

Broads Authority

Agenda 19 March 2021

10.00am

This is a remote meeting held under the Broads Authority's [Standing Orders on Procedure Rules for Remote Meetings](#).

Participants: You will be sent a link to join the meeting. The room will open at 9.00am and we request that you **log in by 9.30am** to allow us to check connections and other technical details.

Members of the public: We will publish a live stream link two days before the meeting at [Broads Authority/Member Workshop - 19 March 2021 \(broads-authority.gov.uk\)](https://broads-authority.gov.uk). The live stream will be suspended for any exempt items on the agenda. Please email committees@broads-authority.gov.uk with any queries about this meeting.

Introduction

1. To receive apologies for absence
2. Chair's announcements
3. Introduction of members and declarations of interest
4. To note whether any items have been proposed as matters of urgent business
5. Public question time – to note whether any questions have been raised by members of the public
6. **To receive and confirm the minutes of the Broads Authority meeting held on 29 January 2021 (reconvened on 9 February 2021) (Pages 3-17)**
7. **Summary of actions and outstanding issues following decisions at previous meetings – to note the schedule (Pages 18-25)**

Strategy and policy

8. **Financial performance and direction (Pages 26-60)**
Report by Chief Financial Officer
9. **Strategic Direction: draft Annual Business Plan 2021/22 and strategic priorities update (Pages 61-93)**
Report by Head of Governance

10. **Hoveton Riverside Park - proposal** (Pages 94-98)
Report by Waterways & Recreation Officer
11. **Peat Guide - for adoption** (Pages 99-139)
Report by Planning Policy Officer
12. **Norfolk Strategic Planning Framework – for endorsement** (Pages 140-276)
Report by Planning Policy Officer

Governance

13. **Scheme of powers delegated to Chief Executive and other authorised officers** (Pages 277-310)
Report by Head of Governance
14. **Committee calendar 2021/22** (Pages 311-314)
Report by Governance Officer

Reports for information

15. The Port Marine Safety Code: To consider any items of business raised by the designated person in respect of the Port Marine Safety Code

Minutes to be received

16. To receive the minutes of the following meetings:
[Planning Committee – 8 January 2021](#)
[Planning Committee – 5 February 2021](#)
17. Feedback from Members appointed to represent the Authority on outside bodies
Outside bodies
Broads Tourism, How Hill Trust, National Parks UK and National Parks England, Norfolk and Suffolk Broads Charitable Trust, Upper Thurne Working Group
Local Authorities
Broadland, North Norfolk, South Norfolk, East Suffolk, Norwich City, Great Yarmouth, Suffolk County, Norfolk County Councils.
18. Other items of business
Items of business which the chair decides should be considered as a matter of urgency pursuant to section 100B (4)(b) of the Local Government Act 1972
19. To answer any formal questions of which due notice has been given
20. To note the date of the next meeting/workshop – **Friday 14 May 2021** at 10.00am

Broads Authority

Minutes of the meeting held on 29 January 2021

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Present

Bill Dickson – in the Chair, Kelvin Allen, Harry Blathwayt, Stephen Bolt, Matthew Bradbury, Andree Gee - not sure when she joined, Gail Harris, Lana Hemsall, Tristram Hilborn, Tim Jickells, Bruce Keith, James Knight, Greg Munford, Simon Roberts, Matthew Shardlow, Simon Sparrow, Nicky Talbot and Melanie Vigo di Gallidoro

In attendance

John Packman – Chief Executive, Hilary Slater – Monitoring Officer, Maria Conti – Head of Governance, Emma Krelle – Chief Financial Officer, Rob Leigh – Head of Communications, Rob Rogers – Director of Operations, Marie-Pierre Tighe – Director of Strategic Services, Essie Guds - Meeting moderator, Sarah Mullarney - Meeting moderator and Sara Utting – Governance Officer.

1. Welcome and apologies

The Chair welcomed everyone to the meeting and introduced Gavin Rumsey (Customers and Engagement Specialist) and Kellie Fisher (Senior Flood and Coastal Risk Management Advisor) of the Environment Agency (for item 11).

Apologies were received from Vic Thomson and Fran Whymark.

2. Chairman's announcements

Openness of Local Government Bodies Regulations 2014 and provisions of The Local Authorities Police and Crime Panels (Coronavirus) Flexibility of Local Authority and Police and Crime Panel Meetings England and Wales) Regulations no. 392.

The Chair reminded members that the meeting was being held under the provisions of the above regulations and in accordance with the Broads Authority's Standing Orders for remote meeting procedures agreed on 22 May 2020. The meeting was being live streamed and recorded and the Broads Authority retained the copyright. The minutes remained the record of the meeting.

The Chair advised that, due to the availability of the guest speakers, item 10 (Broadland Futures Initiative) would be taken after item 7.

The Chair reminded members that the Member Annual Reviews would be commencing shortly. Although these were primarily a DEFRA requirement for Secretary of State appointees, he encouraged all members to participate as they provided a number of benefits and an opportunity for members to present their views on the performance of the Authority and suggestions for improvement. Officers would be circulating the forms shortly and contacting members to make the necessary arrangements.

3. Introduction of members and declarations of interest

Members declared interests as set out in Appendix 1 to these minutes.

Leslie Mogford joined the meeting at 10.06am.

4. Items of urgent business

There were no items of urgent business.

5. Public question time

No public questions had been received.

6. Minutes of last meeting

The minutes of the meeting held on 20 November 2020 were approved as a correct record and would be signed by the Chairman.

A member raised a question on the item relating to the setting of tolls and the fact that three members had been unable to take part, which he considered to be unsatisfactory for such an important item (minutes 3 and 8 referred). Furthermore, he had been under the impression that the Monitoring Officer (MO) would report on what the proper situation should be so a similar situation could be avoided in the future and questioned whether this could be provided now or at the next meeting. The MO referred to the advice which she gave at the last meeting and said she could obtain a second opinion if that was what Members wanted and this could be provided at the next meeting. The member responded that he personally had not been affected, but the entire hire boat industry had been removed from being able to say anything or answer questions. He felt this could be perceived as a division between the private hire and commercial boat industry, which was not helpful to the Authority. In response to a question by another member if the principle had also applied to the Navigation Committee when the same matter had been discussed, the Chief Executive advised that the Navigation Committee was advisory only and did not make decisions. He added that members of that committee had declared a personal interest as hire boat operators and contributed at the meeting by giving their views. The MO ruling had been for the Broads Authority meeting and the decision on the level of tolls and the question of a Disclosable Pecuniary Interest. It was agreed that a second opinion would be sought.

7. Summary of actions and outstanding issues

Members received the latest summary of actions and outstanding issues following decisions at previous meetings. The Chief Executive advised that it had been two to three decades since the process for the transfer of Mutford Lock had first started but was pleased to confirm that the formal transfer had been approved by the Marine Management Organisation (MMO) on 14 January. He wished to pay particular tribute to Angie O'Connor, Asset Officer at the Authority and the Chair (who was a member of the MMO Board), who had both persevered with the project, recognising its importance. Whilst it had been frustrating in taking nearly 25 years to come to fruition, completion was almost in sight, with the Order laid in Parliament on 21 January and coming into force on 19 February 2021.

In terms of the Section 113 Agreement with East Suffolk Council (ESC), the Chief Executive reported that this had now been signed and arrangements were formally in place for ESC to provide Monitoring Officer and Deputy Monitoring Officer services to the Broads Authority. He thanked Birketts and ESC for all their assistance.

The Chief Executive reported on his attendance at a recent meeting of the Test and Trials Steering Group, which included an interesting presentation on the governance arrangements.

It was noted that there was nothing further to report on the Landscapes Review as an announcement was still awaited from the Secretary of State. However, it was likely that this would be delayed due to other ministerial pressures such as Brexit and the Covid pandemic.

The report was noted.

Due to major technical issues with the Lifesize platform resulting in the meeting being inquorate, in accordance with the Standing Orders – Procedure Rules for Remote Meetings, the meeting was adjourned at 10.20am and reconvened on **Tuesday 9 February 2021 at 10am.**

Present

Bill Dickson – in the Chair, Kelvin Allen, Harry Blathwayt, Stephen Bolt, Matthew Bradbury, Andree Gee, Gail Harris, Tim Jickells, Bruce Keith, James Knight, Leslie Mogford, Simon Roberts, Matthew Shardlow, Simon Sparrow, Nicky Talbot, Vic Thomson and Melanie Vigo di Gallidoro

In attendance

John Packman – Chief Executive, Hilary Slater – Monitoring Officer, Maria Conti – Head of Governance, Emma Krelle – Chief Financial Officer, Rob Leigh – Head of Communications, Rob Rogers – Director of Operations, Marie-Pierre Tighe – Director of Strategic Services, Essie Guds - Meeting moderator, Sarah Mullarney - Meeting moderator and Sara Utting – Governance Officer.

Apologies

Tristram Hilborn and Fran Whymark

Guests

Gavin Rumsey and Kellie Fisher – Environment Agency

8. Budget 2021/22 and financial strategy to 2023/24

The Chief Financial Officer (CFO) introduced the report, which provided a strategic overview of issues and items for decision, including a summary of the income and expenditure for the consolidated budget up to 30 November 2020; any amendments to the Latest Available Budget; Forecast Outturn and the movements on earmarked reserves; the updated draft budget for 2021/22 and the draft financial strategy to 2023/24. Finally, following the Authority's decision to apply a 4% increase in navigation charges, an updated budget for 2021/22 was also set out. In presenting the report, the CFO advised that updated figures were

now available for the period up to the end of December 2020 for the actuals in Table 1 - £617,965 (42.4%) so toll income had increased by £97,961, which reduced income adverse variance of £171,363. However, whilst this looked high, it was important to remember that the latest available budget had not been adjusted since the carry forwards from last year. All budget savings had been incorporated into the forecast. There had been some delays to projects, mainly as a result of Covid, one of those being the electrifying of launches and delivery of the Experience project, it was proposed to put savings into earmarked reserves at the end of the financial year. Table 4 had decreased slightly at end of December to £1,714,648 due to two new vehicles being delivered and some money being received from an outstanding claim on Heritage Lottery Fund (HLF). Despite receipt of funds for the July to September claim period, the HLF reserve still remained overdrawn at end of December at £169,801. A further claim for October to December expenditure had just been submitted, but this did not bring the reserve back into credit. It was proposed for a one-off loan of £100,000 from National Park, to be repaid at the end of the project (June 2024).

In terms of the budget, the National Park Grant settlement from DEFRA still remained outstanding. The budget assumed the same level as 2021 and members would receive an update at the March meeting. The report also assumed a 2% pay increase which had been used for toll setting and this was prior to any announcement on the Comprehensive Spending Review. However, the NJC, which negotiated pay increases, might still negotiate a different deal. If a -0% increase pay deal was implemented, approximately £97,750 of immediate savings would be made in next year's forecast. The budget incorporated a 4% increase in toll charges, the funding for the safety package from National Park Reserves and allowance for the loss of a further 20 hire boats lost this year. Projects delayed from 2020/21 had been reinstated. The CFO apologised for an error on the column headings in Table 6 which should read National Park, Navigation and Consolidated, in turn. The cost split was roughly the same as 2020/21.

The CFO reassured members on the deficit, advising that this would be funded from National Park and Navigation reserves but even after the deficit, these remained above the recommended levels if income and expenditure remained on track. There would be a review of the reserves throughout 2021/22 to make sure they were future pandemic proof and for the years 2022/23 onwards, these would be reviewed later this year as part of the 2022/23 toll setting.

A member queried if there would be more transfers from the National Park reserves into the navigation side. The CFO responded that the increase in tolls was originally looking to be significant, but agreement had been reached with DEFRA to draw down money if income remained at a really low level. Being conscious of the effect of the impact of a large increase would have on tollpayers, the Authority agreed to fund £250,000 across two years (£130,000 in year 1 and £120,000 in year 2) from National Park reserves, to support the safety package, which members had considered to be very important. The Chief Executive (CE) added that DEFRA had been clear that the Authority's response to the accidents and public safety concerns was appropriate and agreed it would be appropriate to fund from the National Park Grant. He reported on two meetings which he had attended – one was with DEFRA and all the

Inland Navigation Authorities who were concerned about a potential repeated flood of new visitors and local people to inland waterways when the current restrictions were lifted and the potential issues which could arise. The second meeting had been of the National Water Safety Forum, which included the Chief Executives of all the main safety organisations such as the Marine & Coastguard Agency, RNLI and RoSPA. They all had concerns that deaths from drowning in coastal and inland waters might increase this summer due to inexperienced people taking risks. He considered that members had made the right decision for safety measures to be funded from the National Park reserves and these remained well above minimum levels. However, this was a one-off and the Authority would not be able to use these reserves to support navigation expenditure again. There were important calls on those reserves as the Authority moved towards a Green Recovery Plan for the Broads. In the current climate, it was acknowledged that the 4% increase in tolls was not welcome but it was considered to be the right level to set, although some payers were of the opinion that they should receive a discount or a 0% increase. He concluded that the combination of funding important safety matters from the National Park reserves and a 4% increase in tolls were a good proposition and had been supported by members. The Chair echoed these comments and thanked members for their support.

A member referred to the safety issue and questioned if it was aspirational for the additional Rangers to remain in post beyond 2023/24 and if so, would this result in a long-term increase in the budget. The CE responded that was the purpose of the 4% increase as opposed to 3% - to create room for additional patrolling in year 3, referring to the £130,000 for this year and £120,000 the following year, after which the Authority would review whether the additional patrolling (to be funded from tolls) should be retained.

Steven Bolt proposed, seconded by Gail Harris, and

It was resolved unanimously

To note the actual income and expenditure figures, and agree to the principle of:

- i. Transferring an underspend at year end in the launch budget to the earmarked reserve, as set out in paragraph **Error! Reference source not found.**;
- ii. Transferring an underspend at year end relating to the EXPERIENCE project to a new Match funding earmarked reserve, as set out in paragraph **Error! Reference source not found.**;
- iii. Making a further one-off £100,000 contribution to the Heritage Lottery Fund earmarked reserve, as set out in paragraph **Error! Reference source not found.**;

And the adoption of the:

- iv. 2021/22 Budget, including endorsement of the assumptions made applied in preparation of the Budget; and
- v. Earmarked Reserves and Financial Strategy for the period 2021/22 to 2023/24.

9. Strategic direction update

The Chief Executive (CE) introduced the report which proposed strategic priorities for 2021/22 and presented the latest Broads Plan summary of progress. It was proposed to retain four key priorities, mainly ongoing, large scale projects (two of which were externally funded) from the previous year and two new priorities as follows:

- CANAPE (Creating a New Approach to Peatland Ecosystems)
- Environmental Land Management scheme (ELMs)
- Responding to climate change (Broadland Futures Initiative and Climate Change Action Plan)
- Water, Mills and Marshes Landscape Partnership Scheme

New:

- Broads strategy and policy review (Broads Plan and Local Plan)
- Safety in the Broads

The CE reminded members that the Norfolk and Suffolk Broads Act 1988 required the Authority to review the Broads Plan at least every five years but did not specify how this should be carried out. For the Authority, a complete rewrite of the Plan was a major exercise, taking up considerable time and resources. Therefore, officers were proposing an alternative approach. The current Broads Plan was a really big step forward in terms of the Authority's policy development with much of it, particularly longer-term, still relevant. Therefore, rather than rewrite the Plan, it was suggested to carry out a refresh with updates to the actions for the next 2-3 years. The CE added that staff resources were currently stretched due to reductions in NP Grant and the effect of the Covid-19 pandemic. It was accepted that the Broads Plan was a very important document to both members and officers in setting out what the Authority would be focussing on for the next few years. In addition, the Glover Report identified protected landscape management plans as important documents, with new DEFRA guidance expected. However, the teams within DEFRA were focussed on different areas of the Glover Report and it had become apparent that work on management plans was not being progressed as fast as anticipated, probably as there was now limited experience due to staff changes. It was evident that significant experience of management plans lay with the National Park Authorities. Other National Parks were carrying out similar reviews to that suggested and the CE had spoken to the CE of the Lake District NPA to share best practice pending further DEFRA guidance. He confirmed that the refresh would pick up on issues like Green Recovery, biodiversity and a landscape style approach in which the Authority was already involved through a number of projects.

A member referred to his work as a Norfolk County Councillor on flooding and in particular the effects of land management practices which help hold the water further up in the catchment, and questioned if there was anything which could be shared. The CE advised that he had recently been contacted by Bungay Town Council about the recent extreme flooding in

that area and had inquired about the clearing out of ditches. Whilst flooding could be caused by blocked drains, catchment work had identified that climate change brought more rain in the winter and more severe events so there was a need to hold the water back up in the top of the catchment. Whilst the area was not an upland area, the Broads did slope from north-west to south-east. The CE referred to trials that had been carried out, with funding from Tesco, in relation to potato fields and cutting lines in the tramways, citing this as a good example of best practice. The member added that in the past most concerns had been due to rivers flooding but it was now more of a land management issue and it was important to retain the water further up the catchment.

Another member referred to the Water Resources East partnership with Norfolk County Council looking at a Norfolk Water Management Plan, which was not about flooding but water demand, particularly during the summer. There was an opportunity to look at how the Broads supported agriculture and the effect of abstraction licences. In addition, he questioned where the water would come from for the 40,000 new homes to be built within the next 25 years. The Director of Strategic Services advised that the Authority was involved in this work for the Strategic Norfolk Water Management Plan for Water Resources East. It had recently recruited a manager for the team with a consultant employed to carry out interviews to get work started, to which Broads officers were taking part. The BFI had requested an update for its meeting in June, so there were links with the BFI and WRE as well.

A member commented that he felt navigation had taken a back seat in the proposed strategic priorities for 2021/22 unless safety on the Broads counted as a navigational issue. He would have liked to see something about how to stop the decline in moorings, the electrification of boating on the Broads and the provision of electrical infrastructure at moorings. He added that the Authority should cover all three of its main purposes in its strategic priorities. The CE reassured the member that the Authority had not lost sight of all its responsibilities, referring to the dredging of Hickling Broad carried out under CANAPE which was a benefit to navigation and affirmed that the priority on safety would be mainly focussed on navigation. In terms of electrification of boating, the Authority was actively pursuing that with good work with the Hethel Innovation Centre and local boat building companies as well as the issue of electric charging points at moorings. The Director of Operations added that whilst the issues referred to by the member were not listed specifically within the strategic priorities, they were part of the routine operational work programmes.

A member concurred with the suggested approach for the Broads Plan, commenting that it was accepted practice across all sectors to have a 10 year strategy with a five year review to take account of new circumstances, and this was the right process which he urged members to support. However, he suggested that the Covid recovery overarching should be included in the Broads Plan, either as a priority or as a golden thread throughout the document. Another member endorsed these comments, agreeing that a light touch approach would be appropriate.

Another member also supported the suggested approach and endorsed the proposed strategic priorities. He referred to the milestones in the climate reduction plan and

commented that these mainly related to the Broads Authority itself and suggested that these should include some broader, more wide-ranging ones.

The CE advised that he had attended a meeting of the Norfolk Chief Executives Group the previous evening at which Asher Minns of the UEA gave a presentation to the group on climate change. In terms of actions, it was really important to work with neighbouring local authorities and other organisations. Asher had suggested a non-political climate change committee for Norfolk, similar to the independent national climate change committee. The BA, district councils and county councils should look at not just their own carbon footprints but Norfolk and the Broads as a whole. For any impact, we needed to work on transport issues, and with residents and businesses. The volume and standards of housing to be built within the next few years needed to be sustainable, such as using air source heat pumps to provide heating. Whilst we were not quite there yet, there was a need to engage with local authorities and partners to get joined-up action to make a bigger difference.

Another member commented that there was currently much uncertainty so the Authority should take the time to take stock of the position. A nature recovery plan would be an important part of the Authority's work in the future to reverse the decline of the biodiversity of the Broads, and he suggested members receive a presentation on this. The water resource issue was not just about too much water but also not enough, and he questioned what would be done over the next 2-3 years to make the Broads work, not just for boating but for preservation of wildlife and so on. The CE responded that research work was being carried out by consultants on landscape scale biodiversity recovery and this would be presented to members as early as possible. The work planned by WRE and Anglian Water would help the Authority assess water availability and demand and how this could be managed. There was a linkage between climate change, agriculture and the pressure on the environment through new businesses and housing, which were big topics for the next 20 years.

The Chair concluded that the suggested approach would be the best way forward, with a limited number of strategic priorities but also a reference to Covid-19 and the impact this was having on the Authority's activities.

Matthew Bradbury proposed, seconded by Keith Bruce, and

It was resolved unanimously to approve the strategic priorities for 2021/22 and note the Broads Plan summary of progress (July 2020 to January 2021).

10. Broadland Futures Initiative – Elected Members Forum

This item was taken prior to item 8.

The Director of Strategic Services (DoSS) introduced the report, providing an update on the progress of the Broadland Futures Initiative (BFI) and seeking the appointment of a Broads Authority representative to the elected members forum.

A member referred to the taskforce chaired by Lord Dannatt, and asked if the Broads Authority was a member of it and how it sat alongside the BFI. The DoSS advised that she was

aware of the new taskforce and would be attending its meeting later that week, which would enable her to find out more about it. The work undertaken by the BFI could help the taskforce, as many of the reports produced for the BFI area were also relevant to Norfolk in general, so this would support the work the taskforce was seeking to do.

Lana Hemsall joined the meeting at 10.09am.

