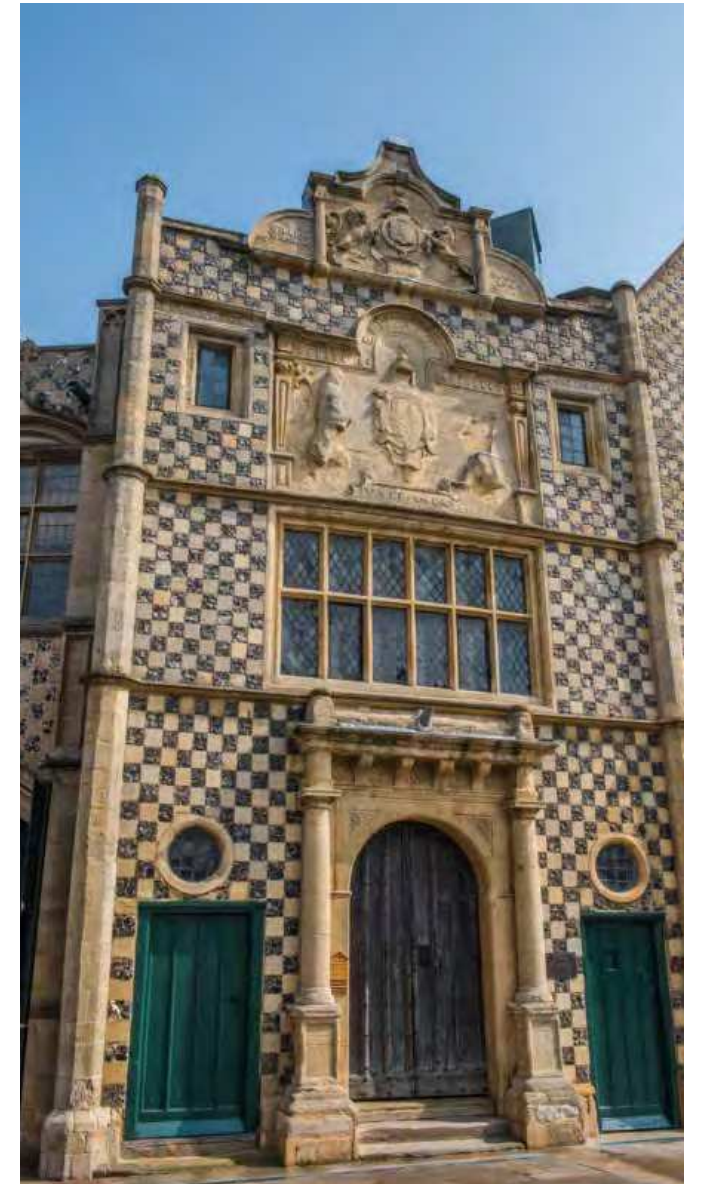
The material palette of King's Lynn is as eclectic as might be expected from a sea-port town with historical links to European trading.

The local brick is red, but there is a great deal of brown brick from the yards around Wisbech. The Flemish bond of many building frontages has a pronounced change of tone between the headers and stretchers, giving a 'speckled' appearance. Sometimes the headers are lighter than the stretchers, and sometimes the reverse, giving subtle interest and relief to the building facades. Opportunities to reference this 'speckled' effect could be explored, to bring some additional vitality and local relevance to the new MUCH.

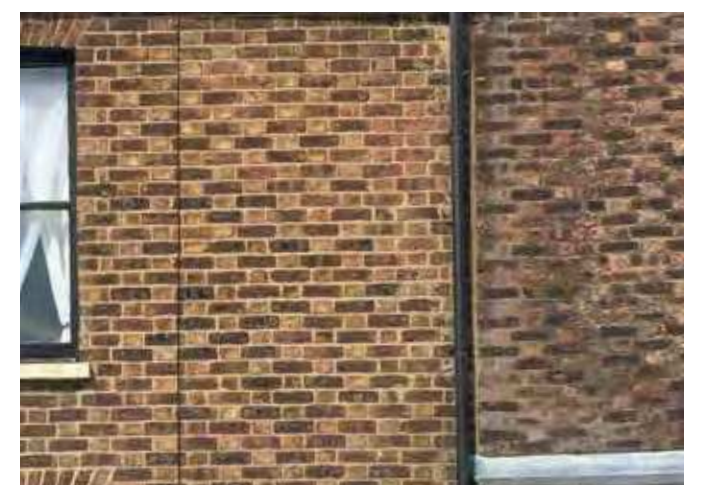
Colourwashing of facades, or the application of stucco in the 18th and 19th Centuries is favoured in some of the more prestigious buildings.



*Photograph of the Majestic Cinema*



*Photograph of King's Lynn Guildhall*



*Photograph of 'speckled' brickwork in King's Lynn*



# 2.5 EXISTING BUILDING

The existing building is a four storey commercial building, most recently used as a retail unit with associated office space on ground and first floor. The second floor houses an out of use car park and the third floor was most recently used as a bar and night club.

The ground and first floor facade is set back from the building line over. The ground floor is a typically fronted commercial facade, with fully glazed windows inter-spaced with brick clad columns, while the first floor has more conventional glazed elements and solid brickwork.

The second floor car park is open to the elements on three sides, and the concrete superstructure is largely exposed. The third floor windows have been externally clad with fixed metal cladding to prevent light ingress into the nightclub within.

The existing roof is flat with a low parapet. There is a telecommunications antenna mounted on the roof. The height of the roof parapet is only surpassed by an assumed stair core on the eastern elevation by approximately 2.5m.

## Existing Structural Frame

The existing primary structure is a reinforced concrete (RC) frame with concrete beams and clay pot floors and roof. Initial findings site investigations and the condition of the existing structure is described in more detail in Elliot Woods report.

As identified through the `previous studies, the existing building and structural frame presents an opportunity for reuse. Such reuse gives the opportunity to create an exemplar building that saves energy, lowers carbon emissions and gives a precedent for both the architectural community and other local authorities to look to.

Creating the conditions to keep the current building frame could be a difficult balancing act however, it is one worth perusing as there has never been a more pressing time to create good examples for low carbon strategies.



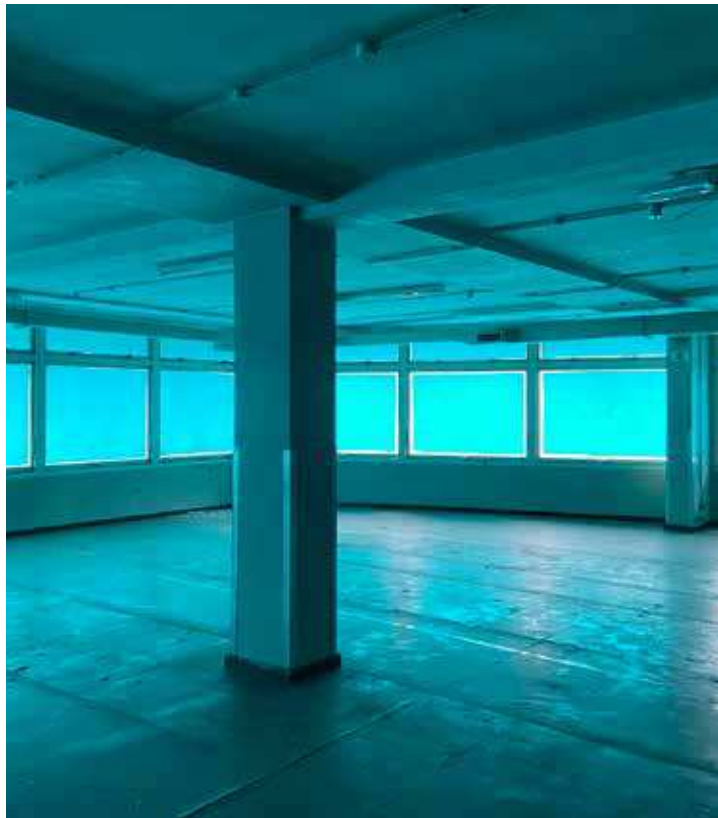
Photograph of the Argos building from Tower Street



Photograph of the Argos building from Baxters Plain



Existing ground floor



Existing first floor



Existing second floor



# 2.6 SITE OPPORTUNITIES

## A New Public Space

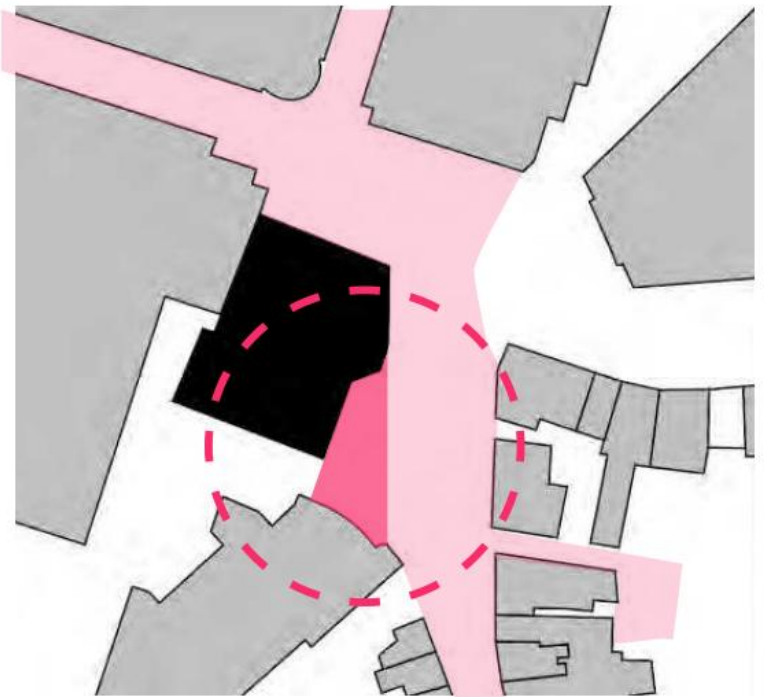
We have identified an opportunity to redefine the edge of the existing building and create a new, public destination and plaza in front of the new Community Hub. Pulling back the building line will open up views towards, and connections to the Majestic Cinema building, showcasing this fantastic example of an almost unaltered Jacobean Baroque Style cinema complex.

Creating a new public space, nestled between the buildings will provide a welcome place to sit, dwell and rest within this busy shopping area. The new public, open space would be south facing, creating a warm and pleasant place to sit.

Exploring the use of planting and vegetation will help temper the plaza, keeping the space cooler in summer, improving air quality and adding greenery to this significant junction. Built in seating and terracing would create a flexible, shared space that can be used by the public with minimal maintenance and upkeep.



Existing Site Plan



Opportunity to create new public plaza



Historical Photograph of the Majestic Cinema prior to construction of the existing Argos building





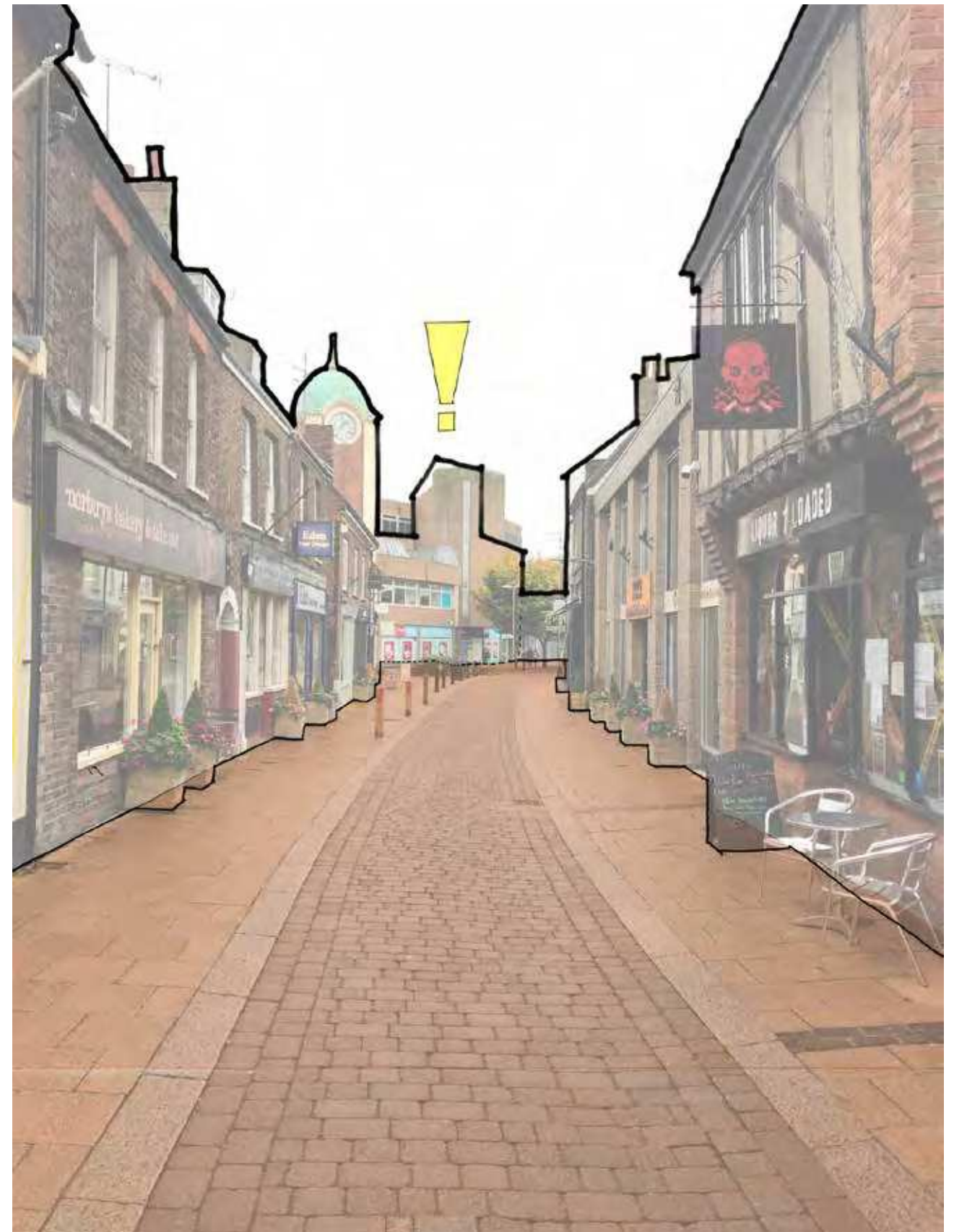
## 2.6 SITE OPPORTUNITIES

### A Distinct Building

The existing tower of the Argos building creates a significant focal point at the end of the long views down Tower Street and Blackfriars Street. The tower sits comfortably against the clock tower of the Majestic Cinema and the towers throughout King's Lynn.

While the architectural language of the existing building has not aged well and has little architectural merit, the use of the tower is a successful beacon and signifier for this important site.

Creating a contemporary tower as part of the redevelopment of the site will continue to draw the public towards this junction and highlight the civic importance of the new Community Hub.



## **03 OPTIONS STUDIES**

- 3.1 Massing Studies
- 3.2 Structural Studies
- 3.3 Structural Appraisal
- 3.4 Option B Design Development
- 3.5 Modern Methods of Construction
- 3.6 Facade Studies



# 3.1 MASSING STUDIES

## Overview

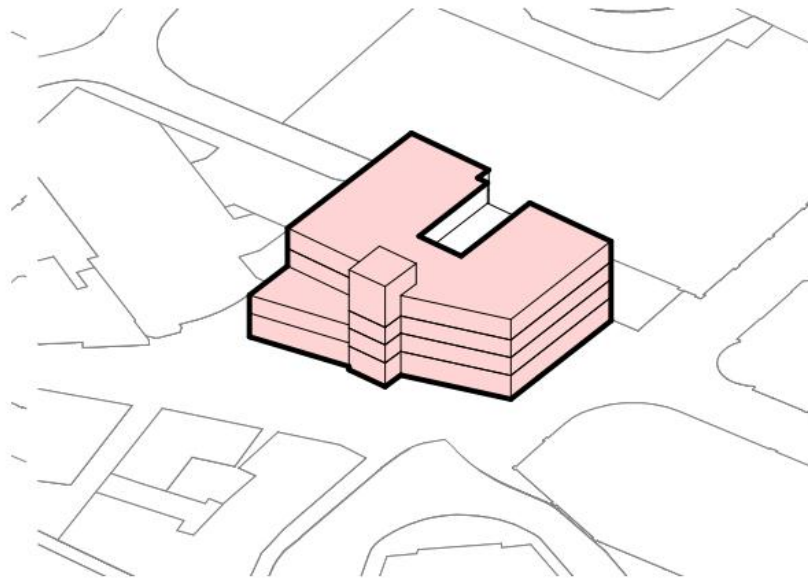
During the initial stage of RIBA 1 we developed massing studies to explore the form and scale of the proposed development to meet the following key briefing requirements:

Area	Provide a building of 2,245sqm gross internal area.
Scale	Provide a building with the library over 2 storeys to meet NNC management requirements
Public Plaza	Transform the public realm and create a new public plaza and anchor within the town centre.
Place making	Improve connections and visibility of the Majestic Cinema.

In addition, we considered the following:

Planning	The existing building is over-dominant on the site and sits above the surrounding two and three storey buildings. The scale and massing creates a heavy book end to the end of the street. Exploring lower massing and scale on the site will open opportunities to create a building congruent with its surroundings.
Sustainability	Developing a building on site that meets, but does not exceed the clients space requirements. A lower, smaller development with less facade, less material and less energy to heat and cool the building.

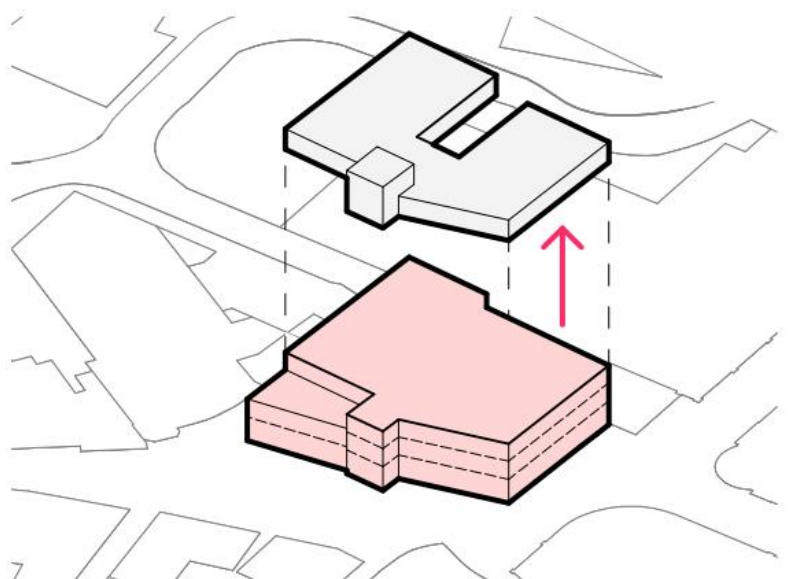
Each of the massing studies were evaluated against the briefing requirements and considerations listed above. The options on this page are included as a record of design development, with reasons for discounting each option noted.



## Existing 4 Storey Massing & Footprint

### Reasons for discounting option:

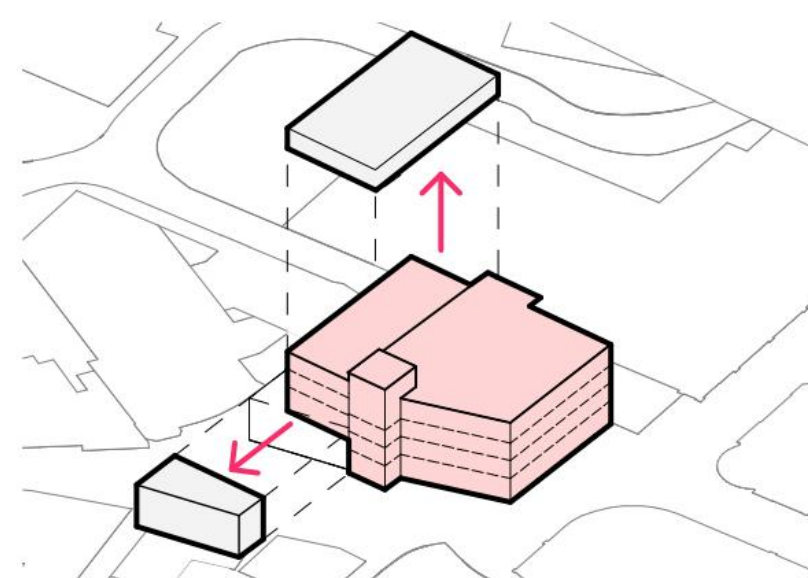
- overall area provided in excess of briefed area requirements
- number of storeys does not align with buiding management strategy
- missed opportunity to reshape the footprint of the building to improve views the Majestic Cinema
- missed opportunity to transform the public realm and create a new public plaza
- massing and scale over-dominant on site, missing opportunity to develop and more appropriate and congruent building form



## 3 Storey Massing & Existing Footprint

### Reasons for discounting option:

- overall area provided in excess of briefed area requirements
- missed opportunity to reshape the footprint of the building to improve views the Majestic Cinema
- missed opportunity to transform the public realm and create a new public plaza and improved connections to the MUCH



## 3 and 4 Storey Massing with Cutback

### Opportunities

- pushing the building line back creates views and connections to the Majestic Cinema.

### Reasons for discounting option:

- overall area provided in excess of briefed area requirements
- number of storeys does not align with buiding management strategy
- the existing tower limits views from the corner of Baxter's Paling towards Tower Street and the Majestic Cinema



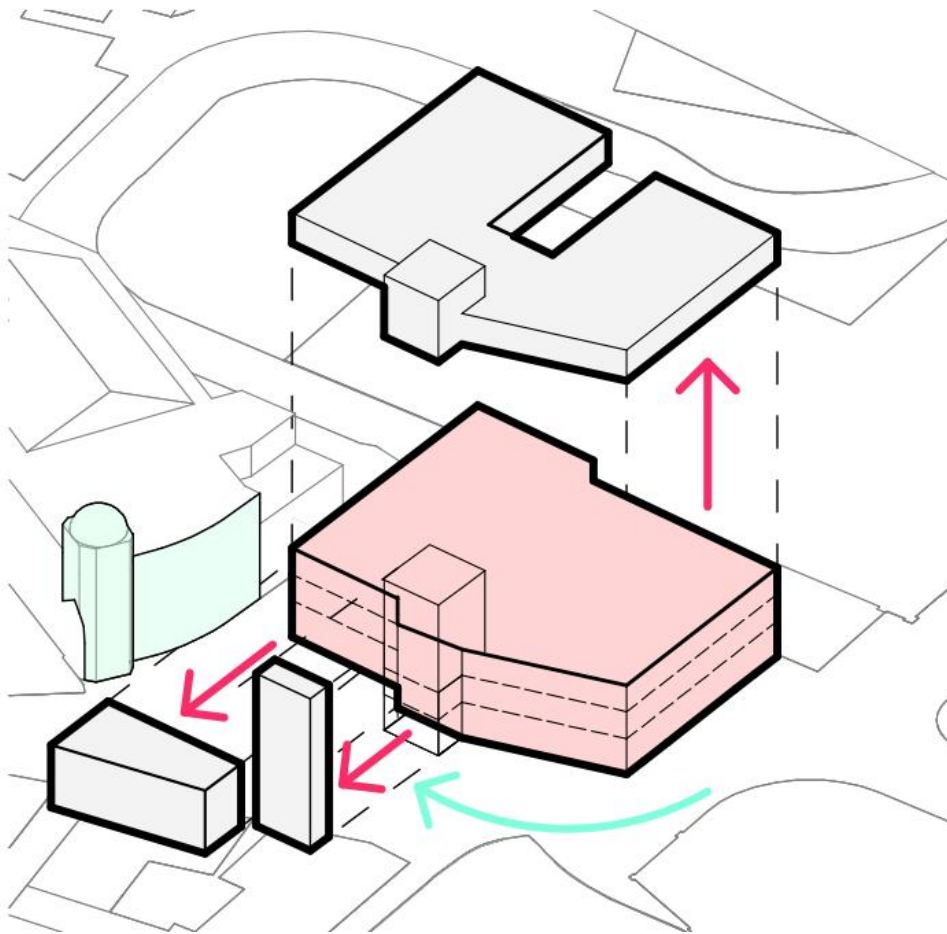
# 3.1 MASSING STUDIES

## Preferred Option

In this study we further explored the 3 storey massing option, setting back the building line to the south east to create a public square and connection with the Magestic Cinema. We also explored the form of the tower, pushing the projection back to the building line, improving views and connections between Baxter's Plain and Tower Street.

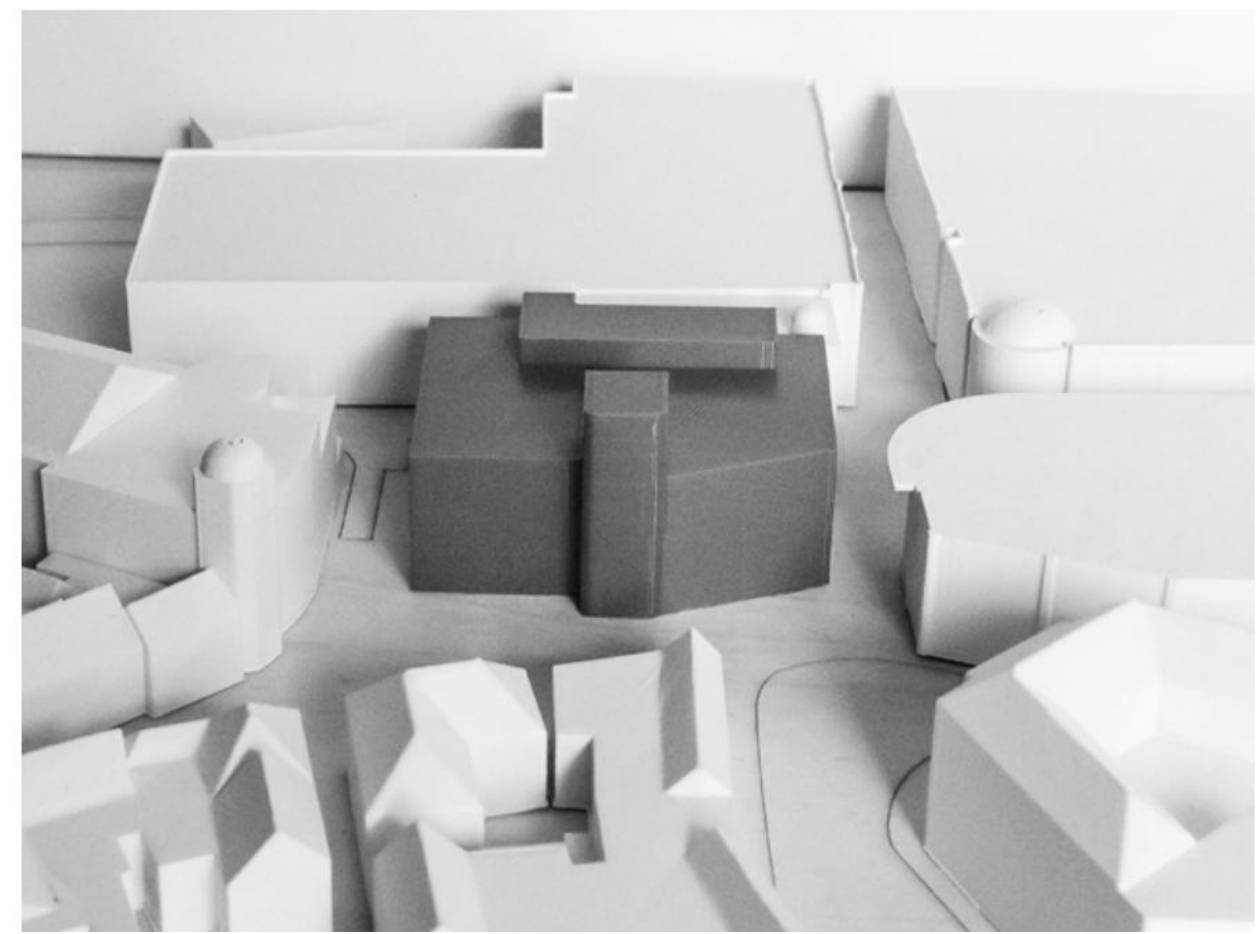
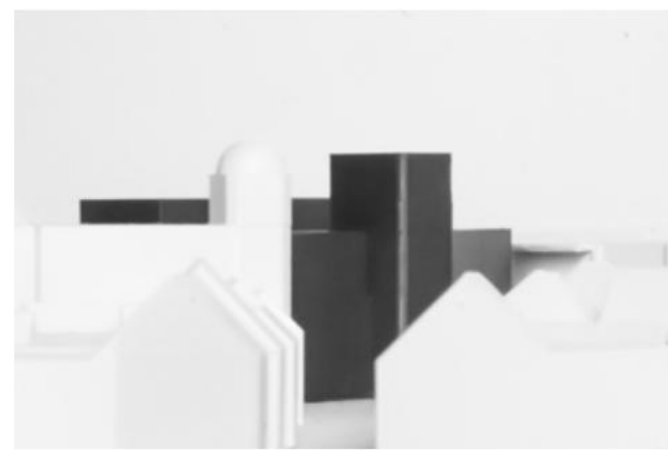
This option was reviewed with Stakeholders and developed as the preferred massing option, addressing the following key briefing requirements:

- Area**            usable floor area meets briefing and budget requirements
- Scale**            massing appropriate to context and scale of development in line with brief, allowing for a 3 storey MUCH
- Public Plaza**    opportunity to create a new public plaza and focal point in front of the Magestic Cinema



The resolution of the massing should be explored further during RIBA 2. Opportunities to sculpt the massing and connections to the tower element should be explored.

Massing opportunities should be explored through pre-app meetings with the planners.



# 3.2 STRUCTURAL STUDIES

## Structural Studies

Following the conclusion of the massing studies, the design team undertook a feasibility study to explore structural options for the re-use of the existing frame vs new build. The aim of this study was to meet the following requirements:

- Massing & Area** Provide a building on site over 3no stories meeting the briefing requirements for the MUCH
- Carbon** Carry out embodied carbon assessment of each structural option working towards NNC ambitions to achieve Net Zero
- Cost** Provide cost analysis for each option

The proposals allow for cutting and carving of the existing 4 storey massing to reshape the building to meet the architectural ambitions detailed in the section above. All options allow for the complete transformation of the external appearance of the building. The existing brickwork facade will be removed and replaced with a new, thermally improved, and more appropriate skin. New internal layouts and cores will be designed to suit the brief for the MUCH.

## Structural Options

Throughout the preliminary design stages, a number of options have been considered by Elliott Wood, initially with a feasibility study in December 2021. As part of our subsequent Stage 1 work the Design Team undertook an assessment and review of the initial study.

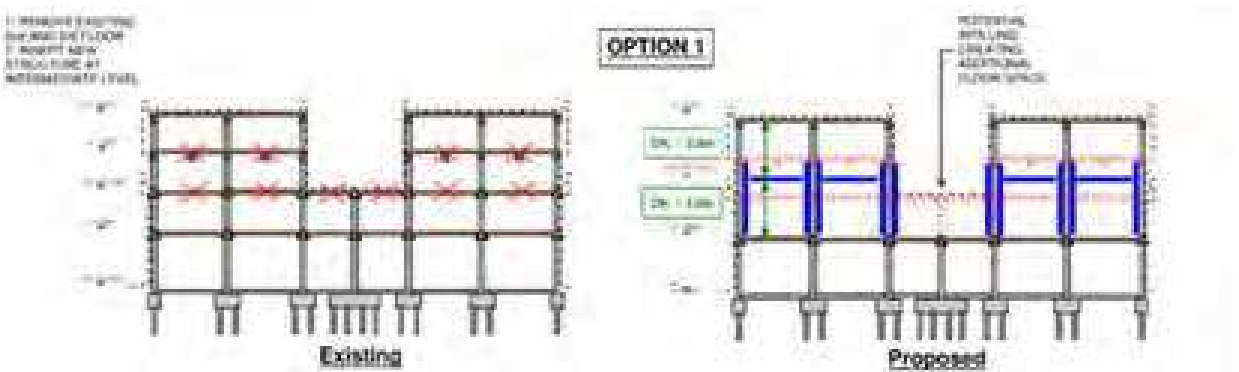
During RIBA 1, a further three options in collaboration with Hudson Architects, Hoare Lee M&E Engineers and Better Design were developed. For the purpose of this report, the following comparative studies we undertaken:

- Stage 0 Review of previous Feasibility Study undertaken by Elliot Wood in December 2021
- Option A Structural Refurbishment
- Option B Structural Remodelling
- Option C New Build

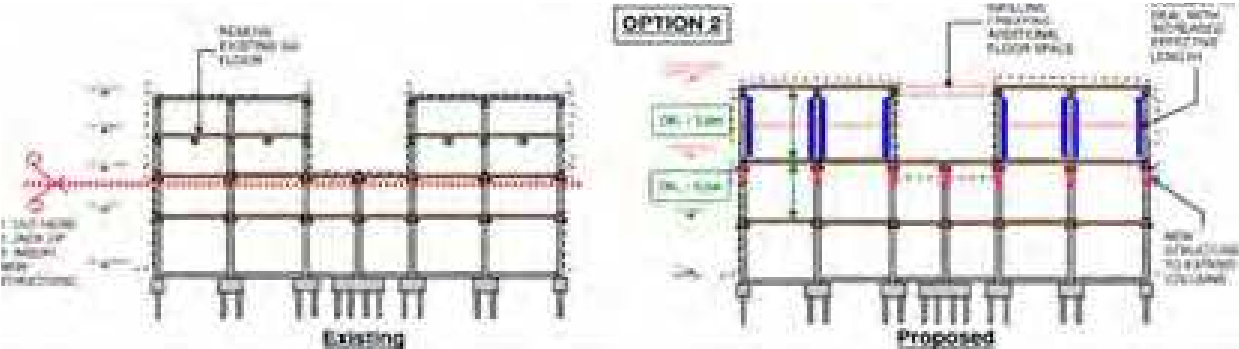
## Stage 0 - Feasibility Study (December 2021)

During the initial Feasibility Study, and due to the low floor to ceiling heights at first, second & third floor levels, Elliott Wood were asked to explore the options for achieving 3.0m floor to ceiling height at three levels. Three options for achieving this were explored, all whilst retaining as much of the existing structure.

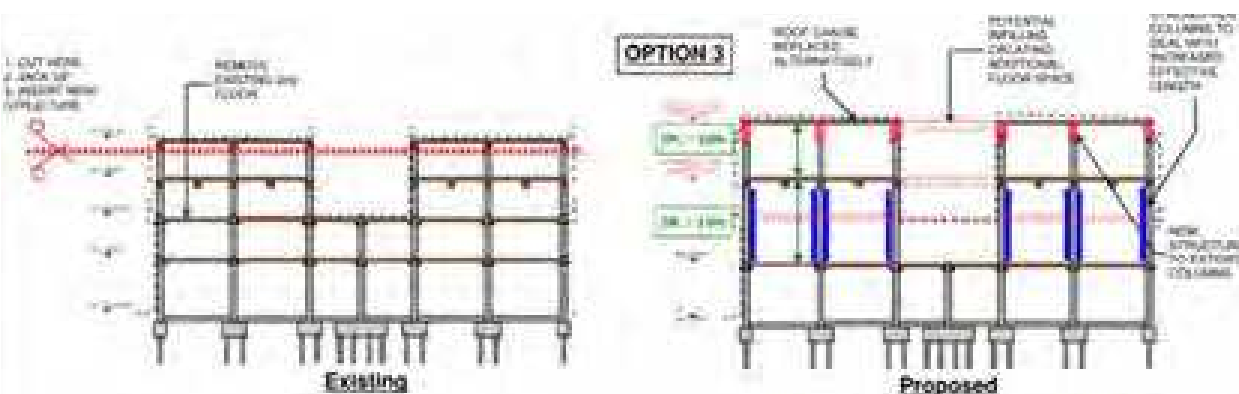
**Option 1**  
Demolish second & third floors and install a new second floor at the desired level, whilst strengthening the existing columns



**Option 2**  
Cut the building at underside of second floor and jack the structure up (including existing second floor) by extending the existing column heights. Third floor demolished.