The vice-chair encouraged all members to look at the BFI virtual exhibition, which could be accessed by the Authority's own website through BFI pages. He considered the forum to be well constituted but queried its tenure and how it would evolve in the future and if there were any milestones at this stage. The DoSS responded the objective was to set up a long-term plan but acknowledged there were lots of uncertainties towards the future so there would be different steps to meet. "Evolving pathways" was the recommended approach, to reach agreement on something before something else was agreed, with reviews of the latest evidence such as on the impact of climate change and other issues.

Kellie Fisher referred to the Shoreline Management Plan which was very similar in process, being a long-term aspirational strategy. The latest science on climate change would be used to make policy based decision on intent of management across the Broads area. It would take typically 3-5 years to work through the strategy, retaining democracy as a key feature and hearing from stakeholders on a regular basis.

A member referred to the BFI project team and commented that he was surprised to see Anglian Water was not involved. Gavin Rumsey responded that the team included officers from Water Resources East (WRE) and the Water Management Alliance (Internal Drainage Boards), therefore, Anglian Water was represented by WRE and formed a part of the BFI.

In response to a member's question on how much public engagement there had been so far, Gavin Rumsey advised that since it started on 18 January, 80 full responses had been received to the survey and over 600 visits to the virtual exhibition, which was considered to be steady progress against the backdrop of a pandemic. Plenty of time had been allowed for the engagement process, with a closing date of 11 April, to enable full participation. Public engagement would continue beyond 11 April and the two-way dialogue between the project team and the communities would continue throughout the lifespan of the project.

The Chair asked members to note progress and then sought nominations for the Authority representative on the forum. Matthew Bradbury volunteered, advising that he had a deep interest in climate change and was working on several similar projects like this, as well as experience in flood projects in Norfolk in the past for both Essex and Suffolk Water and the Norfolk Wildlife Trust and also experience in Shoreline Management Plans. He considered it was important the Authority was well represented, given the leadership it had already shown. In terms of the substitute, it was agreed that, as local authority members were already well represented on the forum, the substitute should be a representative of the Secretary of State appointees and consequently, Matthew Shardlow volunteered to be the Authority's substitute representative.

It was resolved by consensus to appoint Matthew Bradbury as the named representative and Matthew Shardlow as his substitute to the Broadland Futures Initiative Elected Members Forum.

11. Appointment of Independent Person

The Chair presented the outcome of the interviews for the appointment of an Independent Person, together with the recommendation to reappoint Christine Lee for a second term.

Lana Hemsall proposed, seconded by Matthew Bradbury, and

It was resolved unanimously to

- i. Appoint Amanda Orchard as an Independent Person until the Annual Meeting in 2024;
- ii. Reappoint Christine Lee as an Independent Person until the Annual Meeting in 2024;
- iii. Appoint Christine Lee to the Water Skiing and Wake Boarding Appeals Panel and consult them on the appointments of members of those panels under paragraph 3(c) of Schedule 2 of the Broads Authority Act 2009.
- iv. Thank Simon Smith for his services.

12. Policy on using social media

The Head of Communications (HoC) presented the report, which proposed an updated policy on the use of social media. The policy had been adopted in 2017 to help guide members, officers and others on the appropriate use of social media when referencing or being affiliated with the Authority. As social media had expanded rapidly since then, it was considered appropriate to review the policy and reflect all learning over recent years.

It was noted that no substantive changes were being proposed, with the document being revised to improve the flow of sections and ease of reading, update references and reformat for accessibility. General advice on using social media, like top tips, had been removed as this was not relevant to the policy document, even if the Communications department were always willing to give advice.

A member asked for clarification on whether the use of social media for her business fell within this policy. The HoC advised that members needed to be clear when they were acting in a personal capacity and clearly distinguish comments made as a representative of the Broads Authority. The Monitoring Officer supplemented this advice by referring to the Members' Code of Conduct and the specific reference to when a member was acting "in capacity", which was the same for district councils, with which the member would be familiar. The MO confirmed that acting in a business capacity was completely separate from the member's local authority and Broads Authority roles. The member responded that the social media policy was not entirely clear about lines of capacity and whilst she was easily recognisable as a local authority and BA member, she was not acting in that capacity all of the time. In her view, the policy needed a clearer definition on capacity lines. The MO confirmed

that she could look at the wording to include specific reference to what was meant by being “in capacity” in the policy.

Another member supported the principle expressed above, commenting that he found the previous policy very prescriptive and contained odd rules about members being friends with officers on social media platforms. The Head of Governance referred to page 4 of the new policy, which provided advice and guidance on “friend requests” and avoiding positions of members and officers having a real or apparent conflict of interest.

Matthew Bradbury proposed, seconded by Nicky Talbot, and

It was resolved by 17 votes for and one against to delegate authority to the Monitoring Officer to make any amendments necessary to clarify when the policy was applicable to members acting in capacity and to adopt the updated policy on using social media, as amended.

13. Items of business raised by the Designated Person in respect of the Port Marine Safety Code

There were no matters to report under this item.

14. Minutes to be received

Members received the minutes of the following meetings:

Audit and Risk Committee – 21 July 2020

Broads Local Access Forum – 2 September 2020

Navigation Committee – 22 October 2020

Planning Committee – 6 November 2020

Planning Committee – 4 December 2020

15. Feedback from members appointed to outside bodies

No members had any updates.

The Chair proposed that it might be more productive to consider alternative ways for members to report on their attendance at outside bodies, as this standing item tended to produce little feedback. He asked for members’ views on whether the item should be removed from the BA agenda, suggesting that any member who wished to raise something of strategic importance relating to their representation on outside bodies could contact both him and the Chief Executive to consider the best way to report to all members.

A member suggested the approach used by some local authorities, which was for members to submit a short, written report to be included within the agenda papers, and questions could be asked of the member at the meeting.

Another member disagreed with the Chair's suggestion to remove the standing item, as he considered it provided an opportunity for member representatives to provide feedback where necessary.

Another member suggested a rolling schedule of reporting, with each body being reported on a minimum of once per year. Members would not be obliged to give a report but this would at least provide the opportunity. Another member concurred with this approach, commenting that member representatives should be asked if they had anything specific to report when agreeing the agenda. He agreed that it was counter-productive to ask all representatives for feedback at every meeting.

The Chief Executive (CE) commented that there was merit in both suggestions. He suggested the standing item on the agenda could be deleted, and members invited to liaise with him and the Chair before the agenda was prepared to see if their report could be incorporated into another report on the agenda or dealt with in another way. The idea of annual reporting could be done by the member providing a brief written report on their activities on outside bodies. The Head of Governance added that there needed to be a distinction between items for discussion and items just for information, with the former requiring a separate agenda item.

Simon Sparrow left the meeting at this point.

A member referred to the issue of members being appointed by the Authority as a Trustee and the potential for conflicts of interest, such as the issues experienced with the Whitlingham Charitable Trust where members had been put in a difficult position. This needed clarity as a governance issue.

A member reminded members there was already the opportunity for members to request an item to be added to an agenda. He was opposed to removing the standing item from the agenda.

The Director of Strategic Services suggested that officers could assess all of the issues raised by members at today's meeting, and present a proposal for members to consider at a future date.

The Chair concluded that his purpose in raising the matter was to ensure the agenda item brought a purpose to Authority meetings on a structured basis, and he looked forward to receiving officers' suggestions.

16. Other items of business

None.

17. Formal questions

There were no formal questions of which notice had been given.

18. Date of next meeting/workshop

The next meeting/workshop of the Authority would be held on Friday 19 March 2020 at 10.00am.

The meeting ended at 11:58am

Signed by

Chairman

Appendix 1 – Declaration of interests: Broads Authority, 29 January 2021

Member	Agenda/minute	Nature of interest
Lana Hempsall	10	Broadland District Council appointee to the Forum

Broads Authority

19 March 2021

Agenda item number 7

Summary of actions and outstanding issues following decisions at previous meetings

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
Transfer of Mutford Lock	26/01/2018	John Packman	To submit the two Harbour Revision Orders and complete the tripartite agreement to give effect to completing the transfer of Mutford Lock into the Navigation Area and ownership to the Broads Authority.	<p>Aug 2018: The two HROs published for 42-day public consultation on 3 Aug. No objections have been raised under either order. MMO progressing HROs - anticipated to be determined by end July 2019.</p> <p>Feb 2020: Final determination of HROs still awaited; Chairman took matter up informally with MMO at meetings in Dec 2019 and 12 Feb 2020. Date for final determination unknown.</p> <p>28 Feb 2020: BA in phone conference with MMO and other parties to satisfy latest MMO questions.</p> <p>1 June 2020: MMO drafted decision documents for Mutford Lock applications and put forward for final internal draft review. DfT have halted processing of HROs during COVID-19. Team keeping in correspondence and will update on time scales when known - suggested this may be in July.</p> <p>Sept 2020: Awaiting determination of HROs by MMO, agreed in principle. Further questions raised from MMO, BA responded on 20 Aug and awaiting response from MMO legal team.</p> <p>Nov 2020: Statement received w/c 2 Nov by BA solicitors from MMO: "We are currently working on the final decision determination documents required, and will update you with a time frame as soon as we are able. I will talk with the team next week and request this."</p> <p>10 Nov 2020: MMO advised they have provisional laying date for draft Orders of c.20 Jan 2021 (provisional and subject to final determination on applications).</p> <p>14 Jan 2021: Formal transfer of Mutford Lock has been approved. Details of the decision-making process can be viewed in The Port of Lowestoft (Transfer of Mutford Lock) Harbour Revision Order 2021 decision letter: ABP Transfer of Mutford Lock Harbour Revision Order - GOV.UK (www.gov.uk).</p> <p>19 Feb 2021: The Order was laid before Parliament on 21 January 2021 and came into force on 19 February 2021.</p>	31/07/2019
Pilot agri-environment scheme for the Broads (Broads Test and Trial of ELMS)	16/03/2018	Andrea Kelly	Submission to Defra for pilot agri-environment scheme for the Broads, which builds on partnership work with NFU and local land managers and is prepared with assistance of local conservation NGOs.	<p>Oct 2019: Defra awarded Broads Test and Trial (T&T) contract. Sub-contracts awarded to Natural England, Norfolk Farming Wildlife Advisory Group and facilitator.</p> <p>Nov 2019: Broads Test and Trial published on website. Project investigating payments, management interventions, monitoring and verification of interventions.</p> <p>13 Nov 2019: First partnership workshop with 63 farmers and land managers hosted by BA, NFU, Natural England, Norfolk Farming Wildlife Advisory Group and facilitator, excellent participant feedback. https://www.broads-authority.gov.uk/looking-after/projects/environment-land-management-system. Workshop report circulated to Steering Group and participants and interested parties.</p> <p>10 Feb 2020: Defra ELMS team and Broads farmer site visit.</p> <p>Dec 2019 - May 2020:</p>	31/08/2021

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				<p>Objective 2 - Developed detail and costs of management interventions and scheme tiers for grazing marsh and fen/reedbed habitats; reviewed Site Emission Tool (carbon calculator) from similar habitats to trial from June 2020.</p> <p>Objective 3 - Trialled self-assessment form for fen and fen meadow in liaison with Conservation Organisations and British Reed Growers Association.</p> <p>Objective 4 - Assessed local board roles and membership.</p> <p>Objective 5 - Mapped information to inform collaboration around the Broads.</p> <p>29 April 2020: Submitted contract variation to Defra for extension from June-Oct and additional budget to collect data. Defra invited BA to submit costs for up to date fen management work.</p> <p>May 2020: Preparing online surveys and pre-recorded presentations.</p> <p>June 2020: Responded to Defra ELMS Policy Consultation and responding to Defra Peat Strategy Consultation. Signed new T&T Defra contract. Sent two online surveys to over 300 farmers and land managers - 77 completed. Contributed to thematic webinar on advice provision to Defra policy team. Preparing presentation to T&T thematic 15th July to Defra policy team. In discussion with partners and Defra on additional work to assess fen payments. Prepared grazing costs for verification with 10-15 farmers and land managers.</p> <p>Tested Site Emission Tool (carbon calculator) on one site and gaining agreement to test carbon savings on farmers land. Working with Oxford University Research Student to assess ELMS in Norfolk.</p> <p>Sept 2020: Analysed two online surveys. T&T report written for approval by Steering Group. Outputs include Broads Tier Structure, grazing payments budget and Collaboration Plan.</p> <p>EPA presented conclusions to Defra ELM scheme Policy Team. Defra requested BA applies for contract extension for further ELM scheme work, focusing on advice provision, formation of Local Board and role of convenors.</p> <p>Oct 2020: Full Report and Summary Action Plan published (https://www.broads-authority.gov.uk/looking-after/projects/environment-land-management-scheme). Held meeting with Defra ELM team leaders and policy officers.</p> <p>Extension and new contract being formalised with Defra to test and trial 'advice provision' by end Dec 2020 and 'local governance' by end March 2021. Advice online questionnaire drafted. Policy governance approach and role for investment gathering being discussed.</p> <p>Jan 2021: Advice Provision Survey sent, analysed and Report published Broads-Test-Trials-Extension-Advice-Provision-Final.pdf (broads-authority.gov.uk). c.60 responses from farmers (71%) and land managers. New Test & Trial on setting up and trialling Local Governance proposal submitted to Defra for approval Jan 2021.</p> <p>Feb 2021: New Test & Trial approved by Defra Jan 2021. Partners will set up and trial Broads Land Management Board and Local Convenor role and operate Board via topic-based seminars.</p> <p>Defra and Protected Landscape Farming Project is providing free advice on entering countryside stewardship - Countryside Stewardship in the Broads flyer (broads-authority.gov.uk). The Farming Project is also working with 3 local AONBs and UEA to produce Protected Landscape Natural Capital Evidence Compendium for farmers and land managers to support their E.L.M.</p> <p>9 Mar 2021: Defra guidance on the Farming in Protect Landscape scheme (due in Feb) is outstanding.</p>	
Acle Bridge	28/09/2018	John Packman	Chief Executive delegated –	Ownership of toilet block transferred from Great Yarmouth Borough Council to BA. Repairs to moorings at Acle Bridge and installation of electric charging points included in work programme for Winter 2019/2020.	31/01/2020

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			<p>to continue discussions with the neighbouring landowner over the possibility of purchasing additional land at the Acle Bridge site;</p> <p>to continue discussions with Great Yarmouth Borough Council for the acquisition of the toilet block;</p> <p>to proceed with the essential repairs to the moorings at the Acle Bridge site subject to the views of the Navigation Committee;</p> <p>to investigate whether the development of a Visitor and Education Centre could form an important element in a wider more ambitious project to improve the infrastructure for Broads tourism and raise awareness of the special qualities of the area in future; and</p> <p>in the context of reviewing the Sustainable Tourism Strategy, to consider with members options for a wider project to enhance tourism in the Broads.</p>	<p>Nov 2019: Acle Bridge site in Visitor Services Review (Exempt report) on BA agenda 22/11/19.</p> <p>Feb 2020: Piling works started at Acle Bridge 24-hour moorings. Phase 1 to renew 110m of piling, install new mooring path and three electric charging points. Works to extend beyond Easter and involve moorings, section of Weavers Way, car park and toilet area. 55-metre section of mooring to be left open on upstream end for boaters to moor during works. Footpath access from mooring only available for pedestrians heading towards Oby and Thurne. Weavers Way public footpath through construction site closed until project completion. Advance notices installed on Weavers Way. Works monitored and areas of site opened as soon as safe to do so.</p> <p>June 2020: Following break from site due to Covid-19, contractor returned late May and has made good progress with piling and tie-rods. Approx 6 more weeks of work required, taking project into late July.</p> <p>Sept 2020: Mooring works completed and 24 hour mooring site open to public. Due to high demand for electricians, installation of electric charging pillars delayed - expected within next 6 weeks.</p> <p>Nov 2020: Electricians carrying out works to install electric charging points at Acle Bridge 24 hr mooring - completion date of 13 Nov.</p> <p>Jan 2021: Phased work at this location completed and mooring ready for 2021/22 season. Further phases of improvements to site will be developed in due course, but the mooring is operational and the Cafe will be open (Covid-19 restrictions allowing).</p> <p>All planned works now completed.</p>	
National Parks Review: Response	28/09/2018	John Packman	<p>That the Chairs' Group, together with the Chief Executive, provide a robust response for submission to the Review Team based on the eight areas required of the team and guidance from Members as indicated. Deadline response submission 18 December 2018. Chairs Group to meet 5 Dec 2018 to finalise response and consider points raised. Members also able to submit individual responses.</p>	<p>Sept 2019: Landscapes Review Final Report published 21 Sept. Awaiting Government response to review. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/833726/landscapes-review-final-report.pdf</p> <p>Nov 2019/Jan 2020: Members received preliminary paper for discussion. Report on 31 Jan highlighted Review's 27 proposals and asked Members to consider BA priorities for more detailed discussion. Agreed to focus on where BA already taking action in line with Broads Plan, and where resources allow.</p> <p>Mar 2020: Issues for future discussion: Climate change and carbon capture; Biodiversity and future of agriculture; Promoting wider participation with National Parks on health and wellbeing benefits; Explore Proposal 21 Welcoming new landscaping approaches in cities and the coast - e.g. Norwich City as a National Park City.</p> <p>May 2020: Report and presentation on climate change to be given at BA meeting 24 July 2020.</p> <p>Oct 2020: Awaiting Government response on Landscape Review.</p> <p>Nov 2020: Defra's publication of The Ten Point Plan for a Green Industrial Revolution (publishing.service.gov.uk), which includes this headline "New national parks and greater protections for England's iconic landscapes to improve access to nature and better protect the country's rich wildlife and biodiversity".</p> <p>March 2021: Awaiting Government response on Landscapes Review.</p>	24/07/2020

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
Collaboration with Norfolk County Council	01/02/2019	John Packman	<p>That the Authority supports Norfolk County Council's aspiration for a single management structure for the Norfolk Coast Area of Outstanding Natural Beauty and the Wash, and North Norfolk Coast Natura 2000.</p> <p>That the areas of co-operation with Norfolk County Council and the progress that is being made is noted.</p> <p>That officers explore the possibility of more formal yet flexible platforms for future collaboration with Norfolk County Council focussing on procurement, bidding for external funding and staffing arrangements. (eg: A Memorandum of Understanding)</p> <p>Project proposal to be submitted to Norfolk County Council to be a partner in the EU Interreg programme Experience. This 3 year project involves taking forward the recent Discover England project to French and US markets and extending National Park branding. The draft budget is c £270,000 for over 3 years with a match funding contribution from the Authority of £75,013.</p>	<p>Collaborative work ongoing with Norfolk County Council.</p> <p>4 Jul 2019: BA member and officer site visit to Norfolk coast in association with Norfolk Coast Partnership. Project proposal for BA to be partner in Interreg EXPERIENCE project successful. Kick-off meeting (initially scheduled in Dec 2019 but postponed due to election purdah) in February 2020.</p> <p>May 2020: Scoping Cooperation Agreement between BA and Norfolk County Council.</p> <p>June 2020: BA supporting development of Norfolk and Suffolk Environment Plan, led by Norfolk and Suffolk County Councils. UEA developing asset inventory with set of indicators.</p> <p>July 2020: Cooperation Agreement between BA and Norfolk County Council under review by nplaw. Norfolk Coast Partnership Management Group due in July to be replaced by series of topic-specific emails, including 2020-21 planned actions for AONB and new Management Plan.</p> <p>Sept 2020: Awaiting feedback on final draft of Cooperation Agreement between BA and Norfolk County Council. Feedback provided to North Norfolk AONB on their draft Management Plan.</p> <p>Oct 2020: Cooperation Agreement between BA and Norfolk County Council (NCC) signed. BA officer registered to bid writing course organised by NCC. BA contributing £1k to Norfolk Coast Biodiversity Audit.</p> <p>Dec 2020: Natural Capital Evidence Compendium for Norfolk and Suffolk published online PowerPoint Presentation (norfolkbiodiversity.org) and PowerPoint Presentation (greensuffolk.org)</p> <p>Feb 2021: NCC supporting Broads Natural Capital Evidence Compendium targetted for farmers and land managers to support their E.L.M. plans.</p>	22/05/2020
Hosting National Parks' Communications Unit	22/03/2019	Rob Leigh	<p>BA hosting UK National Parks Communications Service on basis set out in report, and Appendix 1 of report approved.</p>	<p>1-3 Oct 2019: BA hosted National Parks Heads of Communication Officers meeting.</p> <p>Nov 2019: Communications Strategy approved by English CEOs Group and Chairs Group. Internal roll out of National Parks branding/messaging launched. BA staff briefed on 16 Oct and Members on 22 Nov.</p> <p>Jan 2020: Work ongoing to scope review of National Parks website. Ongoing campaign support includes photography competition and Discover National Parks Fortnight 4-19 April 2020. Workplan and steering group meetings scheduled.</p> <p>2-4 Mar 2020: Heads of Communications meeting.</p> <p>July 2020: Virtual meeting of all Heads of Communications arranged for 29 Sept.</p> <p>Aug 2020: New website progressing, with expected launch Autumn 2020. Collaborative safe visiting (Covid safe) visitor messaging campaigns ongoing.</p> <p>Nov 2020: New website launched. Other ongoing work includes a relaunch of the National Parks e-newsletter (Dec 2020), communications regarding COVID-19 and new visitor information, planning for a virtual Discover National Parks Fortnight in 2021.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
Wherryman's Way footpath on River Chet	26/07/2019	Rob Rogers	Wherryman's Way footpath by River Chet included in priority actions for new Waterways and Recreation Officer. Discussions ongoing with Norfolk County Council.	<p>Work to be split into 2 phases over winter 2020 and 2021. Plan is to concentrate efforts in first year on Loddon FP4, Langley with Hardley FP9 and Loddon FP5.</p> <p>NCC to repair two bridges at Loddon FP4 by Sept 2020.</p> <p>Environmental officers to complete minor tree/shrub clearance by Oct 2020.</p> <p>BA operations team to dredge Chet for 3 months from Oct 2020 and dispose of material on sections of footpaths mentioned. They will return 6 months later to rebuild paths with new material. Similar work to continue in 2021 to restore rest of footpaths at eastern end of Hardley Flood.</p> <p>May 2020: Project now part of a much larger programme of works in partnership with Norfolk County Council and CIL application; to include new circular routes, bank stabilisation, signs and infrastructure, and access for all resurfacing works. Programme improvements across entire Wherryman's Way beginning 2021.</p> <p>Oct 2020: Funding application submitted Aug, been through first round approval and decision to be made in Dec.</p> <p>Dec 2020: Application unsuccessful. Reframing bid with Norfolk CC colleagues to submit in future funding round.</p>	31/12/2021
Draft planning documents for consultation	27/09/2019	Natalie Beal	Processes for consultation on Draft Marketing and Viability SPD and Residential Moorings Guide, and adoption of Flood Risk SPD and Statement of Community Involvement.	<p>Sept 2019: Documents submitted for first stage public consultation from 30 Sept to 22 Nov.</p> <p>Jan 2020: Statement of Community Involvement (SCI) and responses to consultation considered by Planning Committee on 6 Dec 2019 and adopted by BA on 31 Jan 2020.</p> <p>Jan-Mar 2020: Flood Risk SPD and responses to consultation considered by Planning Committee on 10 Jan. Amended SPD approved by BA for 2nd round consultation from 31 Jan to 6 March. Planning Committee 6 Mar recommended that BA adopt SPD following minor amendments.</p> <p>May 2020: Marketing and Viability SPD before Planning Committee 7 Feb and 6 Mar and recommended for second round consultation (under delegated powers in light of COVID-19 lockdown). Consultation from 16 March to 5 June. Residential Moorings Guide endorsed for consultation by Planning Committee on 6 March, consultation period from 16 March to 5 June.</p> <p>July 2020: BA adopted amended SCI to reflect COVID-19 restrictions.</p> <p>25 Sept 2020: BA endorsed joint statement with Environment Agency on Strategic Flood Risk Assessments.</p> <p>Oct 2020: Draft Residential Moorings Guide and Peat Guide both out to public consultation.</p> <p>March 2021: Residential Moorings Guide went to Planning Committee (Feb) and due to go to BA (March) for adoption, but delayed to consider further comments from EA. Peat Guide went to Planning Committee (5 March) and on this agenda for adoption.</p>	24/07/2020
Extinguishment of Public Rights of Way	27/09/2019	Lewis Treloar	To approve the preparation of the Public Extinguishment Orders for the PROWS which have been diverted under the Broads Flood Alleviation Project (BFAP).	<p>6 Jan 2020: Consultation began for extinguishment of first bundle of footpaths (Cantley FP18, Stokesby FP6 and Mautby FP12)</p> <p>5 Feb 2020: Consultation ended 3 Feb and Orders signed and sealed, with notices served to relevant stakeholders.</p> <p>3 Mar 2020: One objection received a day before confirmation of the Orders was set to go ahead.</p> <p>18 Mar 2020: Objection withdrawn following discussions.</p> <p>May 2020: Confirmation agreed but progress postponed due to COVID-19 situation.</p> <p>Jul 2020: Awaiting guidance from Highways Authority on when process can be finalised.</p> <p>Aug 2020: Still no update from Defra.</p> <p>Oct 2020: First bundle of footpaths have been confirmed and now await NCC to legally remove them from the definitive map. Work on extinguishing the next 3 paths to begin Nov 2020.</p>	31/05/2021

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				Jan 2021: Next bundle of footpaths surveyed but, due to Covid-19 lockdown restrictions, cannot be progressed further at this stage.	
Water Resources East	27/09/2019	Marie-Pierre Tighe	Broads Authority to join Water Resources East (WRE) Water Resources Board at a cost of £15,000 for 2019/20 to support work and connect initiatives in Broadland catchment to wider Eastern Region. Funds to come from National Park Reserves. BA to review its WRE membership in September 2020.	<p>8 Oct 2019: WRE Directors' Board meeting attended by Director of Strategic Services, who was appointed as Board member. On agenda: Board and governance matters, appointments, technical programme, engagement.</p> <p>15 Oct 2019: WRE Strategic Advisory Group attended by Director of Strategic Services and Catchment Officer, engaging with wide range of stakeholders.</p> <p>Oct 2019: WRE added to BA Partnerships Register.</p> <p>Dec 2019: WRE Managing Director presented their work to Broadland Futures Initiative group.</p> <p>14 Jan 2020: Director of Strategic Services attended WRE meeting. On agenda: Procurement policy and appointment of auditor, operational budget, 2020/21 business plan. Overall aim is to agree Water Management Plan by December 2021.</p> <p>11 March 2020: Director of Strategic Services attended WRE meeting. Main discussion item was draft business plan.</p> <p>April 2020: WRE hosted discussion with support from NALEP to discuss potential water related project opportunities in Norfolk and Suffolk. Next meeting 22 June 2020</p> <p>June 2020: Board approved WRE 3-year business plan. https://wre.org.uk/wp-content/uploads/2020/07/WRE-Draft-3-Year-Business-Plan-2020-23-FINAL-for-publication.pdf.pagespeed.ce.gG1V1TGDOA.pdf</p> <p>WRE's vision is "for Eastern England to have sufficient water resources to support a flourishing economy, a thriving environment and the needs of its population, and for the region to be seen as an international exemplar for collaborative integrated water resource management."</p> <p>Sept 2020: Next board meeting on 12 October 2020.</p> <p>Nov 2020: WRE Membership review on BA agenda. It was agreed for the BA to remain a WRE member until September 2023.</p> <p>Dec 2020: Board meeting held 15 Dec with 6-month review of WRE business plan and presentations on "Future Fens" project and "Multi Objective Decision Making".</p>	30/09/2020
Responding to Climate Change Emergency	27/09/2019	John Packman	To adopt Climate Change Emergency Statement for the Broads (first report Appendix 1) and principles outlined for BA to: Recognise climate emergency Work toward making the Broads Authority 'carbon neutral' by 2030, with further objective of reducing all carbon emissions to zero by 2040. Establish base line for CO2 emissions using a common methodology with NPAs and develop an Action Plan and Monitoring system	<p>Sept 2019: Principles agreed - first in series of items dealing with climate change.</p> <p>22 Nov 2019: Presentation to BA from Asher Minns, Director of Tyndall Centre at UEA and update by CANAPE Project Manager/Carbon Reduction Projects Manager.</p> <p>10 Jan 2020: Planning Committee report on planning policy response to climate change mitigation and adaptation.</p> <p>May 2020: Progress report to BA prepared on Climate Change Action Plan for Broads Authority and Broads Area. Deferred to BA meeting in July due to COVID-19 situation.</p> <p>July 2020: Report on agenda on Climate Change Action Plan - agreed to set target of 1.5 degree compliant emissions curve for Broads executive area, in line with Tyndall Centre recommendations, and use as basis for public engagement and working with partners.</p> <p>Sept 2020: National Parks England received data from BEIS on emissions from National Parks and the Broads. Work underway to better understand these figures, in particular around boating emissions listed as several times higher than previous estimates.</p>	

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
			<p>Work with constituent local authorities to reduce emissions from domestic, travel and other sources in the Broads across the two counties.</p> <p>Work with farmers, land managers, NFU and Defra to influence land management practices, to maintain and build organic matter and carbon in soil, improve biodiversity and store water to protect against flooding and drought.</p> <p>Work with boating and tourism organisations to continue promoting and developing environmentally friendly boating and sustainable tourism ; and Aspire to offsetting carbon emissions locally within the Broads by a Broads offsetting scheme.</p>	<p>Yare House electricity supply switched to Green Tariff. BA investigating capacity of its equipment to use higher percentages of biofuel. These measures will achieve targeted savings for this year.</p> <p>With South Downs NPA, BA working with Smallworld Consulting Ltd to deliver Consumption Baseline for Broads Area by March 2021. From data provided by this and BEIS data, BA will establish savings needed in each year to achieve carbon neutrality.</p> <p>12 Mar 2021: Facilitated presentation on climate change to the Norfolk Public Sector Leaders Board.</p>	
Visitor Services Review (Exempt)	22/11/2019	Rob Leigh	<p>To continue to examine the short-term options presented and test different small-scale options if possible, and to defer considering a business case and site analysis for a Visitor and Education Centre.</p>	<p>Nov 2019: Acle Bridge site included in strategic approach to visitor services in Visitor Services Review (exempt report) to BA on 22 Nov. In line with BA decision, current visitor services development focusing on sites other than Acle Bridge, e.g. Forum in Norwich.</p> <p>Mar 2020: Negotiations with Norwich City Council continuing positively. Aiming for launch of new facility in Norwich Forum in April. BA committed financial support from existing visitor centre budgets towards staff presence and refurbishment works. Good progress made for visitor centre presence at Lowestoft rail station, aiming to be in place in April and funded from existing visitor centre budgets.</p> <p>May 2020: Plans on hold due to COVID-19 situation.</p> <p>July 2020: Plans for refurbishment of new combined Norwich / Broads/ Jarrold visitor centre at Norwich Forum on hold until close of season 2020; likely to be in done in time for 2021 season. May be possible to have Broads presence within visitor centre from late July 2021; awaiting update from Norwich City Council on reopening plans.</p> <p>Lowestoft Rail Station Broads National Park signs and Suffolk Wildlife Trust Carlton Marshes visitor centre display on hold due to COVID-19.</p> <p>Existing TICs at How Hill and Hoveton reopened on 4 July. Boat trips expected to be running again by end of July.</p> <p>Sept 2020: Ra trip boat awaiting repair to control unit, which has delayed trips restarting. Visitor centres: Norwich City Council trialling reopening Norwich Forum with reduced capacity; working towards refurbishment for 2021 season but uncertainty due to C-19 and Jarrolds reorganisation. Broads National Park display completed at Lowestoft train station TIC (run by Community Rail Partnership). Suffolk Wildlife Trust, Carlton Marshes - agreed to install Broads National Park displays before official opening Spring 2021 (soft opening Autumn 2020).</p> <p>Jan 2021: Ranworth TIC to reopen April 2021 as Broads National Park information centre with Liana boat trip running from staithe. Ra will move to Hoveton.</p>	31/03/2021

Title	Meeting date	Lead officer	Summary of actions	Progress so far	Target date
				Investigating possibility of installing Broads National Park display on outside area of Norwich Forum from Summer 2021 to Spring 2022. Project would be funded by Intereg EXPERIENCE project. Work progressing with Norfolk County Council to secure funding and procure exhibition specialist. Discussions ongoing regarding on inside space of Forum information centre.	
Response to the COVID-19 emergency and the financial position of the Broads Authority and local businesses	25/06/2020	John Packman	<p>That the Authority supports the approach for hire boat charges in 2020/21 outlined in the report following consultation with the Navigation Committee on 11 June 2020.</p> <p>To authorise the Chief Executive to negotiate and sign a Change Control Notice to the Authority's Funding Agreement with Defra on the lines set out in paragraph 2.2. of the report, following consultation with the Chairman and Vice-Chairman of the Authority and the Chair and Vice-Chair of the Navigation Committee, and subsequent circulation of the document to members for comment.</p>	<p>July 2020: Chief Executive gave verbal update at 24 July BA meeting. Hire boat operators informed of arrangements agreed by BA on 1 July 2020. Survey of hire boat operators carried out on impacts of Covid-19 on their businesses.</p> <p>3 Sept 2020: Update to Navigation Committee on BA financial position and hire boat operators survey results; NC endorsed recommendations to BA as in report on today's agenda.</p> <p>Nov 2020: Second hire boat operators survey carried out. Member briefing on tolls 5 Oct. Update report to Navigation Committee 22 Oct and recommendations in report to BA on today's agenda.</p> <p>Jan 2021: Management Team and Section Heads continuing weekly COVID Management Group meetings to review Government guidance and BA financial position and prepare briefings for members, staff and volunteers. Finance report on today's BA agenda setting out the latest financial information.</p>	03/09/2020
The question of a Disclosable Pecuniary Interest regarding the setting of tolls.	29/1/2021	Hilary Slater	The Monitoring Officer offered to obtain a second opinion regarding her advice, previously given, that members who were Directors or Chief Executives of a hire boat company had a Disclosable Pecuniary Interest regarding the agenda item on the setting of navigation charges.	Mar 2021: The Monitoring Officer has given the necessary instructions seeking a second opinion, and is awaiting the further advice.	

Date of report: 09 March 2021

Broads Authority

19 March 2021

Agenda item number 8

Financial performance and direction

Report by Chief Financial Officer

Purpose

This report provides a strategic overview of current key financial issues and items for decision.

Recommended decision

- i. To note the progress of the National Park Grant agreement for 2021/22.
 - ii. To note the income and expenditure figures.
 - iii. To adopt the Capital, Treasury and Investment Strategy.
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1. Introduction

1.1. This report covers three items:

- The National Park Grant agreement for 2021/22 (Section 2);
- Consolidated Income and Expenditure up until 31 January 2021 (Sections 3-7); and
- the Capital, Treasury and Investment Strategy for 2021/22 (Section 8).

2. National Park Grant settlement 2021/22

2.1. Members adopted the consolidated budget at the Broads Authority meeting on 9 February 2021, when it was noted that the National Park Grant settlement was awaited. At the time of writing this remains outstanding, and we will give a verbal update at today's meeting.

3. Overview of actual income and expenditure

Table 1

Actual consolidated income and expenditure by directorate to 31 January 2021

Directorate	Profiled latest available budget £	Actual income and expenditure £	Actual variance £
Income	(6,932,320)	(6,784,904)	- 147,416
Operations	3,388,587	2,841,359	+ 547,228
Strategic Services	1,337,860	1,184,421	+ 153,439
Chief Executive	1,315,967	1,170,722	+ 145,245
Projects, Corporate Items and Contributions from Earmarked Reserves	(47,472)	(48,422)	+950
Net (Surplus) / Deficit	(937,378)	(1,636,824)	+ 699,446

3.1. Core navigation income is below the profiled budget at the end of month ten. The overall position as at 31 January 2021 is a favourable variance of £699,446 or a 74.6% difference from the profiled LAB. This is principally due to:

- An overall adverse variance of £147,416 within income:
 - Hire craft tolls is £96,658 behind the profiled budget.
 - Private craft tolls is £16,259 behind the profiled budget.
 - Short visit and other toll income is £21,183 behind the profiled budget.

- Investment income is £13,316 behind the profiled budget due to the fall in interest rates.
- An underspend within Operations relating to delayed practical works expenditure due to COVID-19. Where savings have been identified and works delayed until 2021/22, these have been reflected in the forecast outturn for 2020/21.
- An underspend within Strategic Services relating to increased planning income, salary savings from delayed recruitment, reduced number of volunteers being out and projects being delayed, all impacts of COVID-19. As with Operations, where savings have been identified and works delayed until 2021/22 these have been reflected in the forecast outturn for 2020/21.
- An underspend within Chief Executive relating to delayed expenditure following COVID-19. These mainly relate to legal and professional fees on prosecutions, lease arrangements and audit fees which at this stage are considered timing differences.
- An adverse variance within reserves relating to delayed capital expenditure caused by COVID-19. The majority of these are considered timing differences with some being transferred to 2021/22.

3.2. The charts at Appendix 1 provide a visual overview of actual income and expenditure compare with both the original budget and the LAB.

4. Latest available budget

4.1. The Authority's income and expenditure is monitored against the latest available budget (LAB) for 2020/21. The LAB is based on the original budget for the year, with adjustments for known and approved budget changes such as carry-forwards and budget virements. Full details of movements from the original budget are set out in Appendix 2.

Table 2

Adjustments to Consolidated LAB

Item	Authorisation reference	Amount £
Original consolidated budget deficit 2020/21	Broads Authority 31/01/2020 Agenda item number 12	153,518
Approved carry-forwards from 2019/20	Broads Authority 22/05/2020 Agenda item number 9	111,981
LAB as at 31 January 2021	n/a	265,499

4.2. The LAB therefore provides for a consolidated deficit of £265,499 in 2020/21 as at 31 January 2021.

4.3. Due to the huge degree of uncertainty at the start of the COVID-19 outbreak, the decision was made not to adjust the LAB but to focus on the forecast outturn.

5. Overview of forecast outturn 2020/21

5.1. Budget holders have been asked to comment on the expected income and expenditure at the end of the financial year in respect of all budget lines for which they are responsible.

5.2. As at the end of January 2021, the forecast indicates that:

- The total forecast income is £6,818,178
- Total expenditure is forecast to be £6,877,491
- The resulting deficit for the year is forecast to be £59,313.

5.3. The forecast outturn remains unchanged from the last report to the Authority in February.

6. Reserves

Table 3

Consolidated earmarked reserves

Reserve name	Balance at 1 April 2020 £	In-year movements £	Current reserve balance £
Property	(663,487)	(1,796)	(665,283)
Plant, Vessels and Equipment	(349,280)	124,011	(225,269)
Premises	(246,701)	33,724	(212,977)
Planning Delivery Grant	(220,082)	3,185	(216,897)
Upper Thurne Enhancement	(146,317)	6,529	(139,788)
Section 106	(43,561)	5,008	(38,553)
Heritage Lottery Fund	(11,955)	235,644	223,689
Catchment Partnership	(75,185)	(6,398)	(81,583)
CANAPE	(311,844)	96,070	(215,774)

Reserve name	Balance at 1 April 2020 £	In-year movements £	Current reserve balance £
Computer Software	(21,770)	937	(20,833)
UK Communications	(28,140)	(19,267)	(47,407)
Total	(2,118,322)	477,647	(1,640,675)

- 6.1. Items funded from the Plant, Vessels and Equipment reserve include two replacement vehicles, a second hand JCB telehandler, mini excavator and NATO floats. Items funded from the Premises reserve relate to COVID-19 expenditure.
- 6.2. £823,401 of the current balance relates to Navigation reserves.

7. Summary

- 7.1. The current forecast position for the year suggests a deficit of £32,712 for the National Park side and a deficit of £26,601 on Navigation, resulting in an overall deficit of £59,313 within the consolidated budget. This compares to the budgeted deficit of £265,499 and represents 0.9% of expenditure. This would indicate a general fund balance of £1,081,748 and a Navigation reserve balance of £516,599 at the end of 2020/21 before any transfer of interest. This will mean both reserves will remain above the minimum level of net expenditure.

8. Annual Capital, Treasury and Investment Strategy

- 8.1. The Prudential Code for capital finance in local authorities requires local authorities, including the Broads Authority, to prepare an Annual Investment and Treasury Strategy. This strategy must be approved, before the start of each financial year, by the full Authority.
- 8.2. Due to the Authority's purchase of the dredging operation from May Gurney, financed by a loan from the Public Works Loan Board (PWLb), the Annual Treasury and Investment Strategy needs to take account of the prudential indicators required by the Prudential Code.
- 8.3. The Prudential Code aims to ensure that the capital investment plans are affordable, prudent and sustainable. A further key objective is to ensure that treasury management decisions are taken in accordance with good professional practice.
- 8.4. The Annual Treasury, Investment and Capital Financing Strategy includes the key prudential indicators necessary for an authority that has borrowing. The prudential indicators are designed to support and record local decision making in a publicly accountable manner. At the beginning of each year, estimates for the prudential indicators are set and agreed by members. The actual indicators are then compared to the estimates once the annual accounts are produced in May each year.

- 8.5. The Annual Capital, Treasury and Investment Strategy for 2021/22 is attached at Appendix 3 for members' consideration. A draft was reviewed by the Audit and Risk Committee on 2 March, and changes agreed by the Committee are shown as track changes in the appended strategy. In addition, a member queried the repayment of the PWLB due to the fall in interest rates. Due to the early repayment fee, it remains the case that not repaying the loan early is the lowest cost option.
- 8.6. The strategy has been updated to reflect current holdings in paragraph 3.1. Paragraph 4.2 highlights the impact of the introduction of IFRS 16 Leases on the Authority. The introduction of this standard has been delayed by CIPFA for the last two financial years. Where leases are included under the adoption of IFRS 16, this will increase the Authority's assets as well as its other long-term liabilities (borrowings). As a result, the authorised level of debt may need to increase for years beyond 2021/22. An analysis of the effect will be produced as part of the Statement of Accounts. Where amounts need to be revised as part of this analysis, these will be reported back to the Broads Authority at the earliest opportunity.
- 8.7. Capital borrowing powers are reviewed on an annual basis as part of the budgeting process. However, in practice long term borrowing is limited to the acquisition of the dredging operation from May Gurney.
- 8.8. There are no additional financial implications for the Authority as a result of this report as the expenditure proposed, including the loan interest and capital repayments to the Public Works Loan Board, have been incorporated into approved budgets.