**Option 3**  
Cut the columns at underside of roof slab and extend the existing columns whilst jacking up the existing roof level. Second floor to be demolished to form a double height space.





# 3.2 STRUCTURAL STUDIES

## Stage 0 Review

Whilst all three options were feasible structural alterations to the existing building to allow it to function for the proposed use, the construction works are intensive. These options were further considered by the Design Team during RIBA 1.

## Slab Heights

As part of the Design Team's analysis of the existing building, the feasibility of working with the existing slab levels was reconsidered. A key requirement of the previous study was to increase the floor to ceiling heights to 3m. The existing floor to soffit heights range from 3m at ground floor to 2.7m at first floor and 2.6m at second floor, with reduced height to the underside of existing structural beams. While these heights are lower than a new build development would allow, they are not unworkable and have potential to create some interesting spaces and volumes.

Working with the Design Team, we explored opportunities to retain the existing slab heights. The following strategies were developed:

- Forming voids and rooflights within the deep footprint of the building to create a sense of volume and space, with connections to the sky and daylight
- Using voids and atrium spaces to explore natural ventilation options.
- Considering servicing strategy to minimise service zones within the floor and ceiling build up.
- Exposing the existing structure, giving access to thermal mass, and minimising new ceilings

The retention of the existing slabs has the following advantages:

- Reduces construction risks and unknowns by simplifying the alterations to the existing frame.
- Reduces construction cost through working with the existing slab levels

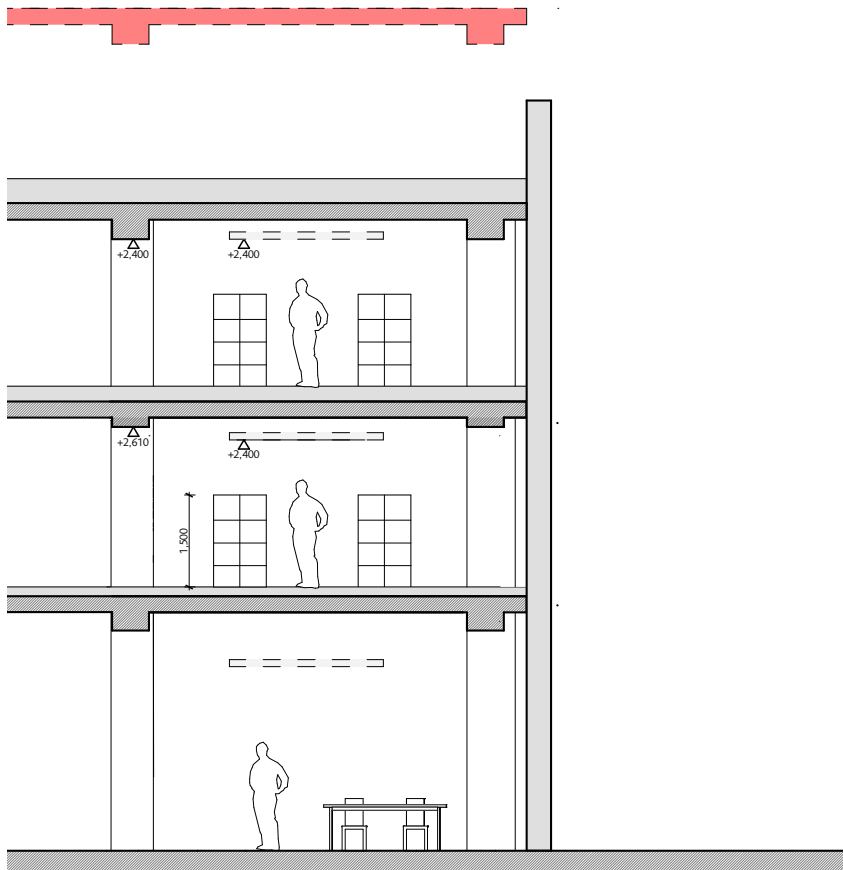
## Massing & Scale

The feasibility studies explored alterations to the slabs within the massing of the existing building. Option 1 retains the existing roof level slab, while options 2 and 3 increased in height of the existing roof slab.

Through our massing studies, we explored the opportunity to reduce the scale of building on site, developing a more appropriate form fitting in with its surroundings. The options within the feasibility study did not address this concern, and would result in the continued over development of the site.

There would also be associated building costs through the additional area of materials (facade, taller internal walls etc) and the larger volumes would require more energy to heat and cool the building.

Following the conclusion of our analysis, we explored a further two options looking at the retention of the existing slab and structural frame. Working with the team, we developed an understanding of the existing building to determine what can be retained. We also developed a new build option to compare the benefits and disadvantages of rebuilding the frame. These are outlined in the following section.



Existing section showing ceiling heights



Existing first floor - exposed structural frame



Existing second floor - exposed structural frame

# 3.3 STRUCTURAL APPRAISAL

## Structural Appraisal

	AIM	STRUCTURAL OVERVIEW	MEP OVERVIEW	EMBODIED CARBON	COST	NOTES
Option A Structural Refurbishment	<ul style="list-style-type: none"><li>- Low carbon, low cost option.</li><li>- Working with the existing reinforced concrete frame, with minimal structural interventions and alterations.</li></ul>	<ul style="list-style-type: none"><li>- Existing ground to third floors retained with architectural and services strategies to suit.</li><li>- Introduction of new voids at all floor levels to form atrium and introduce daylight into the deep floor plan</li><li>- Introduction of voids at new roof level to form rooflights over</li><li>- Partial demolition of roof existing structure</li><li>- New façade</li><li>- Removal of existing lift shafts and installation of new lifts</li><li>- Infilling of the external rear courtyard with new slabs at second &amp; third floors</li><li>- Removal of two bays at the south-eastern corner of the site to create public space</li></ul>		<ul style="list-style-type: none"><li>- Lowest carbon</li></ul>	<ul style="list-style-type: none"><li>- Low cost</li></ul>	<ul style="list-style-type: none"><li>- Minimising structural alterations and working with existing sheer walls limits potential for development of internal layouts</li><li>- Retention of the existing stair core restricts opportunities to improve public plaza and connections to surroundings</li></ul>
Option B Structural Remodelling	<ul style="list-style-type: none"><li>- Low carbon, low cost option</li><li>- Working with the existing reinforced concrete frame, with more significant structural alterations.</li></ul>	<ul style="list-style-type: none"><li>- As Option A, with the following additional alterations proposed</li><li>- Removal of the eastern RC stair core and installation of a new RC stair &amp; lift core to access all floors.</li><li>- Due to the alterations to the existing stability system and location of the new voids, new RC shear walls are proposed between floors to reinstate lateral stability.</li></ul>		<ul style="list-style-type: none"><li>- Low to medium carbon</li></ul>	<ul style="list-style-type: none"><li>- Low to medium cost</li></ul>	<ul style="list-style-type: none"><li>- Preferred option following Client review.</li><li>- Allows greater flexibility of internal layouts</li><li>- Allows better opportunities to reshape public space to front of building</li></ul>
Option C New Build	<ul style="list-style-type: none"><li>- New build structure over existing retained foundations</li></ul>	<ul style="list-style-type: none"><li>- Complete demolition of the existing super structure</li><li>- Existing foundations retained, with new, light weigh structure over</li></ul>		<ul style="list-style-type: none"><li>- High carbon</li></ul>	<ul style="list-style-type: none"><li>- High cost</li><li>- Increased construction timeframe</li></ul>	<ul style="list-style-type: none"><li>- Option discounted due to high cost</li></ul>



## 3.4 OPTION B DESIGN DEVELOPMENT

### Void Studies

Following a Design Team and Client review of the three structural options, the preferred option was agreed for further development - Option B, Structural Remodelling.

- Sits within the agreed project budget and construction cost
- Meets client briefing requirements for area
- Delivers first step towards Net Zero carbon development, minimising embodied carbon through the reuse and alterations to the existing structure.

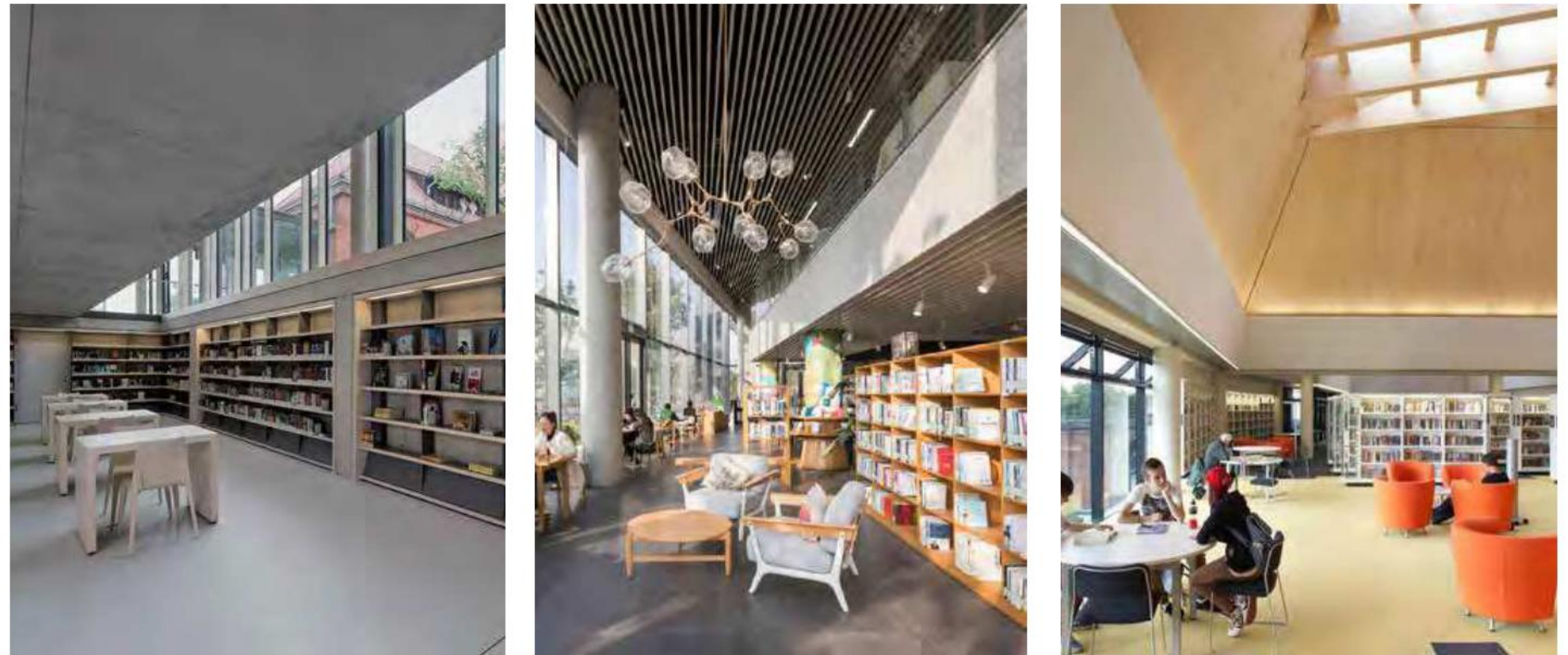
### Void Studies

As part of the feasibility study to retain the existing slabs, the Design Team carried out studies to explore creating openings and atriums within the building to maximise daylight, improve opportunities for natural ventilation and create a sense of volume and space. The key principles were:

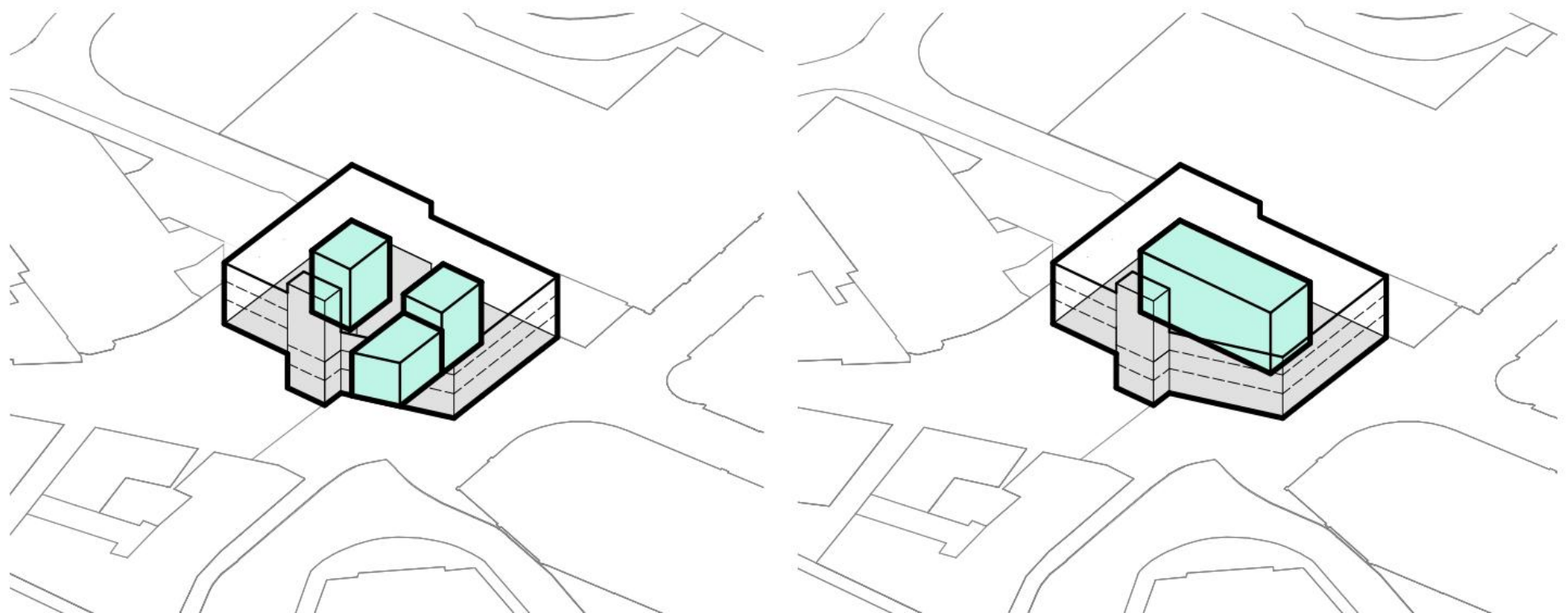
- openings formed within slabs located within existing structural grid to minimise requirement for secondary structure
- openings formed at roof level, creating lanterns to the top floor, improving perception of space within low ceiling heights and maximising potential for natural ventilation and daylight
- internal voids stacked to create atrium allowing for development of natural ventilation strategy
- voids enclosed at second floor level to work with ventilation strategy

### Layout Studies

During RIBA Stage 1 and in parallel with the massing and structural studies, the following layout studies were tested and developed with NCC Stakeholder.



Precedent photographs of double height spaces, rooflights and voids



Axonometric void studies- two central voids with connection to facade

Axonometric void studies- single central void



# 3.4 OPTION B DESIGN DEVELOPMENT

## Layout Studies

### Option 01 - The 4 Storey MUCH

- library on ground and first
- adult learning and community spaces on second and third floor with access to roof terrace

#### Stakeholder Feedback

- Management of a 4 storey building does not work with existing staffing and supervision levels.

### Option 02 - The Forum Model

- Ground floor as open community hub, adult learning, cafe, training kitchen and welcome space
- Library located on first and second floor

#### Stakeholder Feedback

- The children's library should be located on ground floor for ease of access
- Ground floor should be open, welcoming and engaging - not suited to enclosed rooms
- The library should on the ground floor

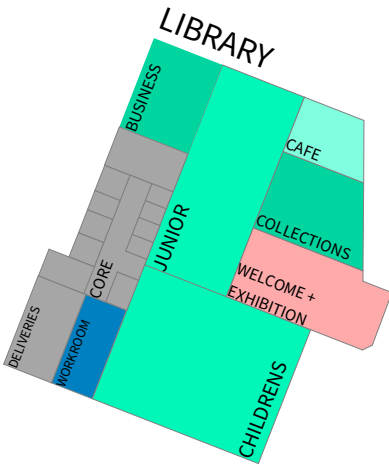
### Option 03 - MUCH Preferred Option

- Open library on ground and first
- Adult learning and community spaces on second floor

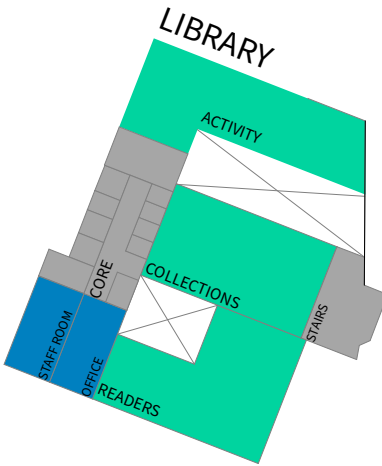
#### Stakeholder Feedback

- The children's library creates a welcoming arrival and works well
- Adult learning and community spaces on the second floor can be successfully managed to work with Library hours.

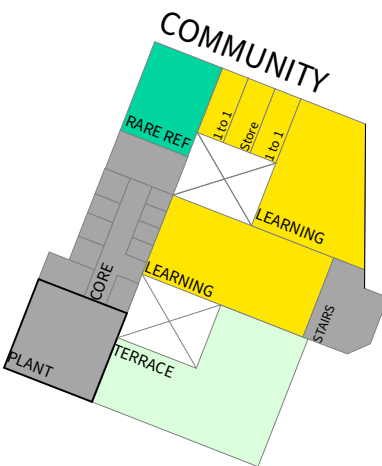
Option A - 4 Storeys



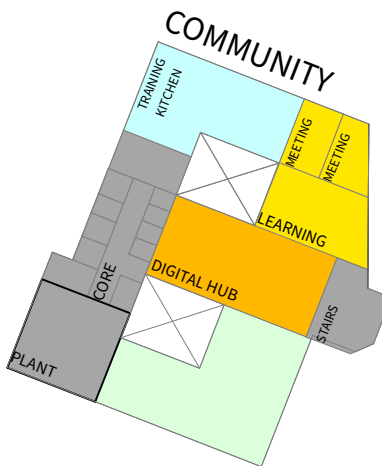
Ground Floor



First Floor

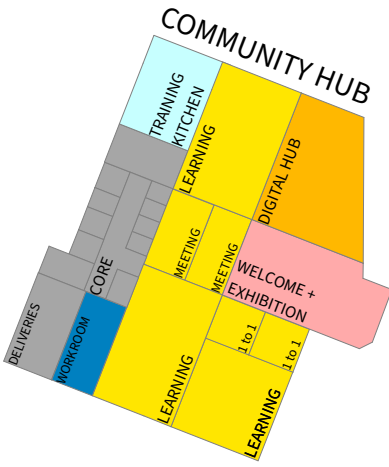


Second Floor

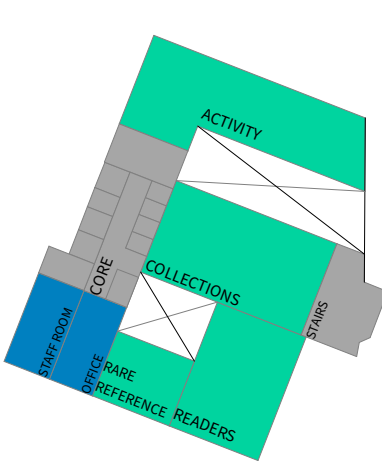


Third Floor

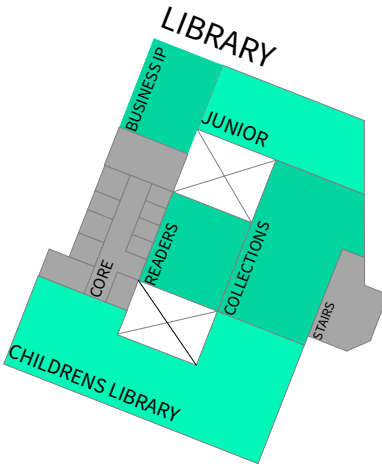
Option B - The Forum



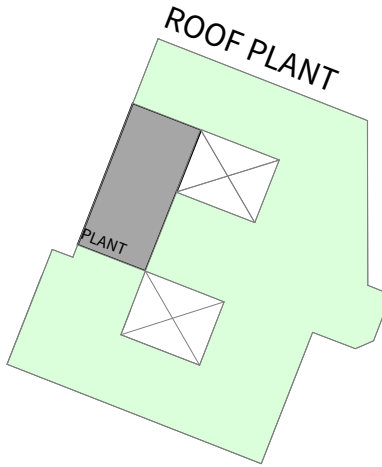
Ground Floor



First Floor

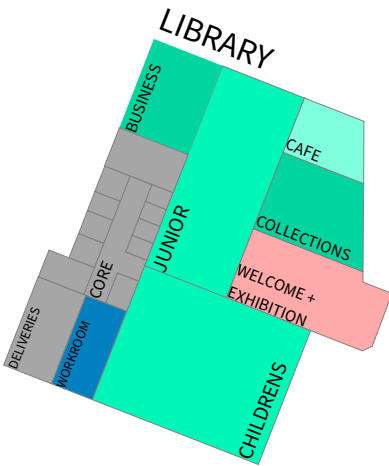


Second Floor

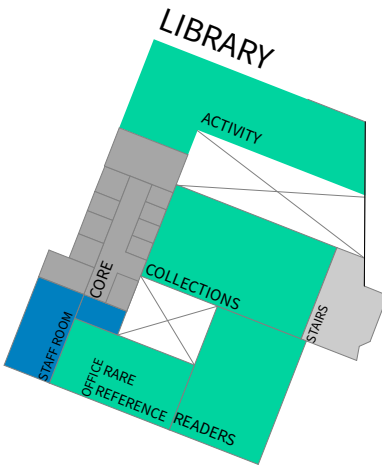


Third Floor

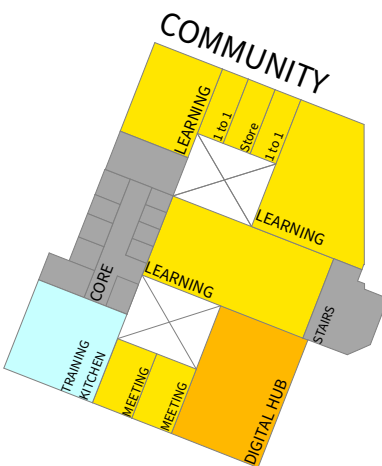
Option C - MUCH



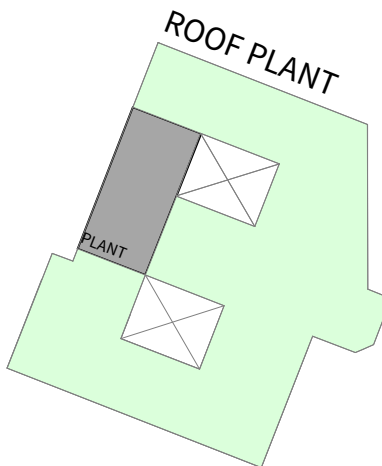
Ground Floor



First Floor



Second Floor



Third Floor

# 3.5 MODERN METHODS OF CONSTRUCTION

## Overview

During RIBA Stage 1 the team worked alongside Better Delivery to explore opportunities to embed the principles of Modern Methods of Construction within the developing proposals. The options were considered alongside the site logistics plan, as shown on the next page.

Off-site Manufactured Solutions have the potential to deliver wide benefits to the Project - greater resource efficiency, increased construction speed, reduced load on the existing structural frame, and a drive towards zero waste and a circular economy.

The used of off-site solutions will also have wider benefits for King's Lynn - reduced number of deliveries, less time on site, and opportunity's to reduce noisy works - will benefit local ecology, surrounding building users, visitors, and the wider community.

## Retention of Existing Frame

The developing proposals allow for the retention of the existing RC frame, with a new facade transforming the external appearance of the building. The new skin will need to wrap or infill the existing frame, and should significantly improve the air permeability and thermal performance for the building. The external skin will need to support cladding and glazing systems appropriate to the local context, matching the architectural ambition and civic importance of the MUCH. A facade study is included in Section 04.

## Infill Walling

Steel Framing System (SFS), and Structural Insulated Panels (SIPS), are often specified as an infill to concrete structural frames, sitting inside the frame itself. Infill walling as a SIP is incredibly quick to install. SFS, comprising of engineered steel components is much slower and requires the storage of materials on site. The limited space available within our tightly constrained site is likely to make SFS impractical.

Further development of infill options would require a greater understanding of the tolerances of the existing frame, structural connection, and interface with support systems for the cladding and fenestration. For these reasons, it was felt that infill walling is not the optimal route for this project.

## Full Structural Wrap

We considered options for forming a loadbearing full structural wrap, taking into consideration embodied carbon, building height, wall thickness, fire test data and suitability for use with the reinforced concrete frame.

## SIPs

Structural Insulated Panels are an advanced method of construction, exploiting composite panel techniques - delivering excellent structural and thermal characteristics in one system. SIPs have two parallel faces – of Oriented Strand Board (OSB) - sandwiching a rigid core of Polyurethane (PUR) foam. The result is a lightweight system which is quick to erect, and free from the complications surrounding compression shrinkage and thermal bridging.

The rigid insulation core can be formed with PIR, EPS and PUR insulation. The combustibility rating of these products is Euro Class D or worse. As a public use building this would not be a suitable options to develop further.

## Closed Panel Systems

Closed Panel Light Gauge Steel Framing (LGSF), and Timber Systems, deliver rapid and robust energy efficient buildings, structural strength and airtightness. The use of mineral wool insulation when combined with A1 or A2 facing boards allows for a compliant, non-combustible facade system.

Closed Panels can offer reasonably high thermal performance throughout the life cycle of the building. However, to achieve the required u-value, the wall thickness of a mineral wool panel will be thicker than the equivalent PIR insulated SIP. To achieve a target U Value of 0.16W/m<sup>2</sup>K, the Timber panel would have an overall thickness of 265mm. With an allowance for cladding system on top and overall external wall build up of 415mm is assumed. This is within acceptable tolerances of the project and would not have a significant impact on the overall building area.

Timber and LGSF systems produce similar structural, air permeability, and thermal performance, however the risk of thermal bridging is greater in LGSF. Targeting an overall air tightness below 3 m<sup>3</sup>/(m<sup>2</sup>·h) @50 Pa, with A1 Non-Combustible Mineral Insulation, the build-up includes an external layer of CP board, and an internal face of 15mm Fermacell.

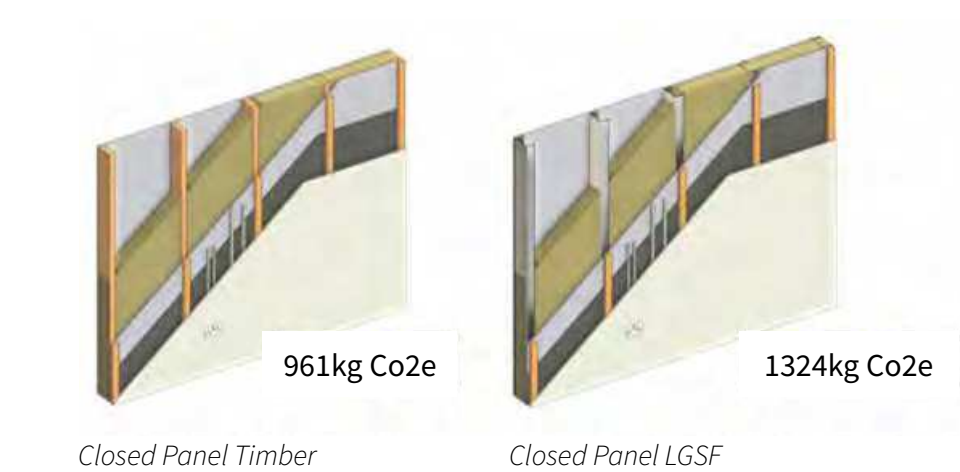
The installation of Closed Panel systems should be developed further in the next stages. Pending detailed surveys and understanding of the existing structure, we have assumed that Closed Panels would installed out with the external face of Structural Frame, with structural supports tying back to the main structure. This would allow large panels to be lifted into place, over sailing the edge of the existing slabs.

## Embodied Carbon of Closed Panel Systems

In addition to the performance of the LGSF and timber systems, embodied carbon is a key consideration when selecting options for further development. The measured embodied carbon of LGSF and timber sytems varies considerably when calculated by evaluation of Boundary Definition and Embodied Carbon Simulation.

A1 - A3 Product Stage - The steel panel system has significantly high emissions associated with creation at cradle, and transportation to the UK. The timber panel system has lower emissions as timber products can be locally grown and sourced.

A4-A5 Lifecycle Stage (Transport, Construction / installation) - This Stage focuses on the transport of the product from the factory to the construction site, as well as the energy used during the assembly of the material. There is a minimal difference between the two systems as supply chain partners for either system are assumed to be within 75 miles.



## Recommendation

Based on the assessment above, the preferred option would be to develop proposals for a Closed Panel Timber system to form the external envelope.

Both the embodied carbon of timber panels, opportunity at end of life to contribute to the circular economy align with the projects Zero Carbon ambitions.

# 3.5 MODERN METHODS OF CONSTRUCTION

## Fenestration

We would propose where floor-to-floor curtain walling is required, that is fixed top and bottom directly to the RC slabs with Vertical Jambs to curtain walling may need secondary steelwork. Ribbon windows need to be avoided as they make the panel difficult and expensive to create.

Punch windows within Large Format Panel up to 2m wide work due to the nature of the Project, and lifting weights affecting crane types. I suggest the Specialist Sub-Contract package for the fenestration is let outside the panelised system.

## Cladding

Load bearing panels of this nature can support cladding weights of not much more than 50kgs per sq metre, fixed back at 600mm centres to the structural studs, via helping hand or similar cladding supported fixings, I would expect the early appointment of specialist sub-contract package for the panelised system will answer questions around pull out calculations, wind loading and other structural questions. The most viable cladding solutions would require fixing on-site to further reduce lifting weights, which affects crane type and position.

## Roofs

Any new roof structure is required, and new roof layouts will be formed by the removal of some of the existing concrete structures, which could be lightweight timber cassette.

Blue Roof to the Upper Flat Roof, the waterproofing membrane in combination with insulation could be installed on site on top of the concrete roof deck.

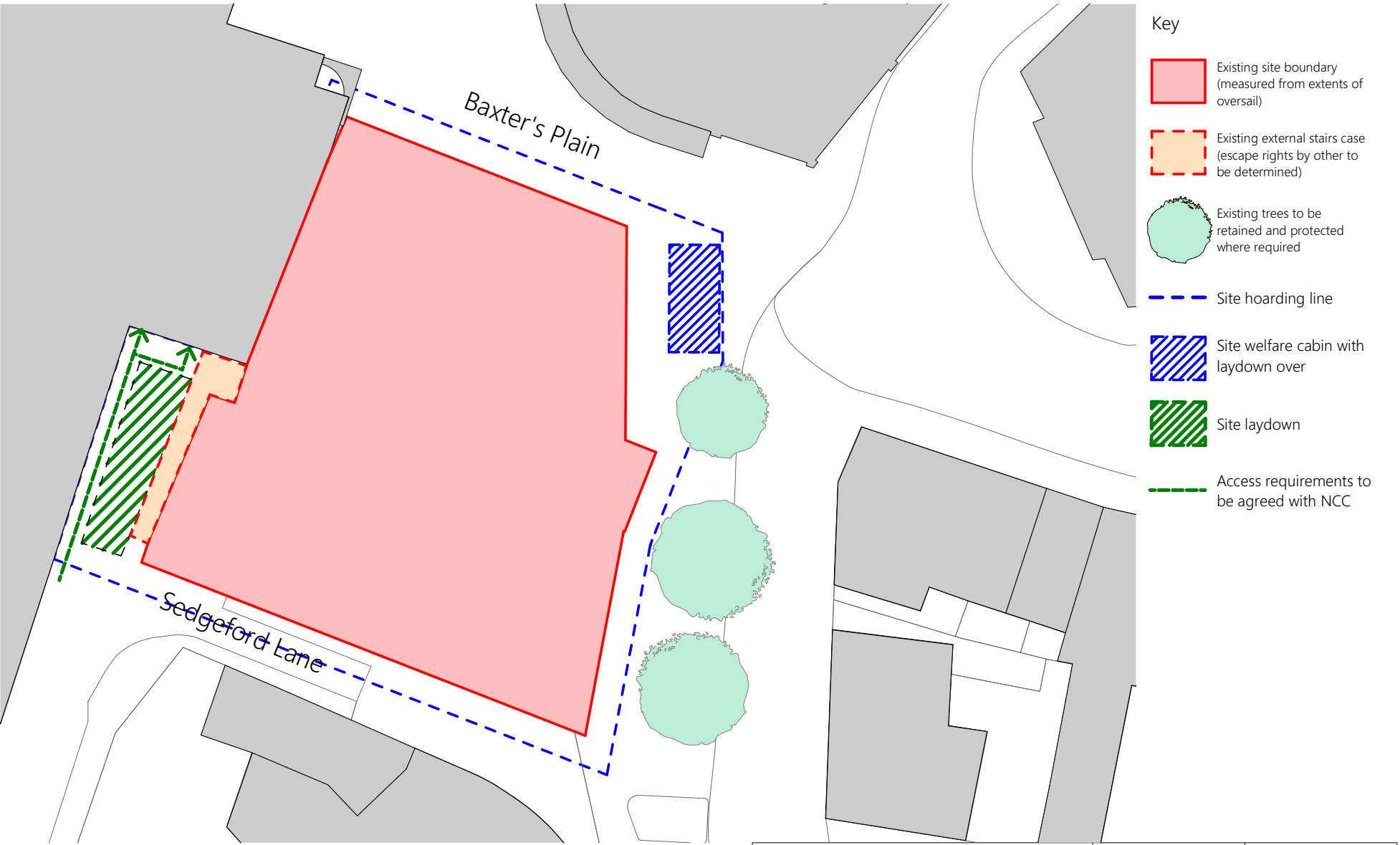
Green roof the waterproofing membrane system which, again, could incorporate insulation to the top of the building.

To be clear, in retaining the concrete neither are likely to viable to be part of a Panelised System. These solutions would be fitted on-site, with Bauder, Sarnafill, or others. New roofs could be timber cassettes which we could discuss further, a small amount of CLT might not be practical from the supply chain and its weight is considerably more.

## Logistics

To support the strategy and opportunities to use panellised MMC systems. Better Delivery in partnership with DGP Logistics prodced a Logistics Feasibility Report and assesment of the site, surrounding areas and access to 46 New conduit Street.

While the assessment identified several risks with regards to access for logistics, measures were identified to mitigate them, allowing panellised options to be a viable option for considered in later stages. The full Logistics Feasiblity Report is included in Appendix C.



3.6 FACADE STUDIES

CLADDING MATERIAL	OPPORTUNITIES / ADVANTAGES	DISADVANTAGES	EMBODIED CARBON	PRODUCT REFERENCES	NOTES
New Brick	<ul style="list-style-type: none"><li>- Fits with local vernacular</li><li>- hard wearing, durable and long lasting</li></ul>	<ul style="list-style-type: none"><li>- traditional brickwork is heavy / unsuitable for lightweight construction</li><li>- long on site construction time</li></ul>	HIGH		
Existing Brickwork re-used	<ul style="list-style-type: none"><li>- Fits with local vernacular</li><li>- Reduces waste</li></ul>		LOW		
	TO BE COMPLETED				

# 04 PROPOSAL

- 4.1 Overview
- 4.2 Proposed Layouts
- 4.3 Proposed Ground Floor
- 4.4 Public Realm
- 4.5 Proposed First Floor
- 4.6 Proposed Second Floor
- 4.7 Proposed Roof Level
- 4.8 Area Schedule
- 4.9 External Appearance



# 4.1 OVERVIEW

Following conclusion of the options studies, the preferred structural strategy (Option B) and preferred building layout (Option 03) were explored further with the Design Team to develop outline sketch proposals. The following architectural ambitions were developed:

- Welcoming** An open and inviting place to be with a warm, and welcoming arrival at the core of the library
- Connecting** A building that connects spaces and people, with excellent visibility and awareness of the activities within
- Transforming** A building that transforms the public realm and creates a public anchor within King's Lynn
- Inspiring** A building that is inspiring supporting growth and reinvigorating King's Lynn.
- Leading the way** An exemplar building for the de-carbonisation of Norfolk's county-wide portfolio

The key environmental, structural, and building strategies were developed by the Project Team during RIBA stage 1, as shown on the next page. Further design development and exploration of these early design strategies should be explored in Stage 2. The resolution of the proposals should work towards the projects ambition to minimise environmental impact and operational costs.



Library Precedents - The Word - A Welcoming Building

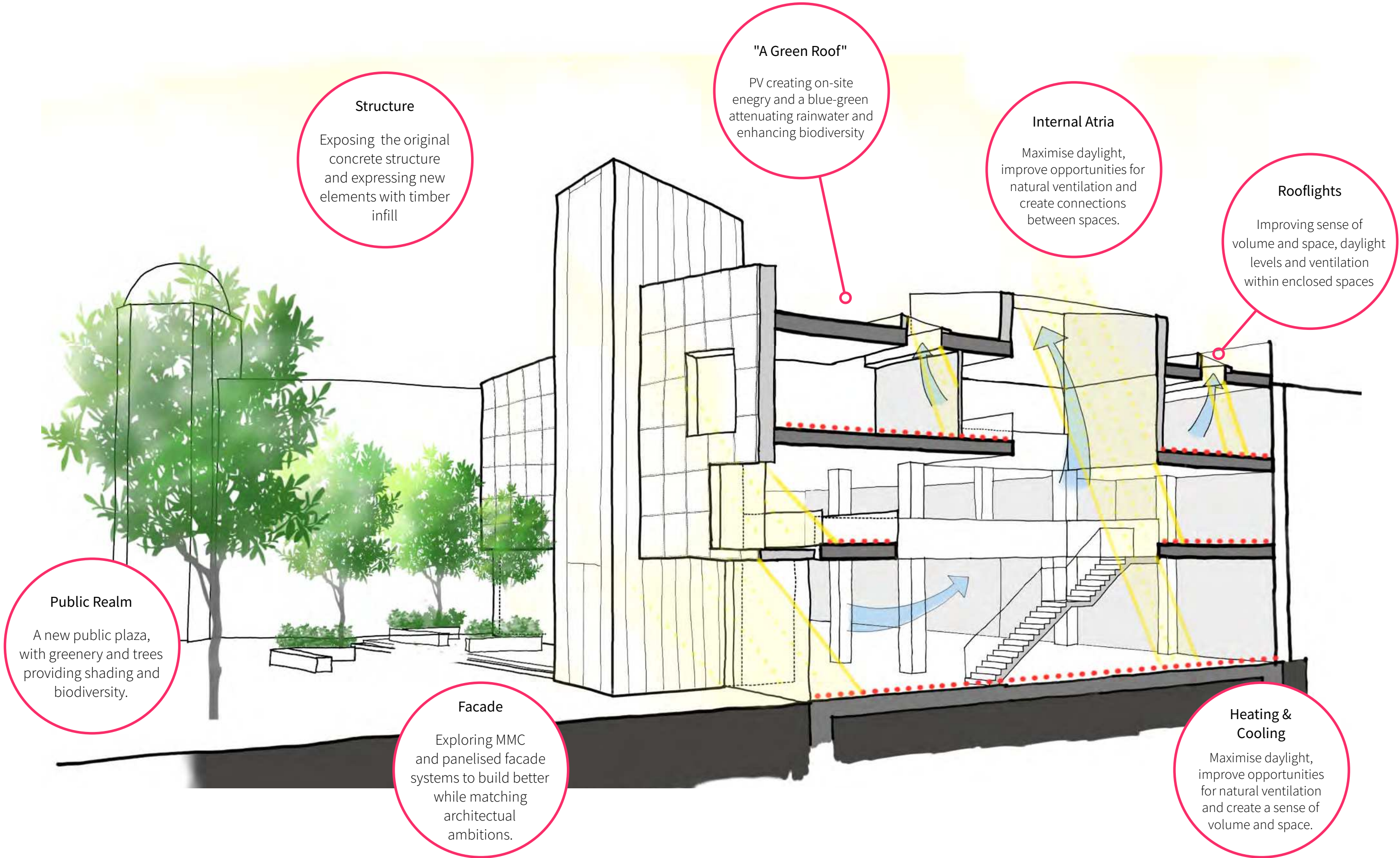


Library Precedents - The Hive





4.1 OVERVIEW



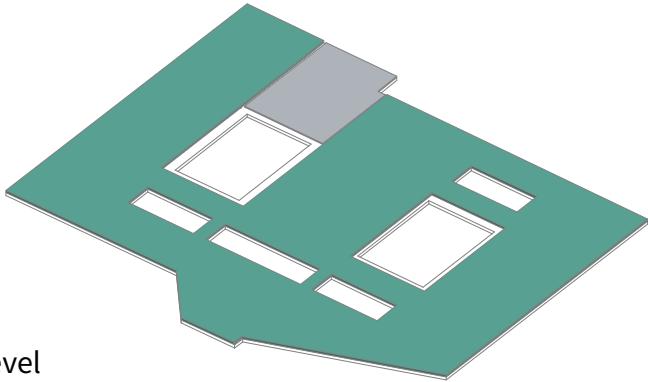
# 4.2 PROPOSED LAYOUTS

Through consultation with Stakeholders as outlined earlier in this report, stacking and adjacencies shown here have been developed. The stacking highlights key principles and adjacencies, but should be developed further during RIBA 2 with stakeholder engagement. The following principles have been agreed:

- Library Arrival - a library located on the ground floor, creating a welcoming and engaging destination
- Stacking - a library over two floors, with community and adult learning spaces on the top floor
- Progression - library and community spaces becoming more purposeful and focused as you travel up the building
- Community connections - creating an open and connected ground floor, with children's and young person libraries close to the entrance,
- Place making - creating a new public plaza with opportunity for activity rooms to connected directly with the public space.

Drawn Gross Internal Area (GIA)	
Ground Floor	745sqm
First Floor	680sqm
Second floor	710sqm
TOTAL AREA	2,135sqm

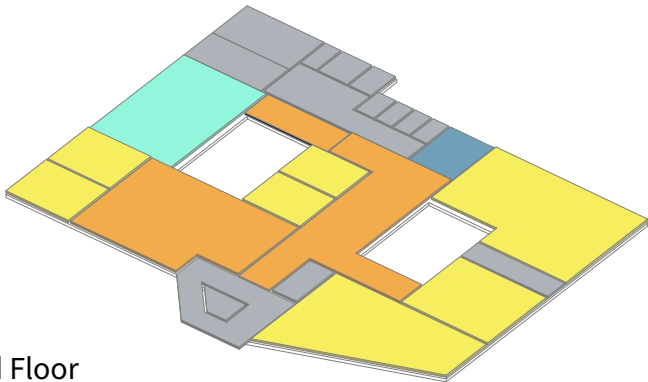
Roof Level



Roof Level

- Internal plant area
- Access core with stair and lift access to roof level

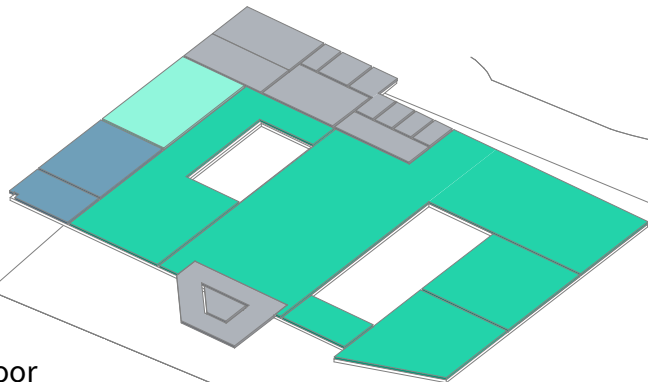
Second Floor



Second Floor

- Community Learning Rooms
- Breakout Space
- Community Workspace Hub
- Community Meeting Rooms
- Training Kitchen
- Service core (circulation / wcs etc)

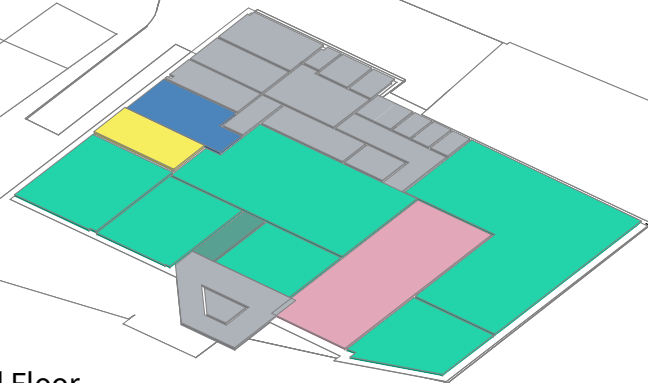
First Floor



First Floor

- Open Library
- Readers Spaces
- Activity Spaces
- Staff room
- Flexible staff office / meeting space
- Business IP Hub
- Rare reference
- Service core (circulation / wcs etc)

Ground Floor



Ground Floor

- Welcome & Arrival
- Children's Library
- Young Persons Library
- Community Meeting Room
- Open Library
- Cafe pop-up
- Staff Workroom & Deliveries
- Activity Room
- Changing Places WC
- Service core (circulation / wcs etc)



# 4.3 PROPOSED GROUND FLOOR

**01 Welcome & Arrival**

*A warm, welcoming double height arrival and exhibition space - the shop front of the Community Hub.*

**02 Children's Library**

*An active and engaging, secure children's library located close to the entrance and arrival space.*

**03 Young Persons Library**

*An active and engaging, young persons library located close to the entrance and arrival space.*

**04 Community Meeting Room**

*Flexible community meeting space connected to ground floor activity spaces*

**05 Open Library**

*Open library space with flexible, shared space for open collections, readers and activity spaces.*

**06 Cafe pop-up**

*A welcoming, convenient pop up cafe offer with seating throughout the library*

**07 Staff Workroom & Deliveries**

*A staff workroom to process and sort collections, co-located with goods lift and delivery bay.*

**08 Activity Room**

*Enclosed activity room with connection to the street.*



Welcome and Arrival Space  
The Word



Children's Library



Central Atrium and connecting stairs  
The Hive, Worcester



Coffee stand within ground floor



## 4.3 PROPOSED GROUND FLOOR

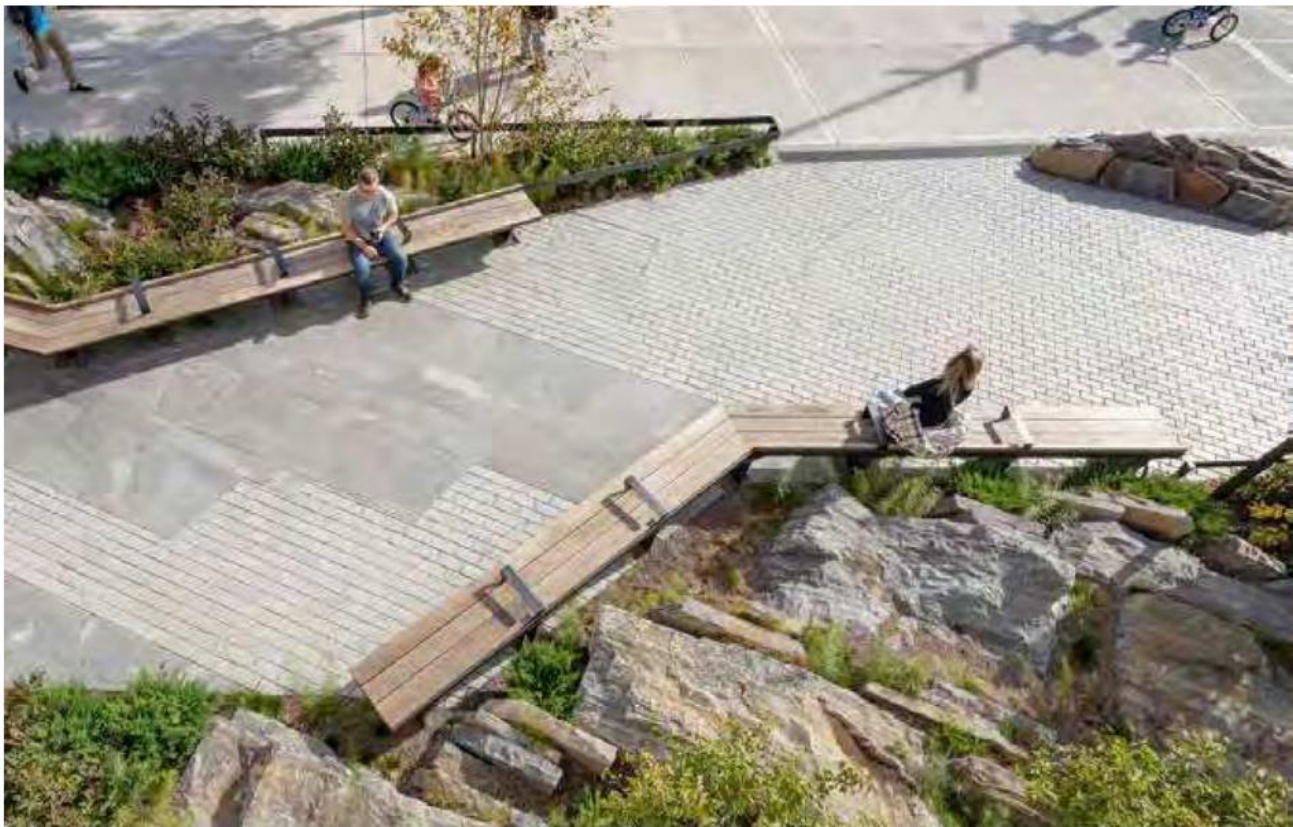
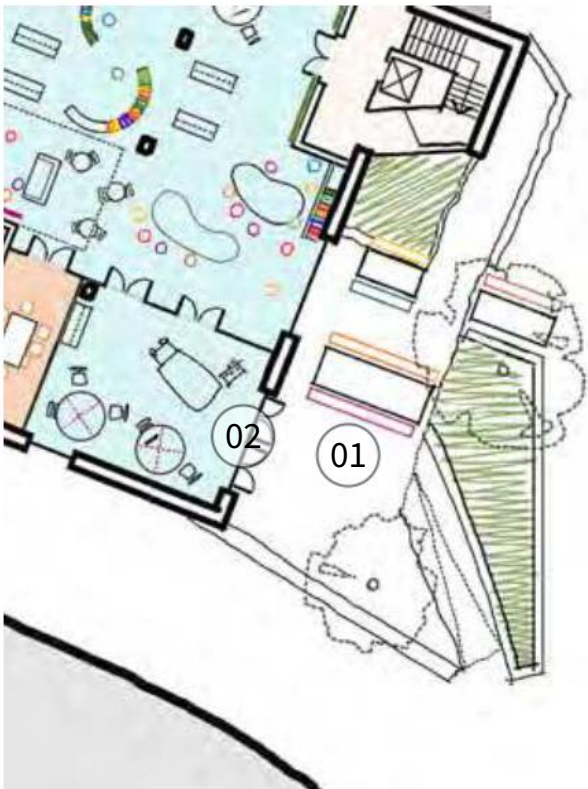




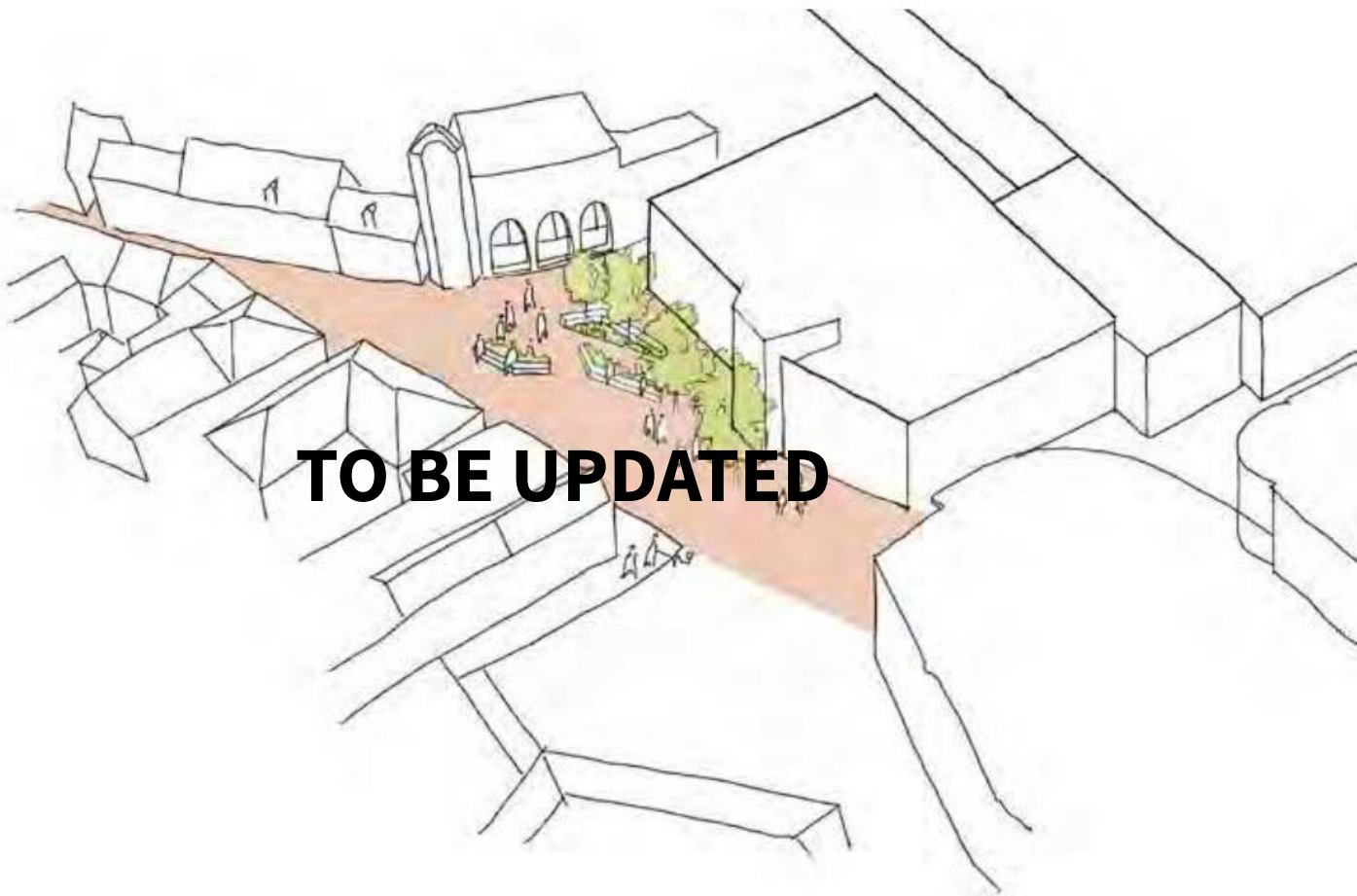
4.4 PUBLIC REALM

Works to the public realm would sit out with the Main Contractors works and will be developed and procured separately. The design principles are captured here for future development and connections to the new MUCH.

- 01 Public Plaza  
*New external plaza and public space. To be developed as part of wider townscape plan.*
- 02 Access  
*Connection and opportunity to open enclosed activity scape onto public plaza*



Welcome and Arrival Space  
*The Word*



Altrincham Town



# 4.5 PROPOSED FIRST FLOOR

## 01 Open Library

Open library space with flexible, shared space for open collections.

## 02 Readers Spaces

Readers spaces to browse, work or study, with comfortable reading spaces, study carrels, shared desks and open access computers.

## 03 Activity Spaces

Activity zones throughout the open library, allowing flexible, adaptable use of space for classes and events to support library use

## 04 Staff Spaces

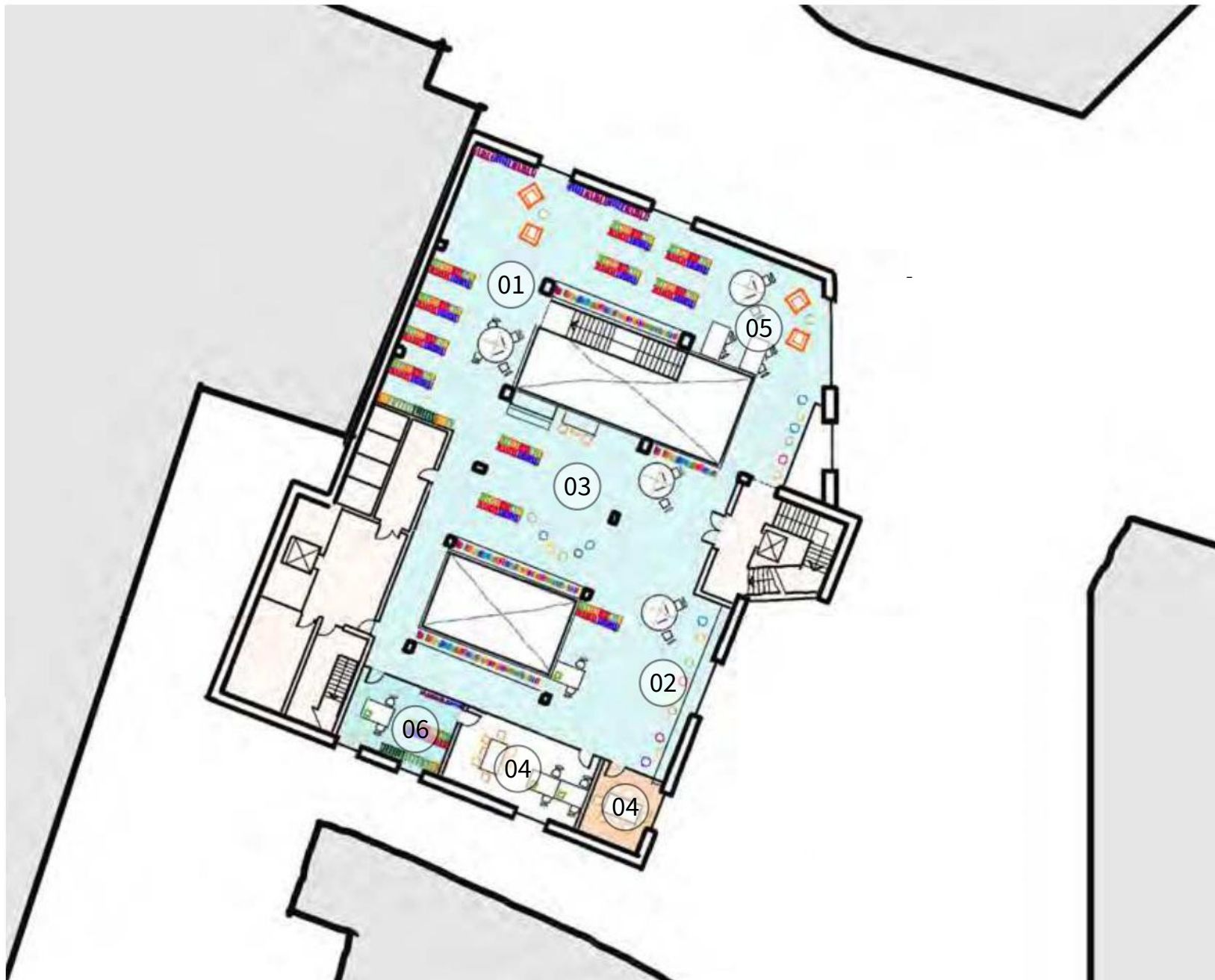
A flexible, private space for small meetings or quiet working. Staff room with kitchenette, soft seating and tables for breaks and quiet working. Places to securely store belongings.

## 05 Business IP Hub

A Business IP hub providing dedicated space for business advice and book access, with space for 1 to 1 meetings, advice desk, collections, and information and display.

## 06 Reference Rare

Safe storage of significant rare reference material



Collections and reading space



Collections and PCs



Collections, reading and PC access  
*The Word*



# 4.6 PROPOSED SECOND FLOOR

## 01 Community Learning Rooms

*Spaces to support range of activities from art classes, yoga classes, cooking to bike workshops.*

## 02 Breakout Space

*Breakout space with tea making facilities for community users. Flexible and adaptable space.*

## 03 Community Workspace Hub

*Flexible workspace to support local community, business innovation and self-directed study. Shared desks and informal meeting space to support local community.*

## 04 Community Meeting Rooms

*Bookable meeting rooms for community use*

## 05 Training Kitchen

*A training kitchen providing opportunity for social enterprise and adult learning.*

## 06 Staff Space

*A training kitchen providing opportunity for social enterprise and adult learning.*



Community hub



Flexible Community Learning Rooms



Rooflights and breakout space  
*The Hive, Worcester*



Meeting and breakout spaces



# 4.7 PROPOSED ROOF PLAN

## 01 Enclosed Plant Area

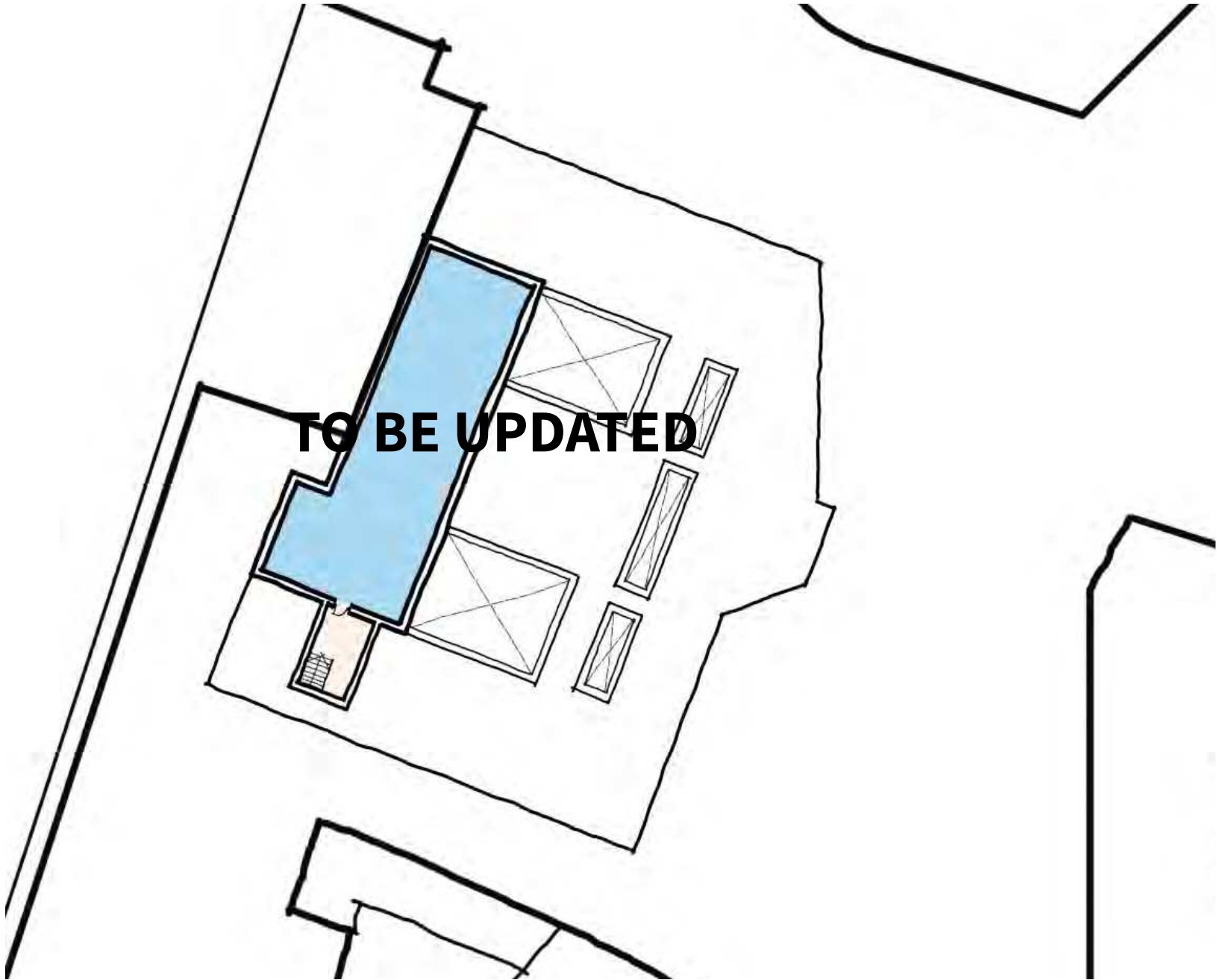
Enclosed plant room with roof access

## 02 PVS

The design will maximise the use of photovoltaic panels on the roof. This is essential to achieve the client's long term objective of a net zero estate

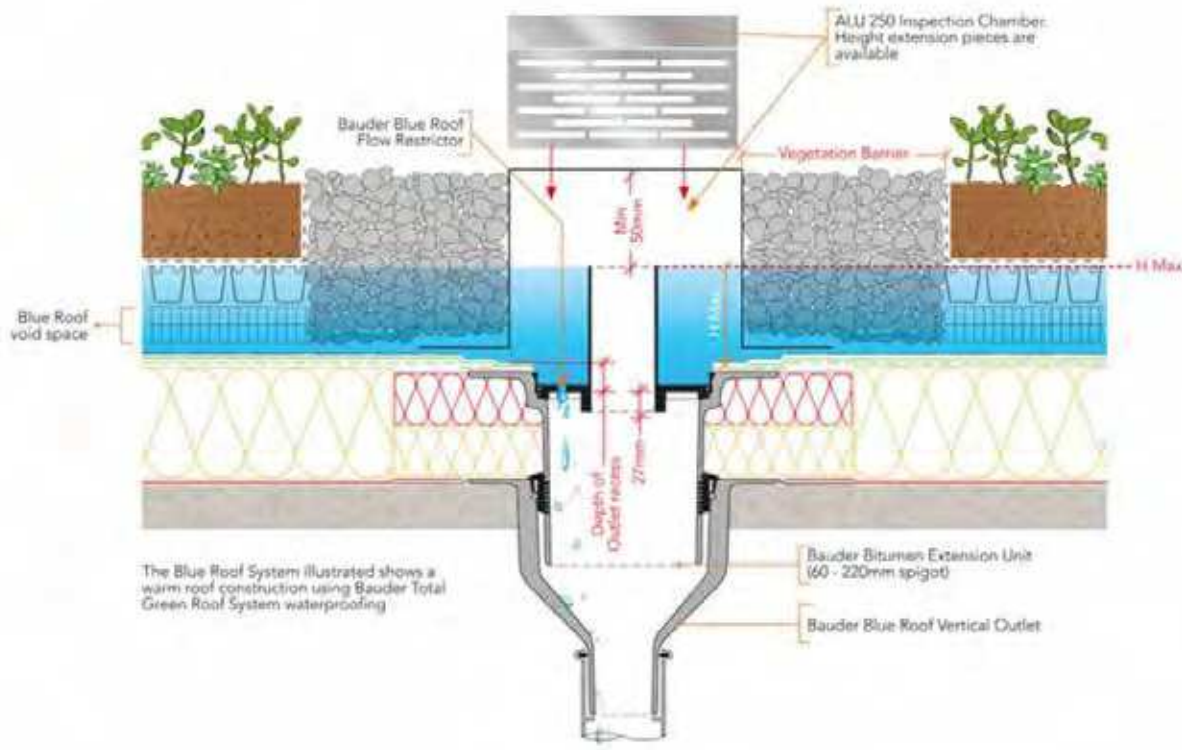
## 03 Rooflights

Activity zones throughout the open library, allowing flexible, adaptable use of space for classes and events to support library use



## 04 Blue Green Roof

Aspiration to include a blue-green roof which would both attenuate rainwater and enhance biodiversity



4.8 PROPOSED AREA SCHEDULE

	Overview	Space Type	Location	Quantity	Area	Briefed Area Requirements	Notes
Arrival & Welcome							
Welcome area	- Arrival and main entrance to building with good visibility and connections to the open library and adult learning areas - Opportunity to use arrival space as an exhibition and display space - no requirement for security desk / reception desk	Arrival + Exhibition Space	Ground Floor	1	90	100	
TOTAL Arrival					90	100	
Library - Open Floor							
Library Collections	- general collection spaces	Adult Fiction	First Floor	1	80	80	Area allows for 172 linear meters of storage.
		Adult non-fiction	First Floor	1	55	55	Area allows for 108 linear meters of storage.
		Large print fiction	First Floor	1	15	15	Area allows for 20 linear meters of storage.
		Large print non-fiction	First Floor	1	5	5	Area allows for 2 linear meters of storage.
		Local history collection	First Floor	1	40	40	Collection space requirement to be confirmed.
		Spoken word	Ground Floor	1	15	15	Collection space requirement to be confirmed.
		DVDs	First Floor	1	15	15	Collection space requirement to be confirmed.
		Library open space	First Floor	1	40	15	
		Self issue machines	Ground Floor	1	30	36	Allowance for 3no self-issue machines
Young person's library collections	- sections to cover all ages up to adult	Junior Fiction	Ground Floor	1	40	36	Area allows for 57 linear meters of storage.
		Junior non-fiction	Ground Floor	1	15	13	Area allows for 20 linear meters of storage.
		Junior readers space	Ground Floor	1	45	45	Area allows for 18no users
Children's library collections	- space for children's library and reading space - includes space for 1no self issue machine	Children's Library	Ground Floor	1	140	140	
Reference Rare	- storage for rare reference materials	Reference Rare	First Floor	1	40	85	Area requirement to be reviewed during RIBA 2
Reader spaces	- informal reading spaces - to be co-located with collections space	Open readers space	First Floor	36	90	90	Allowance based on 3no readers spaces per 1000 population, 2.5sqm each. 50% allocation of space required to readers space / 50% allocated to activity spaces.
Activity Zones	- flexible spaces within open library for range of activities	Ground floor open	Ground Floor	2	80	80	2no areas to ground floor (40sqm each)
		Ground floor enclosed	Ground Floor	1	50	50	
		First floor open	First Floor	1	50	50	
Business IP Centre	- Space for business advice and book access - Allow for 1 to 1 meeting room / pod / display and notice	Book access	First Floor	1	40	40	
		Meeting room	First Floor	1	10	10	
TOTAL Library - Open Floor					895	915	625
Staff Space							
Staff Workroom	- Workroom to process and sort books	Workroom	Ground Floor	1	25	30	Allow for 4no workspaces, storage and sorting space
Staff Office / Meeting space	- flexible staff space for small meetings / quiet working	Office / Meeting space	First Floor	1	15	12	
Staff touchdown space	- flexible touchdown work space for library staff	Office / Meeting space	Second Floor	1	15	20	
Staff room	- breakout space for staff with kitchenette / tea point - space for storage of belongings	Staff Room	First Floor	1	30	30	
Total Other					85	92	
Adult Learning and Community Spaces							
Adult Learning Rooms	- suite of rooms / flexible spaces to support a range of activities and class sizes - adaptable spaces to support future change in use	Large learning space	Second Floor	1	90	90	
		Medium Learning space	Second Floor	1	70	70	
		Small learning space	Second Floor	1	40	40	
1 to 1 room	- 1 to 1 room or pod for adult learning 1 to 1s	Quiet room	Second Floor	2no	30	30	15sqm each
Storage	- storage space to support adult learning	Storage	Second Floor	2	20	20	10sqm each
Breakout space	- shared breakout space with tea point	Breakout Space	Second Floor	1	70	30	Measured area includes open circulation space
Tea Point	- tea point co-located with Adult Learning	Tea point	Second Floor	1	10	10	
Community workspace Hub	- digital workspace to support local community, business innovation and self-directed study	Community workspace	Second Floor	1	90	70	Measured area includes open circulation space
		Community meeting rooms	Ground Floor	1	20	20	
		Community meeting rooms	Second Floor	2	40	40	
Adult Learning and Community Spaces					480	420	
Café							
Cafe	- café	Café pop-up		1	10	10	Small café truck - to be developed in RIBA 2
Training Kitchen	- training kitchen for 10 no adult learners, including cold and dry storage space	Training Kitchen		1	65	80	
		Storage space		2	15	20	
TOTAL - Café					90	110	
TOTAL BRIEFED AREA					1640.0	1637.0	
Other/ Ancillary							
Changing Places WC	Changing places facility			1	12	12	
Accessible WCs	Allow for 1no per floor (1.7 x 2.2m)			3	10	15	
WCs	Self contained WCs			15	43	53	Self-contained WCs allowed for - to be developed in RIBA 2
Cleaners stores	Cleaners store to each floor			3	10	12	
Showers and lockers	2no self-contained showers with changing space with separate area for lockers			2	20	15	Allowance for 5no staff
Delivery Bay				1	35	35	
Plant Rooms				4	105	180	Enclosed plant area. Open plant on roof not measured.
Total Other					235	321	
TOTAL					1875	1958	
Circulation and partitions	Standard allowance would be 15%. Reduced to 10% due to open plan nature of library				260	294	Allowance based on 15% of floor area



## 4.9 EXTERNAL APPEARANCE

The Word



The Hive Worcester





## 4.9 EXTERNAL APPEARANCE



Norwich Office

37 St Andrews Street

Norwich

NR2 4TP

T: +44 (0) 1603 766220

# **KING'S LYNN MULTI-USER COMMUNITY HUB BUSINESS CASE**



## EXECUTIVE SUMMARY

This draft business case sets out the strategic, economic, commercial, financial and management cases for the Multi User Community Hub project, as set out in the Vision King's Lynn Town Investment Plan.