Author: Emma Krelle

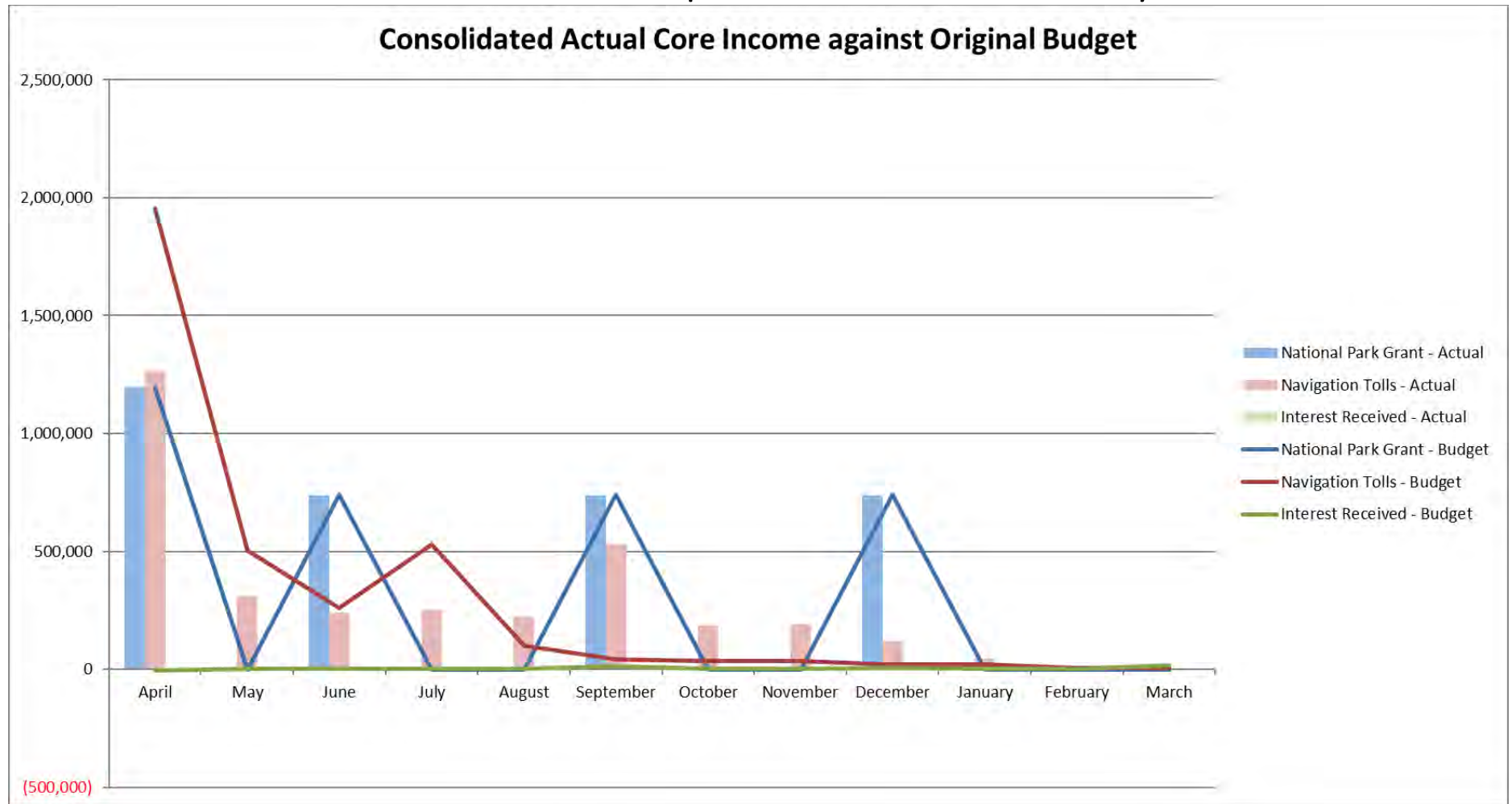
Date of report: 04 March 2021

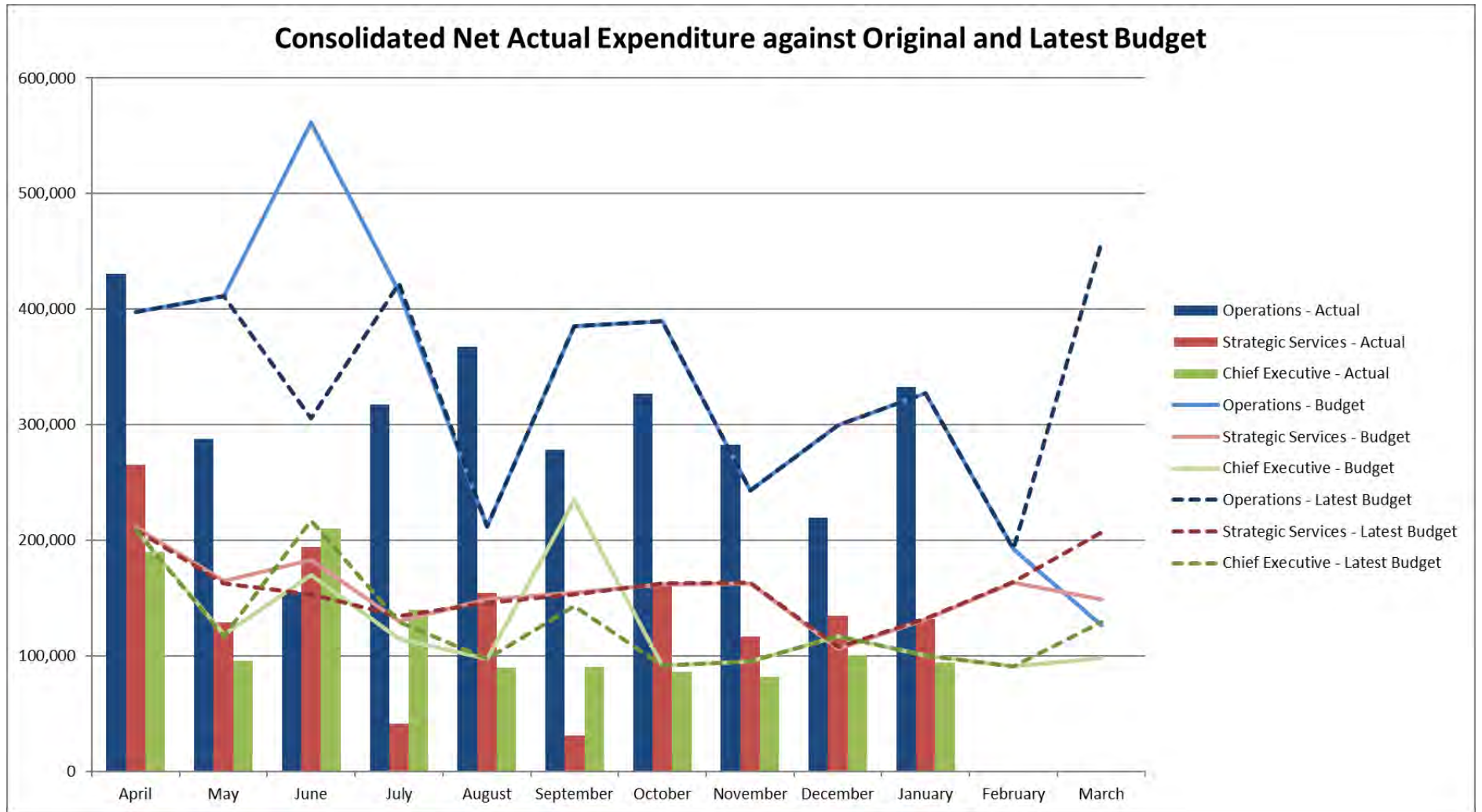
Appendix 1 – Consolidated actual income and expenditure charts to 31 January 2021

Appendix 2 – Financial monitor: Consolidated income and expenditure 2020/21

Appendix 3 – Appendix 3 – Capital, Treasury and Investment Strategy 2021/22

Appendix 1 – Consolidated actual income and expenditure charts to 31 January 2021





Appendix 2 – Financial monitor: Consolidated income and expenditure 2020/21

Table 1

Income

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Total Income	(6,960,178)	0	(6,960,178)	(6,818,178)	-142,000
National Park Grant	(3,414,078)	0	(3,414,078)	(3,414,078)	0
Hire Craft Tolls	(1,199,000)	0	(1,199,000)	(1,104,000)	-95,000
Private Craft Tolls	(2,244,000)	0	(2,244,000)	(2,224,000)	-20,000
Short Visit Tolls	(43,000)	0	(43,000)	(35,000)	-8,000
Other Toll Income	(19,100)	0	(19,100)	(19,100)	0
Interest	(41,000)	0	(41,000)	(22,000)	-19,000

Table 2
Operations

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Operations	4,141,314	82,938	4,224,252	3,818,664	405,588
Construction and Maintenance Salaries	1,291,720	0	1,291,720	1,271,460	20,260
Salaries	1,291,720	0	1,291,720	1,271,460	20,260
Expenditure	0	0	0	0	0
Equipment, Vehicles & Vessels	536,800	0	536,800	439,300	97,500
Income	0	0	0	0	0
Expenditure	536,800	0	536,800	439,300	97,500
Water Management	103,670	13,000	116,670	99,980	16,690
Income	0	0	0	0	0
Expenditure	103,670	13,000	116,670	99,980	16,690
Land Management	(45,086)	0	(45,086)	(39,586)	-5,500
Income	(103,796)	0	(103,796)	(103,796)	0
Expenditure	58,710	0	58,710	64,210	-5,500
Practical Maintenance	510,560	69,938	580,498	438,015	142,483
Income	(9,000)	0	(9,000)	(9,000)	0
Expenditure	519,560	69,938	589,498	447,015	142,483

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Waterways and Recreation Strategy	45,360	0	45,360	48,225	-2,865
Income	0	0	0	0	0
Salaries	36,360	0	36,360	36,600	-240
Expenditure	9,000	0	9,000	11,625	-2,625
Ranger Services	864,960	0	864,960	842,090	22,870
Income	0	0	0	0	0
Salaries	718,260	0	718,260	695,390	22,870
Expenditure	145,550	0	145,550	145,550	0
Pension Payments	1,150	0	1,150	1,150	0
Safety	148,970	0	148,970	118,490	30,480
Income	(1,500)	0	(1,500)	(1,500)	0
Salaries	61,670	0	61,670	58,690	2,980
Expenditure	88,800	0	88,800	61,300	27,500
Premises	230,910	0	230,910	145,910	85,000
Income	(1,000)	0	(1,000)	(1,000)	0
Expenditure	231,910	0	231,910	146,910	85,000
Premises - Head Office	258,880	0	258,880	258,880	0
Income	0	0	0	0	0

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast outturn variance (Consolidated) £
Expenditure	258,880	0	258,880	258,880	0
Project Funding	61,860	0	61,860	61,860	0
Expenditure	50,000	0	50,000	50,000	0
Pension Payments	11,860	0	11,860	11,860	0
Operations Management and Administration	132,710	0	132,710	134,040	-1,330
Salaries	124,710	0	124,710	126,040	-1,330
Expenditure	8,000	0	8,000	8,000	0

Table 3
Strategic Services

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Strategic Services	1,608,275	29,043	1,637,318	1,601,683	35,635
Development Management	396,170	0	396,170	349,685	46,485
Income	(74,500)	0	(74,500)	(85,000)	10,500
Salaries	407,970	0	407,970	373,505	34,465
Expenditure	57,900	0	57,900	56,380	1,520
Pension Payments	4,800	0	4,800	4,800	0
Strategy and Projects Salaries	266,785	4,534	271,319	264,654	6,665
Salaries	148,770	0	148,770	145,430	3,340
Expenditure	118,015	4,534	122,549	119,224	3,325
Biodiversity Strategy	11,870	0	11,870	11,870	0
Income	(43,823)	0	(43,823)	(43,823)	0
Expenditure	55,693	0	55,693	55,693	0
Human Resources	139,230	0	139,230	137,726	1,504
Salaries	78,260	0	78,260	93,750	-15,490
Expenditure	60,970	0	60,970	43,976	16,994
Volunteers	73,480	0	73,480	58,810	14,670

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Salaries	48,230	0	48,230	48,560	-330
Expenditure	25,250	0	25,250	10,250	15,000
Communications	327,650	24,509	352,159	352,469	-310
Income	(112,880)	0	(112,880)	(113,480)	600
Salaries	336,060	0	336,060	338,370	-2,310
Expenditure	104,470	24,509	128,979	127,579	1,400
Visitor Centres and Yacht Stations	284,780	0	284,780	317,609	-32,829
Income	(174,100)	0	(174,100)	(123,296)	-50,804
Salaries	356,330	0	356,330	348,960	7,370
Expenditure	102,550	0	102,550	91,946	10,604
Strategic Services Management and Administration	108,310	0	108,310	108,860	-550
Salaries	104,310	0	104,310	105,110	-800
Expenditure	4,000	0	4,000	3,750	250

Table 4

Chief Executive

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Chief Executive	1,536,267	0	1,536,267	1,490,184	46,083
Legal	97,500	0	97,500	97,500	0
Income	(2,500)	0	(2,500)	(2,500)	0
Expenditure	100,000	0	100,000	100,000	0
Governance	297,884	0	297,884	261,494	36,390
Income	0	0	0	0	0
Salaries	171,620	0	171,620	161,240	10,380
Expenditure	126,264	0	126,264	100,254	26,010
Chief Executive	122,240	0	122,240	121,922	318
Salaries	117,490	0	117,490	118,360	-870
Expenditure	4,750	0	4,750	3,562	1,188
Asset Management	153,293	0	153,293	128,613	24,680
Income	(23,000)	0	(23,000)	(23,000)	0
Salaries	46,220	0	46,220	46,540	-320
Expenditure	130,073	0	130,073	105,073	25,000
Finance and Insurance	390,550	0	390,550	391,680	-1,130

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Salaries	165,040	0	165,040	166,170	-1,130
Expenditure	225,510	0	225,510	225,510	0
Collection of Tolls	146,440	0	146,440	147,380	-940
Salaries	135,240	0	135,240	136,180	-940
Expenditure	11,200	0	11,200	11,200	0
ICT	328,360	0	328,360	341,595	-13,235
Salaries	194,860	0	194,860	196,220	-1,360
Expenditure	133,500	0	133,500	145,375	-11,875

Table 5

Projects and Corporate items

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Projects and Corporate Items	200,487	0	200,487	246,537	-46,050
HLF / CANAPE	76,987	0	76,987	115,537	-38,550
Income	(598,083)	0	(598,083)	(601,123)	3,040
Salaries	158,640	0	158,640	163,530	-4,890
Expenditure	516,430	0	516,430	553,130	-36,700
Corporate Items	123,500	0	123,500	131,000	-7,500
Expenditure	3,500	0	3,500	11,000	-7,500
Pension Payments	120,000	0	120,000	120,000	0

Table 6

Contributions from earmarked reserves

Row labels	Original budget (Consolidated) £	Budget adjustments (Consolidated) £	Latest available budget (Consolidated) £	Forecast outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Total Contributions from Earmarked Reserves	(372,647)	0	(372,647)	(279,577)	-93,070
Earmarked Reserves	(372,647)	0	(372,647)	(279,577)	-93,070
Expenditure	(372,647)	0	(372,647)	(279,577)	-93,070

Table 7

Net (Surplus) / Deficit

Row labels	Original Budget (Consolidated) £	Budget Adjustments (Consolidated) £	Latest Available Budget (Consolidated) £	Forecast Outturn (Consolidated) £	Forecast Outturn Variance (Consolidated) £
Grand Total	153,518	111,981	265,499	59,313	206,186

Capital, treasury and investment strategy 2021/22

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Capital Strategy

1. Introduction

- 1.1. The update of CIPFA's Prudential Code in December 2017 and Capital Finance guidance notes in September 2018 introduced the need for Local Authorities to have a Capital Strategy from 2019/20. It is intended to provide a high level overview of how capital expenditure, capital financing and treasury management contribute to the provision of services and how the risks of these activities is managed and what impact it may have for future financial sustainability.
- 1.2. The Capital Strategy will be renewed annually. Monitoring and approval of the strategy will remain with the Authority.
- 1.3. The Capital Strategy provides a link between The Broads Plan, Strategic Priorities, the Asset Management Strategy and the Financial Strategy.
- 1.4. The current Broads Plan covers the period of 2017-2022. It is a partnership strategy for the whole of the Broads and sets out guiding actions not just for the Authority but all partners. Its success very much depends on a common vision, strong partnership working and the best use of shared resources. The plan is available on the website including a six monthly newsletter which provides updates on progress.
- 1.5. The Authority's Strategic priorities are set annually by the members in line with objectives in the Broads Plan. Progress against the Strategic priorities is reported regularly to the Broads Authority and details can also be found on the website.
- 1.6. The Asset Management Strategy sets out the Authority's practices and procedures which have been established to ensure that the Authority's land, property and other assets are managed and maintained as effectively as possible. It also sets out a series of key principles which will be adhered to in the management of the asset base and guidance on the procurement and disposal of land and property. A copy is also available on the website.
- 1.7. The annual Budget and Financial Strategy includes capital expenditure for the forthcoming year and the following two financial years. The earmarked reserves appendix identifies what capital expenditure will be funded in each year. Although the later years are based on the replacement programmes the last two financial years should be seen as estimates. These estimates maybe updated as a result of refining the costings during budget setting for those years.

2. Core principles

- 2.1. All capital expenditure and investment decisions will be affordable, prudent and sustainable.
- 2.2. Decisions to invest or dispose of capital items will comply with the Authority's delegated powers, standing orders and financial regulations.
- 2.3. Capital expenditure will reflect the aspirations set out in the Broads Plan and the Strategic Priorities.
- 2.4. New areas of major capital expenditure (£250,000 plus) will be supported by a fully costed appraisal over the lifetime of the scheme and incorporated into the annual budget. Risks will be fully considered, not just during initiation but over the lifetime of the asset including its potential disposal.

3. Capital expenditure

- 3.1. Whilst other Local Authorities have large capital expenditure programmes to fund housing and regeneration projects the Authority's expenditure remains modest and focuses on operational need. Items of major capital expenditure are identified through the Asset Management Strategy replacement programme and as part of the budget setting process. Items of expenditure over £5,000 that have a useful economic life of more than one financial year are classified as capital expenditure.
- 3.2. Capital Expenditure can be funded via a number of methods. These include revenue budgets, earmarked reserves, finance leases, long term borrowing and capital receipts. All capital expenditure on physical assets is held on the Balance Sheet under Property, Plant and Equipment. At the end of 2019/20 the value of these items was £4.5m, of which £128k was funded by finance leases.
- 3.3. Traditionally revenue budgets tend to fund the smaller items such as tools and equipment. However larger Navigation items can be funded through revenue as a result of tolls setting. For 2018/19 the level of tolls was increased to facilitate the purchase of Tree Shears. In 2017/18 the moorings maintenance programme was rescheduled to enable the purchase of Acle Bridge moorings from revenue. The ongoing maintenance of assets is funded by revenue budgets and is not capitalised. Cost estimates are made on the basis of forecast maintenance required to keep assets in operational use.
- 3.4. Through identification of the Asset Management Strategy annual contributions are made from the revenue budget to the earmarked reserves to cover the cost of future replacements. Balances are built up and then drawn down in future years. Replacement costs are regularly monitored to ensure that the contributions remain

appropriate to the earmarked reserves. Where adjustments are required this will be forward to the Authority as part of the annual budget setting process.

- 3.5. Although long term borrowing remains an option to the Authority it is not regularly utilised for capital expenditure. At the end of 2019/20 the balance sheet contained one long term loan which had an outstanding balance of £123k. Further details can be found in the Treasury Management Policy Statement on borrowing principles (section 2.3).
- 3.6. The Authority currently holds one capital receipt following the disposal of Ludham Fieldbase in August 2018. Capital receipts can be used to fund new capital expenditure or the repayment of debt. It is currently being held on the balance sheet. New long term capital projects will consider utilising this balance.

4. Short, medium and long term capital priorities

Short and medium term priorities (1-3 Years)

- 4.1. The Authority's short to medium term priorities is delivering the asset replacements detailed within the Asset Management Strategy and Earmarked reserves. The focus is on continued operations but with the potential to remain flexible as new opportunities for efficient working arise or if urgent items arise. Replacement items to be funded over the next three years include vehicles, excavators, wherries and Ranger launches. All of which will be funded from the Earmarked reserves.
- 4.2. It is expected that during the short to medium term that the potential options around Visitor Services and facilities will be explored. As options for improvements at existing site or new sites are developed these will be brought back to members with a business case. The key issue for new sites remains initial funding which will be explored through potential funding bids and partnership. As this progresses papers highlighting risks will be taken to the Authority for members to make the final decision.
- 4.3. The use of reserves other than earmarked reserves will require approval from the Authority. The impact of loss of investment income will need to be offset by the benefits of such a capital project.

Long term priorities (4 years plus)

- 4.4. The Authority's long term priorities will be shaped by future funding agreements received from DEFRA in the form of National Park Grant and potential toll increases. Reductions to either forms of income could impact the potential to replace assets as they near the end of their useful lives and ongoing maintenance programmes. Long term priorities, will need to ensure that they will generate income to fund their upkeep and any reduction in investment income.

- 4.5. Larger items of equipment such as the wherries and launches can be operational anywhere between 20 and 50 years. It is essential that their ongoing maintenance is incorporated into the revenue budget and the contributions to the earmarked reserves continue.
- 4.6. The moorings refurbishment programme remains a key area of maintenance to ensure that moorings remain safe to use by the public. Where the Authority is responsible for future piling and upkeep it will seek to own sites or minimise rental payments in recognition for this ongoing responsibility.