The business case has been developed through extensive data analysis, stakeholder and public consultation, and the Value for Money assessment undertaken in accordance with HM Treasury Green Book guidance estimates a benefit cost ratio of 2.4.

The business case is a requirement of the government's Towns Fund programme to confirm the funding offered under the Heads of Terms agreed in June 2021. This business case will follow the King's Lynn Town Deal Board's Local Assurance Process prior to submission of a business case Summary Document to government.

### Strategic Case

Through analysis of data, consultation with residents and stakeholders, and demonstrating alignment with local, regional and national policies and strategies, the strategic case sets out the clear and compelling need for the project. The lack of attainment (academic and economic) and high quota of vulnerable residents across King's Lynn is not being sufficiently addressed by the current Library and Adult Learning offer, and a new solution is needed.

A clear vision and strong theory of change ensure that the project – redeveloping a derelict town centre eyesore building into a 'Multi-User Community Hub' - will significantly impact these issues, as well as promoting much needed town centre regeneration through a strong cultural anchor. The case demonstrates how a defined set of interventions - the new location, build, programming and partnerships - will deliver transformational change to specific challenges identified in skills, health, aspiration, social mobility, business and entrepreneurialism by providing a flagship skills and community offer in the heart of town.

### Economic Case

The Economic Case has been written by Mott MacDonald and presents a "do nothing" and "preferred" option for the delivery of the MUCH project. The preferred option will lead to an increase in library users in King's Lynn by providing a new, modern and accessible library facility that has a suitable capacity for the town's population. The scheme will also deliver a significant increase in learning provision within the town centre offering learning opportunities at levels 1-3. The preferred option is estimated to generate £31.6m in economic benefits and a BCR of 2.40. This BCR reduces to 1.98 following sensitivity analysis based on an increase in optimism bias from project costs, and to 1.96 if only half the intended employment benefits are delivered. Under each scenario, the project would still deliver positive value for money. All targets provided (and modeled) are modest and deliverable from project launch – but scalable – so results of the case are provided with a high degree of confidence.

Finally, the investment in the MUCH project will deliver several un-quantified benefits including addressing a large high profile vacant building that will increase footfall, drive an increase in wider land values and delivering against several Government town centre policy objectives, including the core aims of the Towns Fund.

### Financial Case

The overall costs for delivery of the capital phase of the project will total £12.4m. The capital project will be funded through joint contributions from the Town Deal Fund (£7.4m) and Norfolk County Council (£5m - of which £2m is allocated to underwrite identified risk items).

Operational costs will be covered by the NCC Library statutory grant, and the Department of Education Adult Education Budget managed by the Education and Skills Funding Agency, via NCC Adult Learning. The space will cost just under £300,000 per annum to run and increase on the operational costs of the Carnegie Library are £45,000, for one additional FTE staff member and a service charge contribution.



Whilst these will be covered by internal budgets, they are offset by the small amount (c £44,000) made from venue hire, costs for which are set on a not-for-profit basis akin to those across the county. All income will be reinvested into the space.

The highest financial risk is in the capital build, given significant uncertainties around construction materials and inflation. As the project is at RIBA1 this includes significant allowances for inflation, contingency, known and unknown risk items and design reserve.

## **Commercial Case**

The commercial case demonstrates the commercial deliverability of the project, laying out the clear procurement roles and processes used frequently by Norfolk County Council – alongside the Council's experience in delivering similar schemes. Models for operation of the hub (Libraries, Adult Education and Partnerships) are included, as is a clear RACI diagram.

Subsidy control analysis has been conducted and a statement of findings provided by NP Law.

## **Management Case**

The management case clarifies the RIBA1 project scope, key change, project and programme management structures alongside experience and responsibilities of the core project team.

It highlights a clear structure for reporting, decision making and governance (including streams for both the Town Deal Board and Norfolk County Council as co-funders) for the capital build phase. The operational management of the hub once live is detailed; management will be shared between NCC teams Community Information and Learning, and Properties, based on models already in operation across the County.

## BUSINESS CASE INTRODUCTION

The Town Investment Plan (TIP) has set clear priorities, to create a King's Lynn that delivers:

- New opportunities for skills and jobs for our young people and all those affected by Covid-19
- Growing innovative businesses
- A repurposed town centre with new experiences and enterprise
- A high-quality residential and leisure offer in the historic town core and riverfront
- A sustainably connected town

This project delivers to each TIP priority, but primarily the first three. It is an ambitious programme of works to redevelop a derelict and unpopular retail unit in the centre of town, enhancing the overall street scene and creating a cohesive public realm with other town assets, and creating a place where the community can come together and thrive.

The Community Hub is an ambitious project includes relocating the town library, creating a permanent adult learning offer, a destination for employment support, careers and skills/training advice and provision, for business support, for information and signposting, digital inclusion, for community and voluntary resources, to pursue hobbies, and to meet with others all in one space.

King's Lynn is the major commercial, retail and service centre for a large area of East Anglia, and the largest town in West Norfolk.

The town is home to a population of 49,000 in 2020, with a wider catchment area of over 500 sq. miles and circa 250,000 people. Residents in the catchment area rely on the town for employment and there are a number of thriving sectors including health (the largest single employer in the area is the Queen Elizabeth Hospital), manufacturing and retail. However, residents show low educational attainment and poor skills compared with County and National figures, resulting in lower earnings, and jobs gaps (especially in more senior and specialist roles) that key employers struggle to fill from the local populace.

The town has huge potential to deliver excellent employment opportunities, however key interventions are required so it's residents can respond to key skills, hardship and vulnerability needs.

Norfolk County Council is co-funding and leading the project, supported by The Borough Council of King's Lynn & West Norfolk as the accountable body.

This business case sets out the Strategic, Economic, Financial, Commercial and Management case for the project. In addition to the five cases the appendix includes:

- [M&E Plan](#)
- [RIBA Stage 1 Report](#)
- Equality Impact Assessment

The Annexe document contains:

- Annexe 1. Site Review Summary
- Annexe 2. Stakeholder Feedback and Project Change
- Annexe 3. Policy Alignment
- Annexe 4. RACI Diagram
- Annexe 5. Project Team Roles and Experience
- Annexe 6. Risk Register
- Annexe 7. Stakeholder Engagement Strategy

# STRATEGIC CASE

## STRATEGIC CASE

### Introduction

As identified in the Town Investment Plan, King's Lynn residents have less access to employment and economic opportunities than they should. Wages are below regional and national levels, and firms struggle to recruit to certain roles, with the availability of skills cited as one of the main reasons. Too many young people don't get the opportunities they deserve to fulfil their potential, GCSE attainment is low and significantly fewer than average school leavers stay on in post 16 education.

The case for change will demonstrate the high rates of skills shortages, limits on aspiration, and it will show that residents are more likely to be impacted by social and financial vulnerabilities compared with surrounding areas, including digital exclusion, poor health outcomes and debt.

Covid-19 and the cost of living crisis has made this difficult situation worse, creating a challenging landscape in which JSA claimants are rising faster than elsewhere in Norfolk and footfall continues to decline in the town centre.

Town Deal funding will contribute towards the capital development of a transformative "Multi User Community Hub". Transforming a derelict retail unit into a 'Multi-User Community Hub', a relocated and enhanced Library and a permanent and expanded Adult Learning presence in the town, will provide a community based offer that supports a thriving and aspirational town, whilst simultaneously revitalising the high street.

The project will provide residents with a central destination to go for learning, employment support, Careers Information, Advice & Guidance (CIAG), information and signposting, community, and voluntary resources; to get online, to pursue hobbies, and to meet with others all in one space. It will offer local businesses, start-ups, and entrepreneurs the skills, facilities, and services to thrive and grow, and voluntary and community partners will have the flexibility to operate either permanently or spot hire spaces - increasing visibility and access for residents to engage with services - providing a rich and diverse community offer.

The Hub will support employers to access a wider skilled workforce, providing facilities, training access and wrap around community support by combining Adult Learning, Libraries and wider VCSE support in one easy to access location. These activities will be complimented by exhibition spaces, a café and flexible spaces that can incorporate a multitude of uses such as pop-up gym classes or health screening.

The proposed hub will be a centrally located and accessible facility near to public transport links, with its own travel node to increase active travel opportunities in and around the Town Centre. It will significantly increase footfall in the town, with the library alone expected to drive 200,000 users annually to the space, representing a one-third increase on pre-pandemic Library and Adult Learning user numbers.

Alongside responding to the clear statistical and engagement-highlighted needs of residents, the project has excellent strategic and policy alignment at local, regional and national level.

### Case for change

Drivers for this project are threefold: vulnerabilities across residents in King's Lynn across skills, health and opportunity, a current library and adult education offer which is constrained by the current space and location available to tackle these challenges, and a declining Town Centre.

### Hardship and vulnerability:

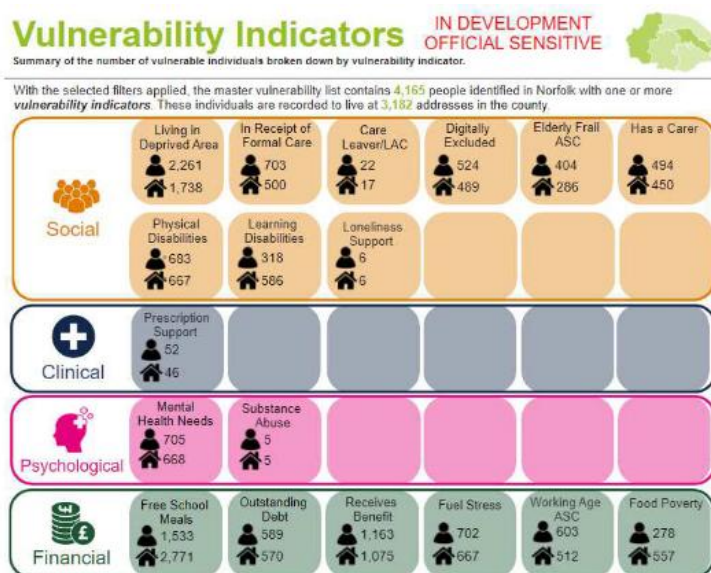
As noted in the introduction, KLWN possesses a huge amount of potential but faces significant challenges. These challenges span skills, health and wellbeing, social mobility, aspiration and business.



Norfolk County Council In conjunction with Norfolk office of Data Analytics have developed a range of vulnerability indicators to determine which LSOA's are more prone to the impacts of certain risks these are detailed below, and highlight the scope of the challenge:

Of the 49,000 living in the town, 8.5% have been identified as having one or more 'vulnerability indicator':

- **<sup>1</sup>A hot spot for digital exclusion:** with low digital access and competence. <sup>2</sup>
- **Significant financial vulnerability:** 22.8% of Kings Lynn & West Norfolk residents are economically inactive<sup>3</sup>, and there has been a 108% increase in UC claimants in KLWN since March 2020, compared with the national figure of 95.3%. The number of people claiming support from Norfolk Assistance Scheme (welfare and hardship support) increased from 300 in Feb 2020 to 1200 in Feb 2022<sup>4</sup>
- **High social vulnerability** due to more physically and mentally vulnerable people: Of the 22.8% noted above, 36.9% are economically inactive due to long term health conditions.<sup>5</sup> During the pandemic residents of King's Lynn and West Norfolk made significantly more requests for support than other districts for assistance such as help with food shopping or prescription collections.<sup>6</sup>



### Skills and attainment: <sup>7</sup>

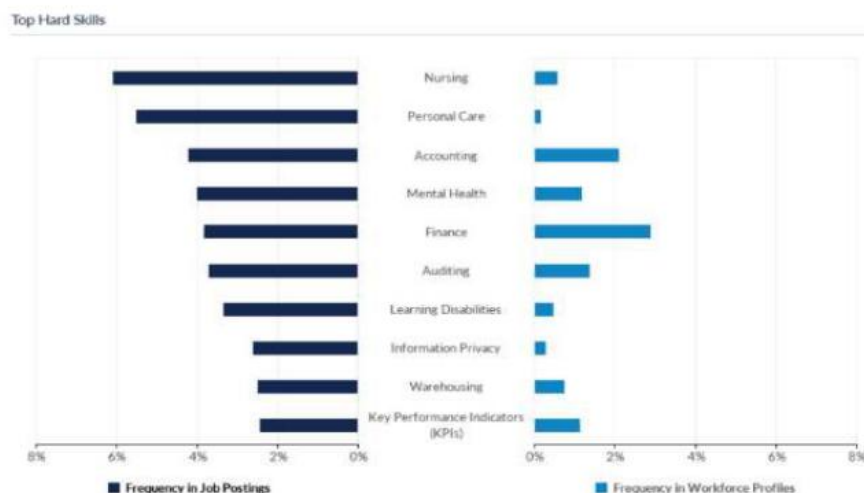
There is a documented skills 'mismatch' in employer demand and workforce skillset across Norfolk, particularly in key areas of demand in King's Lynn such as healthcare.

King's Lynn's workforce skill levels are low in the context of both local demand and national higher skills demand, meaning too many King's Lynn residents cannot access local higher skilled and higher earning job opportunities.

Specific challenges include:

- **Low earnings:** Residents on average earn £2,360.80

## Skills Demand (Norfolk)



<sup>1</sup> NODA's Norfolk Vulnerability Database: North Lynn, South Lynn, Gaywood Chase, Gaywood North, West Winch

<sup>2</sup> NODA's Norfolk Vulnerability Database: Mosaic indicators - Digital Exclusion data for King's Lynn and surrounding areas, based on

<sup>3</sup> [NOMIS labour market profile](#)

<sup>4</sup> NODA's Norfolk Vulnerability Database: Financial Vulnerability data for King's Lynn and surrounding areas

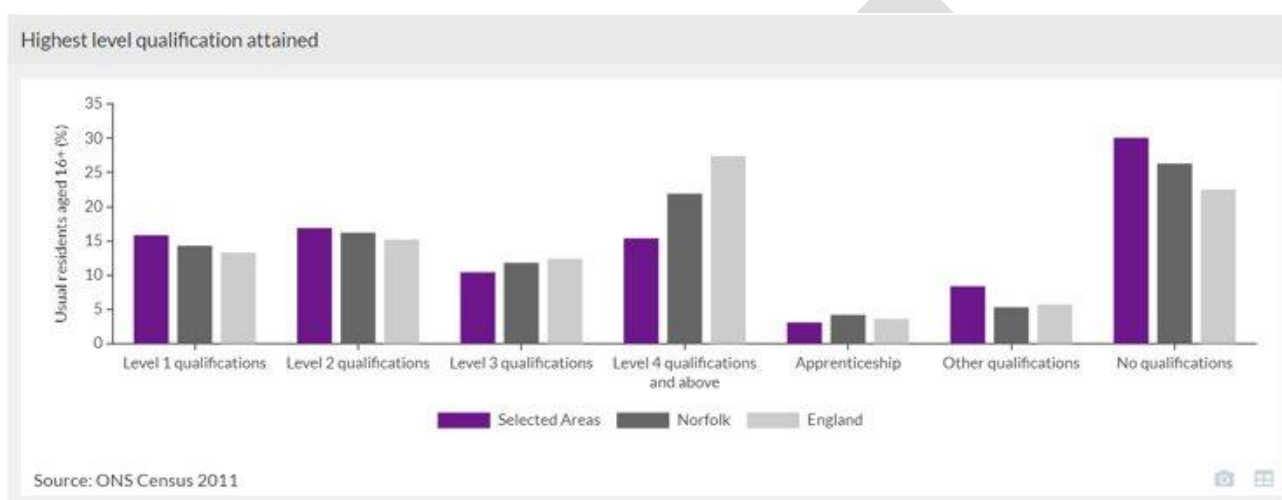
<sup>5</sup> NOMIS labour market profile

<sup>6</sup> Data from Norfolk Vulnerability Hub

<sup>7</sup> EMSI/Buring Glass Feb 2022 skills demand analysis

less than the regional average per annum and £1,440.40 less than the national average per annum (£110,920 across a working life)<sup>8</sup>

- **Low Qualification levels:** only 26% of the working population in KLWN have level 4+ qualifications compared with 43% nationally. 7% have no qualifications, compared with 6% nationally. Only 17% school leavers in King's Lynn progress to higher education compared with 40% nationally<sup>9</sup>
- **Less re-skilling:** Significantly lower uptake in adult learning than comparable local areas. Over a 3-year period the Adult Learning Service in King's Lynn had just 516 course registrations (base adult population of 21,914). In comparison there were 1386 registrations in Great Yarmouth with a base adult population of 22,859<sup>10</sup>
- **Not in Education, Employment or Training (NEET):** King's Lynn has 4.18% of 17- to 18-year-olds who are NEET, higher than the Norfolk and National averages of 3.01% and 2.8% respectively.<sup>11</sup>



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NVQ level	KLWN		Norfolk		East of England		England	
	Count	%	Count	%	Count	%	Count	%
NVQ4+	21,800	25.8	182,400	35	1,484,300	39.3	14,886,100	42.8
NVQ3+	38,400	45.6	292,800	56.1	2,189,500	58	21,296,900	61.2
NVQ2+	56,800	67.4	390,400	74.8	2,906,000	77	27,158,800	78
NVQ1+	70,200	83.3	460,400	88.2	3,351,700	88.8	30,594,400	87.9
Other qualifications (NVQ)	8,100	9.6	26,200	5	213,200	5.6	2,048,700	5.9
No qualifications (NVQ)	6,000	7.1	35,100	6.7	210,400	5.6	2,153,900	6.2

### Health and wellbeing:

The most recent **Public Health Fingertips data** shows King's Lynn and West Norfolk's clear need for health intervention from high rates of suicide and infant mortality (regionally and nationally) and increasing trend for alcohol-related admissions to hospital and increasing dementia diagnoses.

The impact of Covid-19 on both population health and access to health services, has provided an even more compelling need to centre population health more strongly in any community offer.

<sup>8</sup> ONS, Small area income estimates for middle layer super output areas, England and Wales, 2017/18

<sup>9</sup> ONS, Annual Population Survey 2018

<sup>10</sup> Adult Learning records, 2019-2021

<sup>11</sup> Norfolk County Council/DfE June 2022

<sup>12</sup> ONS Census 2011, King's Lynn skills attainment vs Norfolk vs England

- **Suicide and self harm:** King's Lynn had nearly double the number of suicides (19/100,000 population) than seen in Norfolk as a whole (11/100,000), and admissions for self-harm remain above the East of England average with 340 hospital admissions recorded for intentional self-harm 2020/21 in KLWN
- **Social isolation:** People experiencing mental health issues often become isolated from their community and lack the confidence to deal with practical matters such as benefit letters, debt issues or steps towards employment.
- **Lack of space:** Community groups frequently report their main issues as finding good quality, bookable, accessible, flexible and large enough spaces in the Town to run their groups and support offers
- **Loneliness:** 6.3% of the population of KLWN reported to feeling lonely often or always
- **Drug and Alcohol misuse:** Over the last 3 years there were 1,720 per 100,000 hospital admissions related to alcohol specific conditions from King's Lynn residents compared to 494 per 100,000 in Norfolk. Norfolk has the fifth highest rate of opiate and crack use in the East of England. Those with opiate and crack addictions are significantly more likely to experience housing issues and homelessness as a result of their addiction and wider socio-economic factors.
- **Life shortening disease:** King's Lynn has a Cardiovascular rate of deaths of 158 per 100,000 compared to a Norfolk average of 45 deaths per 100,000
- **Childhood obesity:** 26% of year 6 children are obese in King's Lynn compared to 20% in Norfolk.<sup>13</sup>

#### Aspirations and social mobility

- **Milestones** Only 62% of children in King's Lynn reach expected development at age 5 compared with 73% in Norfolk
- **Help is not close at hand** The Early Child and Family Service is currently located in South Lynn; staff report issues of non-attendance from families who struggle to access their services due to the location.
- **Deprivation** KL has 4 wards which appear in the top 10% most deprived in England (North Lynn, Gaywood, St. Margrets with St. Nicholas, South & West Lynn)<sup>14</sup>. Working poverty is highest among lone parents, and attainment is lower for children from a lone parent family. **28% of families smoke** (23% in Norfolk)
- **Smoking** exacerbates poverty as well as increasing the likelihood of poor health outcomes
- **Diverse population** 4.4% of households in KL have English as an additional language (1.6% in Norfolk) increasing barriers to access and reducing attainment
- **Unemployment** 20% of households are workless (18% in Norfolk. This impacts child development and education, limiting their future employment prospects, and reducing their opportunities to succeed throughout their lives<sup>15</sup>
- **Increasing demand** Children's Services have seen an over 100% increase in family support referrals YoY between 2019 and 2020 and an over 200% increase in referrals to the inclusion service to try and prevent exclusion<sup>16</sup>

#### Facilities and resources for businesses:

The business birth rate in King's Lynn is the lowest in the County when compared with working age population<sup>17</sup>, and the results of in public consultation carried out this year have highlighted the local demand for a support offer centered on establishing new businesses and accessing work opportunities:

<sup>13</sup> All from Public Health Fingertips data <https://fingertips.phe.org.uk/>

<sup>14</sup> Index of Multiple Deprivation 2019

<sup>15</sup> All from Public Health Fingertips data <https://fingertips.phe.org.uk/>

<sup>16</sup> NCC Children's Services

<sup>17</sup> Business birth rates, ONS, 2018-2020; AVG population, ONS, 2018

- Business birth rate before Covid-19 was 10% compared with 13% across England, and the business churn rate was 19% compared with 25% for England<sup>18</sup>
- 69% of respondents stated **Business Start Up advice** would be the most valuable business support offer.
- **Training to gain skills for the workplace** was considered most useful career support (68.9%)
- Volunteering and work experience opportunities the most useful resources (68.9%).<sup>19</sup>
- Market research conducted by Savills (commissioned by King's Lynn in December 2021) noted two findings of particular relevance:
  - **Rural communities in the local area rely heavily on King's Lynn for work**, highlighting the importance of encouraging development and economic growth in the town.
  - **Post Covid there will be increased demand for co-working and flexible workspace**, delivery of which will be essential for unlocking future economic growth opportunities.

### Existing arrangements - current context and challenges

#### Town Centre Decline:

As noted in the Town Investment Plan, the town centre retail area has been unable to adapt and change fast enough to develop an alternative offer to out of town living, leisure, and shopping. The Hardwick out of town retail area is very large, even in comparison with similar sites in comparable sized towns, reflecting its wide catchment area. It inevitably encourages residents to travel out of the town rather than into the relatively modern town centre retail area and reduces the extent to which people from the wider catchment travel into town.

King's Lynn High Street has an abundance of large vacant premises, which has been exacerbated by Covid-19. King's Lynn was once one of England's most important ports, with its market square considered to be one of the grandest in the country. But like many places, the town has been hit hard by the pandemic and the decline of the high street.



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#### Current Library and Adult Education Offer:

Modern library provision is more than just a source of information. Whilst the current library has a wide range of activities and good public engagement the building has several constraints which limit opportunities to deliver 21st Century modern library/learning provision.

King's Lynn Library is housed within the Carnegie Building; a grade II Victorian Gothic building opened in May 1905. The population of King's Lynn has grown considerably since 1905 and the library is now of insufficient size and lacking accessible and usable floorspace to meet end-user requirements.

These constraints are all the more acute when considered against the need demonstrated above, and on specific independent analysis of Library and Adult Learning need in the area:

<sup>18</sup> ONS, Business Demography, 2018

<sup>19</sup> The Engaging company 2021

<sup>20</sup> The current Argos building



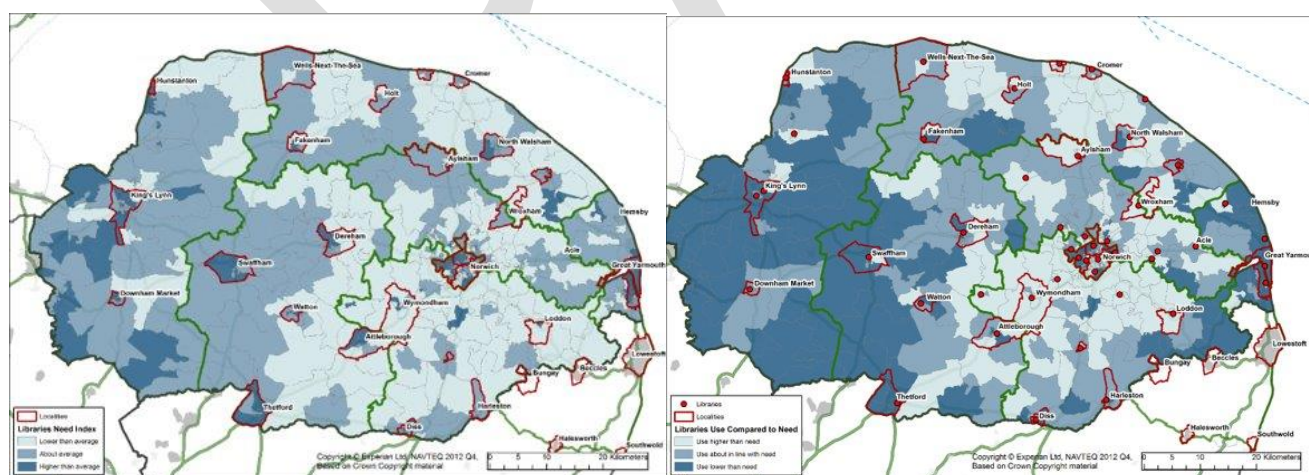
Pre-pandemic analysis by Norfolk Insights studied indicators of library service need by locality. This highlights not only indicators of acute need, but more importantly highlights King's Lynn as the only locality in Norfolk with negative trends (demonstrating higher need) in every indicator considered:

## Library services - indicators of need by locality

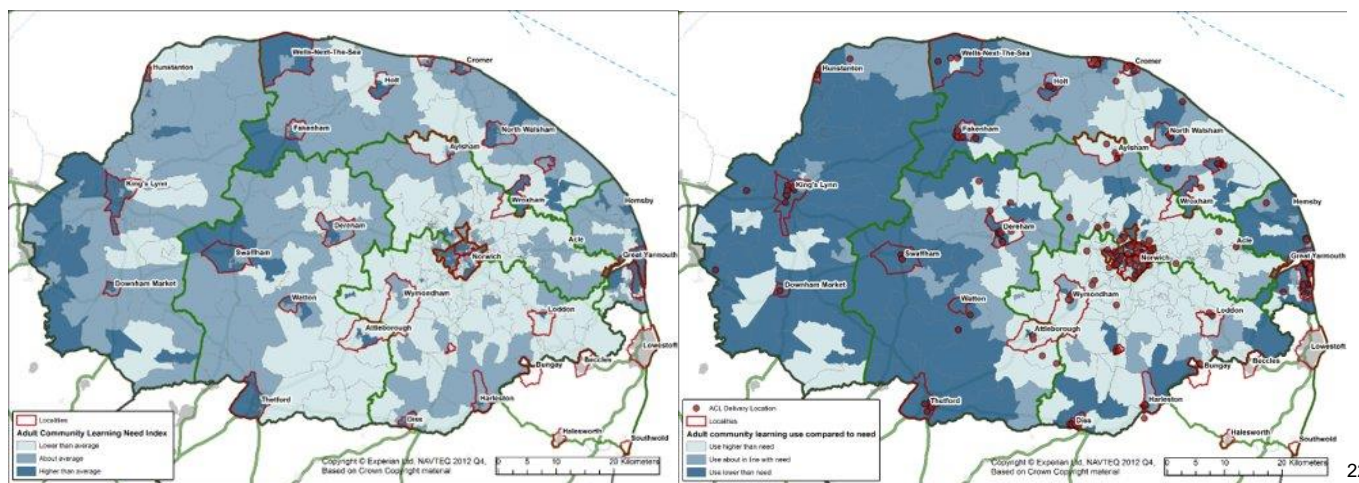
Locality	All Ages	% FSP not GLD	Age 16+ with no qualifications	% 65+ lonely (ONS)	65+ with frailty Obs/Exp	% children in low income	% families with no qualification	DWP % eligible 2	% lone parent households	% under 5s
Attleborough	11,861	28%	26%	1.7%	97	8%	7%	27%	6.0%	5.4%
Aylsham	6,131	32%	24%	1.7%	96	8%	5%	26%	4.6%	4.2%
Cromer	7,652	31%	30%	1.8%	110	18%	10%	37%	4.3%	3.7%
Dereham	19,113	24%	29%	1.9%	102	14%	8%	37%	6.7%	6.1%
Diss	8,085	37%	30%	1.8%	89	15%	8%	25%	5.8%	6.2%
Downham Market	10,726	29%	32%	1.8%	134	18%	8%	23%	5.1%	6.2%
Fakenham	7,725	29%	32%	1.9%	113	12%	8%	24%	5.3%	5.7%
Gorleston	25,567	32%	32%	2.2%	101	26%	11%	21%	9.4%	6.3%
Great Yarmouth	28,518	34%	37%	2.4%	100	34%	17%	23%	10.4%	7.1%
Holt	3,962	18%	29%	1.7%	89	16%	9%	42%	3.3%	3.9%
Hunstanton	3,980	35%	37%	2.0%	132	26%	10%	58%	3.9%	3.2%
King's Lynn	41,180	30%	30%	2.0%	152	20%	11%	33%	7.1%	7.4%
Loddon	2,783	32%	26%	1.7%	96	17%	7%	44%	6.9%	5.5%
Long Stratton	2,025	20%	20%	1.6%	122	6%	6%	35%	6.0%	5.9%
North Walsham	12,696	21%	29%	1.8%	102	17%	6%	39%	6.2%	5.2%
Norwich 1	36,635	33%	26%	2.4%	106	22%	11%	35%	8.0%	7.4%
Norwich 2	17,492	34%	29%	2.1%	98	25%	11%	42%	8.2%	7.0%
Norwich 3	36,486	40%	24%	2.2%	133	27%	11%	44%	9.4%	6.0%
Norwich 4	48,259	26%	17%	2.2%	110	16%	5%	29%	5.1%	5.2%
Redenhall with Harleston	5,006	23%	30%	1.7%	75	14%	8%	37%	4.6%	5.8%
Sheringham	7,359	28%	25%	1.7%	87	12%	5%	35%	3.8%	3.6%
Stalham	2,850	30%	33%	1.9%	98	13%	11%	45%	5.7%	4.6%
Swaffham	7,557	41%	35%	1.9%	134	23%	12%	41%	5.6%	5.3%
Thetford	26,185	38%	29%	1.9%	134	16%	14%	33%	8.6%	7.4%
Watton	7,563	31%	34%	1.7%	99	8%	11%	23%	5.2%	5.5%
Wells-next-the-Sea	2,575	24%	30%	1.6%	91	16%	12%	19%	5.2%	4.0%
Wroxham and Hoveton	3,742	29%	30%	1.5%	84	16%	7%	45%	2.7%	4.0%
Wymondham	15,711	19%	22%	1.7%	101	8%	4%	21%	6.0%	5.7%

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Pre-pandemic analysis from Experian also clearly shows the higher need and low use for library and adult learning provision in King's Lynn and West Norfolk, again highlighting high need and low use compared with wider Norfolk:



<sup>21</sup> NODA 2021 analysis of Norfolk library services need by indicator



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### Capacity:

At only 550 square metres the library falls well below the statutory guidelines for Library size which indicate a minimum of 750 square metres for a library serving the current population of King's Lynn. The layout available does not allow for any dedicated space or privacy for learners, nor does it offer any meeting rooms or the flexibility of space to accommodate businesses. Learners on the reading pathway who are non readers must be supported in a space shared with the Business Intellectual Property Centre.

The pressure on the space is exacerbated when activities are taking place; The most popular activities occupy the main area of the library removing the option for browsing and quiet study, and frequently run out of capacity. The library's popular bounce and rhyme session for young children is often overbooked meaning local families miss out on important developmental and social engagement.

The lack of space impacts both adult learning and partnerships. The temporary Adult Learning annexe only has one classroom located in a temporary structure at the rear of the building, which is not accessible. Partners seeking to use the space are limited by the lack of availability, limiting the range of offers available to residents.

### Access and safeguarding:

There are no accessible toilets or changing spaces at the current library and although there is a ramp giving access to the building, this must be accessed through classrooms at the back of building which are sometimes occupied. There is a lack of maneuverable space for those in wheelchairs or pushchairs. There is also no storage space for wheelchairs or pushchairs.

A busy road must be crossed to access the library, and connectivity to public transport is poor. The layout makes safeguarding challenging, with corners that cannot be easily monitored and episodes of antisocial behaviour in the foyer.

In recent consultation with residents, the main reason given by those not using the library for not doing to (25% of respondents) was its location and connectivity.

### **Influence of market failures and COVID-19**

Market failures in this area include the low incentive to provide community or other low commercial value space, leading to a significant delivery gap. This leads to a challenge for flexible office space, particularly for smaller businesses and startups. Pilot work offering smaller low-cost spaces for hire conducted by KLWN BID (Business Improvement District) has demonstrated the demand for such a space, but due to low revenues it is not a viable investment opportunity for any sector purely focused on generating income (as opposed to broader public benefits).

In spite of employer demand, the market has not been able to effectively respond to the skills needs in King's Lynn, whether that is to encourage uptake of basic skills, to encourage young people to remain in

<sup>22</sup> Experian Mosaic 2012 analysis of Norfolk Library and Adult Learning need, and usage compared with need



education, or provide access to higher-wage jobs. Employment taken up by the local populace is typically low-wage (as demonstrated by the lower earnings) and low-skill due to poor academic attainment. While there are opportunities for higher-paying jobs and career progression businesses have reported finding these challenging to fill, with roles often taken up by commuters from other areas.

The challenges of Covid and the introduction of social distancing guidelines impacted the available space within the building and have highlighted the lack of space to operate with social distancing measures. Ventilation is also a key concern with the only real means of ventilation requiring all windows to be open, in the winter, given current energy costs, this is a prohibitive and carbon heavy practice.

Prior to the pandemic the library regularly had over 20,000 visitors per quarter. To date the library is still getting less than half the number it had before Covid, even with distancing guidelines at an end. The slow increase in visitor numbers suggests that service users have little confidence in the

PC usage has seen a significant deterioration through the pandemic and sits at just over a third of pre-pandemic levels. This is of particular concern given the demonstrated issues with digital exclusion. The number of items being issued has also dropped and not recovered to pre-pandemic levels.