5. Risk appetite

- 5.1. The Authority's risk appetite towards capital expenditure remains low and will be based around the core principles. Funding of capital items will continue mainly through existing resources but on occasion finance leases or other borrowing maybe appropriate. Borrowing principles are set out in the Treasury Strategy (section 2.2) and the forecast of capital expenditure and borrowing limits is in the Investment Strategy (section 4).
- 5.2. The Authority recognises the importance of ensuring that all staff involved in the capital strategy are equipped to undertake the duties and responsibilities allocated to them. Recruitment of vacant posts will reflect this position and training opportunities will be identified through the annual Individual Performance Review (IPR).
- 5.3. It is recognised decisions surrounding land and buildings carry a higher degree of risk. Where opportunities arise of acquisition or disposal the Authority will make use of its property consultants and legal advisers to ensure these risks are fully understood.

Treasury strategy

1. Introduction

- 1.1. Both CIPFA's Treasury Management Code of Practice (2017 Edition) and the Prudential Code requires the Authority to produce a strategy which explains the Authority's borrowing and investment activities and the effective management and control of those risks. This strategy seeks to incorporate the best practice recommendations from this guidance whilst also bearing in mind the Guidance for Smaller Public Service Organisations (2014 Edition).

2. Treasury management policy statement

- 2.1. The Authority defines its treasury management activities as:

- The Management of the organisation's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; the pursuit of optimum performance consistent with those risks and any financial instruments entered into to manage these risks.
- The Authority regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation, and any financial instruments entered into to manage these risks.
- The Authority acknowledges that effective treasury management will provide support towards the achievement of its strategic objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance management techniques, within the context of effective risk management.

Borrowing principles

- 2.2. The Authority intends to fund all of its capital expenditure from either its earmarked reserves, capital receipts or from its revenue accounts. However if any of those accounts hold insufficient funds borrowing maybe considered.
- 2.3. The Authority currently has one long term loan from the Public Works Loan Board (PWLb) that was utilised to purchase the dredging operation from May Gurney in November 2007 for £290,000. This is to be paid over a 20 year period at a fixed interest rate of 4.82%. Repayments are incorporated into the revenue budget. The Authority also has the option to enter into finance leases to purchase capital items. Typically this has included the purchase of large pieces of equipment such as the

JCB, the Doosan excavator and the concrete pump. International Financial Reporting Standards include these types of leases as borrowing due to the risk and reward of the asset transferring to the Authority. During 2020 the Authority took out a short term loan from the PWLB for £105,000 to fund the purchase of a new excavator. This is to be repaid over 5 years at a fixed interest rate of 2%. This was considered the most cost effective form of borrowing when compared to a finance lease.

- 2.4. If additional borrowing was deemed necessary following committee consultation then the Authority would need to minimise the costs to the revenue budgets including future year repayments and undertake new borrowing at the cheapest cost.

Investment principles

- 2.5. The Authority's main objective is the prudent investment of its treasury balances. The main priorities are the security of capital and the liquidity of its investments. It will be only after these have been satisfied that it will aim to achieve optimum return on its investments. The Authority will not engage in borrowing purely to invest or to on-lend to make a return. Such activity is considered unlawful.

Treasury management practices

Risk management

- 2.6. The Authority adopts a low risk appetite to its treasury management but is not totally risk averse. It will invest with other institutions with appropriate credit ratings rather than just making use of government deposits. If additional borrowing should be required it will seek to borrow on a fixed rate basis to build in assurance for future year liabilities.
- 2.7. As part of the Authority's corporate and directorate risk registers risks are monitored and managed on a regular basis. This includes investment risks. Corporate risks are reported at least twice a year to the Audit and Risk Committee. Responsible Officers review these throughout the year and are discussed at Directorate meetings.
- 2.8. Risks specific to treasury management include:
- **Credit and Counterparty:** The main objective of the Authority is to secure the principal sum it invests and therefore takes a prudent approach as to whom it invests funds with. This is limited to organisations who meet minimum criteria and is covered in more detail within the investment strategy. The Authority also faces this risk through the default of its debtors. Payment terms are limited to 30 days or where appropriate payment is asked for in advance. Corrective action is taken as required to secure outstanding debts. Bad debts are kept to a minimum.

- **Liquidity:** The Authority will maintain adequate cash balances and borrowing arrangements to enable it to achieve its strategic objectives. The Authority will only borrow in advance of need where there is a clear business case to do so and will only do so for the current capital programme. Debt repayments are included in the annual revenue budget.
- **Interest rate:** The Authority will manage its exposure to fluctuations to interest rate risks in line with its budgets. It will achieve this through the prudent use of its approved instruments, methods and techniques to create stability and certainty of costs and revenues, whilst remaining sufficient flexibility to take advantage of unexpected changes to interest rates. The Authority will limit fixed term deposits to a period of no longer than one year to limit risks to liquidity.
- **Exchange rate:** The Authority will manage its exposure to fluctuations in exchange rates to minimise any impact on its budgeted income/expenditure levels. External advice will be sought to manage this in the most appropriate way as it could have a significant impact; this is particularly important in regards to EU grants.
- **Inflation:** The Authority will keep under review the sensitivity of its treasury assets and liabilities to inflation, and will seek to manage the risk accordingly in the context of the whole Authority's inflation exposures.
- **Re-financing:** If the Authority was in a position to re-finance its borrowing it will ensure that such arrangements are negotiated, structured and documented and the maturity profile of the monies so raised are managed, with a view to obtaining offer terms for renewal or re-financing. These will be competitive and as favourable to the organisation that can be reasonably achieved in the light of market conditions at the time. It will manage its relationships with its counterparties to secure this objective and will avoid the over reliance on any one source of funding if this might jeopardise achievement of the above.
- **Legal and regulatory:** The Authority will ensure all of its treasury management activities comply with its statutory powers and regulatory requirements. The Authority recognises that future legislative or regulatory changes may impact on its treasury management activities and, so far as reasonable to do so, will seek to minimise any adverse risks.
- **Fraud, error and corruption, and contingency management:** The Authority will ensure that it has identified the circumstances which may expose it to the risk of loss through fraud, error or corruption. It will employ suitable systems and procedures to ensure segregation of duties, and will maintain effective contingency management arrangements to do so. In addition, the Authority holds

Fidelity Guarantee Insurance with Zurich Municipal as part of its overall insurance management arrangements.

- **Price:** The Authority will seek to ensure that its stated treasury management policies and objectives will not be compromised by adverse market fluctuations in the value of the principal sums it invests, and will accordingly seek to protect itself from such fluctuations.

Performance measurement

- 2.9. Treasury management will be subject to regular review of its value for money and if other alternative methods of delivery will become more appropriate. The Audit and Risk Committee will receive reports twice a year detailing performance. It will also review the Treasury Strategy prior to the Authority meeting which remains responsible for its adoption. Further details of those performance measures are included within the Investment Strategy.

Decision making and analysis

- 2.10. The Authority will maintain full records of its treasury management decisions, and of the processes and practices applied in reaching those decisions, both for the purposes of learning from the past, and for demonstrating that reasonable steps have been taken to ensure that all issues relevant to those decisions were taken into account at that time.

Approved instruments, methods and techniques

- 2.11. The Authority will undertake its treasury management activities by employing instruments, methods and techniques as detailed in the Investment Strategy.

Organisation, clarity & segregation of responsibilities, and dealing arrangements

- 2.12. In order for there to be effective control and risk management it is essential that there is clear segregation of duties. This will be subject to regular review by Internal Audit as part of its key control test. If at any time there is a lack of resources that does not allow this, it will be reported to the Audit and Risk Committee. Such duties are detailed in the Finance department's job descriptions and are reviewed annually.
- 2.13. The Chief Financial Officer is responsible for the development of the strategy, whilst cash flow monitoring is undertaken by the Senior Finance Assistant and reviewed by the Chief Financial Officer. The Chief Financial Officer will remain responsible for identifying appropriate counter parties in line with agreed criteria. Funds to be transferred will be carried out by the Senior Finance Assistant and Financial Accountant following approval by the Chief Financial Officer. All funds will be automatically transferred back into the Authority's main bank account.

Reporting requirements and management information

- 2.14. The Chief Financial Officer will prepare regular reports for consideration on the implementation of its policies, decisions taken and transactions executed. The reports will also consider the impact of any changes on the budget or other regulatory, economic and market factors.
- 2.15. The Broads Authority will receive an annual report on the strategy and the plan for the coming year. The Audit and Risk Committee will review this strategy and receive a mid-year review and an annual report on activity over the last year. Any impact on investment income will be reported throughout the year to the Broads Authority as part of its Finance Performance and Direction reports.

Budgeting, accounting and audit arrangements

- 2.16. The Chief Financial Officer will prepare the annual budget which will include the costs of the treasury function as well as the investment income as deemed by statute and regulation. The Chief Financial Officer will be responsible for exercising control over these items and will report any changes as required as detailed above.

Cash and cash flow management

- 2.17. The Chief Financial Officer will be responsible for all monies in the hands of the Authority and will be reviewed for cash flow and investment management purposes. Cash flow projections will be prepared on a regular and timely basis to ensure that liquidity risk is monitored. This will be undertaken on a weekly basis by the Senior Finance Assistant and reviewed by the Chief Financial Officer. This weekly forecast will also look at predictions for the current month. Annual cash flow predictions will be prepared by the Chief Financial Officer following preparation of the annual budget.

Money laundering

- 2.18. The Authority is aware that it may become the subject of an attempt to involve it in a transaction involving the laundering of money. Further details can be found in the Authority's Counter Fraud, Bribery and Corruption policy and its Financial Regulations. Copies are available to all staff on the Intranet.

Training and qualifications

- 2.19. The Authority recognises the importance of ensuring that all staff involved in the treasury management are equipped to undertake the duties and responsibilities allocated to them. Recruitment of vacant posts will reflect this position and training opportunities will be identified through the annual Individual Performance Review (IPR).

- 2.20. The Chief Financial Officer will ensure that the Audit and Risk Committee who have treasury management/scrutiny responsibilities have access to training relevant to their needs and responsibilities.

Use of external providers

- 2.21. The Authority recognises that responsibility for treasury management decisions remain with the Authority at all times. It recognises that there may be value in employing external providers in order to access specialist skills and resources. However the use of external providers is not currently used based on the Authority's limited amount of surplus funds and the costs associated. If this position changed it would ensure a full evaluation had been undertaken as to the costs and benefits through the Authority's Standing Orders.

Corporate Governance

- 2.22. Treasury Management activities will be undertaken with openness and transparency, honesty, integrity and accountability. This together with the other arrangements detailed in the Investment Strategy are considered vital to the achievement of proper corporate governance in treasury management. The Chief Financial Officer will monitor and report upon the effectiveness of these arrangements.

Management practices for non-treasury investments

- 2.23. The Authority recognises that investment in other financial assets and property primarily for financial return, taken for non-treasury management purposes, requires careful investment management. Such activity includes loans supporting service outcomes, investments in subsidiaries, and investment property portfolios.
- 2.24. The Authority will ensure that all investments are covered in the investment strategy, and will set out, where relevant, the Authority's risk appetite and specific policies and arrangements for non-treasury investments. It will be recognised that the risk appetite for these activities may differ from that for treasury management. Where the Authority holds non-treasury investments a schedule of these types of investments will be included.

Annual Investment Strategy 2021/22

This strategy builds on those principles and practices as laid out in the Treasury Management Strategy. It continues to give priority to the security of capital and liquidity before returns are considered.

The Authority will continue to invest in Sterling.

1. Specified investment

- 1.1. These investments are made in Sterling and have a duration of 1 year or less. Typically, these are low risk investments due to being made with high credit rating bodies, examples include:
 - UK government or local authorities;
 - UK/European banks and building societies
 - Money Market funds (AAA rated by credit rating agency)
 - Debt Management Agency deposit facility
- 1.2. This list is not exhaustive but highlights where the Authority is most likely to place its funds.
- 1.3. To mitigate against the risks of credit and counterparty the Authority will only seek investments with bodies that have at least a short term rating of F-1 as stated by Fitch credit ratings.
- 1.4. The Authority will monitor these ratings monthly through online credit watches and use these to determine any new investments. This may mean those failing to meet the criteria will be removed from the list, whilst those new counterparties who do may be added. Other market information including the financial press will be monitored.

2. Non-specified investments

- 2.1. These investments tend to be any other type of permitted investment which have durations of more than a year. This also includes equity-type investments. At this point the Authority does not consider these types of investments as appropriate but may do so in the future if surplus funds permit.
- 2.2. Longer term investments will only be considered with those institutions that have a Fitch credit rating of A (+/-). [In addition institutions ethical and environmental activities will also be taken into consideration to compliment the Authority's strategic objectives, including responding to climate change and sustainability.](#)

- 2.3. The Authority will seek proper advice and will consider that advice when entering into arrangements on derivatives to ensure that it fully understands those products.

3. Liquidity

- 3.1. The Authority will seek to try and spread its investments to avoid over reliance on one institution. This is currently split between the Authority's current account provider (Barclays) and a fixed term deposit with Lloyds. The impact of CODI-19 has meant that interest rates have plummeted and the majority of funds are now held at Barclays to secure the best interest rates available. Funds held at Barclays are automatically swept each day into its Business Premium. This facility is instant access. Based on its cash flow forecasts the Authority anticipates that its cash balances will range between £4m and £7m.

Current Holdings as at 31/01/21

Counterparty	Holding/ Investment	Interest rate	Investment date	Maturity date
Lloyds Fixed Term	1,000,000	1.05%	04/03/20	03/03/21
Barclays Notice Account	2,500,000	Base rate + 0.25%	n/a	95 days' notice
Barclays Notice Account	500,000	Base rate	n/a	32 days' notice
Barclays Premium Account	864,000	0%	n/a	Instant access

4. Capital financing (borrowing) principles

- 4.1. The following table shows the current forecast for capital expenditure for the next three years. Commentary is also provided below.

Prudential indicator 2021/22-2023/24

Prudential indicator	2021/22	2022/23	2023/24
Estimate of capital expenditure	£390,000	£400,000	£320,000
Authorised limit for external debt	£500,000	£500,000	£500,000
Operational Boundary	£400,000	£400,000	£400,000

- 4.2. Although the Authority's forecast level of debt is set to reduce over the next 3 years it is considered prudent to maintain the existing limits due to the introduction of IFRS 16. This new accounting standard will be adopted from 2021/22 and will impact on leases held by the Authority. The introduction will also increase the Capital

Financing Requirement (CFR). Currently only Finance Lease liabilities (where the risk and reward are transferred to the Authority) are held on the balance sheet.

Operating leases (where the risk and reward does not transfer to the Authority) are currently not included. The introduction of IFRS 16 removes the distinction between the two and is based on right of use. The most significant Operating Lease for the Authority is Yare House.

- 4.3. The use of reserves to finance capital expenditure will have an impact on level of investments. However budgeted contributions to earmarked reserves should mitigate this as well as the sale of assets. The table below shows estimates of year end balances for each resource.

Estimated year end reserves 2021/22-2023/24

Estimated Year-End reserves	2021/22	2022/23	2023/24
General and Navigation Reserves	£1,251,000	£1,137,000	£968,000
Earmarked Reserves	£2,133,000	£2,225,000	£2,361,000
Capital Receipts Reserve	£405,000	£405,000	£405,000
Total Investments 31 March	£3,789,000	£3,767,000	£3,734,000

Affordability

- 4.4. The prudential code indicator for affordability asks the Authority to estimate the ratio of financing costs to net revenue stream. The Authority’s current borrowing consists of the Public Works Loan Board (PWLB) loans and Finance leases. The first PWLB Loan was to finance the acquisition of the dredging operation from May Gurney, the financing costs have a zero effect on the bottom line of navigation income and expenditure as the dredging operation (financing costs and ongoing running cost including any additional capital expenditure) are less than or equal to the cost paid to contract out to May Gurney in the past. Finance lease repayments are also charged directly to the revenue budget. Whilst both of these remain less than 0.4% of National Park Grant and Navigation income it is felt that this indicator is not appropriate for use by the Authority in this instance. Any increases to debt will require this indicator to be reviewed.

External debt

- 4.5. Prudential indicators in respect of external debt must be set and revised taking into account their affordability. It is through this means that the objective of ensuring that external debt is kept within sustainable, prudent limits is addressed year on year.

- 4.6. Therefore, the Authority will at this time only borrow to finance the capital expenditure incurred on the acquisition of the dredging operation from May Gurney.

Authorised limit

- 4.7. The Authority will set for the forthcoming financial year and the following two financial years an authorised limit for its total external debt, separately identifying borrowing from other long-term liabilities (excluding pension liability and government grants deferred). It should be noted that the Authority does not have any other long-term liabilities at present or plans to have any in the future. This prudential indicator is referred to as the authorised limit and is shown in the table above.

Operational Boundary

- 4.8. The authority will set for the forthcoming financial year and the following two financial years an operational boundary for its total external debt. This Prudential indicator is referred to as the operational boundary and is shown in the table above. The operational boundary is based on the Authority's estimate of most likely, i.e. prudent, but not worst case, scenario.

Capital expenditure

- 4.9. The Authority will make reasonable estimates of the total of capital expenditure that it plans to incur during the forthcoming financial year and at least the following two financial years. This Prudential indicator will be referred to as estimate of capital expenditure and is included in the table above.

Treasury management

- 4.10. The Prudential Code requires authorities to set upper limits for its exposure to the effects of changes in interest rates. However, as explained above under paragraph 4.4, the current borrowing costs will be not be an additional cost to the Authority. The Authority has borrowed at a fixed interest rate, thus reducing its exposure to changes in interest rates. This Prudential indicator is therefore not considered necessary in this instance.
- 4.11. There remains a small risk to the Authority in using fixed term deposits that interest rates may increase in the short term. However, given the historic low interest rates on offer following the financial crisis any increase in rates is likely to be slow. By minimising fixed term deposits to a minimum of 1 year and staggering them it will allow the Authority to take advantage of any increase as funds become available for re-investment. Funds in instant access will be able to take advantage of any increase in rates.

Maturity structure of borrowing

- 4.12. The Prudential Code requires authorities to set upper and lower limits with respect to the maturity structure of its borrowing. However, as the Authority only has a single long term loan this indicator is not considered relevant.

5. Non-treasury investments

- 5.1. Previously the Authority held one non-treasury investment in the form of an Investment Property (Ludham Fieldbase). This was disposed of in August 2018, the proceeds of which are currently held in the Capital Receipts Reserve. There are currently no plans for additional non-treasury investments.

6. End of year investment and capital financing report

- 6.1. The Authority will provide a report on its investments and capital financing activity at the end of the financial year, as part of its final accounts reporting procedure.

Broads Authority

19 March 2021

Agenda item number 9

Strategic direction: Draft Annual Business Plan 2021/22 and strategic priorities update

Report by Head of Governance

Purpose

This report presents the Broads Authority's draft Annual Business Plan for 2021/22 and the final update on this year's set of strategic priorities.

Broads Plan context

The Annual Business Plan is the link between the Broads Plan and the Authority's work plans, including the annual strategic priorities.

Recommended decision

To adopt the Annual Business Plan 2021/22 and to note the strategic priorities update.

1. Draft Annual Business Plan 2021/22

- 1.1. The Authority's Annual Business Plan gives an overview of work priorities for the financial year. It is the link between the Broads Plan, the strategic partnership plan for the Broads, and the Authority's directorate work plans. The draft Annual Business Plan at Appendix 1 sets out planned activity and expenditure for the financial year 2021/22, and a summary of progress against our 2020/21 work plans.
- 1.2. A number of more detailed guiding strategies support the high-level Broads Plan, and a status update on these is included in the Annual Business Plan.
- 1.3. The Broads Plan and guiding strategies may be viewed on the [strategy](#) pages of our website at www.broads-authority.gov.uk, together with Broads Plan progress updates.

2. Strategic priorities update

- 2.1. Each year we identify a small set of strategic priorities, focusing on Authority-led projects with high resource needs or a high impact on the Broads, or that are politically sensitive. Setting these priorities helps us target resources and make the most of partnership working and external funding opportunities.
- 2.2. The final update on our strategic priorities for 2020/21 is in Table 1 below. A number of these priorities will carry forward as priorities for 2021/22.

Table 1

Strategic priorities 2020/21 – final progress update

Theme, aims and milestones	Progress	Lead officer
<p>Water, Mills and Marshes Landscape Partnership Scheme</p> <p>Implement partnership projects to agreed schedules.</p> <p>Milestones:</p> <ul style="list-style-type: none"> • Monitor and report progress (Sep/Mar) • Submit quarterly claims to National Lottery Heritage Fund (Apr/Jul/Oct/Jan) • Launch new project website • Secure extension for windmill restoration project • Issue draft legacy plan 	<p>Status: On track</p> <p>Quarterly returns submitted on time and paid by NLHF. All projects progressing well to adjusted plans. Programme spending audit completed and submitted to NLHF.</p> <p>Main works complete at 6 Mile House Mill, Halvergate. Final site clearance to take place when conditions permit. Interpretation to be installed at later date.</p> <p>Project extension for WMM scheme confirmed, which will allow us to complete our works to the Mills.</p> <p>Off-season tourism offer based around mills on Halvergate marshes selected as NCC-led Experience project.</p> <p>Replica medieval boat from River Chet delivered from IBTC, now planning for its use this summer.</p> <p>Planning underway for large festival on Beccles Quay in June 2022.</p> <p>Legacy Planning underway. First training workshops held in February. Working closely with Norfolk Windmills Trust to secure future maintenance plans for the windmills.</p>	<p>WMM Programme Manager</p>
<p>CANAPE (Creating A New Approach to Peatland Ecosystems)</p> <p>Implement work packages 3 and 4 to agreed schedules.</p> <p>Milestones:</p> <ul style="list-style-type: none"> • Monitor and report progress of project activities (Oct and Apr) 	<p>Status: On track</p> <p>North-Sea Region Programme approved project extension submitted at year end, with project expanded to include work at Horsey.</p> <p>Chara Bay/Upper Thurne works on schedule for dredging; high water levels delayed reed planting of reed, which will restart in autumn.</p>	<p>CANAPE Project Manager</p>

Theme, aims and milestones	Progress	Lead officer
<ul style="list-style-type: none"> • Submit claims to INTERREG Programme (Oct and Apr) • Complete Phase 3 of 3 at Chara Bay, Hickling Broad (Mar) and complete sediment infill of restored reedbed • Continue supporting charcoal marketing, and local businesses to trial charcoal burner. • Investigate potential future projects, making use of CANAPE learning 	<p>QMUL peat survey at academic peer review stage.</p> <p>Working group established to work on joint conference hosted by CANAPE and C-Connects in Oct 2021.</p> <p>Assessment of carbon stocks within Broads peat undergoing academic peer review ahead of sharing with farmers and land managers.</p> <p>Horsey wetland project investigating novel planting techniques that could be tested.</p> <p>BA Environment Policy Adviser joined DEFRA-led Lowland Peat Task Force and its paludiculture sub-group.</p> <p>Fairhaven Gardens setting up charcoal making demonstration area.</p>	
<p>Broadland Futures Initiative (Developing integrated flood risk management)</p> <p>Implement joint programme of work with Environment Agency and other partners.</p> <p>Milestones:</p> <ul style="list-style-type: none"> • Continue production of thematic reports (to March 2021) • Carry out online engagement activities (Autumn 2020) • Scope decision making system involving elected members (by end 2020) 	<p>Status: On track</p> <p>5th BFI newsletter published Jan 2021, with info on virtual engagement events including exhibition launched on 18 Jan, as well as how responding to the survey will help future BFI work.</p> <p>Nominations being received for BFI Elected Members Forum (EMF), with objective to hold first meeting in spring 2021. BA member nominations to EMF agreed on 9 Feb.</p> <p>BFI info available on 'Read the Study Reports' section of BFI website.</p> <p>Submission drafted to new Norfolk Strategy Flooding Alliance, highlighting BFI and Broadland Catchment Partnership work that could help the Alliance.</p>	<p>Director of Strategic Services</p>
<p>Marketing, promotion and media relations</p>	<p>Status: On track</p> <p>(a) Branding activities:</p>	<p>Head of Comms</p>

Theme, aims and milestones	Progress	Lead officer
<p>(a) Implement Broads National Park branding activities and market results of Discover England Fund project. Milestones:</p> <ul style="list-style-type: none"> • Road signs and train station platform signs projects – complete phases one and two • Complete branding audit, review and brand narrative work • Install displays at Norwich Forum, Lowestoft train station and Suffolk Wildlife Trust TIC • Host Australian travel trade visit to Broads to promote ‘Experiences’ activities • Launch and run ‘Broads Ranger experience’ • Complete local Broads Experience collection work <p>(b) Oversee work of UK NP Communications Team Milestones:</p> <ul style="list-style-type: none"> • Relaunch website • Launch newsletter • Carry out one-year review (August 2020) 	<ul style="list-style-type: none"> • Great Yarmouth train station project completed; Norwich station project outstanding awaiting quotations from Greater Anglia; other stations on Bittern and Wherry lines on schedule for completion in 2021. • Norwich Forum work delayed by Covid-19 – new project in development for outside display area (starting June 2021) • Broads National Park TIC at Ranworth ready to open April 2021. • Suffolk Wildlife Trust displays delayed; BA awaiting instruction from Trust. • Individual branding audit work completed – revised overarching communications policy to be delivered in 2021. • English National Park Experience Project ending March 2021; local work to develop and promote Broads Experiences will continue from April, funded by Interreg EXPERIENCE project. <p>(b) UK NP Comms Team work:</p> <ul style="list-style-type: none"> • Website launched Oct 2020. • Newsletter launched Nov 2020 (produced monthly). • One-year review completed Dec 2020. 	
<p>Environment Land Management Scheme (ELMS) Deliver sustainable wetland and lowland grazing options within ELMS.</p>	<p>Status: On track</p> <p>Extension approved to first Test & Trial to collect views on Advice Provision. Survey sent (c.60 responses from farmers and land managers), analysed and report published: Broads-Test-Trials-Extension-</p>	<p>Environment Policy Adviser</p>

Theme, aims and milestones	Progress	Lead officer
<p>Milestones:</p> <ul style="list-style-type: none"> • Manage project and report progress of project activities to Steering Group and Defra (Apr - Oct) • Complete online survey, farmer one to ones, grazing marsh payments and report to Steering Group and Defra (July - Sept) • Complete claim (Oct) • Investigate potential for Broads Pilot with Land Managers Board • Submit and investigate with Defra further Test and Trial for investigating fen payments (June – Sept) 	<p>Advice-Provision-Final.pdf (broads-authority.gov.uk).</p> <p>Second Test & Trial approved by Defra Jan 2021. Partners setting up and trialling Broads Land Management Board and Local Convenor role and operating Board via topic-based seminars.</p> <p>Protected Landscape Farming Project providing free advice on entering countryside stewardship: Countryside Stewardship in the Broads flyer (broads-authority.gov.uk). Project also working with 3 local AONBs and UEA to produce Protected Landscape Natural Capital Evidence Compendium for farmers and land managers to support their ELM Plans.</p>	
<p>Climate Change Action Plan</p> <p>Reduce the carbon footprint of the Broads Authority and the Broads Executive Area ('Broads Area').</p> <p>Milestones:</p> <ul style="list-style-type: none"> • Carry out baseline assessment of GHG emissions from consumption in Broads Executive Area • Track progress in Broads Authority reducing its own GHG emissions • Introduce Green Electricity Tariff for Yare House (BA head office) 	<p>Status: On track</p> <p>Data gathering ongoing for SmallWorld Consulting to produce Broads Baseline Footprint.</p> <p>Funding received for Energy Use Study of BA Dockyard to prepare application for Public Sector Decarbonisation Fund. We did not qualify for capital funding but study being used to design solar/energy saving for Dockyard.</p> <p>'Electrifying the Broads' group investigating application to Department for Transport Clean Maritime Demonstration Fund.</p> <p>National Parks England and National Parks UK exploring idea of National Parks stand at UN Climate Change Conference (COP26) in Nov 2021.</p>	<p>Carbon Reduction Project Manager</p>

Theme, aims and milestones	Progress	Lead officer
<ul style="list-style-type: none"> • Investigate possibilities for greater use of biofuel in dredging equipment • Begin public consultation with Broads' communities about climate mitigation measures 		

Author: Maria Conti

Date of report: 05 March 2021

[Broads Plan](#) strategic actions: All

Appendix 1 – Draft Annual Business Plan 2021/22

Broads Authority

(Draft) Annual Business Plan 2021/22

PHOTO TO BE ADDED



Yare House
62-64 Thorpe Road
Norwich NR1 1RY
Tel: 01603 610734
[www.broads-
authority.gov.uk](http://www.broads-authority.gov.uk)

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Front cover photo caption: to be added

1. Introduction

1.1 Annual Business Plan

This Annual Business Plan outlines the Broads Authority's work plans for 2021/22 and its 3-year financial strategy for 2021/22 to 2023/24.

Our work plans are guided by the Broads Plan, the partnership strategy for the Broads, and we work in partnership with many organisations, interest groups and local communities to achieve the vision and objectives for the area. Figure 1 (page 8) shows the 'golden thread' from the Broads Plan to our work plans and other policies, plans and programmes.

1.2 Our functions

The Broads Authority has a duty to manage the Broads for the following three purposes:

- Conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads;
- Promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
- Protecting the interests of navigation.

No priority is set between these purposes. It is up to the Authority in any particular instance to decide on their relative priority, supporting its commitment to the integrated management of the Broads.

In managing the area, the Authority must also have regard to:

- The national importance of the Broads as an area of natural beauty and one which affords opportunities for open air recreation;
- The desirability of protecting the natural resources of the Broads from damage; and
- The needs of agriculture and forestry and the economic and social interests of those who live and work in the Broads.

The Authority also has the duty to maintain the navigation area for the purposes of navigation to such standard as appears to it to be reasonably required; and to take such steps to improve and develop it as it thinks fit. It may carry out works and do other things in relation to any adjacent waters in or over which it has sufficient rights or interest for the improvement of navigation on those waters.

1.3 Our funding

The Authority's funding is through National Park Grant (NPG) provided by Defra, and navigation income funded by toll payers. Our financial strategy for 2021/22 to 2023/24 is in **Section 3**.

1.4 Context for the year ahead

The Broads Authority, and the Broads itself with its internationally important biodiversity and vital tourism industry, have weathered the Covid-19 (C-19) pandemic over the past year. It has not been easy, and the next few months will be critical in beginning to understand what the long-term impacts will be. We are optimistic that the successful rollout of the C-19 vaccination programme will see infection rates continuing to fall, so that by the summer our lives will have begun to return to 'normal'.

During the pandemic we, like many others, have found new ways of working, with many of our office-based staff working from home and our field-based and frontline staff using safe distancing measures to keep maintaining our services. New Government legislation also allowed us to hold committee meetings remotely for the first time. The temporary easing of lockdown last summer brought high numbers of people to the Broads, including a new audience of young people getting out on to the water for the first time, and sports such as paddle boarding seeing a rise in popularity. As we move towards this year's summer season, it is too early to say to what extent our new working practices, and our increased and more varied user demographic, will represent longer-term change.

Our immediate focus for the first part of the financial year will be continuing to keep our staff and volunteers safe, remaining mindful of C-19 in our working practices. Interpreting the Government's latest guidance for our private boat owners, other local people and visitors, and our local hire boat companies will also remain a priority.

As the season starts, we are implementing a package of safety measures designed to respond to the rise in waterways users. Our four new seasonal Rangers, and a new Senior Ranger to deal with prosecutions and compliance, will provide a greater Ranger presence on the water. This, together with our nine new animated safety videos ready for distribution by the hire boat companies to their customers, will help to make sure everyone has a safe, responsible and enjoyable visit to the Broads.

While we are optimistic that the worst of the pandemic is behind us, we must be mindful of other major issues facing the Broads: Climate change, and in particular sea-level rise; the long-term decline of biodiversity; the pressure of large-scale housing development in the Norwich area; the need for the emerging agricultural support scheme to take account of our fen and grazing marshes; the competition for limited water resources; and the financial pressures on the maintenance of the waterways.

All these issues require the Broads Authority to take a long view. With this in mind, we will be refreshing the strategic objectives in the Broads Plan, the key strategic partnership plan for the Broads. The document has a robust framework, with a long-term vision and aims, and in this rapidly changing environment we will need to be flexible to the challenges we face.

There is an opportunity to 'build back better' towards a green recovery. A great deal of excellent work on this theme is already underway, which will provide a useful context for the landscape-scale management of the Broads. As always, working in partnership will be at the heart of any initiatives, as the Authority owns little land itself but can work with others to facilitate and

support major change.

Finally, we anticipate that the Government will publish its response to the Landscapes Review this spring, and we need to be ready to consider the opportunities the report's recommendations will bring for the management of the Broads.

1.5 Guiding plans

The **Landscapes Review** (2019) sets out 27 proposals to protect and improve England's protected landscapes.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/833726/landscapes-review-final-report.pdf

The **25-year Environment Plan** (2018) aims to improve the environment within a generation by setting goals for clean air and water, wildlife, environmental hazards, sustainable resource use, engagement with the natural environment, climate change adaptation, minimising waste and managing exposure to chemicals. www.gov.uk/government/publications/25-year-environment-plan

At a local level, the **Broads Plan** sets a long-term vision and shorter-term objectives and guides more detailed plans, programmes and policies for us and for partners working in the Broads. The current Plan was adopted in 2017 and will be reviewed in 2021/22.

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

Sitting under the Broads Plan are a number of **guiding strategies** (see Appendix 1).

2 Review of last year

2.1 Our financial position

The forecast for the end of 2020/21 looks considerably more positive than at this point last year. For core income the forecast indicates a loss of £115,000 relating to Navigation tolls, and for investment income a loss of £19,000. These have been mitigated through the careful prioritisation of works, with some being delayed until 2021/22. The consolidated deficit of £59,315 will be balanced through the National Park and Navigation reserves.

The current Covid-19 lockdown will result in some further works being delayed due to restrictions on contractor movements. Where this is the case, budget holders will submit carry forwards for the full Authority to consider in May.

Both reserves are forecast to remain above the minimum operating levels at the end of 2020/21. While the budgeted financial position is sustainable, the fact that National Park income has not risen in line with salary costs presents a challenge for future years.

The year-end report to the Authority, when available, will be published on our website at www.broads-authority.gov.uk/about-us/committees/broads-authority

2.2 Progress against work plans

A summary of progress against last year's Directorate work plans is in Appendix 2. We also report progress against all Broads Plan objectives in a 6-monthly report, available on our website at <https://www.broads-authority.gov.uk/about-us/how-we-work/strategy>

Each year we set a small number of strategic priorities, focused on Authority-led projects that have high resource needs or a very large impact on the Broads, or that are politically sensitive. These priorities help us target resources and make the most of partnership working and external funding opportunities. The summary tables in Appendix 2 highlight last's years priorities, and updates are reported regularly to the Broads Authority.

3 Financial Strategy 2021/22 – 2023/24

At the time of writing, we are awaiting confirmation about our 2021/22 National Park Grant settlement. From discussions, it looks like the settlement will be for one financial year only, which creates uncertainty for future years.

Our guiding principles in setting our Financial Strategy from 2021/22 are:

- A provisional 2% pay increase for staff. This figure was used for calculating the toll increase prior to the Government's announcement in the Comprehensive Spending Review (CSR) that public sector pay was to be frozen. It has since been confirmed that the National Joint Council (NJC) is outside of this arrangement, and the Trade Unions are still looking to negotiate a pay deal for 2021/22.
- The loss of hire boats in 2020/21 is permanent, and it is estimated that a further 20 boats will be removed in 2021/22.
- National Park Grant remains at 2020/21 level. This is subject to confirmation from DEFRA.
- The safety package comprising the employment of four additional seasonal rangers and a Senior Compliance and Safety Ranger, and the production of safety videos, will be funded by a transfer between National Park and Navigation reserves over the next two financial years, up to a maximum of £250,000. This will be subject to a Control Change Notice (CCN) from DEFRA.
- Delayed project expenditure as a result of Covid-19 in 2020/21 will be delivered in 2021/22.

While National Park income and expenditure is operating at a deficit over the next three years, this is balanced through the use of the National Park reserve. The reserve continues to be above the minimum level required. Areas of additional expenditure require prudent planning to ensure they continue to be affordable and are not overly reliant on National Park Grant.

The financial position for navigation income remains uncertain. The Financial Strategy takes account of a reduction in hire boat numbers, but these numbers may reduce further due a prolonged lockdown as result of the Covid-19 pandemic. A 1% reduction in boat numbers could result in a £34,000 reduction in income. The above minimum toll increase and the CCN allows for

the Navigation reserve to be built up and sustainable fund the safety package from 2023/24 onwards, if the Authority wishes to continue funding it.

Both of the reserves remain above the minimum levels set. However, a detailed review of reserves will be undertaken in 2021/22 to ensure that the Authority can survive any future pandemics.

Our Financial Strategy for 2021/22 – 2023/24 is published on our website at www.broads-authority.gov.uk/about-us/spending/budgets-and-financial-planning. The latest available budget for 2021/22 is at **Table 1**. This will be revised when the loss of Navigation income is clearer. Detailed Directorate budgets are in the Directorate Work Plans in **Section 4**.

Table 1

Expenditure summary 2021/22

Item by section	National Park £	Navigation £	Consolidated £
Income	(3,420,828)	(3,503,650)	(6,924,478)
Operations	1,498,439	2,902,656	4,401,095
Strategic Services	1,202,893	304,821	1,507,714
Chief Executive	870,511	733,553	1,604,064
Corporate items	91,440	50,960	142,400
Contributions from earmarked reserves	(134,530)	(266,425)	(400,955)
(Surplus)/Deficit	107,925	221,915	329,840

4 Directorate work plans 2021/22

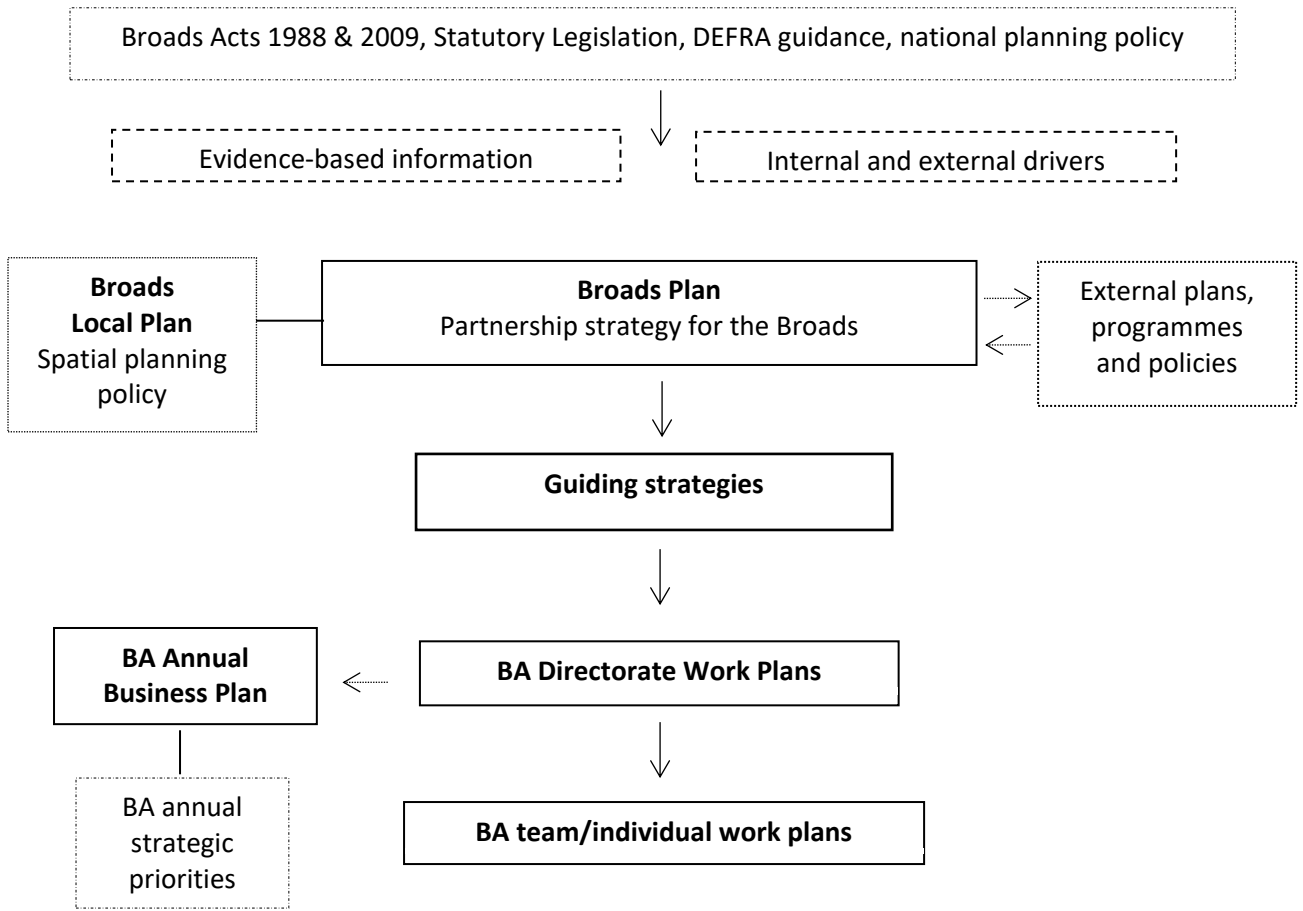
This section outlines the annual work plans for our three Directorates:

- Chief Executive’s Group
- Operations Directorate
- Strategic Services Directorate

Appendix 2 shows progress against last year’s work plans. **Fig.1** shows the link between the Broads Plan, which sets the high-level strategic direction for the Broads, and our Directorate work plans.

Our staffing structure chart is at www.broads-authority.gov.uk/about-us/who-we-are/staff.

Fig. 1
'Golden thread' strategic framework



4.1 Chief Executive's Group

The Chief Executive's Group includes the Chief Executive Officer, Monitoring Officer, Legal Services, Governance, Financial Services, Tolls, IT and Asset Management.