	Apr-Jun 2019	Jul-Sep 2019	Oct-Dec 2019	Jan-Mar 2020	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022
Visits	19,656	22,933	21,539	20,819	0	10,865	6,183	0	4,677	5,849	9,047	10,395	10,007
ISSUES													
Books + SPO	13,576	14,611	12,204	13,765	2	7,324	5,811	404	6,009	9,254	8,948	10,426	10,467
AV	353	352	373	420	0	143	63	5	81	40	129	127	124
Issues Total	13,929	14,963	12,577	14,185	2	7,467	5,874	409	6,090	9,294	9,077	10,553	10,591
PC Usage (hrs)	3835.68	4770.36	4504.20	4493.80	0.00	650.23	385.18	1.58	486.01	719.73	1037.38	1381.93	1316.48

	Jan-Mar 2020	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022
Active Borrowers - Unknown	106	95	81	64	24	39	52	66	80	91
Active Borrowers - Female	1757	1563	1356	1068	579	703	851	916	1044	1107
Active Borrowers - Male	1123	988	859	667	360	444	506	523	593	615
Active Borrowers - Total	2986	2646	2296	1799	963	1186	1409	1505	1717	1813
Active Users - Unknown	241	227	191	146	96	124	146	162	203	215
Active Users - Female	2995	2706	2355	1932	1381	1784	1981	2047	2191	2135
Active Users - Male	2314	2066	1767	1462	961	1246	1372	1445	1569	1510
Active Users - Total	5550	4999	4313	3540	2438	3154	3499	3654	3963	3860
New Members	379	42	133	70	71	135	269	212	256	293

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## Vision and objectives

Our Vision for the “MUCH” in King’s Lynn aligns with a wider vision to deliver community based services and support in the heart of communities that need them and to address the unique challenges they face.

With this in mind the proposed project has the following vision, aims and objectives:

### Vision:

‘To create a place where residents can access a range of public services they value, alongside information and advice they trust, with library and learning at their heart. A welcoming, safe space where a range of partners offer support and people can connect, learn, be inspired and find the resources they need to thrive.’

The project aims to:

<sup>23</sup> Norfolk Library Service data

- Provide inspiring spaces and facilities for individuals, communities and businesses that encourage connection and innovation
- Deliver flexible layouts and resources that adapt to the needs of different people and purposes
- Create a strong base for outreach and community support work and support smaller community groups and partners to have a local presence
- Transform the landscape of the town centre with an aspirational building and associated public realm to encourage a sense of identity and pride in a local place
- Attract more people to town centres as a cultural anchor, helping to strengthen communities
- Provide modern and fit-for-purpose services for customers; broaden offer to support small business
- Create a new town centre one-stop shop for a range of services and skills development opportunities for King's Lynn residents, with close access to public transport.
- Drive skills progression for the workforce - encouraging lifelong professional development, upskilling and reskilling
- Equip young people for success by unlocking their abilities, confidence and potential

### **Project objectives:**

The Multi User Community Hub project has the following key objectives:

1. Develop a co-located 'community multi-use hub' facility in the town centre of King's Lynn which brings together the relocated library, an enhanced adult learning offer, and other community activity provision.
2. Provide skills and educational opportunities for residents starting at entry level. Develop new community adult learning education and higher education courses that meet skills need in the Town.
4. Develop new community partnerships to provide a variety of programming and community support offers from the hub to address local community vulnerabilities and maximise access to services for residents
5. Provide services and facilities for start-ups and local businesses

### **Measures of success:**

1. The hub build will be completed to time, budget, scope and quality
2. A suite of evolving education and skills courses will be bookable prior to the launch of the hub
3. New workshops, classes and courses tailored to KLWN needs will have been developed and form part of the hub programme
4. New community partnerships will have been set up and partners old and new will be operating from the hub from launch
5. Meeting rooms and hot desking space will be available for booking and drop in from launch. Multi-purpose spaces will be available for commercial hire
6. An increase in overall library and adult learning usage

## **The proposed investment**

### **Project Description:**

The hub will be a state-of-the-art fully accessible community and learning space in the centre of town. It will play host to not only the library and associated facilities, but a range of Norfolk County Council services and programming from Adult Learning and partners – curated specifically to the needs of King's Lynn residents.

### **Summary of Options**



### **Option One: Do Nothing.**

This option would not address the demonstrated challenges in community, financial, social and digital vulnerability, skills and opportunity shortages, health inequalities, or business underperformance, nor support the revitalisation of the town centre. This option would also leave the town with an inadequate, inaccessible and inferior library and adult learning offer. The challenges identified in the strategic case will not only remain but could deteriorate further if proactive changes to offer is not changed to meet modern needs.

**Option Two: Refurbishment of/extension to current library.** Extend the existing library to add more temporary structures.

This option has significant limitations and is unfeasible: the current library is grade two listed and significant changes cannot to be made, for example to address access or safeguarding needs within the building.

Any extension would potentially be a temporary structure and would come at the loss of the library car park. This option does not address the location or accessibility issues identified nor the clear need for a more centralised community offer, revitalisation of the town centre or the improvement to pride of place.

**Option Three – preferred option: Create a new central community and learning space.** Purchase and redevelop a vacant building within the town to create a central “Multi User Community Hub”, with the library as the key tenant, and adult learning and partners co-tenants.

The hub would be central to the town with significantly increased floor space to enhance the library offer, provide a permanent home to the (again enhanced) Adult Learning offer, have enough space for co-located or ‘spot-hire’ partners, and offer additional facilities for business, communities and learning.

The selected building would need to have good connectivity with public transport, nearby car parking (including nearby disabled parking), and be central enough to both benefit from and contribute to town centre footfall.

The additional space and central location will facilitate a significant expansion in programmes and partnerships, specifically curated for the needs of King’s Lynn residents.

This option would impact all elements identified in the case for change and create a flagship learning and community offer in the centre of town.

Several sites that could meet the needs identified were reviewed, and 46 New Conduit Street (the site of the old Argos building) was identified as the site that met all key needs:

### **Summary of Sites Considered:**

NPS were commissioned by Norfolk County Council to undertake a feasibility and site search assessment and provide an evaluation report for alternative library/multi-use community hub provision within the town of King’s Lynn. (King’s Lynn Library/Multi-Use Community Hub Provision Site Search & Evaluation Report NPS 2021)

Current timescale constraints imposed by funding streams dictated that any alternative site needed to be available/deliverable within an immediate timeframe. The site search undertaken, and evaluation exercise therefore considered potential sites and assessed their suitability against a number of criteria.

There were a number of key considerations in relation to identifying a suitable, available and deliverable alternative site to replace the current library, and a key set of site-specific criteria (shown in the first column of the grid below) were identified/used for the purpose of the commission.

A number of sites within the town centre boundary were identified as being marketed/available. The site search used data for property availability, both leasehold and freehold from a variety of platforms. These include Rightmove Commercial, Property Link and EGi Radius Data Exchange. Based on the minimum floor area threshold a number of identified sites (20) were discounted.

Based on collaboration with KLWN on which site provided the most benefits, other client considerations including timescale constraints imposed by funding streams, the assessment identified four potential alternative sites, as detailed in the Site Review Summary annexe.

### How the project will address the objectives and vision

Our vision and objectives will be delivered through two key elements:

- the build, location, and facilities
- programming and partnerships

Libraries are the cornerstone of communities, providing a safe, trusted environment open to all, and they're also a place to meet people, to learn new skills and find a new favourite book. According to the annual report to parliament on Libraries, Libraries have an important role to play in tackling loneliness through events and activities. Recommendation 14 of The Kruger Report in 2020, cites "A new focus on the modern local library.... business start-up support and digital inclusion for local communities" All of these roles and functions are at the core of the proposals for this project. Furthermore, the project supports the new role of family hubs and forms part of our proposals for the delivering these in Norfolk

### The build, location, and facilities:

The new centre is predicted to bring footfall and activity into the area by **regenerating an existing central eyesore site**, with a relocated Library at the core of a **campus style approach ensuring supported access to learning, skills, advice and information**. The new hub will **increase footfall in the town centre by 200,000** visits per annum, creating a vibrant town centre and providing evidence to external investors that King's Lynn is an attractive and viable market for wider leisure opportunities.

The location is near the bus and railway stations and central parking. Three disabled parking spaces are immediately outside, and a further 12 within 0.2 miles. **Access for all** is central to the vision, and this begins with the build: the space will include a changing space toilet, and accessibility (such as large lifts by the entry and accessible toilets on each floor) designed in as standard. **Safeguarding will be significantly improved** compared with the current library with improved lighting and layout in particular increasing both the manageability of the space and users' feelings of personal security.

CIPFA library usage report indicates that those that live in areas of high deprivation are more likely to come to the library to find something out or use a computer than to borrow a book and are also more likely to travel on foot. The central location of the MUCH will **enable more people to access** it on foot, as part of their day to day lives, **increasing library participation amongst the most deprived groups**.

The MUCH will include **spaces for people to meet and get together** including community groups. The VCSE sector plays a vital role in supporting addiction, mental health and wellbeing and there is broad feedback from the sector that spaces to carry out their work are limited in King's Lynn. It will also provide the town centre with a location for 121 and group sessions for drug and alcohol support. Even at this early stage there has been significant interest from the sector in developing partnerships, and development work has already begun with multiple organisations (shown in more detail in the Commercial Case).

Businesses will be supported through a wealth of **business-focussed facilities** including larger and dedicated BIPC space; flexible drop-in workspaces (meeting spaces, hot desking, private meeting rooms): and attractive hireable multi-purpose spaces shaped with opportunities for local businesses in mind.

There will be **nearly three times as much space across three floors** in the MUCH as in the current library building; Adult Learning will have a permanent home and be able to operate a significantly augmented programme supporting the improvements to **skills** identified, and a town centre location makes it **easier for more people to access** and benefit from the skills offer. New study spaces and

significantly increased capacity of digital workstations means people have the **resources and space to support their learning** and therefore employment prospects.

This increase in space will allow numbers accessing skills courses to be brought at least in line with Great Yarmouth, which has similar demographics but three times the Adult Learning space capacity. Whilst we expect an immediate increase of 30% course attendance in line with expected traffic increase, we would expect to eventually double the overall attendance, in alignment with the figures below:

Adult Learning Courses 2018-2021		
	King's Lynn	Great Yarmouth
Individuals completing courses	762	1,365

**Health and wellbeing** will be enhanced through facilities such as a new **training kitchen**. Cooking and sharing meals with others is an important way to reduce isolation, build community, confidence and wellbeing. The flexible spaces will allow for a **programme of physical activity**, enabling many more people to improve both their physical and mental health. A planned **travel node** – bike storage and electric bike rental – will encourage active travel and health improvements.

Plenty of accessible space in the Town Centre will allow us to carry out a **targeted Family Learning programme**, with space for play and get together; families will be able to learn together, **raising aspiration and achievement** from the Early Years onwards.

King's Lynn's unique historical environment will be enhanced and complemented by the extensive local history resources and collections held at the library and the opportunities this project brings to promote and display them at heart of the town. It will be a major contributor to the sense of pride in the town and sense of place.

The below RIBA1 indicative sketches of the space highlight the impact the rejuvenated build will have on the surroundings, fulfilling community requests in for a modern build that works with its surroundings, opening up a plaza space and revealing the Majestic Cinema. The inside ground floor entryway will feel open and welcoming, with space for exhibitions and easy sightlines connecting different areas within the space. These designs are subject to much wider consultation with planners, the public and Town Deal Board over the forthcoming RIBA stages.

EXTERNAL SKETCH VIEW



INTERNAL SKETCH VIEW



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### **Programming and partnerships:**

The programming and partnerships offer will be based on the successful and proven approaches already up and running in Great Yarmouth and the Norfolk and Norwich Millennium Library. More than doubling the existing space will allow Adult Learning will be able to operate a significantly augmented programme.

<sup>24</sup> Artist impression of external and internal views – Hudson Architects 2022

Adult Learning have developed an ambitious programme in response to the **King's Lynn Skills strategy** – planning courses which support shortages in NHS and care staff, STEM subjects and green and low-carbon sectors. As a result of the Government's focus on supporting adults to gain first Level 3 and above qualifications, they will offer a range of free Level 3 vocational qualifications.

Adult Learning will offer a much wider Community learning programme with courses like “**beat the bills**” providing basic skills for people in budgeting and money management. People will be able to access a wider programme of **digital inclusion courses and 121 support**, reducing the numbers of people experiencing digital exclusion. Skills and employability training means **more people will find sustainable and or better paid work** meaning they don't have to struggle on a fixed income provided by benefits.

Planned course programme developments with The College of West Anglia (CoWA) will also **maximise Adult Education resources and create a navigable learning path** for people to re-skill, bringing participation in line with and even surpass comparable areas. Working together with CoWA a programme of ESOL and Adult Education programmes that **maximises shared resources** and enables as many residents as possible to support their aspirations.

Trained staff providing face to face and **on demand information and signposting** means people can come and access help quickly and easily for things like NAS and Lily referrals. A permanent, **town centre presence for voluntary sector organisations** (for example CAB, community food hub etc) will provide vital support with debt and benefits advice will help people manage their financial struggles and maximise their income

Children's Services have included the MUCH in their **Family Hub** proposals to help tackle the negative social and health outcomes faced by families and the lack of accessible support for families near to where they live

A wealth of **business and employment-centred learning and resources** will be based onsite. The flexible spaces open up other opportunities for greater partnership working with organisations providing business support, advice, guidance and workforce training.

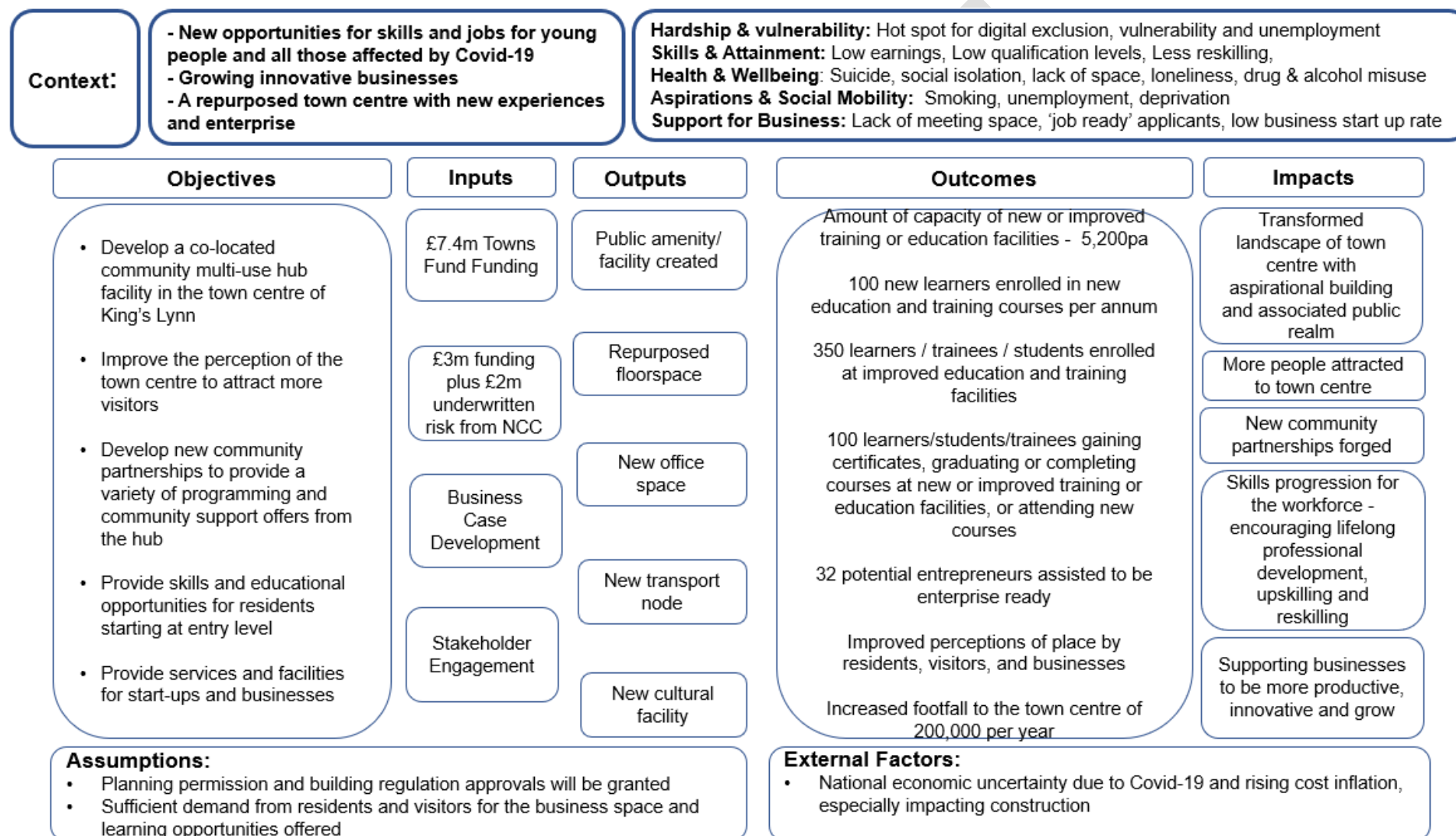
Discussions to date with **health services providers** have encompassed a wide range of opportunities to combat health inequalities with opportunities under consideration ranging from hosting health checks or physical rehabilitation services within the multi-purpose spaces, to basing health spoke models onsite.

The 'one-stop shop' of a range of services and activities the MUCH now proposes to offer means there will be increased opportunities to support early intervention, referral and support to members of the community who are vulnerable.

The combination of facilities, programming and partnerships will create a 'no wrong door' approach - essential in supporting the community in response to Covid-19. The vision is to offer the community a key and pathway to a better life. This range of services will provide a core environment of well-being, skills development, learning and information and would provide a base-revenue model.



## Theory of Change



## Expected outputs and outcomes

### Outputs:

Output	Target
Number of new cultural facilities	1
Number of derelict buildings refurbished	1
Number of public amenities / facilities created	1
Amount of new office space – meeting rooms and hot desking	400sqm
Amount of floor space repurposed (commercial) – spaces available for commercial hire	425sqm
# of transport nodes with new multimodal connection points	1

### Outcomes:

Outcome	Target
Amount of capacity of new or improved training or education facilities	5,200
Number of learners enrolled in new education and training courses	100pa
Number of learners / trainees / students enrolled at improved education and training facilities	350pa
Number of learners/students/trainees gaining certificates, graduating or completing courses at new or improved training or education facilities, or attending new courses	100pa
# of potential entrepreneurs assisted to be enterprise ready	32pa
Improved perceptions of place by residents, visitors, and businesses	70%
Increased footfall to the town centre	200,000 pa <sup>25</sup>

## Expected different impacts by protected characteristics and/or income groups

For a full breakdown of impacts by group, please refer to the Equality Impact Assessment in appendices

Norfolk County Council is committed to providing public services and a workforce environment that can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability. Whilst designing the MUCH we will be guided by the following:

- Provide the same means of use to enable access for all users: identical whenever possible; equivalent when not
- Avoid segregating or stigmatizing any users
- Provisions for privacy, security and safety shall be equally available to all users
- Ensure dignity in use for all users

<sup>25</sup> This increased footfall also represents a minimum 30% increase in pre-pandemic Library usage

## Stakeholders

Our engagement with key stakeholders has both reinforced the need for the project and allowed us to refine our offer – even at this early stage. Specific ways in which stakeholder viewpoints have influenced the project are highlighted in the Stakeholder Feedback and Project Change (Annexe 2)

Prior to public consultation, stakeholder and member briefings were held in early December 2021. These provided a valuable opportunity for the project team to inform priority stakeholders about early developments and thinking and gain valuable feedback on the plans.

Community consultation took place online and via hard copy surveys (available in the library and at drop-in sessions) from 1 December – 22 December 2021. Respondents were invited to give their views on a proposed new community hub in King's Lynn, and their ideas for the future use of the current library building. A robust overall sample of 379 respondents took part in the survey.

A series of online workshops were also held for members of the public (who had indicated that they would like to join a workshop through the survey). Sessions to get the views of representatives from the heritage and the arts, and community and voluntary groups also took place.

The Vision King's Lynn young people survey took place online from 5th October - 24th October 2021. During this time, 167 respondents aged 16-25 took part.

## Policy alignment

The project has excellent alignment with key local regional and national strategies, policies and plans which can be found in Policy Alignment (Annexe 3)

They include:

- The King's Lynn Town Investment Plan
- The King's Lynn Local Cycling and Walking Infrastructure Plan (LCWIP)
- Norfolk County Council Better Together for Norfolk 2021-2025 strategy
- Norfolk County Council Rising to the Challenge Together strategy
- Norfolk strategy for Participation and NEET
- Multiply (Norfolk & Suffolk County Councils)
- Integrated Care System & Health and Wellbeing Partnerships
- New Anglia's Economic Recovery Restart Plan
- New Anglia Local Skills Report
- Skills Advisory Panels
- Build Back Better High Streets Strategy
- Levelling Up Whitepaper Missions
- The Skills for Jobs White Paper

## Project risks, constraints, and interdependencies

Area	Description	Impact assessment	Mitigation
Resource	Project personnel availability impacted due to illness, conflicting priorities, or leaving organisation	Loss of skills, project understanding and capacity leading to inefficiency, delays and an inferior product	Project documentation is well maintained. Project and programme staff have clear communication to allow short notice cover. The project is well resourced to reduce overwork and stress
Engagement	Key project stakeholders are not well engaged with the projects	Poor understanding of their role, undoing of key decisions, additional resource to keep abreast leading to project delays and (at worst) poor overall final project	Review of ToRs for governance groups; clear roles and accountabilities; clear pathway should meetings be missed or members unavailable; good record keeping
Engagement	Key political stakeholders are not well engaged with the projects	Withdrawal of political support, additional resource to reassure	Impacted and interested members are key stakeholders, who will be provided with regular updates and formally briefed at each milestone
Scope	Scope creep caused by the desire for the project to deliver more, results in the project being undeliverable	Increase in budget, increase in timeline, lack of satisfaction in final product, elements being de-scoped further into the project	Workshops taking place to create clear scope - to then be agreed by stakeholders and governing boards, with clear alignment to Town Deal outcomes and Town Strategy
Budget	Uncertainties around inflation /unforeseen build challenges impacting build costs	Increase in budget, increase in timeline	Factor in significant financial contingency for inflation, monitor materials selected through RIBA stages to balance cost and quality at every stage; use of Modern Methods of Construction to mitigate build delivery risk; retention of floor plate to avoid foundation issues
Timeline	Delays: e.g., in securing TDF funding sign off/property purchase	Increase in timeline, possible increase in cost and reduction in quality	Norfolk County Council Comprehensive surveys being undertaken to ensure that all mitigating factors are known before the acquisition commences to prevent delays
Engagement	Negative publicity and disruption	Increase in timeline to rectify negativity and reassure stakeholders	Comprehensive community engagement being undertaken to prevent negative publicity and disruption
Timeline	Planning permission challenges	Increase in timeline, possible increase in cost and scope due to changes needed to include build frontage	Working with KLWN planning team from RIBA1 to plan ahead and minimise disruption; lower risk as building outside conservation area
Scope	Unsafe/ substandard materials retained from old structure	Increase in budget and timeline to address. Possible impact on lifespan of the build.	Multiple surveys have taken place on all materials to be retained: Concrete testing has taken place to confirm only minor work is required to secure. Asbestos removal has been planned for.

The key constraints and interdependencies for this project are:

- Constraint: Budget – ability to deliver a comprehensive scheme within the budget available given uncertainty around inflation and build costs
- Interdependency: Partnerships and new skills programme must be in place by launch date
- Interdependency: Move of old library must align with build completion and launch date to ensure continuation of service



# ECONOMIC CASE

## ECONOMIC CASE

### Introduction

The Economic Case demonstrates the public value for money of the preferred option to society, including wider social and environmental effects. This is demonstrated through a Value for Money (VfM) assessment of the preferred option. Town Deal funding will be used to redevelop the vacant former Argos building on New Conduit Street to provide a new Multi User Community Hub (MUCH). The MUCH project will provide a new library, replacing the current facility at the Carnegie Building as well as providing a café and spaces for offering adult learning, a digital hub, training kitchen and spaces for businesses (workspace and meeting space). Specifically, the project will:

- Provide a modern and accessible library, business and community hub that provides a facility of sufficient size to meet the needs of King's Lynn's population. The MUCH facility will mirror the library, learning and community facilities provided by Norfolk County Council elsewhere in the county and respond to the feedback of community consultation collected as part of developing the King's Lynn Town Deal investment plan.
- Provide spaces for a wider range of services such as flexible spaces to deliver a large programme of learning at Level 1-4 in partnership with the Department for Education. This responds to low levels of workforce skills in King's Lynn and West Norfolk and a lack of adult learning facilities in King's Lynn town centre.
- Transform the New Conduit Street area of King's Lynn town centre, increasing footfall as a result of the number of residents using services provided at the MUCH, providing the opportunity in the future for high quality public realm at its frontage and opening up the Majestic Cinema via the preferred design for the MUCH.

### Approach to economic case

The approach taken to the economic case is based on a combination of quantitative and qualitative analysis designed to accurately reflect the proposal for the Multi User Community Hub (MUCH) project. This economic case quantifies five core benefits of the MUCH project, each of which directly address long-standing challenges faced by the town that are set out in detail in the strategic case.

The MUCH project will address significant health and wellbeing issues, such as social isolation, life limiting diseases, poor wellbeing and ill health. This will be quantitatively assessed in two ways, the first in terms of the wellbeing benefits of using the MUCH site for its various uses, including for socialising, health and wellbeing classes and other events. The second way this will be quantified is through the economic savings from reducing the incidence of serious and life limiting health conditions resulting from the extensive health and wellbeing courses offered at MUCH.

The high levels of unemployment and low skills attainment in King's Lynn has contributed to significant social and financial vulnerability within the local population and a low wage economy offering many residents limited opportunity for social mobility, severely impacting the aspirations of local people, especially younger people which is demonstrated by high proportions of NEETs, unemployment and high levels of demand for Universal Credit and Children's Services. Clearly these issues, set out in detail within the strategic case have had a significant impact on opportunities and the quality of life for many of King's Lynn's residents. MUCH seeks to address this by providing targeted training courses to support people into employment and to provide the skills required to secure higher value, better paying and sustainable employment that will enhance their quality of life. The economic impact of this movement into employment has been captured within the quantitative analysis.

The quantitative assessment has an appraisal period of 30 years and has been discounted to 2022 prices. All quantified benefits have been estimated in line with the HM Treasury Green Book best practice, using methodologies and values (where possible) from the appropriate UK Government departments.

In addition to the quantified benefits assessment, a number of non-quantified benefits have been included within this economic case, these include support for mental health and providing access to social services.

### **Options Appraisal**

The development of the MUCH project has been the subject of scheme development and options assessment process as part of the development of the Town Investment Plan. This process led to the identification of three options:

#### **Option One: Do Nothing**

This option would deliver no works and accordingly, produce no benefits. This option is the standard, counter-factual position and would fail to address any of the challenges set out within the Strategic Case. Under this option, the existing library site would remain in its current state, with the current accessibility and quality issues that affect the site unchanged.

This option was rejected as it would not address the community, societal, health or economic challenges faced by the residents of King's Lynn. However, in accordance with HMT Green Book guidance, this option has been taken forward for appraisal as the 'counter-factual' option, against which the preferred 'Do-Something' option will be compared.

#### **Option Two: Refurbishment and extension of current library**

This option would refurbish the current Grade II Listed library site and install temporary structures to provide additional floorspace in which the additional services identified for the MUCH project will be provided. This option would allow many of the services and uses of the MUCH project to be delivered within King's Lynn, however the limitations of this option are significant. This option would restrict the ability to address the accessibility issues at the current library as well as to provide the full facilities required to deliver the proposed services at the site. This is a result of the listed status of the building. The historic current library building is Grade II Listed, meaning that there are limitations to what work can be done to alter the fabric of the building or to change the building fundamentally. These limitations are likely to extend to adding ramps and other features to enable greater access to the building and may restrict the ability to redevelop the interior of the building to provide space for the services required by the MUCH project. Without accessibility and the ability to deliver the full amount of floorspace required to deliver these services, this option would limit the benefits of the scheme and likely fail to fully address the challenges set out in the Strategic Case. The use of temporary structures to provide additional floorspace would also lead to the loss of the carpark at the site, further restricting accessibility at the site. This option would also fail to address the need for a more centralised community offer that would contribute to the revitalisation of the town centre and support the enhanced identity and pride of place within King's Lynn. As a result of these issues, this option was not taken forward for appraisal.

#### **Option Three: Create a new, central, community and learning space**

This option would purchase and redevelop a vacant building within King's Lynn's town centre to deliver a central hub as a base for the MUCH project. This option would deliver a larger library than in its current location and provide sufficient floorspace to deliver the full programme of courses, training and events proposed by this scheme.

46 New Conduit Street, King's Lynn was selected as the site for this option. The current building in this site, a large former retail unit is disused and is a visual blight on a central area of the town. The redevelopment of this site would enable the delivery of the MUCH project and provide a high-quality community hub that is centrally located and accordingly will increase footfall and activity within the town centre.

For the above reasons, in particularly the alignment of this option with the scheme's objectives, set out in the Strategic Case, Option Three was selected as the preferred option.

In accordance with HMT Green Book principles, both the Preferred Option and the 'Do-Minimum' option, Option One, will be taken forward for quantitative appraisal.

## Economic benefits

The MUCH project seeks to address a range of economic, social and health challenges faced by King's Lynn's residents.

The quantified economic benefits of this project reflect those ambitions and are closely tied both the specific outputs of the project and the impact of these outputs on King's Lynn, drawing on the wealth of evidence of current challenges set out in the Strategic Case.

The quantified benefits of this project are linked directly to the key impacts of the project on the health, wellbeing and economic opportunities of its target beneficiaries. Each of the five quantified benefits reflect this and each build on the strategic justification for this project set out in the Strategic Case. The benefits quantified to appraise the MUCH project are:

- **Wellbeing benefit of library users** – This project seeks to address long-standing health and wellbeing issues prevalent amongst the local population, by providing a community space offering events, groups and services aimed at engaging residents and enhancing their wellbeing and health. Research undertaken on behalf of the Arts Council England into the wellbeing impacts of library use valued users and non-users' willingness to pay for libraries with this type of offer as a measure of the wellbeing value gained from the ability to access these services and community spaces.
- **Health benefits from reduction in serious, life-limiting conditions** – In addition to supporting greater levels of wellbeing, the MUCH scheme will provide a range of support to enhance health outcomes among the local population. As the Strategic Case sets out, King's Lynn has high levels of health inequality, including a rate of deaths from cardiovascular disease more than three-and-a-half times higher than the Norfolk average. The health and lifestyle support provided at the MUCH site will contribute to a reduction in this risk to those who receive this support. The reduction in risk reduces the chance of those receiving this support from requiring medical treatment for these conditions, leading to a significant saving to the NHS which has been applied as a proxy measure for the societal benefit, including to the benefit to the individual of not developing these conditions.
- **Lifetime economic benefit of people gaining new qualifications** – The educational courses, aligned to Levels 1, 2 and 3 offered at the MUCH will provide lifetime economic benefits for those receiving qualifications. This calculation captures that benefit and reflects the aim of this project to address the issues around the lack of opportunities and quality of life among King's Lynn's residents without formal qualifications.
- **Welfare impact of supporting re-entrants to the labour market** – The programme of skills and training to be offered by the MUCH project will actively support many of those receiving training to enter or re-enter employment. In providing this training and support, MUCH will actively address the issues of low skills attainment, low qualifications levels, low earnings and high unemployment within King's Lynn. The shortage of skills amongst many residents restricts their ability to find meaningful, high value and well-paid employment and limits both their life chances and the quality of life. The economic benefit of people entering or re-entering employment with good quality jobs has been captured using a methodology set out in the Department for Transport's TAG guidance that states that the welfare of a single job is the equivalent of 40% of the Gross Value Added (GVA) produced by that job. This methodology has been conservatively applied to those receiving employability support from the MUCH project.
- **Value of volunteering at the MUCH** – The MUCH site will double the size of the library space within King's Lynn and in doing so increase in the amount of time volunteered to deliver library services. This has been quantified to capture the value of this time.

The methodologies used to assess each of the above quantified benefits are set out below.

The quantitative appraisal of the costs and benefits of this scheme has been undertaken over 30-year appraisal period, in accordance with HMT Green Book guidance that ties the appraisal period to the anticipated lifetime of the asset, which in this case has been assumed to be 30 years.

## Wellbeing benefit of library users

The project is expected to drive an increase in library use and membership. This will result from the facility's central location in the middle of King's Lynn town centre. Usage will also be driven by improving the accessibility of library facilities that is restricted in the listed Carnegie Building. The presence co-



location of library services with learning provision, a café and business incubation and meeting space will also drive up visitor numbers and library usage. The MUCH site will provide services, community groups and events that will actively attract and support residents in a number of ways, including simply by reducing loneliness and providing a support structure for those currently without one.

The range of uses of a library site such as this has been assessed in relation to its impact on wellbeing in a study undertaken by Daniel Fujiwara and others, commissioned by Arts Council England in 2015<sup>[1]</sup>. This study utilised a willingness-to-pay approach to create a proxy value of libraries that offer certain services and uses. The values produced by this study range between £29 per person per year to £39 per person per year, depending on whether users attend events, use the library services to socialise or where the library offers health and wellbeing services. As the MUCH project will provide each of these to some extent, a weighted average value was used for each net additional library user, based on an even weighting between these three uses. This single value per user per year was then adjusted to 2022 prices.

The current number of library users and the anticipated future users of the MUCH site were estimated by Norfolk County Council and King's Lynn and West Norfolk Council, based on the proportionate uplift in users reported by a similar scheme delivered in Great Yarmouth, where a 30% uplift in users was recorded. The assumptions used to calculate this benefit are set out below.

### Wellbeing benefits to library users

Assumption	Value	Source/ Justification
<b>Model Assumptions</b>		
Number of Net Additional users of the MUCH site per annum	24,000	A 30% uplift to pre-pandemic levels of users of the current library. The 30% increase in users is based on the findings of a similar project delivered in Great Yarmouth.
Wellbeing benefit to library users	£37 per person per annum	This value was derived from a weighted average of three willingness-to-pay values produced by Fujiwara et al. (2015) <sup>[2]</sup> that reported the following: The Willingness-to-pay for libraries, reflective of the wellbeing value attached to these libraries is dependent on the services offered at each library. In 2015 prices, libraries that provide events are valued at £29 per person per year, libraries that provide opportunities for social interaction are valued at £26 per person per year and libraries that offer health and wellbeing services are valued at £39 per person per year. A weighted average of these three values was calculated, applying an equal weighting to each three values. The resulting figure was adjusted to 2022 prices.
<b>Additionality</b>		
Deadweight	10%	A low figure for deadweight was applied to reflect the chance that some beneficiaries will receive this benefit without the MUCH project being delivered. This was considered highly unlikely however, as no alternative services are being provided within King's Lynn that will provide residents with access to these benefits. As this project targets those with limited ability to travel to other similar sites and those with a particular need for the MUCH site, it is considered unlikely that many of the beneficiaries of this project would secure these benefits without this scheme being delivered.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	10%	As set out above, the lack of alternative sources of this benefit in King's Lynn makes it highly unlikely that a significant number of the beneficiaries of this project will be able to receive these benefits elsewhere. In order to be cautious, a low figure for displacement of 10% has been applied.
Net Additionality	81%	Mott MacDonald Calculation

Once deadweight and displacement are accounted for, the impact over the 30-year appraisal period is **estimated to generate £12.2m in present value terms**. These benefits have been discounted at 3.5% per annum in line with HM Treasury Green Book and MHCLG Appraisal Guidance.

### Health benefits from reduction in serious, life-limiting conditions

The high levels of health inequalities within King's Lynn are among the key challenges this project seeks to address. As set out in the Strategic Case, King's Lynn residents have a mortality rate from cardiovascular disease more than three-and-a-half times that of the Norfolk average. MUCH will provide an increased range of courses, classes and support to encourage residents most at risk of major health problems including cardiovascular disease to live healthier lives and accordingly, reduce their risk of such conditions. Research by Sheffield Hallam University for Sport England shows that greater levels of activity reduces the risk of heart diseases by 35% of dementia by 30% and of diabetes by 50%<sup>[3]</sup>. This report also provides an economic value of reducing the incidence of each condition, tied to the costs avoided by the NHS. These and other assumptions are set out below.

The number of beneficiaries of this benefit were estimated by King's Lynn and West Norfolk Council based on a 30% uplift in users, as reported by a similar scheme in Great Yarmouth, applied to the current users of similar services at the existing library site.

#### Health benefits

Assumption	Value	Source/ Justification
<b>Model Assumptions</b>		
Number of beneficiaries	28	This is a 30% uplift in the 92 existing annual users of similar health and lifestyle services at the current library site. The 30% uplift is based on the findings of a similar project delivered in Great Yarmouth.
Reduction in risk	Various	The study undertaken by Sheffield Hallam University on the economic impacts of health, sport and activity utilized data from the NHS which report that activity and healthy lifestyle choices reduces the risk of: <ul style="list-style-type: none"> <li>- Heart disease by 35%</li> <li>- Dementia by 30%, and</li> <li>- Diabetes by 50%<sup>[4]</sup>.</li> </ul>
Value of reduction in risk	Various	The same report, as referenced above, values the reduction of each incidence of the above conditions as the following: <ul style="list-style-type: none"> <li>- Heart disease, including stroke - £7,270</li> <li>- Dementia - £38,520</li> <li>- Diabetes (type II) - £4,138</li> </ul> Each of the above values have been adjusted to 2022 prices.
<b>Additionality</b>		
Deadweight	0%	As set out above, due to the endemic health issues within King's Lynn it is considered highly unlikely that the beneficiaries targeted by this project will receive these benefits without MUCH being delivered.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	0%	As set out above, due to the endemic health issues within King's Lynn it is considered highly unlikely that the beneficiaries targeted by this project will receive these benefits elsewhere, due to a lack of alternative locations.
Net Additionality	100%	

The impact of this benefit over the 30 year appraisal period is **estimated to generate £6.9m in present value terms**. These benefits have been discounted at 3.5% per annum in line with HM Treasury Green Book and MHCLG Appraisal Guidance.

### Lifetime economic benefit of people gaining new qualifications

The increase in the number of courses across educational Levels 1, 2 and 3 at the MUCH site will directly address the skills shortage within the town and enhance the opportunities and aspiration available to the town's residents. The additional courses offered at the MUCH will increase the average number of people completing courses each year, this is broken down in the following way:

- Level 1 – 10 additional completions per annum
- Level 2 – 20 additional completions per annum
- Level 3 – 1 additional completion per annum.

The economic value of achieving these qualifications has been produced by the Department for Education (DfE)<sup>[5]</sup> and sourced from the New Economy Unity Cost Database. These values and the calculations used to assess this benefit are shown below. As no data is available on the economic benefit of securing a Level 1 qualification, this analysis focusses solely on levels 2 and 3.

Assumption	Value	Source/ Justification
<b>Model Assumptions</b>		
Additional Level 2 qualifications per annum	20	Project data – based on modelling of the enhanced capability to deliver courses at the MUCH.
Additional Level 3 qualifications per annum	1	Project data – based on modelling of the enhanced capability to deliver courses at the MUCH.
Annual value of NVQ level 2 qualification per annum	£655	Department for Education data, sourced from the New Economy Unit Cost Database, adjusted to 2022 prices.
Annual value of NVQ level 3 qualification per annum (2022/23 prices)	£1,294	Department for Education data, sourced from the New Economy Unit Cost Database, adjusted to 2022 prices.
Course completion rate	75%	Although the quality of teaching and of the courses will meet the standards set by the Department for Education and OFSTED, the risk remains that each year, external factors will cause some of those studying each course to fail to complete the course. To account for this, an assumption that 75% of those taking each course each year will complete the course and achieve the qualification.
<b>Additionality</b>		
Deadweight	0%	As the courses included within this analysis are the net additional courses, over and above those currently delivered in this area, additionality is already accounted for within this analysis.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	0%	Due to the lack of alternative locations providing similar courses in this area and the lack of similarly accessible and central locations which will intentionally reach out to those without these qualifications, it is considered unlikely that the beneficiaries of this project will be able to access the same support elsewhere.
Net Additionality	100%	

The impact over the 30 year appraisal period is **estimated to generate £1.9m in present value terms**. These benefits have been discounted at 3.5% per annum in line with HM Treasury Green Book and MHCLG Appraisal Guidance.

### Welfare impact of entrants and re-entrants to labour market

The MUCH project will provide a central location for a range of training courses, advice and guidance services, specifically supporting residents who are seeking to enter the labour market. The new facility will therefore lead to an increase in the number of adults residents considered to be 'job ready'. The benefit of preparing residents for entry into the labour market has been monetised in line with HMT Green Book and guidance from the Ministry of Housing, Communities and Local Government (MHCLG)

and the Department for Transport (DfT), the welfare value of individuals entering or re-entering the labour market has been captured in the quantitative analysis of the two site options. The MHCLG uses DfT's WebTAG valuation that the individual welfare impact to beneficiaries of entering or re-entering the labour market is equivalent to 40% of the GVA of the position they are occupying. This is a standard approach within HMT Green Book appraisals and captures the social impact of employment for those out of work. The anticipated number of beneficiaries and undiscounted annual benefit of this impact for both options is shown below.

### Welfare impact of entrants into the labour market

Assumption	Value	Source/ Justification
<b>Model Assumptions</b>		
Beneficiaries per annum	57	Based on a 30% uplift in current users of similar services at the existing library site. This is benchmarked to the findings of a similar project in Great Yarmouth.
GVA per worker – King's Lynn and West Norfolk	£50,469	ONS, Nominal (smoothed) GVA (B) per filled job (£); Local Authority District, 2002 – 2019, adjusted to 2022 prices using GDP Deflators from HMT, March 2022.
Welfare impact of GVA	40%	Department for Transport, TAG Unit A2.3, May 2018
Welfare impact per job	£20,187	Calculation
Proportion of beneficiaries entering work	75%	Whilst similar programmes, including the current provision operated by the council have proven to be highly successful in supporting people into employment, it is unlikely that every person who receives this training will enter work as a result. This assumption accounts for the proportion of those receiving support who will still be unable to enter employment due to other factors that may currently be unforeseen, and which cannot be addressed by this project.
<b>Additionality</b>		
Deadweight	10%	As with the other metrics above, the structural issues that underpin joblessness and skills shortages amongst pockets of the King's Lynn population are deep rooted and are unlikely to be addressed without this project. In order to be cautious and to reflect the chance that some of the target beneficiaries each year will enter employment without the support and training provided by this project.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	5%	Due to the lack of alternative locations providing similar training courses, it is considered unlikely that the beneficiaries of this project will be able to access the same support elsewhere. To reflect the chance that some may be able to do so, a figure of 5% has been applied to account for displacement.
Net Additionality	86%	

The labour supply benefit has profiled over a 30-year appraisal period is expected to **generate £12.4m in present value terms.**

### Value of volunteering

The increase in the size of the library space relative to the existing site will enable the number of volunteers at the MUCH site to be double that of the existing library. The benefit of the time volunteered has been valued using the UK minimum wage, which provides a shadow price for the value of the time volunteered. The calculation of this benefit is set out below, based on the estimated number of total volunteering hours per year produced by the project sponsors.

### Value of volunteering

Assumption	Value	Source/ Justification
<b>Model Assumptions</b>		



Additional volunteers per year	10	Project specific information
Hours volunteered per week	3	Project specific information - the project sponsors anticipate volunteers will each volunteer between 3 hours per week and the equivalent of full-time work. As the precise number of hours committed by each volunteer are unknown at this stage, for the sake of appraisal, the lower bound of the estimated average weekly commitment by volunteers has been applied.
Hours volunteered per year per volunteer	156	Calculation (hours volunteered per week * 52)
Total volunteering hours per year across all volunteers	1,560	Calculation (total hours per year per volunteer * number of volunteers)
UK minimum wage per hour (post April 22)		UK Government information on UK minimum wage (National Living Wage) <a href="https://www.gov.uk/government/publications/the-national-minimum-wage-in-2022">https://www.gov.uk/government/publications/the-national-minimum-wage-in-2022</a>
National living wage	£9.50	
Value of volunteering	£14,820	Calculation – annual value of volunteering per annum
<b>Additionality</b>		
Deadweight	0%	As it would not be possible for people to volunteer in the MUCH without the MUCH being delivered, deadweight is set at zero.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	25%	As it is possible and arguably likely that people willing to volunteer their time for causes such as this would volunteer time elsewhere, an assumption of 25% for displacement has been applied. It is anticipated however that the central location of the MUCH and the attractiveness of the space and its offer will attract a significant proportion of the volunteers, meaning that the majority would not otherwise volunteer elsewhere.
Net Additionality	75%	

The benefit of volunteering has profiled over a 30-year appraisal period is expected to **generate £254,400 in present value terms**. As this analysis uses the minimum estimate for the number of volunteering hours to assess this benefit, the actual benefit is likely to be higher than assessed here.

### Economic costs

The economic costs of the MUCH project have been assessed by Norfolk County Council and the King's Lynn Town Deal Board. The costs of the scheme are based on quantities and benchmarked costs and have been assessed at a high level and focus on the capital delivery phase.

The costs presented in the table below are the nominal, undiscounted costs of the scheme. These costs exclude inflation but include optimism bias (OB) at 24%. This OB rate is the upper bound (24%) value for standard building projects, which at this stage can be as low as a 2% cost uplift<sup>[6]</sup>; this rate was conservatively selected to account for the current high level of construction inflation.

### Nominal economic costs, 2022 prices

Funding Type	2022/23	2023/24	2024/25	2025/26	Total
Towns Fund	£500,000	£438,030	£6,300,420	£0	£7,238,450
Norfolk County Council	£500,000	£438,030	£2,498,020	£1,450,400	£4,886,450
<b>Total</b>	<b>£1,000,000</b>	<b>£876,060</b>	<b>£8,798,440</b>	<b>£1,450,400</b>	<b>£12,124,900</b>

These costs were then discounted at a rate of 3.5% per annum to 2022/23, in accordance with HMT Green Book guidance. The total, present value costs are shown below.

## Present Value Costs, 2022 prices

Funding Source	Present Value Cost
Towns Fund	£6,804,727
Norfolk County Council	£4,563,323
<b>Total</b>	<b>£11,368,050</b>

## Value for money assessment

There are two key metrics set out in the MHCLG appraisal guidance that can be used to assess quantitative element of VfM: the calculation of Benefit Cost Ratios (BCR), which simply show the ratio of benefits to costs; and the Net Present Social Value (NPSV), which represents the present value of benefits less the present value of costs. A BCR of above 1 and a positive NPSV indicates that the intervention option under consideration represents VfM. The higher the BCR, the higher the overall VfM (not taking into account non-monetised costs and benefits). The formulae for these two metrics are shown below. The BCR is calculated using the following formula:

$$BCR(\text{intervention option}) = \frac{\text{Benefit}(\text{intervention option}) - \text{Benefit}(\text{do nothing})}{\text{Cost}(\text{intervention option}) - \text{Cost}(\text{do nothing})}$$

The NPSV calculates the difference between the net marginal benefit and the net marginal costs:

$$NPSV(\text{intervention option}) = \text{Net Benefit}(\text{intervention option}) - \text{Net Cost}(\text{intervention option})$$

Where:

$$\text{Net Benefit}(\text{intervention option}) = \text{Benefit}(\text{intervention option}) - \text{Benefit}(\text{do nothing})$$

And,

$$\text{Net Cost}(\text{intervention option}) = \text{Cost}(\text{intervention option}) - \text{Cost}(\text{do nothing})$$

The results of the VfM assessment for the preferred option are outlined in the table below. The VfM assessment for MUCH shows a **BCR of 2.40**. This option therefore demonstrates **high VfM**.

## Value for Money Assessment Summary

Economic benefits	Present values (2022 prices)
Wellbeing benefit of library users	£12,160,181
Health benefits from reduction in serious, life-limiting conditions	£12,465,810
Lifetime economic benefits of educational attainment	£1,935,913
Welfare impact of entrants and re-entrants to labour market	£6,998,908
Value of volunteering	£254,447
<b>Total Economic Benefits</b>	<b>£33,815,259</b>
Economic costs	
Towns Fund	£6,804,727

Norfolk County Council match funding	£4,563,323
Total cost (excluding optimism bias)	£11,368,050
<b>Total Cost (Including optimism bias)</b>	<b>£14,096,382</b>
<b>Net Present Social Value</b>	<b>£22,447,208</b>
<b>Benefit-Cost Ratio (BCR)</b>	<b>2.40</b>

### Sensitivity analysis

Two sensitivity tests have been produced to stress test the analysis, to better understand the assumptions that drive the benefits appraisal:

- **Sensitivity Test 1: Increase in in Optimism Bias from project costs** – an increase in optimism bias to 50% is applied to total CAPEX (increasing from 24% under the core scenario). This significant increase in costs reduces the BCR from 2.40 to 1.98, which would constitute medium VfM.
- **Sensitivity Test 2: Half the health benefits** – if the number of people engaging with the health courses and resources was halved, the benefit from increased employment reduces and lowers the BCR to 1.96, which still constitutes medium VfM.

### Value for Money Assessment Sensitivities

Economic benefits	Preferred option	Sensitivity 1	Sensitivity 2
Wellbeing benefit of library users	£12,160,181	£12,160,181	£12,160,181
Health benefits from reduction in serious, life-limiting conditions	£12,465,810	£12,465,810	£6,232,905
Lifetime economic benefits of educational attainment	£1,935,913	£1,935,913	£1,935,913
Welfare impact of entrants and re-entrants to labour market	£6,998,908	£6,998,908	£6,998,908
Value of volunteering	£254,447	£254,447	£254,447
<b>Total Economic Benefits</b>	<b>£33,815,259</b>	<b>£33,815,259</b>	<b>£27,582,354</b>
<b>Economic costs</b>			
Towns Fund	£6,804,727	£6,804,727	£6,804,727
Norfolk County Council match funding	£4,563,323	£4,563,323	£4,563,323
Total cost (excluding optimism bias)	£11,368,050	£11,368,050	£11,368,050
<b>Total Cost (Including optimism bias)</b>	<b>£14,096,382</b>	<b>£17,052,076</b>	<b>£14,096,382</b>
<b>Net Present Social Value</b>	<b>£22,447,208</b>	<b>£22,447,208</b>	<b>£16,214,303</b>
<b>Benefit-Cost Ratio (BCR)</b>	<b>2.40</b>	<b>1.98</b>	<b>1.96</b>

### NON-QUANTIFIED BENEFITS

In addition to the quantified benefits identified in the previous section the MUCH project is expected to bring further non-quantifiable benefits. These are detailed below.

#### Supporting the mental health and wellbeing of King's Lynn's residents

The MUCH project will provide a new, centrally located focal point for activity within the town centre that will be open to all people and provide a space for socialising and engaging with social prescribing and wellbeing courses. In addition to the benefits quantified above, these outputs can support the mental health of local residents. As the Strategic Case sets out, the rate of mental health issues and suicides in King's Lynn far exceeds the regional and national averages. Whilst it is not possible to determine how many of these suicides and other major mental health issues could be avoided as a direct result of MUCH, it is likely that the project will support those affected by mental health challenges by providing a place to access services and engage with wellbeing and other programmes.

### Generating wider land value impacts

The MUCH project will transform the New Conduit Street and Baxter's Plain area of the town centre. The project provides the opportunity to re-develop the area surrounding the MUCH through a high quality public realm intervention and stimulate other town centre investments such as the former Post Office Building. Although not quantified in this business case, the MUCH building and catalysed investment in public realm will generate increases in land values in the immediate vicinity. The proposals for the MUCH provide the opportunity to provide a pedestrianised area, including planting, at the junction of Tower Street, Blackfriars Street and Paradise parade. This would provide a fitting welcome to the MUCH and the Majestic Cinema.

### Diversifying the Town Centre offer and delivering against Town Deal policy objectives

The MUCH project will provide a much need stimulus to King's Lynn town centre, diversifying its offer away from retail and reducing vacant floorspace by repurposing a large redundant building. As such, the project directly fits the aims of recent town centre policy initiatives and the objectives of the 'Stronger Towns Fund', as set out in the Town Fund prospectus. Specifically, the Fund aims are:

- Increasing density in town centres.
- Strengthening local economic assets including local cultural assets.
- Site acquisition, preparation, remediation, and/or development.
- Making full use of planning tools to bring strategic direction and change.
- Developing local transport schemes that complement regional and national networks.
- Supporting the delivery of improved digital connectivity.

The MUCH will deliver against a number of these objectives including site acquisition and development; developing cultural assets and supporting improved digital connectivity through the inclusion of a digital hub within the new facility.

The new MUCH facility will delivery flexible space at the heart of King's Lynn town centre that can be used to accommodate a new programme of learning, provide space for meetings and conferences and business incubation space that can accommodate sole traders, micro businesses and a place for flexible working which has become commonplace after the COVID-19 pandemic.

The investment will address a prominent vacant building in the centre of King's Lynn. The contemporary design of the MUCH building will open up New Conduit Street, revealing the Majestic Cinema that is currently hidden behind the former Argos building and providing an opportunity for high quality public realm at its frontage. Given the high profile of this scheme, there are several economic benefits that have been quantified to help demonstrate the project's value for money.

<sup>[1]</sup> D Fujiwara, R Lawton & S Mourato, (2015) The health and wellbeing benefits of public libraries.

<sup>[2]</sup> D Fujiwara, R Lawton & S Mourato, (2015) The health and wellbeing benefits of public libraries.

<sup>[3]</sup> Sheffield Hallam University, Sport Industry Research Centre, (2020), Measuring the Social and Economic Impact of Sport in England, report 1: Social Return on Investment of Sport and physical Activity in England.

<sup>[4]</sup> Sheffield Hallam University, Sport Industry Research Centre, (2020), Measuring the Social and Economic Impact of Sport in England, report 1: Social Return on Investment of Sport and physical Activity in England.

<sup>[5]</sup> [Department for Education \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>[6]</sup> HMT Green Book, Supplementary Green Book Guidance, Optimism Bias, Table 1.



# FINANCIAL CASE

## FINANCIAL CASE

### Introduction

The financial case comprises two distinct components:

- The capital build phase
- The ongoing operation of the site once the capital phase is complete

Project funding covers the costs associated with the build and fit-out of the site. The capital demolition and build phases of project are due to start in financial year (F/Y) 2024/25. The completed site would be operational from Q2/3 2025.

Once opened, the hub will be owned and operated by Norfolk County Council, who will take on all financial risk for the build and operational phases.

The preferred base case option is to deliver the proposed build project in full, and to operate the Centre thereafter from existing NCC operational budgets.

### Approach to financial case

#### Capital phase

The funding for the capital phase derives from two sources per the table below:

Type	Source	Total Amount
Public sector	Towns Fund	£7.4m
Public sector	Norfolk County Council	£5m
		-----
		£12.4m

Funding will derive from central government (Towns Fund) and the local authority (Norfolk County Council). This includes an underwriting of £2m by NCC for risk, contingency and inflationary costs.

- Town Deal Funding will be drawn down per an approved funding agreement between KLWN as the accountable body, and Norfolk County Council. Per the request within the funding agreement Norfolk County Council will operate the space as a community hub for a minimum of twenty-five years, the intention is for the space to be operated in this manner for significantly longer, and the time frame suggested does not impact the statutory commitment to providing a library service.
- Funding from NCC has been secured and approved by Cabinet. Of the £5m, £2m is underwritten risk which is committed, but the project team would seek to drive out where possible.

#### Revenue operation

The Community Hub does not expect significant revenue generation and will instead be funded from existing NCC operating budgets -:

As statutory service the library receives a revenue grant from the council annually and all costs are funded from this grant.

Adult learning costs will be funded via the Department of Education Adult Education Budget managed by the Education and Skills Funding Agency and awarded to NCCAL. Course costs include the cost of room hire and training staff.

Additional services provided by partners will not be funded by NCC, instead partners would hire space at the below rates. A large number of partners are interested in using the facility at the reduced rate to spot-hire or semi-permanently locate services and programmes given the MUCH's excellent location, and given the success of similar partnerships elsewhere. At present NCC are developing a wide range of partnerships to provide an enhanced offer (detailed in the Commercial Case).

At present no outcomes or local challenges identified are unaddressed by the combination of Library, Adult Learning and partnership provision. Should Norfolk County Council identify service gaps, improvements or exciting new ideas based on community feedback, funding opportunities would be reviewed for pilots.

Norfolk CC centralises its budgets for facilities management costs, so all required costs will be covered from a core facilities management cost.

Some income will be generated from space hire, which will be reinvested into the space. However, the operating models are robust enough to ensure the secure running of all services within the build without additional revenue.

Expected income (a conservative estimate) is outlined below, which includes a conservative 5% increase year on year:

Activity	25/26	26/27	27/28
Space hire	£44,958	£47,205	£49,565

The value of income has been based on models and usage in two similar spaces: The Great Yarmouth Library utilisation 2021-22, utilisation in the King's Lynn Bid 'The Place' from March-May 2022. There is also significant anecdotal evidence that conferencing space (which could be facilitated by the two largest Multi-Purpose Rooms) will be popular given the high demand at King's Lynn Innovation Centre (KLIC's) - which cannot be provided at present due to lack of parking capacity and business expansion needs

Research carried out by BCKLWN Lily services also indicated that one of the main needs of VCSE organisations locally was additional, flexible space to enable them to carry out their activities and services.

- Adult learning increasing use by 30% (£19,500)
- 4 partner organisations hiring multipurpose rooms on a regular basis (£8,960)
  - Weekly bookings averaging 4 hours a week
  - 100% charity, not for profit, community or public sector
- 1 hire of exhibition space for a full day a month
  - 25% commercial (£480), 75% charity, not for profit, community and public sector (£640)
- 20 ad-hoc meeting room bookings a month
  - Averaging 2 hours per booking.
  - At a rate of 50% commercial organisations (£3,360) to 50% voluntary to public sector organisations (£1,560)
  - Including X of income from equipment hire
- 8 ad-hoc multi-purpose room bookings a month
  - Averaging 4 hours per booking.
  - At a rate of 50% commercial organisations (£3,840) to 50% voluntary to public sector organisations (£1,920)
- £4,698 of annual income from equipment hire

The below costs are based on the model used across libraries in Norfolk, run on a not-for-profit basis:

Room	Commercial Organisations	Charity, "Not for Profit" community organisations and public sector
Meeting Rooms (x4)	£14.00ph	£6.50ph
MP space 1 (90sqm – 100pax)	£25ph (Minimum booking 4 hours)	£12.50ph

MP space 2 (70sqm – 80pax)	£20ph (Minimum booking 4 hours)	£10ph
MP space 3 (40sqm – 45pax) x	£15ph (Minimum booking 4 hours)	£7.50ph
Exhibition space	£20ph (Minimum booking 1 day)	£10ph

Current costs for equipment hire per session are below (a session is a total booking rather than an hour). These will evolve through the RIBA stages to reflect the space uses e.g., if easels are required for an art class.

Item	Cost per session
Projector and screen	£10
OWL video conferencing device	£20
Flip chart and pens	£5
Coffee/Tea (per pot, approx. 10 servings)	£10
Plate biscuits (per plate, approx. 20 servings)	£4
Staff overtime for bookings ending out of hours	£20ph

### Costs

The costs shown below have been collated from sources which include the advice of the appointed professional team (Turner Townsend) based on RIBA Stage 1 design.

The estimate has been priced using the Turner Townsend internal market rates database and benchmarking tool and has been base dated to Q2 2022. £2.92m (£24%) has been allowed for inflation, contingency, reserve and risk items. The risk allowances for design reserve and contingency are included to reflect the current level of design (RIBA Stage 1). %'s for the risk allowances based on benchmark information have been provided in the construction cost overview below. Turner Townsend are confident that this inflation/contingency budget is sufficient, and given both the RIBA stage and flexibility of the build cost engineering could be applied without impacting delivery of outcomes. Irrespective of consultant confidence and options for cost engineering, NCC will continue to look for alternative funding to further drive out risk.

Inflation of 9.6% prior to tender completion has been included (Q2 2023) and a further 1.2% considered on all construction costs, up to the mid-point of construction - based on the assumption is that works take no more than a year to complete (current estimates are 9 months for demolition and construction).

### Capital cost overview:

### Construction cost breakdown:



## **Annual operating cost overview:**

### **Facilities and F&M**

Facilities and F&F costs are very high, unstable and hard to forecast at the current library site due to its age and unforeseen maintenance needs. In the first quarter of this financial year alone, the library has already incurred £6,000 in unplanned maintenance costs including repairs to the heating system, a new sump pump, leaks due to poor guttering and electrical works. As the library ages these unplanned costs will continue to rise.

Although the new building will be larger, it will not carry this legacy of high maintenance requirements. Significant efficiencies will be driven via energy generation-measures which will be incorporated into the design of the new building such as onsite energy generation via PV panels, airtightness, design for disassembly, a blue-roof system, rainwater harvesting, and low-flow/dry sanitary ware.

### **Staffing and programme delivery**

## **Funding and revenues**

### **Capital phase**

The below represents an estimated overview financial profile which will be amended with the appointment of the PMCM in November 2022. The updated profile will be confirmed with the project and Town Deal Board. There is no expectation that the budget will be increased, purely that the distribution may differ slightly.

<b>Funding Profile</b>	<b>20/21</b>	<b>21/22</b>	<b>22/23</b>	<b>23/24</b>	<b>24/25</b>	<b>25/26</b>	<b>Total</b>
<i>Value</i>	£m	£m	£m	£m	£m	£m	£m
<b>Towns Fund</b>	0	0	250,000	721,000	6,429,000		7,400,000
<b>Norfolk County Council</b>	0	46,752	500,000	471,000	2,549,000	1,433,248	5,000,000
<b>Total Funding</b>		<b>46,752</b>	<b>750,000</b>	<b>1,192,000</b>	<b>8,978,000</b>	<b>1,433,248</b>	<b>12,400,000</b>

### Revenue operation

These revenue streams are funded by secure Community Information and Learning core funded by the County Council and Department for Education, and not dependent on other forms of revenue or performance. Additional income will be generated through space hire.

### Affordability assessment

#### Capital phase

The funding assumptions include specific identified funds from the Towns Fund and NCC, all of which have been formally agreed by relevant Boards and Cabinets. The council have agreed to underwrite £2m of risk as required – although alternative funding streams will continue to be sought. Any remaining funding gap that emerges will be met either by fundraising or by value engineering that would not impact the project outputs and outcomes.

Specific financial risks relating to the capital phase have been identified as follows:

<b>Area</b>	<b>Description</b>	<b>Impact assessment</b>	<b>Mitigation</b>
Budget	Unable to secure funding reallocation from Towns Fund	£3m shortfall. Significant impact on ability to deliver the project in any form	Project adjustment form submitted and successful
Tenders	Tender process does not provide suitable candidates to appoint	Increase in timeline to reissue tenders, review and possible amendments to budget and scope	Professional cost reviewers to accurately define budget, significant contingency. PIN issued in advance to test market interest early. Robust tender review process. Timeline contingency included
Tenders	Tenders received exceed budget tolerances	Necessitates increase in budget or review of scope	Professional cost reviewers to accurately define budget, contingency included, continued review of market conditions and associated costs through phases, seeking additional funding streams to minimise risk
Budget	Construction market fluctuations	Necessitates increase in budget or review of scope	Inflationary costs and large contingency included. Market remains volatile
Budget	Inaccurate cost estimates in budget	Necessitates increase in budget or review of scope	Professional cost reviewers to accurately define budget, contingency included, continued review of market conditions and associated costs through phases
Budget	Unknown risks exceed budget	Necessitates increase in budget and timeline or review of scope	Appointment of contractor prior to beginning RIBA 2 to drive out delivery risk. Contingencies in both timeline and budget, clear MoSCoW on scope. Retention of floor plate to avoid foundation issues
Budget	Unforeseen timeline and cost overruns	Necessitates increase in budget, timeline or review of scope	Appointment of contractor prior to beginning RIBA 2 to drive out delivery risk. Contingencies in both timeline and budget and clear MoSCoW on scope
Budget/ Timeline	Planning permission challenges	Increase in timeline, possible increase in cost and scope due to changes needed to include build frontage	Working with KLWN planning team from RIBA1 to plan ahead and minimise disruption; lower risk as building outside conservation area

### **Wider financial implications**

As detailed above NCCs proposed spend on the capital phase is £3m with an agreement to underwrite a further £2m of risk, contingency and inflationary costs.

Sale of the building will complete in September 2022. At project completion NCC would both own and operate the asset.

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# COMMERCIAL CASE



## COMMERCIAL CASE

### Introduction

This section considers the Commercial Case for the Multi User Community Hub including the proposed delivery structure, legal and procurement issues.

The project has two significant phases:

- Capital project phase: the purchase of the Argos building and subsequent capital remodelling of the site, due to complete in 2025
- Revenue operation of the Multi User Community Hub following completion of the capital works and launch in 2025

The capital phase will be procured and delivered by Norfolk County Council and will leverage their existing contracts services and economies of scale in terms of Libraries and Information Services, Adult Learning Services, Communities Services procurement, construction and Facilities Management Services supported by Norfolk County Council's arm's length company Norse Group.

As summarised in the Strategic Case the project aims to:

- Provide inspiring spaces and facilities for individuals, communities and businesses that encourage connection and innovation
- Deliver flexible layouts and resources that adapt to the needs of different people and purposes
- Create a strong base for outreach and community support work and support smaller community groups and partners to have a local presence
- Transform the landscape of the town centre with an aspirational building and associated public realm to encourage a sense of identity and pride in a local place
- Attract more people to town centres as a cultural anchor, helping to strengthen communities
- Provide modern and fit-for-purpose services for customers; broaden offer to support small business
- Create a new town centre one-stop shop for a range of services and skills development opportunities for King's Lynn residents, with close access to public transport.
- Drive skills progression for the workforce - encouraging lifelong professional development, upskilling and reskilling
- Equip young people for success by unlocking their abilities, confidence and potential

## COMMERCIAL DELIVERABILITY

### Capital

#### Objectives:

- To deliver the Community Hub to scope, time, budget and quality
- Ensure value for money through the procurement process taking into account the whole life costing and on-going operational/maintenance considerations.

#### Experience:

Norfolk County Council has an extensive track record of significant Capital Build projects. Recent examples include:

The second phase of refurbishment at County Hall Norwich, Norfolk County Council's 1968-built Martineau Lane headquarters, earned it the Leonard Cheshire Award for Most Inclusive Building/Organisation in the Blue Badge Access Awards 2021. The awards recognise hospitality industry

bosses, architects and designers across the globe who address the needs of disabled people. County Hall's changes were also commended in the innovation category at The Norfolk Constructing Excellence Awards.

Norfolk & Norwich Millennium Library is an award winning building standing at the very heart of Norwich and encompassing a multi-media auditorium, business zones, educational zones, cafés, restaurants, open communal spaces and underground parking for up to 240 vehicles.

The Forum was constructed as a direct replacement for the Norwich Central Library, which was destroyed by fire in 1994. However, the new building was never destined to be just another library. The Norfolk & Norwich Millennium project was instead purposely designed to deliver a landmark building to celebrate the turn of the new millennium.

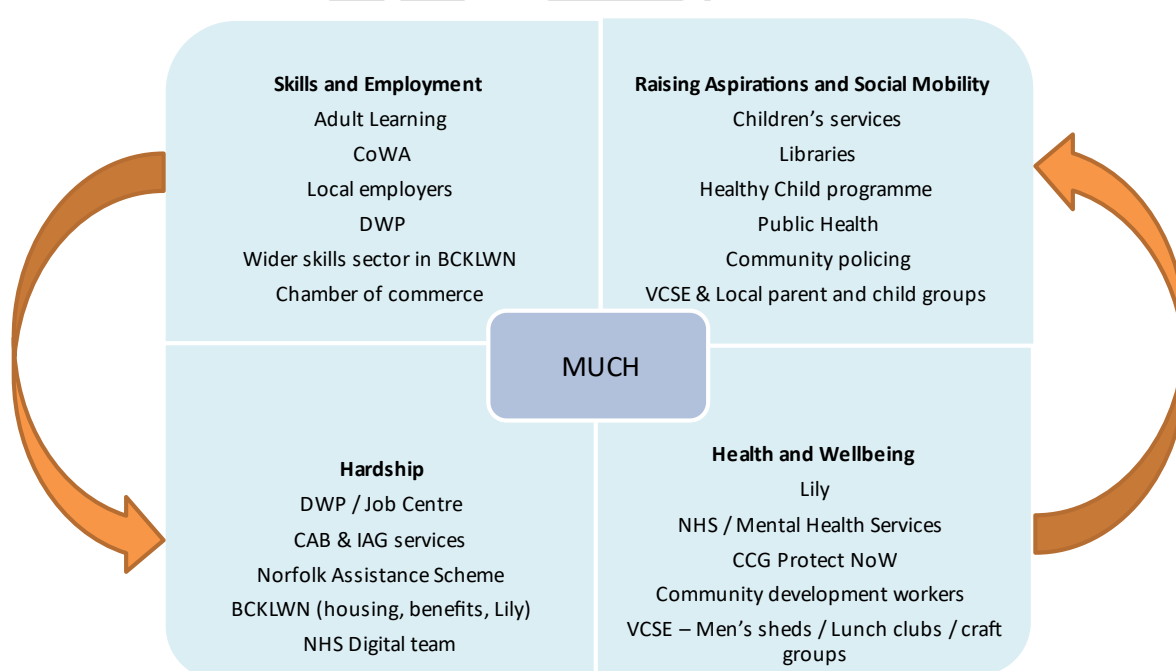
## **Revenue**

### **Objectives:**

Creating relevant, sustainable and joined up support pathways.

- Respond to the needs of the local economy, individuals, communities and employers.
- Empower individuals in underrepresented and disadvantaged communities
- Improve social mobility and break intergenerational cycles of poor outcomes
- Enable adult learners to gain the skills and knowledge they need to progress
- Address health inequalities and reduce the need for the intervention of other services

Norfolk County Council Libraries and Information Service and Adult Learning Services will be the key project partners of the Multi User Community Hub, but the offer will be far broader through partnerships with organisations such as those demonstrated below. Whilst partnership and programme development will begin in earnest in 2023 (after further community engagements) the organisations listed are all either currently operating at the library, already in discussion about partnership working via the MUCH, or in partnership elsewhere in the county with an interest in partnerships in King's Lynn. The College of West Anglia for example, are working with Adult Learning on a bespoke skills partnership and Public Health and MIND are in discussions regarding basing spoke models at the MUCH.



## Experience:

Norfolk Library and Information Service originates from the first free public library in Norwich in 1857. A Local Authority managed and provided library service under national statute.

The service has won multiple awards for its innovative approach to delivery including

- Smarter working Live-best in community 2021
- East Anglian Book awards 2020 and 2008
- CILIP - Libraries Change Lives Award for Healthy Libraries was 2016
- PPRG Marketing Excellence award 2013 and 2012

The Great Yarmouth Library, Learning and University Centre project involves the creation of a Learning Centre in Great Yarmouth's town centre, as part of a wider ambition to locate learning and training functions in a single, high-profile building in central Great Yarmouth. The project is multi-partner collaboration between Great Yarmouth Borough Council, Norfolk County Council, East Coast College, the University of Suffolk and the University of East Anglia.

## Operating models:

**Norfolk Library and Information Service** is widely recognised for its innovative and impactful work across its core services and wider role in the community, with a network of 47 Libraries. The service focusses on reading, literacy, information, learning, and people to support the delivery of key County Council outcomes for families, businesses, vulnerable, isolated or elderly people and works in partnership to improve digital inclusion and develop healthy, independent communities. Key to the success of the operating model will be working with partners to create relevant, sustainable and joined up support pathways.