Table 2

Chief Executive's Group: Work plan 2021/22 (summary)

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
CE1	Strategic planning and governance	(BA strategic priority) Start Broads Plan review; publish 6 monthly Broad Plan progress reports.
		Update and monitor Annual Business Plan and BA strategic priorities.
		Produce Annual Governance Statement and Code of Corporate Governance; monitor and update Corporate/Directorate Risk Registers, Business Continuity Plan and staffing resilience plans.
		Provide admin support to CEO, Chairs and BA members, incl. servicing of committees, member training and allowances.
		Complete review of constitutional/policy/ guidance documents (Governance); manage future meeting formats in response to C-19 social distancing and other requirements.
CE2	Financial services	Provide financial planning and administration service, incl.: 3-year Financial Strategy, end of year accounts, monthly financial monitoring reports, internal & external audits, Govt returns for MHCLG/ CIPFA/ HMRC, Treasury Management; place insurance contract for long term agreement with supplier from June 2021.
		Review minimum levels of reserves required for National Park and Navigation and implement any change in policy if required.
CE3	Capacity building [9.3]	Support National Park Partnerships
		Support the joint ambition around Net Zero for Nature
CE4	Development at key sites, asset management [8.2]	Progress partnership proposal for Hoveton Riverside Park redevelopment and project plan for Acle Bridge visitor facilities and mooring.
		Monitor BA-owned assets, incl. negotiations of leases, additions and disposals; maintain assets database.

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
CE5	ICT	Provide ICT support service. Deliver priority projects in corporate ICT plans, including supporting those working from home, options analysis of tolls system replacement, and moving to Microsoft 365 with cloud-based exchange server.
CE6	Tolls	Collect and process toll income and prepare potential prosecutions.

Table 3

Chief Executive's Group - Expenditure 2021/22

Item by section	National Park Grant £	Navigation £	Consolidated £
Legal	45,000	32,500	77,500
Governance	172,711	82,139	254,850
Office Expenses	26,934	13,266	40,200
Chief Executive	74,375	48,705	123,080
Asset Management	65,731	81,302	147,033
Finance and Insurance	218,590	191,521	410,111
Collection of Tolls	0	152,530	152,530
ICT	267,170	131,590	398,760
Total	870,511	733,553	1,604,064

4.2 Operations Directorate

The Operations Directorate includes Construction, Maintenance & Ecology (CME), Ranger Services and Safety Management.

Activity for the CME team in 2021/22 is apportioned at 70% Navigation/30% National Park (20% conservation and 10% recreation). We regularly report on our delivery within CME and safety management to the Navigation Committee. Ranger team apportionment has been amended to 70% Navigation/30% National Park to reflect the time spent on the respective tasks. Ranger team work plans and priorities are agreed at area level, according to local priorities.

Table 4

Operations Directorate: Work plan 2021/22 (summary)

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
OD1	Lake restoration [2.1]	(BA strategic priority) Implement CANAPE Work Package 3 to agreed schedule, including final phase of topping up sediment levels and planting emergent vegetation in created reedbed at Hickling Broad (scheduled from Sept 2021).
OD2	Priority habitat site management [2.3, 5.5]	Implement rotational habitat management programmes on management agreement sites and BA owned land; Review expiring HLS agri-environment scheme agreements, transfer sites into new schemes and pursue new site agreements for priority habitats.
		Work with local reed and sedge cutters to support commercial management on BA managed sites, including How Hill.
		Review NNR management plan for How Hill NNR and Buttle Marsh; following feasibility study into raising of water levels at Buttle Marsh for biodiversity and carbon storage benefits, scope and budget site project.
OD3	Invasive non-native species management [2.4]	Implement BA work plan to control invasive non-native species in identified priority areas and encourage management activity at catchment level (floating pennywort on R Ant a priority).
OD4	Research and monitoring for biodiversity [2.6]	Carry out annual water plant survey on selected broads and prioritized river stretches; produce framework to guide long-term BA monitoring programme on fen sites.

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
OD5	Ranger Services	Complete two adjacent waters surveys and to monitor toll and BSS compliance (June/October); Carry out navigation patrolling and hold public safety events; Develop use of social media to provide public safety and other information.
OD6	Dredging and sediment disposal [3.1, 3.2]	Carry out dredging works to achieve Waterways Specification in priority areas in line with 5-year dredging programme.
OD7	Navigation water space maintenance, expansion and extension [4.1]	Liaise with Network Rail on planned works for swing bridges at Reedham (Oct 2021-Mar 2022), Somerleyton (Nov 2021 - Mar 2023), Oulton (Dec 2021 - Mar 2024).
		Work to Tripartite Agreement to 2022 for operation of Mutford Lock and road bridge. Provide evidence to inform feasibility study and budget plan for restoration of lock walls.
OD8	Aquatic plant cutting and tree and scrub management [4.2]	Carry out annual tree and scrub management regimes and annual regime for aquatic plant cutting in navigation channels to agreed criteria. Review and re-survey riverside tree management zones to assess past work and prioritise future regimes.
OD9	Safety and security for the navigation and boats [4.3]	Continue roll out of electronic condition monitoring; maintain and relocate mobile speed awareness electronic signage to assist navigators.
		(BA strategic priority) Manage and monitor safety in the Broads for all users, incl. new Ranger training, safety videos, user surveys; review Marine Accident Investigation Branch report; review new safety measures and liaise with Broads Hire Boat Federation on any additional measures.
		Carry out regular site checks at all BA managed facilities and manage to agreed standards.
		Work with governing bodies to implement updated Hire Boat Code and administer Hire Boat Licensing Scheme audits; work with BHBF to ensure key safety measures are implemented.
OD10	Water, Mills and Marshes [multiple]	(BA strategic priority) Implement and report to National Lottery Heritage Fund on partnership projects to agreed revised schedules (scheme extended to 2024).

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
OD11	Integrated physical access network and riverside facilities [6.1, 6.2]	Carry out rolling programme of structural assessment at all BA 24-hour moorings and implement planned works, incl. St Benet's; seek opportunities to bring new locations into use as slipways and canoe launch points.
		Implement Broads Integrated Access Strategy action plan, incl. BA-led projects (also see 8.2).
		Implement network riverside facilities annual maintenance and expansion programme to agreed schedules.
OD12	Operations administration	Provide administrative support to Directorate officers and committees/working groups.

Table 5

Operations Directorate: Expenditure 2021/22

Item by section	National Park Grant £	Navigation £	Consolidated £
Construction & Maintenance	515,704	854,246	1,369,950
Equipment, Vehicles and Vessel	158,520	369,880	528,400
Water Management	3,500	95,135	98,635
Land Management	(29,856)	0	(29,856)
Waterways & Recreation Strategy	0	9,000	9,000
Practical Maintenance	85,550	396,836	482,386
Ranger Services	275,982	837,448	1,113,430
Safety	55,407	92,113	147,520
Project Funding	61,011	1,089	62,100
Operational Property	96,698	126,462	223,160
Head Office	183,805	75,075	258,880

Operations Management & Admin	92,118	45,372	137,490
Total	1,498,439	2,905,656	4,401,095

4.3 Strategic Services Directorate

The Strategic Services Directorate includes Development Management, Ecology, Human Resources, Volunteer Services, Communications, Visitor Services and Education.

Table 6

Strategic Services Directorate: Work plan 2021/22 (summary)

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
SD1	Strategy and project planning	(BA strategic priority) Develop and trial governance model to inform Environment Land Management (ELM) scheme reporting to Defra for Test & Trial contract.
		Update and implement Biodiversity & Water Strategy Action Plan (Broads Biodiversity Partnership).
		Run Broads Engage stakeholder events to support strategy and project planning.
SD2	Broadland Rivers Catchment Plan [1.1, 1.2, 1.4, 2.2]	Implement small-scale local interventions and river enhancement projects across catchment.
SD3	Climate change planning incl. flood risk management [1.3, 10.1, 10.2]	(BA strategic priority) Analyse outcome of Broadland Futures Initiative stakeholder engagement 2021 and use feedback to confirm next BFI steps.
		(BA strategic priority) Implement agreed actions in BA Climate Change Action Plan.
SD4	Lake restoration, maintenance and enhancement [2.1]	Agree and implement Water Environment Grant projects with Natural England (incl. How Hill scrapes, catch dyke hydrology monitoring).
SD5	Priority species and invasive non-native species mgt [2.4]	Support agreed species management priority action, including mink and floating pennywort control.

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
SD6	Landscape-scale habitat initiatives [2.5]	(BA strategic priority) Implement CANAPE project Work Package 4 to agreed schedule, incl. wetland creation project to demonstrate carbon farming; farmer engagement on peat mapping and carbon store; develop permission/funding for Buttle Marsh restoration; Broads biochar business and legacy of peatland interpretation at How Hill.
SD7	Communications [7.1, 7.2, 7.3]	Promote Broads National Park through branding guidelines and action plan; implement Experience Interreg project to revised schedule; manage BA events programme, PR and media engagement, incl. support to key partnership projects.
		Run BA information centres and yacht stations, incl. Ranworth TIC and Experience outdoor exhibition space in Norwich (summer 2021).
SD8	Education [9.4, 9.5]	Implement Education Strategy annual action plan, incl. Broads Curriculum, work placements, award schemes and Water, Mills & Marshes activities. Prepare for Education Strategy review in 2022.
		Implement Generation Green project plan.
SD9	Development management [8.1]	Prepare and adopt Supplementary Planning Documents and guidance to support Local Plan policy. Start review of Local Plan for the Broads.
		Provide planning service, including determining applications to national targets, providing free pre-app advice, investigating alleged breaches of Planning & Listed Building Consent incl. condition and s106 monitoring, and resolving breaches of control; conduct annual Customer Satisfaction Survey.
		Engage with District Councils on Land Registry changes to ensure records are accurate.
SD10	Landscape Character and Historic Asset Management (5.1, 5.2)	Review and adopt Conservation Area Appraisals for Horning, Belough and Halvergate and Tunstall.
		Implement Water, Mills and Marshes 'Land of the Windmills' programme to agreed partnership schedules.
SD11	Undergrounding wires programme [5.6]	Through Steering Group, promote implementation of undergrounding wires projects, funded by UK Power Networks.

Ref	Work area [Broads Plan refs]	Planned priority actions 2021/22
SD12	Volunteer Service [10.2]	Implement Volunteer Strategy annual action plan, incl. roll-out of modular training programme, BA and local community project support, promotional and celebration events; review volunteering pool to assess expected turnover.
SD13	Human Resources	Provide routine HR support services to BA staff, incl. payroll and pension management; support flexible working opportunities through HR policy and recruitment; implement Equality Working Group actions; provide support for recruitment needs, incl. annual intake of apprentices; review and update HR policies as appropriate.
SD14	Strategic Services administration	Provide administrative support to Directorate officers and committees/working groups.

Table 7

Strategic Services: Expenditure 2021/22

Item by section	National Park Grant £	Navigation £	Consolidated £
Development Management	449,720	8,800	458,520
Strategy and Projects	138,269	4,406	142,675
Biodiversity	11,270	0	11,270
Communications	247,675	80,430	328,105
Visitor Services	149,768	90,263	240,031
Human Resources	82,431	57,283	139,714
Volunteers	44,514	29,676	74,190
Strategic Services Management and Admin	79,246	33,963	113,209
Total	1,202,893	304,821	1,507,714

Appendix 1: Guiding strategies

The Broads Plan is the key partnership strategy that sets the long-term vision and objectives for the Broads. Under this high-level plan sit more detailed guiding strategies, which generally focus on a single theme and cover a short-term period. Table 8 shows the status of those strategies for the Broads where the Broads Authority is a lead or key delivery partner.

Read our strategies here: www.broads-authority.gov.uk/about-us/how-we-work/strategy

Table 8

Guiding strategies

Strategy and scope	Lead	BA contact	Status
Broads Plan Key partnership management plan for the Broads	Broads Authority	Head of Governance	Adopted April 2017. Review date: 2021/22
Local Plan for the Broads Spatial planning policy used in determining planning applications within the Broads Executive Area	Broads Authority	Planning Policy Officer	Adopted May 2019. Review date: 2024 (estimated)
Broads Biodiversity & Water Strategy Implementing the Biodiversity 2020 Strategy in the Broads	Broads Biodiversity Group	Environment Policy Adviser	Adopted May 2019. 5-year action plan to 2024.
Broadland Rivers Catchment Plan Managing water quality and quantity in the catchment	Broadland Catchment Partnership	Catchment Partnership Officer	Adopted 2014. Action plan under ongoing review.
Climate Change Action Plan Reducing our carbon footprint towards net zero.	Broads Authority	Carbon Reduction Project Manager	Adopted 2019. (Broads Climate Adaptation Plan 2016 now informing Broadland Futures Initiative)
Education Strategy for the Broads Formal environmental education and wider outreach in the Broads	Broads Environmental Education Network	Education Officer	Adopted 2017. 5-year action plan in place. Review date 2022.
Integrated Access Strategy for the Broads	Broads Local Access Forum	Waterways & Recreation Officer	Rolling 3-year action plan - reviewed 2020.

Strategy and scope	Lead	BA contact	Status
Improving access facilities and links to and between land and water in the Broads, and wider access			
Tourism Strategy and Destination Management Plan Promoting and managing tourism within the Broads and wider 'area of tourism influence'	Broads Tourism	Head of Comms	Adopted 2016. 5-year action plan (extended to 2022 – review to assess Covid-19 impacts on industry.
Volunteer Strategy for the Broads Promotion, recruitment, training and administration of BA Volunteer Service	Broads Authority	Volunteer Coordinator	Adopted 2017. 5-year action plan in place. Review date: 2022
BA Financial Strategy Managing the use of the BA's financial resources	Broads Authority	Chief Finance Officer	3-year rolling strategy adopted annually in January

Appendix 2: Progress against Directorate work plans 2020/21

Key 1

Progress status in tables 9 to 11

Progress	Details
Good	Progressed to agreed schedule or ongoing routine, no problems identified
Completed	Fixed term project, completed
Some	Some progress, delays or challenges in delivery
Not achieved or withdrawn	Work did not proceed

Note: References to Covid-19 restrictions are noted as 'C-19'.

Table 9

Chief Executive's Group: Progress against work plan 2020/21

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
CE1	Strategic planning and governance	Publish 6-monthly Broad Plan progress reports; start to prepare Broads Plan review timetable.	Good
		Review and update Annual Business Plan and BA strategic priorities.	Completed
		Produce Annual Governance Statement and Code of Corporate Governance; monitor and update Corporate and Directorate Risk Registers; update business continuity and staffing resilience plans.	Completed
		Provide admin support to CEO and BA members, incl. servicing of statutory and advisory committees, member training and allowances.	Good
		Complete review of constitutional documents.	Some (other work priorities – action c/f to 2021/22)
		Respond to recommendations in Landscapes Review Final Report.	Some (awaiting Government response to report)

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
CE2	Financial services	Provide financial planning and administration service, incl.: 3-year Financial Strategy, end of year accounts, monthly financial monitoring reports, internal & external audits, Govt returns for MHCLG/ CIPFA/ HMRC, Treasury Management; Prepare and tender for insurance policy & renewal from 2021/22.	Some (internal and external audits delayed due to C-19. Insurance broker appointed to assist with tender, which will be released before 31/03/21).
CE3	Capacity building [9.3]	Support National Park Partnerships.	Good
CE4	Development at key sites, asset management [8.2]	Progress partnership project development for key sites including Hoveton Riverside Park, Acle Bridge, How Hill.	Good
		Monitor BA-owned assets, incl. negotiations of leases, additions and disposals; maintain assets database.	Good
CE5	ICT	Provide ICT support service. Deliver priority projects in corporate ICT plan incl. DMS improvements, email and server farm replacement, supporting those working from home, options analysis of tolls system replacement.	Good
CE6	Tolls	Collect and process toll income and prepare potential prosecutions.	Good (challenges in toll collection due to C-19)

Table 10

Operations Directorate: Progress against work plan 2020/21

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
OD1	Lake restoration [2.1]	BA strategic priority Implement CANAPE Work Package 3 to agreed schedule.	Some (high water levels prevented planting tasks – rescheduled to March/Sept 2021)

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
OD2	Priority habitat site management [2.3, 5.5]	Implement rotational habitat management programmes on management agreement sites and BA owned land; Review expiring HLS agri-environment scheme agreements, transfer sites into new schemes and pursue new site agreements for priority habitat.	Good
		Work with local reed and sedge cutters to support commercial management on BA managed sites.	Good
		Implement ecological enhancements at operational work sites, incl. Peto's Marsh and final phase of Hickling reedbed restoration.	Some (see OD1 - Peto's Marsh work delayed due to C-19 and amended water vole licensing)
		Review NNR management plan for How Hill NNR and Buttle Marsh.	Not achieved (postponed to 2021/22 due to potential site mgt changes at Buttle Marsh and inclusion within NNR boundary)
OD3	Invasive non-native species management [2.4]	Implement BA work plan to control invasive non-native species in identified priority areas and encourage management activity at catchment level.	Good
OD4	Research and monitoring for biodiversity [2.6]	Carry out annual water plant survey on selected broads and prioritized river stretches; produce framework to guide long-term BA monitoring programme on fen sites.	Good
OD5	Ranger Services	Complete two adjacent waters surveys and increased tolls check events to monitor toll compliance (May/Sept); Carry out navigation patrolling and hold public safety events; Collect data for GIS asset monitoring and management; Develop use	Good

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
		of social media to provide public safety and other information.	
OD6	Dredging and sediment disposal [3.1, 3.2]	Carry out dredging works to achieve Waterways Specification in priority areas in line with 5-year dredging programme.	Good
OD7	Navigation water space maintenance, expansion and extension [4.1]	Liaise with Network Rail on planned maintenance works to swing bridges at Reedham (Oct 2021-Mar 2022), Somerleyton (Nov 2021 - Mar 2023), Oulton (Dec 2021 - Mar 2024).	Good
		Work to Tripartite Agreement to 2022 for operation of Mutford Lock and road bridge. Provide evidence to inform feasibility study and budget plan for restoration of lock walls.	Completed (Mutford Lock transferred to BA asset)
OD8	Aquatic plant cutting and tree and scrub management [4.2]	Carry out annual tree and scrub management regimes and annual regime for aquatic plant cutting in navigation channels to agreed criteria, prioritizing removal of tree/scrub encroachment over and into the water causing navigation safety issues.	Good
OD9	Safety and security for the navigation and boats [4.3]	Continue roll out of electronic condition monitoring; maintain and relocate mobile speed awareness electronic signage to assist navigators.	Good
		Carry out regular site checks at all BA managed facilities, incl. moorings and countryside sites provided by BA, and manage to agreed standards.	Good
		Work with governing bodies to implement Hire Boat Code and administer Hire Boat Licensing Scheme audits.	Good
OD10	Water, Mills and Marshes scheme [multiple objectives]	[BA strategic priority] Implement and report to NLHF on partnership projects to agreed schedules; complete restoration at two mill sites; evaluate completed projects and carry out	Some (projects impacted by C-19 - WMM programme now

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
		mid-term review; agree formal legacy plans with Norfolk Windmills Trust and Norfolk CC.	extended to June 2024)
OD11	Undergrounding wires programme [5.6]	Member of the Steering Group to promote implementation of undergrounding wires projects, funded by UK Power Networks.	Good
OD12	Integrated physical access network and riverside facilities [6.1, 6.2]	Carry out rolling programme of structural assessment at all BA 24-hour moorings and implement planned works, incl. Acle Bridge, St Benet's, How Hill; bring new locations into use as BA 24-hour moorings, incl. Carrow, Belton Reach, Castle Staithe, Stalham Staithe and Peto's Marsh.	Good
		Implement Broads Integrated Access Strategy action plan, incl. BA-led projects within River Wensum Strategy.	Good
		Implement network riverside facilities annual maintenance and expansion programme to agreed schedules.	Good
OD13	Operations administration	Provide administrative support to Directorate officers and committees/working groups.	Good

Table 11

Strategic Services Directorate: Progress against work plan 2020/21

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
SD1	Strategy and project planning	[BA strategic priority] Develop partnership proposals to inform Environment Land Management Systems (ELMS) to report to Defra.	Good
		Review and update Biodiversity & Water Strategy Action Plan (Broads Biodiversity Partnership) and Sustainable Tourism Strategy (Broads Tourism).	Good

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
		Run Broads Engage stakeholder events to support strategy and project planning, subject to social distancing requirements.	Good (focused on virtual events and online surveys)
SD2	Broadland Rivers Catchment Plan [1.1, 1.2, 1.4, 2.2]	Implement small-scale local interventions and river enhancement projects across catchment.	Good
SD3	Climate change planning incl. flood risk management [1.3, 10.1, 10.2]	[BA strategic priority] Implement Broadland Futures Initiative stakeholder engagement plan.	Some (launch delayed by moving to virtual/online events due to C-19).
		[BA strategic priority] Implement agreed actions in BA Climate Change Action Plan.	Good
SD4	Lake restoration, maintenance and enhancement [2.1]	Agree and implement Water Environment Grant projects with Natural England (incl. How Hill scrapes, catch dyke hydrology monitoring).	Some (delays due to high water levels and protected species management – programme extended to Dec 2021)
SD5	Priority species and invasive non-native species management [2.4]	Support agreed species management priority action, incl. mink and floating pennywort control; install new biosecurity signage at key Broads access points.	Good
SD6	Landscape-scale habitat initiatives [2.5]	[BA strategic priority] Implement CANAPE project Work Package 4 to agreed schedule, incl. supporting Broads biochar business and legacy of peatland interpretation at How Hill.	Good (Nb. interpretation work delayed due to How Hill Trust staff furloughing)
SD7	Landscape character and historic asset management [5.1, 5.2]	Adopt Conservation Area Appraisals for Ludham and Horning.	Some (delay to Horning CAA due to C-19)
		Implement Water, Mills & Marshes 'Land of the Windmills' programmes to agreed partnership schedules.	Some (delays due primarily to C-19).