The library will be open to the public on set times and days with an 'open library' access model outside of core operating hours. This will allow any registered users access to the books, computers and spaces when the library is unmanned.

Libraries reach and support the whole community regardless of age, gender, socioeconomic status or educational attainment. They are funded out of the Revenue Support Grant – the main general funding stream for local authorities.

**Norfolk County Council's Adult Learning** largest provider of adult education in Norfolk and Suffolk, providing a countywide teaching and learning service to around 10,000 Norfolk adults each year.

Since the 1970s, this award winning service has delivered a wide range of provision, including qualifications, foundation skills, apprenticeships non-accredited and community engagement learning. The service regularly delivers successful external projects, for example, in 2021-22 academic year, the service secured over £1 million of additional funding through external bids and these projects have been delivered successfully and on time.

The quality of Adult Learning's response to local community needs has been recognised nationally as the service was awarded the Times Educational Supplement Award 2021 for Adult and Community Learning Provider of the Year. The judges said: "Adult Learning has an amazing ability to do what's right for its community". The service is Ofsted rated as Good and is currently supporting the Department of Education and the Further Education Commissioner, by developing exemplars, for use with the wider sector, to support the implementation of a new Further Education funding regime in 2023.

Adult Learning are leading the implementation of the Governments new Multiply Scheme across Norfolk – aimed at increasing literacy and numeracy in adults. This will be a key delivery programme on site.

The Adult Learning Offer will include a programme of courses from day one based on the following model which is in place across the County. Funding for the courses is drawn down from ESFA Adult Education Budget and provision will be increased in line with capacity at the new site.

### Activity and programme planning:

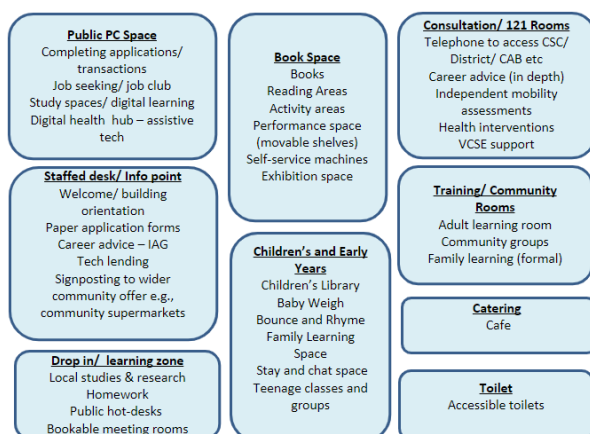
As with partnerships, specific activity definition and planning will begin in earnest in 2023, after co-design workshops with key stakeholder groups. However, the below offers from the libraries and adult learning will be in position from the launch. These are already in operation (in their entirety) in other libraries and learning centres across the county and are currently unable to be emulated in King's Lynn purely due to space restrictions.

All elements identified are accounted for in the operational costs, and NCC have experience of delivering these complex programmes in single hubs elsewhere in the county giving a high degree of confidence that the flagship offer is deliverable within King's Lynn.

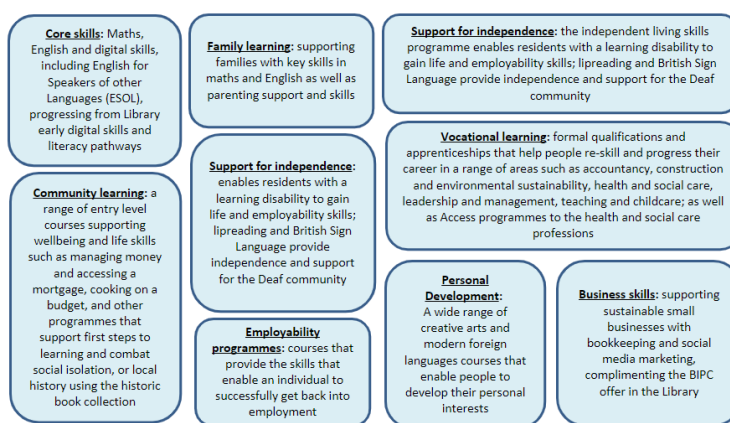
### Libraries and Adult Learning core offer:

The below offer is in place in its entirety at various locations across the county, and would be replicated at the new facility:

#### Operating Model – Libraries



#### Outline learning – Adult Learning



### Third Party and Commercial Hire:

The brief for the bookable spaces within the hub is for the design to be flexible, adaptable, and versatile, with features like movable walls and configurable furniture. The hub will have separate quiet spaces for individual work, social areas for impromptu interactions, bookable private meeting rooms, and configurable, all-purpose spaces for a multitude of different users, for example health care providers, local businesses, or history groups.

These multi purpose spaces will be designed to be suitable for a variety of purposes and will be available to hire on a regular or ad hoc basis. The training kitchen will double as a catering space for larger scale events giving a stronger commercial offering. The suggested partnership overview is shown above in the revenue deliverability section.

The RACI diagram (Annexe 4) provides detailed operational responsibility for the MUCH.

### Outcome delivery through programming and partnerships:

The Library and Adult Learning offer alone deliver against all outcomes and identified areas of weakness spanning skills and aspiration (training and qualifications), health (groups targeting social isolation, cookery courses), hardship (community fridge, signposting to support services), and business (courses, free or low cost work and meeting facilities).



However, the Library and Adult learning offers will not be the only services delivering these outcomes. Partnerships are in development, many of whom have aligned objectives and wish to hire space to deliver services:

- Skills and attainment: The College of West Anglia are working with Adult Learning on a bespoke skills programme
- Health and wellbeing: Public Health, the NHS and MIND are in discussions regarding basing outreach models at the MUCH
- Hardship: Citizens Advice Bureau have enquired about locating a service onsite
- Business support: Advice, mentoring and support from Chamber of Commerce and LEP

A full activity plan for the space has not been defined at this stage, as co-designing with communities and stakeholders is central to the MUCH forward plan to ensure a relevant and well-attended offer. However an overview of partnership maturity and planning, defined libraries and adult learning offer (specific to outcomes and identified challenges) and planned community engagement to develop programming is included in the Activity Progress Plan (annexe 8).

### Procurement Strategy

Norfolk County Council's standard procurement practices will be followed for the procurement of contracts. The Council's procurement policies are in line with government guidance for public sector organisations. Smaller contracts will be procured as demanded by the project plan as the project progresses.

Component	Procurement Route	Approvals	Interdependencies
Project Manager	CCS Framework	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Cost Manager	CCS Framework	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Clerk of Works	Open Tender	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Modern Method of Construction Contract	Open Tender	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Main Contractor	Two Stage JCT Contract	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement

The Project and Cost Manager roles will be procured under the Crown Commercial Services Framework. This framework plays an important role helping the UK public sector save money when buying common goods and services. Each framework comprises a description of common public sector requirements, a list of suppliers who have been evaluated as capable of delivering the requirements, and standardised contract terms. CCS contracts include performance management, obliging suppliers to improve value and service over time

The Clerk of Works and MMC Contracts will be procured via open tender following Norfolk County Councils strict procurement standards.

The Main Contractor for the project will be procured under a two stage Joint Contracts Tribunal Contract from RIBA Stage Two. The JCT Design and Build Contract is designed for construction projects where the contractor carries out both the design and the construction work. Design and build projects can vary in scale, but the Design and Build Contract is suitable where detailed provisions are needed.

Norfolk County Council's Contract Standing Orders (Section 18) clearly shows our commitment to Social Value and recognises that many of our contracts have intrinsic social value due to their nature. Social value, sustainability, ethical sourcing, supporting net zero, innovation and deployment of modern methods of construction are considered for each procurement and included as appropriate.

Procurement will follow Modern Methods of Construction protocols, tendering for and appointing the contractor after appointment of the PMCOM but prior to the initiation of RIBA stage 2.

### **Wider considerations**

Subsidy control - Legal advice sought from NP Law:

Following the end of the Brexit transition, from 1 January 2021, a new subsidy control framework replaced the EU State Aid regime that previously applied in the UK. This framework takes into account the UK's obligations under free trade agreements, the Northern Irish Protocol, the UK's WTO membership and the EU-UK Trade and Cooperation Agreement ("the TCA"). The latter being relevant to, and the focus of, this note.

Going forward, the Government has introduced the Subsidy Control Act, which has received Royal Assent, but is not yet in force. The Council will need to consider the effects of this as the project develops.

The TCA sets out a test for whether a subsidy exists by reference to four limbs:

- \*It arises from the resources of the parties [to the TCA];
- \*It confers an economic advantage on one or more economic actors;
- \*It is specific insofar as it benefits, certain economic actors over others in relation to the production of certain goods or services; and
- \*It has, or could have, an effect on trade or investment between the parties [to the TCA].

Where a subsidy is granted, it can still progress if it complies with any exemptions or if it satisfies the six principles set out in Article 3.4 of the TCA and a seventh described in the Subsidy Control Act ("the principles"). If the Principles are not met, the subsidy may be challenged by any interested party, which would include competitors to an aided party. For completeness, the principles are as follows:

- \*the subsidy pursues a specific public policy objective to remedy an identified market failure or to address an equity rationale such as social difficulties or distributional concerns ("the objective");
- \*the subsidy is proportionate and limited to what is necessary to achieve the objective;
- \*the subsidy is designed to bring about a change of economic behaviour of the beneficiary that is conducive to achieving the objective and that would not be achieved in the absence of subsidies being provided;
- \*the subsidy should not normally compensate for the costs the beneficiary would have funded in the absence of any subsidy;
- \*the subsidy is an appropriate policy instrument to achieve a public policy objective and that objective cannot be achieved through other less distortive means;
- \*the subsidy is designed to achieve the specific policy objective while minimising any negative effects on competition or investment within the United Kingdom; and
- \*the subsidy's positive contributions to achieving the objective outweigh any negative effects, in particular the negative effects on trade or investment between the parties [to the TCA].

In applying interpretation and the principles, as they reflect the balancing tests used by the European Commission in assessing notified transactions, then it remains open to the Council to consider whether such a subsidy would have been compliant with State Aid law. This is on the basis that it is likely to be compliant with the current test and the principles and therefore not vulnerable to a successful challenge. However, it is also possible to simply apply the principles, as there is not a requirement that there needs to be direct compliance with an existing EU exemption.

## Application to the Project

It is necessary to consider all potential beneficiaries of the funding, whether directly or indirectly, to ascertain whether a subsidy is being given. From the papers provided, they are:

- (a) the Council;
- (b) the Council's contractors;
- (c) hirers of rooms; and
- (d) end users.

Taking each in turn:

### **(a) The Council**

The Council does not satisfy the test because it is not acting as an economic operator, and it is receiving no advantage. It is simply a facilitator in the Project, acting in its economic development capacity and as a local authority for library provision and adult education, and is in receipt of no subsidy itself. All the money will be used for identified spend, as described below.

### **(b) The Council's Contractors**

In order to complete the construction works, the Council will need to enter into a series of contracts for works and professional services. Furthermore, on completion of the Project, the building will be managed under a service contract by a contractor. The Council is a public sector body and funding will be derived from state resources.

These works and services will be procured and entered into in accordance with the Council's Constitution (particularly its Contract Standing Orders) and the Public Contracts Regulations 2015. As such, the test is not met (the transaction confers no economic advantage on certain economic actors, it does not benefit one economic actor over another, and it will not affect trade or investment) and no subsidy is being given to this group.

### **(c) Hirers of Rooms**

Once the Project is completed and the new library built, it will have a series of rooms which will be available for users to hire for a period of time. If the rooms are made available at a market rate, the market economy operator principle can be relied on to show that there is no selective assistance. This demonstrates compliance with subsidy control rules and as such no assistance will be received by the hirers.

If hirers do not pay a market rate, then they may potentially be in receipt of a small amount of subsidy. However, this subsidy will be spread across a large number of potential beneficiaries and will be valued at under £315,000. As the direct benefit, if any exists, will be limited in financial value, it would be more appropriate to be provided under minimal financial assistance (subject to recipients demonstrating compliance with the specific rules (that they do not receive more than the relevant threshold over a three year financial period)). This could be managed well through standard form letters, similar to that set out in government guidance, or through the relevant booking/application forms and any associated terms and conditions.

### **(d) End Users**

End users of the library will receive new provision and an updated offering which it is hoped will bring greater opportunity for the local population. Individual benefit is not financially quantifiable and will be passported through.

End users will however be in receipt of no subsidy as they are not economic operators.

# MANAGEMENT CASE



## MANAGEMENT CASE

### Introduction

The Management Case will lay out the structures which are in place to ensure the delivery of the MUCH..

It describes how the Multi User Community Hub will be delivered by Norfolk County Council by presenting the governance and management, alongside the programme plan, stakeholder management arrangements, risk management provisions and the proposed benefit realisation.

Norfolk County Council has a strong track record of delivering similar programmes of work through the Property and Community Information and Learning Teams, as noted in the commercial case.

### Project organisation and governance

The MUCH project will be governed through existing organisational structures in place at the County Council and those established to oversee delivery of the TIP via the King's Lynn Town Deal.

**Norfolk County Council**, acting as project lead and co-funder, will manage the initiation, implementation, soft launch, delivery and evaluation of the project. They will hold ultimate responsibility for training, engagement, governance, risk and quality management, as well as responsibility for the identification of opportunities for collaborative partner and stakeholder working

The **MUCH project board** support the **project team**. The board is made up of the programme and project manager, senior officers, and community representatives. The Multi User Community Hub Project Board meets monthly and is responsible for quality control, strategic direction and project control.

Decisions made by the project board are fed through to the **Norfolk County Council Cabinet, Town Deal Programme Board** and **Town Deal Board** for sign-off and approval as appropriate.

**The Town Deal Programme Board** is made up of senior officers from both KLWN and NCC, alongside representatives from the LEP.

**The Town Deal Board** is made up of representatives from all tiers of local authority, Members of Parliament, local businesses, the Local Enterprise Partnership, Business Improvement District, Queen Elizabeth Hospital, College of West Anglia and the community.

As sponsor of the Town Investment Plan – the Town Board will continue to play an active and ongoing role in assuring transparency in and oversight of delivery.

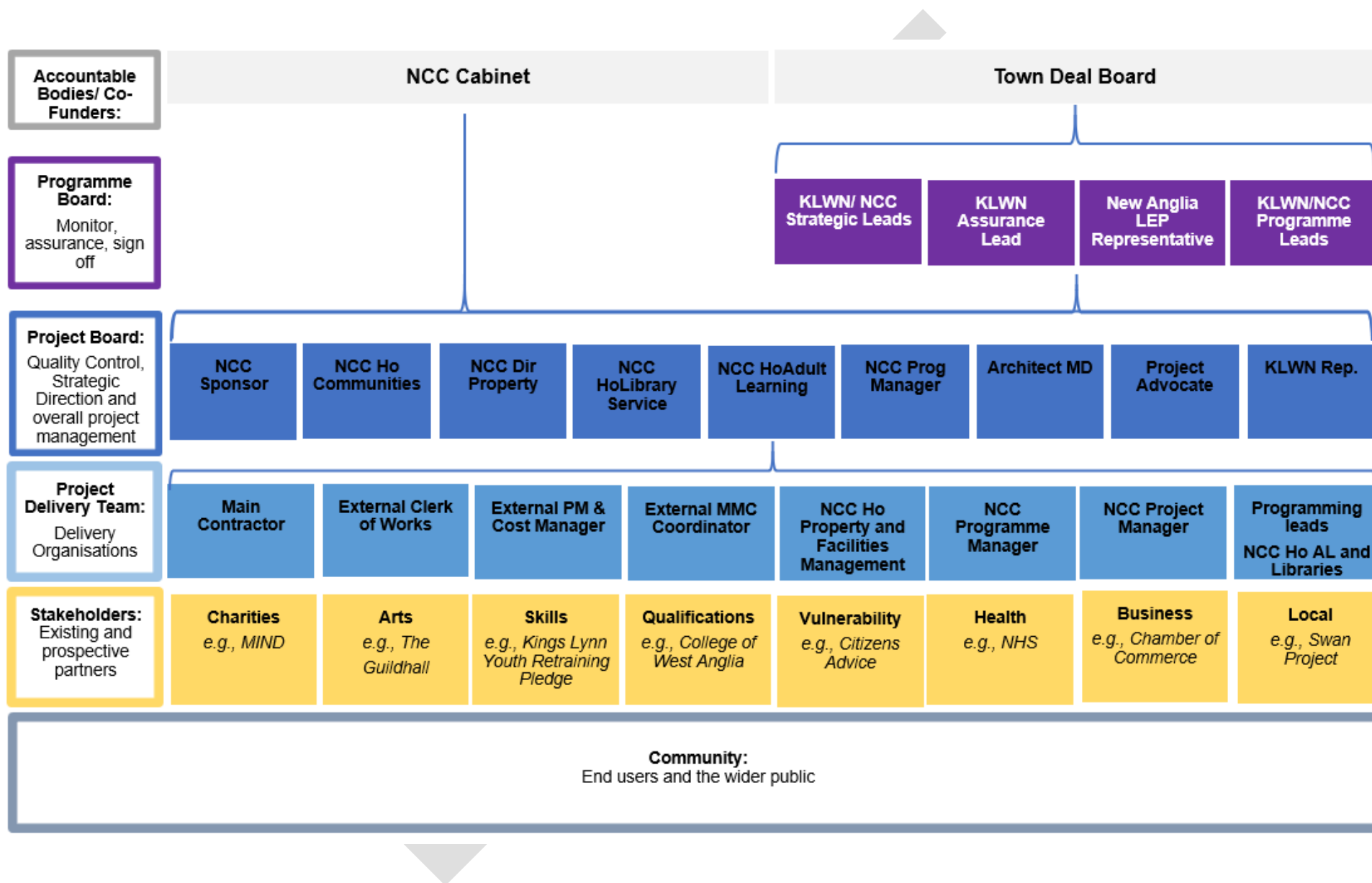
As co-funder, **Norfolk County Council's Cabinet** acts as the second decision making body. Key phases are reviewed and signed off by Cabinet. As with the Town Deal Board, the Cabinet will assure transparency in and oversight of delivery.

**BCKLWN act as the accountable local authority and BCKLWN's** cabinet and regeneration and development panel act as assurance bodies, providing advice and guidance at key stages..

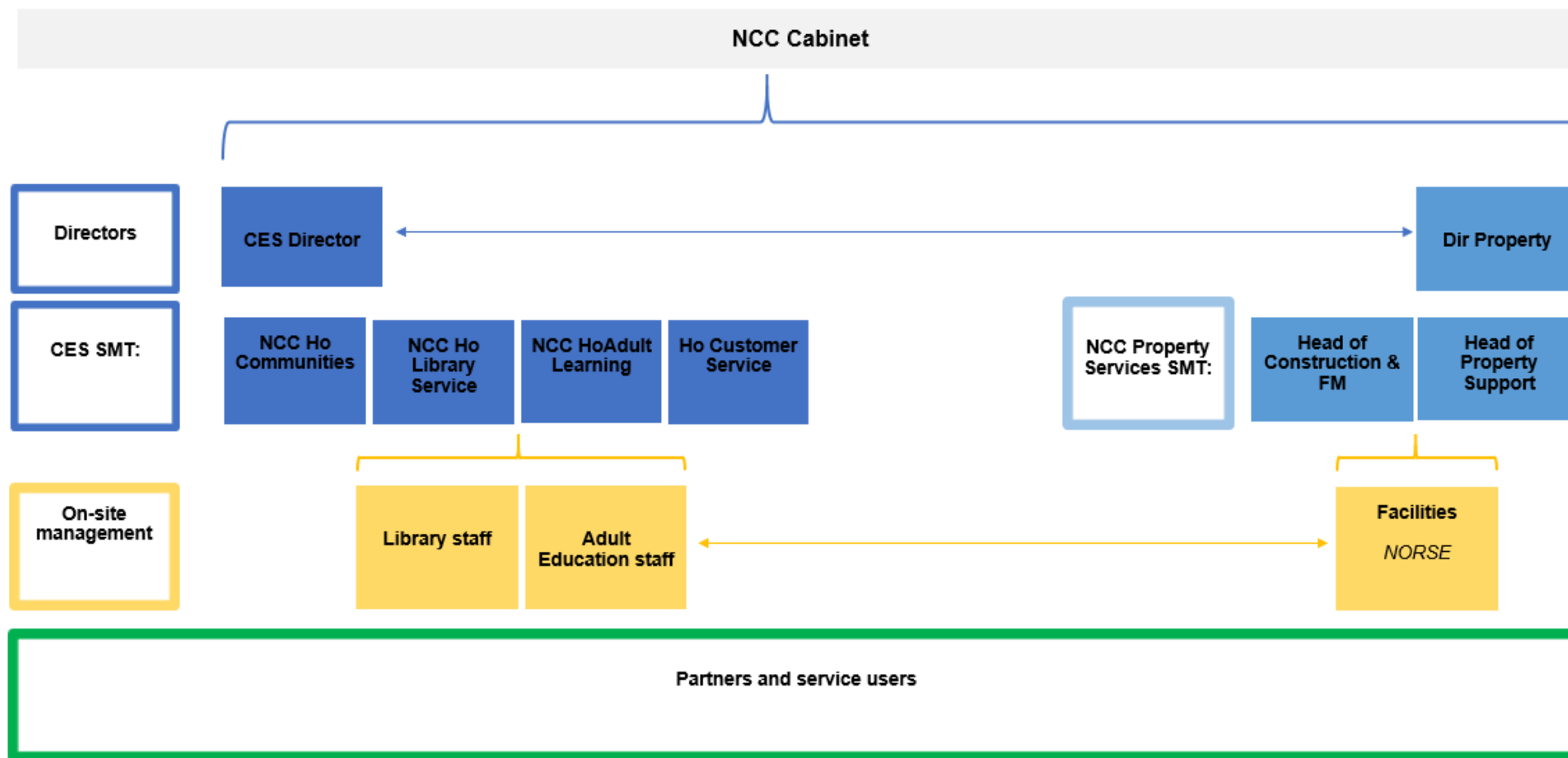
Ongoing stakeholder and political support are fundamental to the successful delivery of the MUCH, and in addition to the above, at key phases open briefing sessions will be held for impacted members.

Organisation	Role	Responsibility
DLUHC - Towns Fund	Funder	
NCC	Funder	
NCC Cabinet	Approval	Monitor, assurance, sign off
Town Deal Board	Approval	Monitor, assurance, sign off
Town Deal Programme Board	Accountable Body	Monitor, assurance, sign off
MUCH Project Board	Executive Board	Monitor, assurance, sign off
Project Team	Delivery	Project delivery
BCKLWN	Accountable Body	Ensure delivery of project vision and compliance in accordance with funders and statutory requirements

**MUCH Town Deal Capital Programme Delivery Governance:** Governance and reporting structures in place for the capital build phase



**MUCH Town Deal Operational Programme Governance:** Governance and reporting structures in place for operation of the hub post launch.



## PROJECT MANAGEMENT

### Development and delivery management

Management of the development and delivery of the community hub will use traditional models of RIBA for design and build and Prince2 for governance, communications and reporting.

The King's Lynn Multi User Community Hub project will be managed by Norfolk County Council. A multi-disciplinary Project Team from across the council has been formed to manage and deliver the project. The experience of the key delivery Project Team members is set out in the Project Team Roles and Experience (Annexe 5).

### Programme reporting:

Reporting operates on a monthly, 6 monthly and annual cycle:

Monthly: A monthly highlight report will be submitted to the Programme and Town Deal Boards. The report will cover delivery to budget, scope, timeline and quality, alongside a high level overview of key risks, and outlining of agreed changes and any escalated decisions from the Project Board.

At the monthly Project Team and Project Board meetings, highlight report detail will be agreed and confirmed – along with any mediatory action required, and agreements on escalations.

6-Monthly: As part of the Monitoring and Evaluation (M&E) reporting plan a 6-monthly report on key project targets will be provided, as laid out in the M&E paragraph below and attached M&E plan.

Annual: Post launch, annual M&E reporting will be conducted, as laid out in the M&E paragraph below and attached M&E plan.

### Change management:

The project change request register will record all project changes that are to be managed in a formal manner. It will contain information such as an explanation of the change, the individuals involved in dealing with it, and an evaluation of its priority and severity.

The change request process will be as follows:

- Project Manager to examine an issue and assess the impact it can have on the project if change is initiated. This will include the evaluation of alternatives and recommendation of the proposed action necessary to handle the issue
- Project Manager to submit a Change Request Form – This form details the change to be made, specifying the exact details of the proposed change and the reasons for the request, including any problems that will be resolved by the change. This change request will be logged on the project change request register.
- Initial Review - The Programme Manager shall undertake an initial review of the change request to ensure that it is viable, potentially acceptable and has the support of key officers involved in the delivery of the project concerned.
- Detailed Assessment - The Programme Manager shall arrange for the detailed assessment of the change request evaluating its implications on all aspects of the Business Case in consultation with key stakeholders and appropriate experts.
- Recommendations - After evaluating the effect of the proposed change, the Programme Manager shall recommend either the approval, rejection or postponement of the change
- Decision – The Project Board will make a decision regarding the action to be taken,
- Escalation - Should a threshold have been exceeded and escalation be required, the decision will be escalated to Town Deal Board and NCC Cabinet Members for approval



- Implementation - The Project Manager shall co-ordinate the implementation of the authorised corrective action and update the appropriate Logs and Registers
- Reporting – All changes will be recorded within the highlight reports shared with Town Deal Programme Board, Town Deal Board, and NCC Key Cabinet members.

## **ASSURANCE**

### Project assurance:

Ceri Sumner (NCC Director of Community Information and Learning and MUCH Project Sponsor) will have ultimate responsibility for overall project assurance, authorising expenditure within delegated levels of authority and act as the ultimate client representative for the scheme on behalf of the Town Deal Board.

The Project Sponsor, Project Board, NCC Cabinet Members, Town Deal Programme Board and Town Deal Board will receive regular progress updates from the Project Team via highlight report to enable assurance and scrutiny of project delivery to be undertaken. This will include:

- Financial monitoring, of spend against the agreed schedule and budget
- Timeline monitoring, the delivery of the project against the agreed schedule
- Scope monitoring, the delivery of the project against defined scope and quality
- Objective monitoring, delivery of the project in line with the vision, purpose and objectives
  - Output monitoring, the physical delivery of the project against the project's outputs
  - Outcome monitoring, the delivery of the project against the project's outcomes

### Technical assurance:

Director of Property Simon Hughes sits on the Project Board and will have ultimate responsibility for technical assurance of the build. Technical updates will be provided to Simon, The Project Sponsor, and Project Board by the Project Team to enable assurance and scrutiny of the build to be undertaken. This will include:

- Plan comparisons
- Plan or material changes
- Quality assurance status reports
- Building inspections

## **SCOPE MANAGEMENT**

The current scope of the Multi User Community Hub project at RIBA1 is set out below, with the RIBA1 Overview report attached as an appendix.

Any changes to the defined scope will be escalated to the Project Sponsor and the Programme Board to determine whether these are justified for escalation to NCC Cabinet, the Town Deal Board and DLUHC. Once the final scope is agreed it will be for the council to manage and there will be no scope for project adjustment from DLUHC.

## **Scope of Works**

### The build

The project is following an MMC route and once the stage 1 design has been formally signed off the tender process for the main contractor, Project Manager, Cost Manager, Clerk of Works, MMC Coordinator will commence.

RIBA 1 Design concept:

- The proposed massing allows for a building of 1,800 sqm of internal library, adult learning and flexible use space which aligns with the drawn briefing areas.
- The building will be arranged over three floors, with the library over two and community and adult learning areas over a single floor.
- To redefine the edge of the existing building and create a new, public destination and plaza in front of the new Community Hub.
- Existing structural frame retained from ground to second floor with third floor demolished. Bay of existing frame to southeast corner demolished and stair core rebuilt.

### **Managing build requirements**

The project scope will be developed through the Royal Institute British Architects (RIBA) plan of works which organises the process of briefing, designing, constructing and operating building projects into eight stages and explains the stage outcomes, core tasks and information exchanges required at each stage. Stage 1 has been completed and Stages 2-4 will continue to develop the scope as per the schedule below.

Between each stage of RIBA there will be a formal **gateway review and sign off**, involving formal sign off by the Project Board, assurance and approval reviews by the Norfolk County Council Cabinet, Town Deal Programme Board, and Town Deal Board.

### **Defining the full programming**

From 2023-2025 NCC will work with partners and communities to co-design services, activities and programmes which are truly representative of community need and interest.

Defined operating models exist for both Libraries and Adult Learning programming as shown in the Financial and Commercial Cases, these will form a significant part of the offer, and can be replicated in the space based on best practice.

### **Risk and opportunities management**

The Multi-User Community Hub will be fully owned by Norfolk County Council, who will carry the risk during the development and operational phases. All risks can be seen in the Risk Register (Annexe 6)

The Construction appointed project manager will develop a risk management approach to complement the existing risk registers. The process will be set out following appointment of the project manager in the form of a project execution plan (PEP). The construction project management team, appointed in line with the procurement strategy, will take responsibility for the planning, management and mitigation of risks, and for reporting and escalating 'hot risks' as appropriate to the Project Board. A comprehensive 'live' project Risk Register, which identifies specific project risks and the approach that will be used to mitigate each, is being maintained.

The Risk Register will be reviewed regularly by the Project Delivery Team and updated with input from the Project Board on a monthly basis. If any of these risks or opportunities require escalation, they will initially go to the Town Deal Programme Board for resolution. If wider engagement is required to make decisions that will have a material impact on the project outputs, this will be raised and addressed with the Town Deal Board.

## Programme/Schedule Management

The high-level milestone programme for the MUCH project is outlined below. This programme identifies a 6–9-month construction phase commencing in Autumn 2024 with project completion in Spring 2025. Contingency planning allows for a full launch in the late Summer of 2025.

No other Town Investment Plan projects are directly dependant on the delivery of the MUCH project, although the Public Realm Project will define the urban space area outside the space. The programme will align with the Guildhall project on activities and programmes of work to ensure a sympathetic plan of work and to avoid duplication. MUCH will also align with Active Clean Connectivity to base a travel node at the hub to encourage active travel.

The milestones indicated by stars refer to: submissions and sign off of phases or critical project reports (project approval or monitoring and evaluation requirements).

Activity	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	
Business case																							
PA form																							
TDF spend																							
Programming dev																							
Partnership dev																							
Governance																							
Monitoring																							
Build purchase																							
RIBA 1																							
Tendering																							
RIBA 2																							
RIBA 3																							
RIBA 4																							
Planning perms.																							

Activity	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25	2026	2027	2028	2029	2030
TDF spend																													
Programming dev																													
Partnership dev																													
Governance																													
Monitoring																													
RIBA 3																													
RIBA 4																													
Planning perms.																													
Demolition																													
Construction																													
Snagging																													
Library relocation																													
Contingency																													
Launch																													

## Stakeholder engagement

An overview of all stakeholders identified, and activities delivered to date is included in the strategic case and the Stakeholder Feedback and Project Change (Annexe 2). The full strategy can be found in the Stakeholder Engagement Strategy (Annexe 7)

### Approach summary:

The objectives of the communications and engagement are:

- To inform and empower knowledge around the new hub;
- To counter misconceptions and allay concerns through the provision of clear and accessible information;
- To encourage proactive participation through timely and meaningful opportunities for engagement;
- To co-design services and programming that will truly meet the needs and interests of;
- To engender confidence and assurances through regular, consistent, and transparent communications;
- To develop an audience and inspire enthusiasm and an appetite for use in advance of the hub opening.

### Key engagement milestones:

- **Build**
  - Business case sign off
  - RIBA stages to develop and review the design of the build, to ensure it meets the needs and expectations of stakeholders and the community
  - Use of old library incl. process for communities to apply to take on the Carnegie building
  - Launch
- **Programming**
  - Co-design sessions held throughout 2023 and 24 to develop services with key stakeholders, community groups and representatives
  - Pilot sessions to trial and gain feedback on new programming elements
- **Partnerships**
  - Partnership announcements
  - Partnership programming announcements
- **Branding and Positioning**
  - Naming of the building

### Unless otherwise specified milestones will be marked with the combination of the following:

- Presentations to members, governance bodies and communities.
- Interactive workshops, surveys and feedback sessions.
- Press releases and long form magazine articles, emails to stakeholders and VKL mailing list, updates on Vision King's Lynn website

## Benefits, monitoring and evaluation

The current monitoring and evaluation plan can be found in the M&E Plan annexe. All baselining, data collection and reporting will be conducted in line with M&E indicator guidance.

During project delivery targets will be monitored by the project manager and monthly highlight reports shared with the MUCH project board.

At project completion a report will be provided to the Town Deal Board and Norfolk County Council Cabinet to confirm delivery of all outputs.



After project completion, monitoring and evaluation of outcomes will transfer to the Community, Information and Learning team, and an annual report will be provided to Norfolk County Council's Cabinet as part of a full review of 'Levelling Up Communities' across the County.

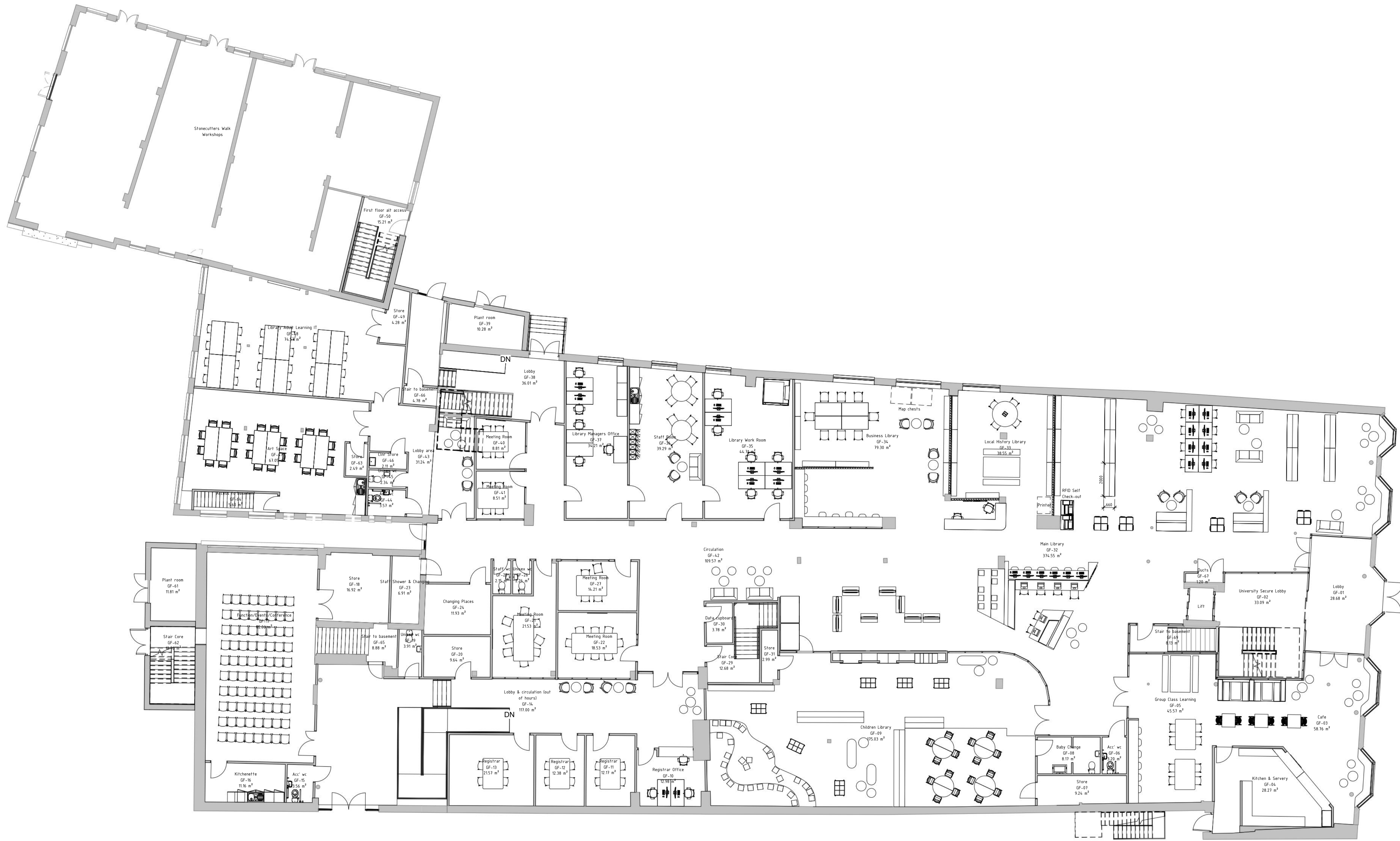
As noted in the subsidy review above, minimal financial assistance will be tracked through the venue space booking form and terms and conditions. If required, the process will evolve based on requirements/ statutory instruments regarding transparency published as part of the Subsidy Control Act when it comes into force later this year.

The key indicators are as follows:

#### Outputs:

Output	Target	Measured:	Measured by:
Number of new cultural facilities	1	Project delivery and completion	Delivery of the build to scope and quality
Number of derelict buildings refurbished	1	Project delivery and completion	Delivery of the build to scope and quality
Number of public amenities / facilities created	1	Project delivery and completion	Delivery of the build to scope and quality
Amount of new office space – meeting rooms and hot desking	400sqm	Project delivery and completion	Delivery of meeting rooms and hot desk space within the build to scope and quality
Amount of floor space repurposed (commercial) – spaces available for commercial hire	425sqm	Project delivery and completion	Delivery of hireable exhibition, meeting and multi-purpose space within the build to scope and quality
# of transport nodes with new multimodal connection points	1	Project delivery and completion	Delivery of bike storage / bike rental space
Outcome	Target		
Amount of capacity of new or improved training or education facilities	5,200	From project completion and annually ongoing	Annual spaces available at all groups/ classes/ workshops/ partner events
Number of learners enrolled in new education and training courses	100pa	Post project completion – annual review	Annual enrollees at new adult education or partner classes not currently offered in the Carnegie
Number of learners / trainees / students enrolled at improved education and training facilities	350pa	Post project completion – annual review	Annual enrollees at adult education or partner classes within the new facilities (currently provided in the Carnegie Library)
Number of learners / trainees / students receiving certificates or qualifications at improved education and training facilities, or on new courses	100pa	Post project completion – annual review	Learners receiving qualifications or certificates at adult education or partner classes within the new facilities (currently provided in the Carnegie Library), or on new courses
# of potential entrepreneurs assisted to be enterprise ready	32	Post project completion – annual review	% of learners self-reporting that they considered themselves 'enterprise ready' after taking a course, or using business services and facilities
Improved perceptions of place by residents, visitors, and businesses	70%	From project completion and annually ongoing	% Residents reporting an improvement to the immediate area + % visitors saying they like the space
Increased footfall to the town centre	200,000 pa	Post project completion – annual review	Annual footfall into the MUCH facility: libraries sensor on the main door





1 Ground Floor - As Proposed  
1 : 125

NOTES

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REVISION LOG		
REV	DATE	DESCRIPTION
P1	22/07/22	Library furniture layout updated in accordance with comments

DRAWING USE  
**PLANNING**

CLIENT  
Fusion PM

PROJECT  
Great Yarmouth Learning Hub

ADDRESS  
37-39 Market Place, Great Yarmouth

STATUS		
S3-FOR REVIEW AND COMMENT		
DRAWING TITLE	SIZE	REVISION
Ground Floor As Proposed	A1	P1
DRAWING NO.	CREATED BY	CHECKED BY
GYLH-CF-ZZ-00-DR-A-0511	FS	PC
APPROVED BY	J1	

CF JOB NO.  
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# Learning Hub Great Yarmouth: University Learning Centre and Public Library

## Equality Impact Assessment – Findings and Recommendations

December 2021

Adri van der Colff, Project Manager

### 1. The proposal: Creating a new Learning Hub in Great Yarmouth Town Centre

- 1.1 The proposal is to create a new Learning Hub in the heart of Great Yarmouth's Marketplace where the town's library, learning and training functions can be located in a single, high-profile building. A large landmark building, the former department store Palmers/Beales on the Marketplace, will be thoroughly refurbished as part of a wider scheme to regenerate the town centre.
- 1.2 The Learning Hub will include the relocated public library and a new university centre, which will offer higher and further education provision as well as adult and community learning, in an accessible and highly visible community space.
- 1.3 The Learning Hub proposal involves two strands: (1) the relocation of the current Great Yarmouth library and (2) the establishment of a University Centre, which also includes adult and community learning. The two strands are intertwined as they will be delivered from the same site in a single co-located, accessible and central building. For this reason, **this Equality Impact Assessment combines the functions of the Library and the University Centre elements**, as they will be co-located in the same building under the umbrella of the Learning Hub.
- 1.4 The project is a multi-partner collaboration between Great Yarmouth Borough Council, Norfolk County Council, East Coast College, the University of Suffolk and

the University of East Anglia. Other learning, career and community organisations (e.g. DWP, CAB etc.) will also have a presence in the building through their existing links with the library.

- 1.5 The Learning Hub will be accessible and open to residents at every level within the learning spectrum, from basic literacy skills through to degree and post-graduate level courses. It will be a welcoming space and a community resource that is visible and attainable to **all** residents of Great Yarmouth: regardless of age, sex, gender, physical and intellectual abilities, race, ethnicity, religion or other factors related to socio-economic background.
- 1.6 The Learning Hub proposal has the following key objectives: (a) To develop a co-located learning and training facility and library in the town centre of Great Yarmouth which brings together higher education with a relocated library and other learning provision; (b) To provide educational opportunities for local residents ranging from entry level to Level 7 (post-graduate); and (c) To develop new community adult learning which will ultimately support people to access sustainable and well-paid jobs and enhance their career opportunities.
- 1.7 The Learning Hub project has the following key outcomes: (a) To secure long-term, basic skills and higher skills development that raises aspiration and increases opportunities; and (b) To provide Great Yarmouth as a town which retains and attracts younger and higher skilled people to work and live.
- 1.8 Ultimately, the ambition of the Learning Hub proposal is to create a unique environment where Great Yarmouth residents can come to either start their first steps into learning, engage with the wider community offer of the library, receive support from selected partners (such as jobs coaches from the DWP or CAB advice) or continue their learning journey into further and higher education with a combination of skills programmes.
- 1.9 The Learning Hub will present a large, central shopfront location in the town with an increased library and adult learning offer on the ground floor, information advice and guidance in a 'front of house' location as well as registrars to the rear of the building. On the first, second and third floors will be the higher education offer from East Coast College in collaboration with the University of Suffolk and University of East Anglia.
- 1.10 The combination of the library and university centre in the Learning Hub offers the chance for Great Yarmouth residents to access formal skills and personal development opportunities that will enable them to progress, to be able to make the best opportunity of the thriving local economy and create a workforce that meets local need. Economically this will enable more money to stay in the borough as people can be employed locally and spend money locally, improving outcomes and prosperity.

## **2. Legal context**

- 2.1 Public authorities are required by the Equality Act 2010 to give due regard to equality when exercising public functions<sup>1</sup>. This is called the 'Public Sector Equality Duty'.
- 2.2 The purpose of an equality impact assessment is to consider the potential impact of a proposed change or issue on people with protected characteristics. If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.



- 2.3 It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

### **3. Information about the people affected by the proposal**

- 3.1 Due to the universality of the library service and the fact that the building will be freely accessible to everyone, this proposal could potentially impact on **everyone** who lives, works and learns in the Great Yarmouth area .
- 3.2 This includes residents, library users, students and staff with a range of protected characteristics, in relation to disability, sex, gender reassignment, marital or civil partner status, pregnancy and maternity, race, religion/belief, age and sexual orientation.

### **4. Potential impact**

- 4.1 Based on the evidence available, this proposal is likely to have a positive impact on people with protected characteristics.**

#### **Potential positive impact**

- 4.2 The proposal does not involve the cessation of any existing services. In fact, it involves the relocation of existing services to a better, more accessible location, and the enhancement and improvement of those services. This will be a significant improvement for residents with protected characteristics who may currently be excluded from learning opportunities to improve their life chances.
- 4.3 The existing library will be relocated from its current location on the edge of the town centre, to the heart of the town. Equally the current higher education offer will be moved from East Coast College's Southtown campus, which can be difficult to access by public transport, to a much improved and well-connected town centre location. The current provision of higher education and the basic adult skills offer in the town will also be expanded and enhanced with clear progression pathways.
- 4.4 Great Yarmouth Library in its existing location has a reputation as a trusted, welcoming space where people can improve skills, develop literacy, access information and try something new. It is a place where inequalities in society are tackled, vulnerable people supported, healthy lifestyles promoted and access to cultural activities offered. Moving the library to a better location and combining it with higher education and adult and learning provision will help residents with protected characteristics to access formal skills and personal development opportunities that will enable them to progress in a space that is open and welcoming to all, free to use and safe.
- 4.5 East Coast College is an Ofsted rated 'Good' education setting, and has a reputation as the foremost skills provider in further and higher education, as well as adult skills, in the town and the wider region. Providing a dedicated high-profile and accessible location for its higher education and adult skills provision in the town centre, and working in partnership with University of Suffolk and University of East Anglia, will enable the College to build on its existing provision to serve the local employment market. Co-locating their provision with the library and other adult skills training

providers will help to provide access to training and learning for people with protected characteristics, and offer them a clear pathway to continue their learning journey and aspire to higher levels of skills. This will ultimately help communities who have traditionally been left behind to access good and sustainable jobs and improve their life chances.

- 4.6 The refurbished building will be completely age friendly, and will offer appropriate and fully accessible facilities for people with disabilities. There will be a 'Changing Places' WC/changing room, gender-neutral toilets, non-verbal and easy-to-understand branding / signage and other accessible features which will be designed with the involvement of various community and disability groups. Barriers will be minimised, and there will be a logical flow through the building with a simple and intuitive layout.
- 4.7 The Learning Hub will be located in a population growth area, fully accessible on the main walking route to other services, local amenities, the main retail centre and transport hubs. It will be well connected to the bus and train station, new bicycle parking will be provided and there will be better car parking facilities than the current library.
- 4.8 The Learning Hub will tackle digital poverty and exclusion by providing access to free PCs and free fast broadband, as well as support to improve digital literacy.
- 4.9 A social enterprise café will provide employment and volunteering opportunities for people with protected characteristics.
- 4.10 Great Yarmouth Borough Council, Norfolk County Council and East Coast College have comprehensive equality and diversity policies and procedures, and carry out regular staff awareness training to ensure that all residents and students are treated fairly, inclusively and free from unconscious bias.

### **Potential detrimental impact**

- 4.11 The Learning Hub will bring together a wide range of residents across the full age range, socio-economic backgrounds and physical and mental abilities. Although the library and the University Centre will be largely occupying separate spaces, there will be a deliberate cross-over to take advantage of the natural synergy between the various functions of the building. A potential for incompatibility and possibly even conflict has been identified between the generally younger, more able, more socially upwardly mobile university students who are likely to attend the University Centre, and some of the library users who may be older, less educated or possibly more deprived or from ethnic minorities. Instead of being inspired by a modern, youthful inspirational learning environment, there is a possibility that some library users with protected characteristics or parents with young children may feel inhibited by the building being branded a 'University Centre' and its association with youth culture. This potential barrier will be taken into consideration in the design and branding of the building and actively tackled by well-trained staff once the building is operational.

## **5. Conclusion**

- 5.1 There is no legal impediment to going ahead with the proposal. It would be implemented in full accordance with due process, national guidance and policy. Similar proposals have been implemented elsewhere in the UK.

- 5.2 It is possible to conclude that the proposal will have an overwhelmingly positive impact on some people with protected characteristics, for the reasons set out in this assessment. It may also have some minor detrimental impacts, mostly as a result of the co-location of several different groups in a single space, also set out in the assessment. This is not viewed as a major barrier.
- 5.3 Decision-makers are therefore advised to take these impacts into account when deciding whether or not the proposal should go ahead, in addition to the mitigating actions recommended below.
- 5.4 Some of the actions will address the potential detrimental impacts identified in this assessment, but it is not possible to address all the potential impacts. Ultimately, the task for decision-makers is to balance these impacts alongside the need to manage reduced resources and continue to target support at those who need it most.

## **6. Recommended actions**

- 6.1 Wider stakeholder engagement is critical to both the success of the design development as well as audience participation and engagement with the site, now and in the future. As such, a comprehensive community consultation exercise will be carried out throughout the project's development. It will be conducted among all identified user groups to ensure that stakeholders and users are able to shape the design, as a way of ensuring that the building will be accessible to the whole community, including those with protected characteristics, and that any potential conflict between user groups can be resolved.

## **7. Evidence used to inform this assessment**

- Great Yarmouth Borough Council's [Equality Approach and Actions](#)
- Norfolk County Council's [Equality, Diversity & Inclusion Policy](#)
- Norfolk County Council's [Equality, Diversity & Inclusion Objectives](#)
- East Coast College's [Equality, Diversity and Inclusion Policy](#)
- Demographic factors set out in [Norfolk's Story 2019](#)
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics:
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

## **8. Further information**

For further information about this equality impact assessment please contact Adri Van der Colff or Kate Blakemore.



If you need this document in large print, audio, Braille, alternative format or in a different language please contact 01603 495141 or [intran@norfolk.gov.uk](mailto:intran@norfolk.gov.uk) or 18001 0344 800 8020 (Text relay).

# Annex 1 – table of protected characteristics

The following table sets out details of each protected characteristic.

Remember that people with multiple characteristics may face the most barriers:

Characteristic	Who this covers
<b>Age</b>	Adults and children etc, or specific/different age groups
<b>Disability</b>	<p>All disabled people including but not limited to:</p> <ul style="list-style-type: none"> <li>• People with mobility issues (e.g. wheelchair or cane users; people of short stature; people who do not have mobility in a limb etc)</li> <li>• Blind and partially sighted people</li> <li>• People who are D/deaf or hearing impaired</li> <li>• People with learning disabilities</li> <li>• People who have mental health issues</li> <li>• People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others).</li> </ul>
<b>People with a long-term health condition</b>	People with long-term health conditions which meet the criteria of a disability.
<b>Gender reassignment</b>	<p>People who identify as transgender (defined as someone who is proposing to undergo, is undergoing or has undergone a process or part of a process to reassign their sex. It is not necessary for the person to be under medical supervision or undergoing surgery).</p> <p>You may also want to consider the needs of people who identify as non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
<b>Marriage/civil partnerships</b>	People who are married or in a civil partnership. They may be of the opposite or same sex.
<b>Pregnancy &amp; Maternity</b>	
<b>Race</b>	<p>Race can mean colour, nationality (including citizenship), or ethnic or national origins, which may not be the same as current nationality.</p> <p>A racial group can be made up of two or more distinct racial groups, for example black Britons, British Asians, British Sikhs, British Jews, Romany Gypsies and Irish Travellers.</p>
<b>Religion/belief</b>	Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and

Characteristic	Who this covers
	behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.
<b>Sex</b>	This covers men and women. You may also want to consider the needs of people who identify as intersex (people who have variations in sex characteristics).
<b>Sexual orientation</b>	People who identify as straight/heterosexual/lesbian, gay or bisexual.

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<sup>1</sup> The Act states that public bodies must pay due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic<sup>1</sup> and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

The full Act is available [here](#).





**Norfolk** County Council

## **King's Lynn Multi-User Community Hub**

**Equality Impact Assessment – Findings and Recommendations**  
**August 2022 - Verity Bennett**

Equality impact assessments enable decision-makers to consider the impact of proposals on people with protected characteristics.

You can update an assessment at any time to inform service planning and commissioning. For help or information please contact [equalities@norfolk.gov.uk](mailto:equalities@norfolk.gov.uk)

## The proposal: King's Lynn Multi-User Community Hub

- King's Lynn Library is housed within the Carnegie Building; a grade II Victorian Gothic building opened in May 1905. The population of King's Lynn has grown considerably since 1905 and the library is now of insufficient size and lacking accessible and usable floorspace to meet end-user requirements. NCC is seeking Town Deal funding to contribute towards the capital development of a "Multi-User Community Hub". This will replace the current offer giving an enhanced Library offering and a permanent and expanded Adult Learning presence in the town.

The town is home to a population of 49,000 in 2020, with a wider catchment area of over 500 sq. miles and circa 250,000 people. Residents in the catchment area rely on the town for employment and there are a number of thriving sectors including health (the largest single employer in the area is the Queen Elizabeth Hospital), manufacturing and retail. However, residents show low educational attainment and poor skills compared with County and National figures, resulting in lower earnings, and jobs gaps (especially in more senior and specialist roles) that key employers struggle to fill from the local populace. The town has huge potential to deliver excellent employment opportunities, however key interventions are required so it's residents can respond to key skills, hardship and vulnerability needs.

The current library gets just over 10,000 visitors per quarter. Some of the main services users include the mosaic groups:

- Outlying seniors – pensioners living in housing out of the way locations
- Renting rooms – transient renters of low cost accommodation often within older properties
- Economical families – busy families with children, who own their low-cost homes and budget carefully
- Families on a budget - families with children in low value social houses making limited resources go a long way
- Single Essentials – singles renting small social flats in town centres

The project will provide residents with a central destination to go for learning, employment support, careers and skills advice, information and signposting, community, and voluntary resources, to get online, to pursue hobbies, and to meet with others all in one space. It will offer local businesses, start-ups, and entrepreneurs the skills, facilities, and services to thrive and grow, and voluntary and community partners will have the flexibility to operate either permanently or spot hire spaces providing a rich and diverse community offer.

Community consultation took place online and via hard copy surveys (available in the library and at drop-in sessions) from 1 December – 22 December 2021. Respondents were invited to give their views on a proposed new community hub in King's Lynn, and their ideas for the future use of the current library building. A robust overall sample of 379 respondents took part in the survey. A series of online workshops

Commented [BH1]: Highlight library that lib is being moved to this space, and existing space is being REPLACED

Commented [BH2]: Include some lines on stakeholder feedback on impacts

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were also held for members of the public (who had indicated that they would like to join a workshop through the survey). Sessions to get the views of representatives from the heritage and the arts, and community and voluntary groups also took place.

Our engagement with key stakeholders has both reinforced the need for the project and allowed us to refine our offer. There was strong feedback that the current library is not accessible to all. This included the inadequate parking, inadequate toilet provision and inadequate disabled access. There was a wide range of suggestions for other services / facilities respondents would like to see offered, and notable themes emerged include mental health support / drop-in service; meeting space / safe space; café, and good toilet facilities.

An ongoing engagement plan has been drafted to keep residents involved throughout the planning stages. Accessibility and inclusivity are key to the success of the hub and the plan includes engaging with specialist groups such as the West Norfolk Deaf Association and Access Supporting Migrants among others

#### ✓ **Legal context**

- Public authorities are required by the Equality Act 2010 to give due regard to equality when exercising public functions<sup>1</sup>. This is called the 'Public Sector Equality Duty'.
- The purpose of an equality impact assessment is to consider the potential impact of a proposed change or issue on people with protected characteristics (see Annex 1 for information about the different protected characteristics).
- If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

#### ✓ **Information about the people affected by the proposal**

- **This proposal will impact on everyone who lives, works and learns in, and visits King's Lynn**

- The proposed project will have an overall positive impact on all the protected characteristic groups. The project seeks to create an inclusive community space, with a focus on skills development, personal development and wellbeing, that is accessible to people of all ages and backgrounds.

✓ **Potential impact**

- **Based on the evidence available, this proposal is likely to have a positive impact on people with protected characteristics**

We are committed to providing public services and a workforce environment that can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability.

The proposal does not involve the cessation of any existing services. In fact, it involves the relocation of existing services to a better, more accessible location, and the enhancement and improvement of those services. This will be a significant improvement for residents with protected characteristics who may currently be excluded from learning opportunities to improve their life chances

When designing the Multi-User Community Hub we will be guided by the following:

- An 'inclusion and access by design' ethos
- Provide the same means of use to enable access for all users: identical whenever possible; equivalent when not
- Avoid segregating or stigmatizing any users
- Provisions for privacy, security and safety shall be equally available to all users
- Ensure dignity in use for all users.

Libraries reach and support the whole community regardless of age, gender, socioeconomic status or educational attainment. The table below highlights how the new hub will better support the community.

Group	Current Offer	New Offer
Maternity	Breastfeeding friendly but limited suitable seating/space for women to breastfeed	The new hub will be promoted as being breastfeeding friendly with adequate / appropriate space and seating for breast-feeding

	<p>There is a lack of manoeuvrable space for pushchairs and nowhere to store pushchairs while activities are running</p>	<p>Accessibility to the new hub is a key consideration and each floor to the building will be accessible by pushchair-accessible elevators located right by the entry</p> <p>Floor space will allow for the easy manoeuvre of multiple pushchairs, and activity spaces are designed to allow for parking of pushchairs</p> <p>Each floor will provide accessible toilets with changing facilities and enough space for a family with a pram to enter</p>
<b>Children 0-12</b>	<p>King's Lynn Library has a small children's section.</p> <p>There are clubs and activities for various ages but there is no multiplicity as space only allows for one at a time.</p> <p>Local nurseries and schools currently visit the library but with a limit on numbers</p>	<p>The new hub will have ample space for multiple groups to run at one time. This would remove the need to book onto popular clubs and open the offer up to all.</p> <p>Access to the children's library would not be restricted when groups were in session.</p> <p>The new hub will have the capacity to welcome larger nursery and school groups</p> <p>Activities for children and families will be <b>routinely</b> planned to be inclusive for and accessible to children and families with a range of disabilities and / or communications needs</p> <p>Activities will be inclusive by design</p>
<b>Teenagers / young people 13 - 24</b>	<p>There is little for teenagers and young people to do in King's Lynn and they often migrate to the bus station where antisocial behaviour is common.</p> <p>There is little space for studying within the current library and it is not seen as a space to meet.</p>	<p>The new hub will offer a range of activities for young people with a program of clubs and events</p> <p>Activities for teenagers and young people will be <b>routinely</b> planned to be inclusive for and accessible to teenagers and young people with a range of disabilities and / or communications needs</p> <p>There will be plenty of space for studying or meeting friends. The building design will best utilise space to allow for simultaneous groups without impacting other service users.</p>



		There will be opportunity to link teenagers and young people to adult education courses within the hub with an exciting skill offering and members of staff to signpost them towards new opportunities including apprenticeship programmes.
<b>Adults 18+</b>	<p>The library runs several adult social connection groups:</p> <p>These clubs are well attended but accessibility issues are a deterrent for many. The historic book collection is only accessible by climbing a narrow metal staircase and access is limited.</p>	<p>The new hub will offer a range of activities for adults with a wider program of clubs and events.</p> <p>Examples of current adult social groups include; just a cuppa, knit and natter, scrabble, history debate group</p> <p>The historic book collection will be accessible to the public with plans to display the rare books for all to enjoy.</p> <p>Activities for adults will be routinely planned to be inclusive for people with a range of disabilities and / or communications needs</p>
<b>Autistic service users</b>	<p>The library has a good offering for neurodiverse users including:</p> <ul style="list-style-type: none"> <li>• Autistic youth group (guardians and children with autism)</li> <li>• Adult autism group (carers and adults with learning disabilities)</li> </ul> <p>These sessions are popular but due to the limited space they are unable to run as frequently as they would like and families can feel restricted with how many people to bring along due to space constraints.</p>	<p>The new hub will build on the current offering: The additional space will allow for more groups to meet and for more activities to run simultaneously.</p> <p>Flexible group rooms will allow for quiet breakout spaces if needed.</p>
<b>People with learning disabilities</b>	<p>King's Lynn Library offers a trusted, welcoming space for people with learning disabilities.</p>	<p>There will be a 'Changing Places' WC/changing room to support people with profound and multiple learning disabilities.</p> <p>Non-verbal branding /signage</p> <p>The new hub will build on the current offering: The additional space will allow for more groups to meet and for more activities to run simultaneously.</p>

**Commented [BH5]:** @Bennett, Verity Anything else, or is this an area we need to plan to build on?

**Commented [BV6R5]:** Other than the autistic services users we may need to build on this

		Flexible group rooms will allow for quiet breakout spaces if needed.
<b>People with mental health needs</b>	The library currently supports Norfolk's Reading Well scheme. Reading Well supports people to understand and manage their health and wellbeing using helpful reading. The books are all recommended and endorsed by health experts, as well as by people living with the conditions covered and their relatives and carers.	<p>The new library will continue to offer the Reading Well scheme.</p> <p>The multi-use spaces will allow charities such as MIND, and local authority services such as Public Health to operate spoke models from the Hub</p>
<b>Users with physical disabilities</b>	There are no accessible toilets or changing spaces and although there is a ramp giving access to the building, this must be accessed through classrooms at the back of building which are sometimes occupied. There is a lack of manoeuvrable space for those in wheelchairs or pushchairs	<p>Wheelchair users: The build will be created with an 'accessibility by design' ethos. Each floor to the building will be accessible via wheelchair-accessible elevators located right by the entry. There will be a changing places bathroom on the ground floor which will provide a fully accessible bathroom.</p> <p>Blind or partially sighted: Signage will use good contrasts and a readable font size, the build layout will follow a linear, logical layout.</p> <p>D/deaf or hard of hearing: The building will utilise good lighting to aid those who rely on lipreading. Hearing technology such as a hearing loop will be investigated during design to ensure that an up to date offering is available</p> <p>The MUCH will offer appropriate and fully accessible facilities for people with disabilities. There will be a 'Changing Places' WC/changing room to support people with a wide range of physical disabilities including spinal injuries and people living with stroke.</p>
<b>LGBTQ+</b>	There is a good book stock for LGBTQ+ community but the library does not	The new library will have space to increase the current collection of LGBTQ+ books.

**Commented [BH7]:** Blind or partially sighted, Deaf or hard of hearing. [Health and safety] – e.g., Neil Howard to review – access audit to complete

**Commented [BH8]:** @Bennett, Verity what are we doing for these groups?

**Commented [BH9]:** Safe and inclusive space [language, imagery is inclusive]; unisex toilets – signage. Fair use of toilets – to use the toilet that fits their gender identity. Addressing homophobia, transphobia

	currently work with any LGBTQ+ organisations	<p>Unisex and well as female and male toilets will be available on every floor, catering to all gender identities ensuring fair use for all.</p> <p>Inclusive language, signage and imagery will be used throughout the hub and in promotional materials to foster a safe and inclusive space for all.</p> <p>Policies for addressing homophobia and transphobia will be reviewed to ensure staff are comfortable managing challenging situations that may arise</p> <p>Plans for partnerships include working with LGBTQ+ organisations within King's Lynn.</p>
<b>Diverse ethnic backgrounds</b>	The current library is a welcoming space for residents to develop literacy, access information and try something new.	<p>Moving the library to a better location and combining it with adult learning provision will help residents with protected characteristics to access formal skills and personal development opportunities that will enable them to progress in a space that is open and welcoming to all, free to use and safe.</p> <p>Information and guidance will promote diversity and cultural use of the space. Interpreting and translation services are available for staff via Intran.</p>
<b>Protected characteristics requiring safeguarding</b>	Norfolk Libraries are working hard to reach vulnerable people and tackle the impact of hardship. This includes offering safe warm spaces, tackling period poverty and more	<p>The work to reach the vulnerable will continue with the MUCH. The larger flexible spaces will allow for outreach services to operate and to get closer to residents who need support.</p> <p>The hub will tackle digital poverty and exclusion by providing access to free PCs and free fast broadband, as well as support to improve digital literacy.</p>

**Commented [BH10]:** Racism policies, information and guidance promotes diversity, cultural use of the space. Staff awareness – faith festivals – how this works with LGBTQ, interpreting and translation services via Intran. Culturally sensitive and potential for conflict.

Traveller communities: outreach to engage them

**Commented [BH11]:** Vulnerable people, impact of hardship (older, warm spaces campaigns, period poverty)

The transport links to the new hub will make it much easier to access. The current library is a short walk from the town centre with limited parking and few buses passing by. The new hub is conveniently located near to the bus station and has a couple of disabled parking spaces nearby. This will make access easier for those in rural locations to access the services on offer.

Programme activity will seek to ensure local people are engaged in well managed community and volunteering activities promoting individual wellbeing and building social capital.

## ✓ Conclusion

- There is no legal impediment to going ahead with the proposal. It would be implemented in full accordance with due process, national guidance and policy. Similar proposals have been implemented elsewhere in the UK.

## ✓ Recommended actions

The design team will consult with a specialist accessibility designer on future RIBA stages to conduct a full accessibility audit.

Stakeholder engagement will also play a key role in the design development as well as audience participation and engagement with the MUCH. Community engagement will continue throughout the project's development to ensure that stakeholders and users are able to shape the design. This will ensure that the building will be accessible to the whole community, including those with protected characteristics, and that any potential conflict between user groups can be resolved.

Number	Action	Lead	Date
1.	Consult with a specialist designer on future RIBA stages to conduct a full accessibility audit	Jeannine De Sousa	
2.	A comprehensive community consultation exercise to be carried out throughout the project's development.	Verity Bennett	
3.	To review all equality policies with all staff working at the MUCH to ensure that all are up to date and that staff are trained to recognise and diffuse any potential conflict between user groups.	Jill Terrell	
4.	Reviews of all signage to ensure that it is accessible to all user groups	Jeannine De Sousa	
5.	Reviews of partnerships – ensuring we are representative of all users	Natasha Hayes	

**Commented [BH12]:** Need a full plan here, where has it gone?!

**Commented [BV13R12]:** I took the table out. I can put it back in again

6.	Reviews of programming and fair use of space within the hub	Jill Terrell	
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✓ **Evidence used to inform this assessment**

Reference any other evidence your analysis has drawn upon:

- [Equality, Diversity and Inclusion Policy](#)
- Demographic factors set out in [Norfolk's Story 2021](#)
- [Digital Inclusion and COVID-19](#) equality impact assessments
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

✓ **Further information**

For further information about this equality impact assessment please contact **[insert job title and contact details of relevant member of staff]**

	<p>If you need this document in large print, audio, Braille, alternative format or in a different language please contact <b>xxx</b> on <b>xxx</b> or <b>xxx</b> (Text relay)</p>
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## Annex 1 – table of protected characteristics

The following table sets out details of each protected characteristic. Remember that people with multiple characteristics may face the most barriers:

Characteristic	Who this covers
Age	Adults and children etc, or specific/different age groups
Disability	<p>A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities.</p> <p>This may include but is not limited to:</p> <ul style="list-style-type: none"><li>• People with mobility issues (eg wheelchair or cane users, people of short stature, people who do not have mobility in a limb etc)</li><li>• Blind and partially sighted people</li><li>• People who are D/deaf or hearing impaired</li><li>• People with learning disabilities</li><li>• People who have mental health issues</li><li>• People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others)</li><li>• People with some long-term health conditions which meet the criteria of a disability.</li></ul>

Characteristic	Who this covers
People with a long-term health condition	People with long-term health conditions which meet the criteria of a disability.
Gender reassignment	<p>People who identify as transgender (defined as someone who is proposing to undergo, is undergoing, or has undergone a process or part of a process to reassign their sex. It is not necessary for the person to be under medical supervision or undergoing surgery).</p> <p>You may want to consider the needs of people who identify as non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
Marriage/civil partnerships	People who are married or in a civil partnership. They may be of the opposite or same sex.
Pregnancy and maternity	Maternity refers to the period after birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Race	<p>Race refers to a group of people defined by their race, colour, or nationality (including citizenship) ethnic or national origins.</p> <p>A racial group can be made up of two or more distinct racial groups, for example a person may</p>

Characteristic	Who this covers
	identify as Black British, British Asian, British Sikh, British Jew, Romany Gypsy or Irish Traveller.
Religion/belief	Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.
Sex	This covers men and women. Also consider the needs of people who identify as intersex (people who have variations in sex characteristics) and non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).
Sexual orientation	People who identify as straight/heterosexual, lesbian, gay or bisexual.

#### Document review

Reviewed and updated:	Reviewer
October and November 2016	Corporate Planning & Partnerships Manager
December 2017	Equality & Diversity Manager
October 2018	Equality & Diversity Manager
May and November 2019	Equality & Diversity Manager
May and November 2020	Equality & Diversity Manager
June and September 2021	Head of Equality, Diversity and Inclusion

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<sup>1</sup> The Act states that public bodies must pay due regard to the need to:

1. Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
2. Advance equality of opportunity between people who share a relevant protected characteristic<sup>1</sup> and people who do not share it;
3. Foster good relations between people who share a relevant protected characteristic and people who do not share it.

[The full Equality Act 2010 is available on legislation.gov.uk.](https://www.legislation.gov.uk/ukpga/2010/151/)

# **Infrastructure and Development Select Committee**

**Item No: 11**

**Report Title: Forward Work Programme**

**Date of Meeting: 14 September 2022**

**Responsible Cabinet Member: N/A**

**Responsible Director: Tom McCabe (Executive Director,  
Community and Environmental Services)**

## **Executive Summary**

This report sets out the Forward Work Programme for the Committee to enable the Committee to review and shape.

## **Action Required**

The Select Committee is asked to:

1. Review and agree the Forward Work Programme for the Select Committee set out in Appendix A.

## **1. Background and Purpose**

- 1.1 This report sets out the Forward Work Programme for the Select Committee to enable the Committee to review and shape it.

## **2. Proposal**

### **2.1 Forward Plan**

- 2.1.1 The current Forward Work Programme for the Select Committee is set out in Appendix A, for the Committee to use to shape future meeting agendas and items for consideration.

### **2.2 Member Task and Finish Groups**

- 2.2.1 The Select Committee previously agreed that, to help ensure a manageable workload, there will be no more than two Member Task and Finish Groups



operating at any one time. There are currently no active Member Task and Finish Groups established by this Committee.

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

- 3.1 The Forward Work Programme enables the Select Committee to shape agendas for future meetings so that they contain items which the Committee considers are the most important for them to consider.

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

- 4.1 As above.

### **5. Alternative Options**

- 5.1 The Committee can shape and amend the Work Programme.

### **6. Financial Implications**

- 6.1 None.

### **7. Resource Implications**

- 7.1 **Staff:** None.
- 7.2 **Property:** None.
- 7.3 **IT:** None.

### **8. Other Implications**

- 8.1 **Legal Implications:** None.
- 8.2 **Human Rights Implications:** None.
- 8.3 **Equality Impact Assessment (EqIA):** N/A
- 8.4 **Data Protection Impact Assessments (DPIA):** N/A
- 8.7 **Any Other Implications:** None.

### **9. Action required**

The Select Committee is asked to:

1. Review and agree the Forward Work Programme for the Select Committee set out in Appendix A.

## **10. Background Papers**

11.1 None.

### **Officer Contact**

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

**Officer name:** Sarah Rhoden  
**Telephone no.:** 01603 222867  
**Email:** sarah.rhoden@norfolk.gov.uk



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## Forward Work Programme – Infrastructure and Development Select Committee

Draft agendas for the next three meetings.

Report title	Reason for report
<b>16 November 2022</b>	
Highway Transport Asset Management Plan (TAMP)	To consider proposed amendments and updates for the TAMP.
Speed Management Strategy	To review the revised Speed Management Strategy for Norfolk.
Waste Services Review	To provide an update on waste services, including an update on national policy implications for future service costs and volumes.
Herbicide Use Policy	To provide an update on the development of the Herbicide Use Policy.
Norfolk Access Improvement Plan	To provide an update on the delivery of the plan.
CES Compliance and Enforcement Policy – annual review	To review any proposed changes to the policy.
Strategic and Financial Planning 2023-24	To input into the development of 2023-24 Budget and comments on specific proposals
Forward Work Programme	To review and shape the Select Committee's forward work programme.
<b>18 January 2022</b>	
School Streets Trial	To provide an update and learning from the trial.
Adult Learning annual plan	To review and consider the proposed annual plan.
Forward Work Programme	To review and shape the Select Committee's forward work programme.
<b>15 March 2023 meeting</b>	
Trading Standards Service Plan	To review and consider the policy elements of the service plan.
Forward Work Programme	To review and shape the Select Committee's forward work programme.