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
SD8	Communications [7.1, 7.2, 7.3]	[BA strategic priority] Promote Broads National Park through branding guidelines and action plan; Implement Experience Interreg project to agreed schedule; Manage BA events programme, PR and media engagement, incl. support to key partnership projects.	Some (changed work priorities due to C-19. Experience project postponed to April 2021. BA events programme severely impacted by C-19).
		When possible and in line with social distancing requirements, run BA information centres (TICs) and yacht stations; open new TIC facilities as replacement for Whitlingham.	Some (all sites open subject to C-19 restrictions; Ranworth TIC ready; Norwich TIC delayed by C-19 and replaced by plans for outdoor exhibition space in Norwich)
SD9	Education [9.4, 9.5]	Subject to social distancing requirements, implement Education Strategy annual action plan, incl. Broads Curriculum, work placements, award schemes; Water, Mills & Marshes educational activities. Prepare for review of Education Strategy in 2022.	Some (programmes impacted and all work placements cancelled due to C-19)
SD10	Development management [8.1]	Prepare and adopt Supplementary Planning Documents and guidance to support Local Plan policy.	Some (Consulted on draft Residential Moorings guide; delays to Marketing & Viability Guide and Safety by the Water Guide)
		Provide planning service, including determining applications to national targets, providing free pre-app advice, investigating alleged breaches of Planning & Listed Building Consent incl. condition	Good

Ref	Work area [Broads Plan refs]	Planned priority actions 2020/21	Progress status (explanatory note)
		and s106 monitoring, and resolving breaches of control; conduct annual Customer Satisfaction Survey.	
		Engage with District Councils on Land Registry changes to ensure records are accurate.	Some (records from Norwich City Council checked).
SD11	Volunteer Service [10.2]	Implement Volunteer Strategy annual action plan, incl. roll-out of modular training programme, BA and local community project support, promotional and celebration events.	Some (disruptions to volunteering opportunities due to C-19).
SD12	Human Resources	Provide routine HR support services to BA staff, incl. payroll and pension mgt; support flexible working opportunities through HR policy and recruitment; implement Equality Working Group actions; provide support for recruitment needs, incl. annual intake of apprentices.	Good (Nb. no new intake of apprentices in 2020 due to C-19)
SD12	Strategic Services administration	Provide administrative support to Directorate officers and committees/working groups.	Good (most meetings held remotely).

[End of document]

Broads Authority

19 March 2021

Agenda item number 10

Hoveton Riverside Park – proposal

Report by Waterways and Recreation Officer

Purpose

The Broads Authority has been working with local partners to develop a project plan for Hoveton Riverside Park. The project aims to rejuvenate the site, increase its use and reduce the costs of its long-term site maintenance. If supported, the next steps are to source external funding to fund the proposed major changes to the site.

Broads Plan context

The proposed project fits multiple objectives including reducing bankside erosion, improving riverside access and facilities, developing site masterplans for Broads Authority visitor hub sites, and increasing partnership fundraising to support Broads-themed projects.

Recommended decision

To support the proposed project plan for Hoveton Riverside Park.

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1. Introduction

1.1. The Broads Authority leases Hoveton Riverside Park from Roys of Wroxham. The lease is for 99 years with 80 years remaining, and places the Authority under significant maintenance liabilities for river edge and internal waterway piling, and for other engineered structures within the Park. Our Ranger team has the day-to-day responsibility for site maintenance and safety checking. The site is adjacent to the

Authority's Hoveton Tourist Information Centre, which in itself is a major draw and adds to the overall offer to visitors to the Riverside Park site.

- 1.2. A recent inspection by our Operations Maintenance Team has identified that, over the next five years, the Authority will need to budget approximately £300,000 to discharge its obligations under the lease (mainly on sheet piling, bridge repairs and decking replacement).
- 1.3. The layout of the Park does not best serve its originally intended purpose. This is due largely to winter flooding, inadequate drainage, poor signage and lack of interest in the facilities. It is not recommended that we simply accept the Park layout according to the lease, as the challenges at the site would not be adequately addressed. The approach taken thus far includes reappraising the use of the site, and identifying who benefits from a vibrant and inviting site and what resources are needed to achieve our vision (outlined in paragraph 2). Officers' preferred option is to reconfigure the site to enable greater benefits to residents and visitors and to reduce our ongoing maintenance liabilities.
- 1.4. The funding required to achieve the vision exceeds current revenue budgets for the site. To meet even the basic level of site maintenance obligations, additional internal budgets or external funding would be required.

2. The project

- 2.1. Hoveton Riverside Park is often flooded and inaccessible for most of the year. This is due largely to rising tides and piling in need of repair. There is also a lack of accessible pathways through the park, most noticeably connecting to the Liana mooring, which is used by the Nancy Oldfield Trust in the off-peak season.
- 2.2. Now more than ever, it is important to encourage sustainable travel. The Park offers the opportunity of multi-modal travel with connections to the railway station. There is also a considerable investment being made into upgrading the Bure Valley Path and creating the Broadland Way, which connects Norwich to Hoveton.
- 2.3. The Broads Authority is planning to dredge this section of the Upper Bure starting in the winter of 2021/22. This would be a good opportunity to make a positive re-use of the dredged sediment at the park for landscaping purposes.
- 2.4. To retain the sediment and to prevent flooding in future, it is essential to re-pile the river banks and dykes. This piling is now over 20 years old, much of which is timber and has exhausted its lifespan.
- 2.5. If the Authority uses dredged sediment to help re-landscape the Park and re-piles the river edge, this would be a significant financial contribution to the project. Most funders require an in-kind contribution to consider an application, so this planned practical work is a great way for the Authority to meet its dredging obligations and kick-start the Hoveton Riverside Park project.

- 2.6. Upgrading all the pathways to fully accessible paths and cycleways will encourage visitors to travel in a sustainable way and negate the need to use the main roads between the railway station and the town. Fully accessible benches and signage are also paramount to the future success of the Park.
- 2.7. Table 1 highlights individual elements of the project and the cost breakdown.

Table 1

Hoveton Riverside Park project elements and costs

Projects	Estimated costs
Pond restoration	£10,096
Children's play area	£70,000
Landscaping and river piling	£150,418
Dyke restoration and bridge replacement	£95,000
Canoe launch facilities	£25,000
Picnic and waste facilities	£4,700
Discovery Hub and signage	£36,700
New access paths/cycleways	£21,000
Lighting	£7,750
Parking facilities	£2,464
Professional fees/designs	£10,800
Total	£433,928
Authority in-kind contribution	£145,218 (£45,218 of which comprises the dredging and staff costs)
Funding to source	£288,710

3. Partnership and funding

- 3.1. The Authority has been working in partnership with the Broads Charitable Trust (BCT) to develop site plans and explore funding opportunities to support project delivery.
- 3.2. Norfolk County Council officers have also been consulted and had input on the initial concept drawings. It is hoped that, by collaborating with their external funding team, funding sources can be identified.
- 3.3. The local Parish Council has been a key stakeholder and gives its full support to the project. A meeting with Roys in January 2021 was also very successful, when they gave their initial approval of the revised plans.

- 3.4. A public survey was conducted throughout December 2020 and January 2021. The outcomes of this survey have been fed into the concept masterplan.
- 3.5. A management agreement will be created for the site and signed by all interested parties. This will ensure the longevity of the site and allow local communities to take greater responsibility for the Park. This type of agreement builds stronger communities and encourages people to become active in their local landscapes.
- 3.6. The Authority is also collaborating with Norfolk County Council and Cycling UK as part of the EXPERIENCE project on a cycle hub scheme, the pilot of which will be based in Hoveton.

4. Children's play area and Discovery Hub

- 4.1. The Authority has been supporting the Broads Charitable Trust in their Discovery Hub project. It was identified early on that an element of play should be incorporated within the Hub's design, and where appropriate as an extension to the Hub.
- 4.2. Statistics recorded by CAP.CO, a company that designs and builds play spaces, show that creating a children's play space within an area can have an uplift in visitor numbers between 40% and 1500%. These expected additional visitors would have a substantial economic impact within Hoveton and Wroxham.
- 4.3. We have already had positive discussions about the play area. It was identified that Hoveton is situated within the eligible boundaries of the Landfill Communities Fund through Tarmac, and that they typically fund the creation of play areas.
- 4.4. The Broads Charitable Trust has been in discussions with various businesses regarding sponsorship of the Hubs and the Park to pay for the ongoing maintenance costs. Roys has also expressed an interest in contributing to the Park.
- 4.5. It is also worth noting that, as part of the original lease agreement, it was always intended to create a children's play area at Hoveton. There is a disused mound situated to the rear of the site that lends itself to our designs.

5. Risk implications

- 5.1. There is a financial risk that no external funding can be sourced. At that point, the Broads Authority would have to consider how to fund the repair and maintenance of the Park in its current state, as contractually obliged.
- 5.2. Long-term maintenance of the Park will need to be managed better than in the past, with a renewed joint management agreement with the Parish Council and the Broads Authority. Ongoing maintenance has also been discussed with the Broads Charitable Trust, with a view to arranging sponsorship of some of the facilities. There is, however, a risk that this may not be successful.

6. Conclusion

- 6.1. The officers' recommendation is to support the proposed project plan for Hoveton Riverside Park. It will improve a neglected and underused key riverside site, encouraging more people to visit and in a sustainable way. It links well with initiatives being led by other organisations, and will make sure that our duty to maintain and manage the site is fulfilled.

Author: Lewis Treloar

Date of report: 05 March 2021

[Broads Plan](#) objectives: 3.1, 3.2, 6.1, 6.2, 8.2, 9.3

Broads Authority

19 March 2021

Agenda item number 11

Peat Guide – for adoption

Report by Planning Policy Officer

Summary

The adopted Local Plan for the Broads includes a policy that seeks a reduction in the amount of peat that is excavated as part of a development proposal. Officers have produced a Peat Guide to elaborate on the policy and support its implementation. The draft guide was subject to public consultation from September to November 2020 and the final draft guide is appended to this report.

Recommendation

Adoption of the Peat Guide.

1. Introduction

- 1.1. The Local Plan for the Broads includes a policy that seeks a reduction in the amount of peat that is excavated as part of a development proposal. If peat is excavated, it requires that the special characteristics of the peat are assessed, recorded and considered when disposing of it. The Peat Guide seeks to elaborate on the policy and help with its implementation. It intended as a tool to assist potential applicants and others who may be considering development on peat.

2. Consultation responses

- 2.1. The first draft guide was subject to public consultation between September and November 2020 and the responses received are at Appendix 1. Some of the comments resulted in changes to the guide.

3. Planning Committee responses

- 3.1. The final draft guide and consultation comments were presented to the Planning Committee in March. The Committee's comments will be reported verbally to today's meeting.

4. Final version for adoption

- 4.1. The proposed amendments to the final guide for adoption are at Appendix 2. Additions are shown as blue underline and removals as red strikethrough.

Author: Natalie Beal

Date of report: 12 February 2021

Appendix 1 – Draft Peat Guide – Consultation responses

Appendix 2 – Final Draft Peat Guide – for adoption with changes marked

Ref	Name	Organisation	Comment	BA response	Amendments
#1	Matt Layt	Individual	I am sorry to jump onboard on someone else's email but I was recently forwarded an email which was sent to the Brundall riverside road committee regarding the broads authority consultation on dredging and reducing peat extraction on the Norfolk broads. In brief I am Norfolk born and bred and run a small business on the Norfolk broad specialising in piling and dredging. We have a good base of clients including private residents the commercial sector and even yourselves. Although our business is 75% piling the dredging side is a part of the business I would like to grow and we have recently taken delivery of our 2nd dredger. To be honest the job is hard enough with the guidelines we have to work within ie the dredging in one mechanical motion and only being able to build land up a small amount and removing dredging's off site is another mine field. Being from a family where my dad had a boatyard(brundall based) for 30 years I have seen the boatyards slowly die off one by one and riverside estate slowly turn into a series of marinas which is not a problem in anyway and can only be seen as forward step and a positive one for work and for the Norfolk broads in general. My point to which I am getting at is 30/40 years ago the vast majority of river craft were hire boats and had a draught of 2'6" to 3' maximum but with the evolution of larger private craft we now need around 4'on a low tide to accommodate around 80% of the boats moored in brundall. Other contractors don't tend to dredge brundall anymore with goodchilds not really concentrating in that area of expertise any more(Alan's words) and John bell the only other contractor and the (only) one which has a waste transfer site via grandfathers rights dating back to the may gurney days doesnt like to do much dredging now and doesn't like to come down hoborough's dyke at all. This leaves myself Broadwurx piling and dredging who is happy to do the work but has no where to put the dredgings even if I was to buy my own bit of marshland the same as John bells there is no way I can put dredgings on it as said by the broads authority. I would be interested to hear back from yourselves to see what the way forward is and how the bigger boats will use the Norfolk broads when most yards are not deep enough to accommodate and where peat diggings and silt differ in what can and can't be excavated. And to see if I could come and look at the videos mentioned in your email to the riverside committee.	This comment is about dredging. Dredging is about accumulated silt and not excavating peat. We have responded to Mr Layt separately. So if dredging an existing waterway, that should be accumulated silt. But if the work makes a mooring cut for example wider, then that could be relevant to the peat policy (if the area is peat).	No change to guide.
#2	Matt Shardlow	Individual	It's a small point but early in the Peat Guide it says that peat 'can' be developed on in the Broad. 'Can', like 'may' can have two meanings. Perhaps better to be explicit, something like - 'there are circumstances where development on peat soils in the Broad may be necessary'. Sets a clearer tone. Otherwise, it looks great - does the whole document become supplementary planning guidance when agreed with the new policy part of the Broad's planning policy?	Noted and agreed. Will amend the guide.	In the Broad, development can take place in areas where peat might be <u>on occasion may</u> be proposed that developed on, <u>can affect peat because it is</u> excavated or removed, <u>or actually developed on.</u>
#3	Sarah Luff	LLFA, Norfolk County Council	In point iv. of section 6.4.1, the guidance indicates that this is a change in the way of working for contractors and place the onus on the developer to inform the contractor. However, it is important that the Broad's Authority provides information and makes the contractors aware of this approach change as this will support the developer in requesting this new approach to be applied.	Noted. We will consider running a session for contractors. Please also note, that applicants often ask us for free pre-application advice, before they plan schemes. So this information, and other policy requirements, can be provided.	No change to guide.
#4	Sarah Luff	LLFA, Norfolk County Council	In section 6.4, the use and redistribution of peat arising is discussed. However, the preference order appears to indicate that peat should be offered to offsite organisations for agricultural reuse before exploring the potential for neighbours to use the arising. This appears to be at odds with the preferred approach of retaining and distributing the peat arisings appropriately onsite. Please could the prioritisation be re-considered or clarification provided?	Agreed.	Move 6.4.3 to before 6.4.2.
#5	Sarah Luff	LLFA, Norfolk County Council	The organisation mentioned specifically in point 'r' within the box have not previously been highlighted within the guidance.	Mentioned in para 2 of 6.4.3	No change to guide.

#6	Sarah Luff	LLFA, Norfolk County Council	<p>In section 6.4.1 there is guidance on the relocation of peat within the site with the preference for the use of low areas of potentially wet ground being given the priority. We would like to remind you of the need to retain flood storage areas as there is the potential for flood storage infill. Please can you include further information relating to the assessment and prevention of flood storage loss and the associated consenting process for both ordinary watercourses and main rivers? Further information on the need for ordinary watercourse consenting is available online at https://www.norfolk.gov.uk/rubbish-recycling-and-planning/flood-and-water-management.</p> <p>Follow up: In section 6.4.1, there is guidance on the relocation of peat within the site with the preference for the use of low areas of potentially wet ground being given the priority. We appreciate the need to keep the Peat wet and local to the point of arising and we support the good intentions that it is founded upon. However, should these “hollows” and “backfill areas” be within the 1% AEP (1 in 100 year) floodplain for the associated watercourse, then there would be an active loss of the flood storage area. The NPPF Guidance on Flood Risk and Coastal Change has emphasised that floodplain storage should be retained both on an individual and cumulative basis (See extract below from https://www.gov.uk/guidance/flood-risk-and-coastal-change#flood-risk-raised-by-minordevelopments).</p>	<p>In terms of small schemes, like moorings cuts, backfilling or filling in lower areas will not have a significant impact on flood risk. We sought advice from the EA: 'There should be compensatory flood storage provided for any deposition of peat within the flood zones. However the volumes generated from a new or extended mooring cut are relatively small compared to the large Broads floodplains. And therefore the offsite impacts are likely to be very small indeed, fractions of a millimetre increase in flood levels. Also the Broads land is often sinking, so any raising is often just reinstating what used to be present. Therefore we would not usually require compensation as the impacts are minimal. Also in the Broads it is often not possible for level for level compensation to be achieved as there is no higher land to lower. The alternative may be to remove the spoil from the floodplain, however instead we usually require it to be spread thinly and a calculation as to the offsite impacts carried out. Especially if there are negative impacts of it being removed from the floodplain as seem to be indicated. If the calculation shows very insignificant impacts then we will not object and ask the LPA to determine if it's ok, taking into account the cumulative impacts. In terms of the cumulative effect, as the impacts are usually so small you would require a lot of mooring cuts for any appreciable effects to be felt. We also feel that this is an appropriate pragmatic response for small-scale water compatible development'.</p>	<p>Make this change: 1.1.Flood risk When considering how to dispose of peat, in line with this guide, the impact on flood risk will need to be considered. For example, when backfilling or placing the peat in sunken areas, how will that affect flood storage? The EA have advised that for a smaller scheme, such as a mooring cut, the impact on flood storage will be negligible. But for larger schemes, the flood risk impact of where you dispose of the peat will need to be calculated and mitigated.</p>
#7	Sarah Luff	LLFA, Norfolk County Council	<p>This is further supported in the Environment Agency's guidance for the preparation of a Flood Risk Assessment in Flood Zone 2 or 3 (https://www.gov.uk/guidance/flood-riskassessment-in-flood-zones-2-and-3) as shown in the extract below. Furthermore, it should be noted that inappropriate development in these floodplain areas should be actively avoided unless the exception test can be suitably passed (Chapter 14 of NPPF https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf). Should a development occur in the floodplain that causes a reduction in the flood storage, then compensation on a level for level, volume for volume basis is required. This means that any loss of flood storage must be compensated for by the reduction in level of nearby ground, such that the same volume is available at every flood level before and after the works and it can freely fill and drain. In other words, in order to mirror the existing situation for a particular flood, each stage (or level) is provided with the same storage volume, cut and fill must equate on a level for level basis, i.e. at each level (say at 0.2 metre vertical intervals for example) the excavated and filled volumes are equal. The timing at which the storage effect comes into operation is significant. If this volume is reduced for any stage of a flood then the lost storage results in flood waters being diverted elsewhere, leading to third party detriment. The detriment caused by a small encroachment may not be significant, or even measurable, when taken in isolation but the cumulative effect of many such encroachments will be significant. This approach to flood storage compensation is supported by both the Environment Agency and Norfolk LLFA. Therefore, please can you include further information relating to the assessment and prevention of flood storage loss and the associated consenting process for both ordinary watercourses and main rivers.</p>	<p>For larger schemes, like a basin extension, the amount of excavated peat would be much more and disposal on site may be difficult. That is where other options like nearby land will come into consideration. Again, we asked the EA for their thoughts and they said 'In general the risk is relatively low but for these schemes, however, if there was a larger scheme which provided a greater impact (i.e. more than a couple of centimetres), it would be necessary for the Broads Authority to 'ok' the off-site impacts (if at all). This may be if you agree the benefits outweigh the impacts. It would be worth (if not already) including something in the document stating that the flood risk impacts should be calculated or mitigated (although it is difficult to mitigate due to the Geography of the Broads). The Environment Agency would happily review any calculations supplied to us on a site by site basis and would be able to advise you of the impacts further which should help with your determinations'.</p>	<p>And then this question: a.How do your plans for disposing of peat affect flood risk? What calculations and mitigation, if needed, have you produced?</p>
#8	Sarah Luff	LLFA, Norfolk County Council	<p>The mapped Peat areas within the Broads Authority's area are shown in Appendix A. It would be useful to have reference to Appendix A within the main guidance text. In addition, would the Broads Authority be willing to provide a digital copy of our information? It would be useful for the LLFA to be aware of developments that may be in these areas of Peat</p>	<p>There is already reference to Appendix A in the text. There will be licencing requirements to consider. But the BGS layer can be found here: https://mapapps.bgs.ac.uk/geologyofbritain/home.html</p>	<p>No change to guide.</p>

#9	Sarah Luff	LLFA, Norfolk County Council	<p>In relation to further information provided in Appendix A, it is indicated that further information is provided on the benefits of peat in flood risk management. Would you be able to share any further information you have or provide links to where this information can be found?</p> <p>In Appendix A, the Broads Authority has made the statement that “Water: Peaty soils help prevent flooding by absorbing and holding water like a sponge as well as filtering and purifying water. Peat can absorb large quantities of nutrient and other pollutants, although peat soils can under certain conditions release these chemicals back into the surrounding water.”</p> <p>The LLFA would like for this statement to be justified. As we are aware, peat soil naturally has a highwater content and frequently there is high groundwater, which means the void spaces within the peat soil are already saturated. If the ground is already saturated then there is very limited capacity for additional water from flood events. The LLFA is unsure of how the guidance document could reasonably state that “Peaty soils help prevent flooding by absorbing and holding water”.</p> <p>Therefore, the LLFA requests that information that supports this statement and any other information available on the benefits of peat in flood risk management at your disposal are shared so that we may support you on this matter.</p>	<p>Appendix A is taken from the Local Plan and this guide cannot change that wording.</p> <p>Peat soils in an ideal and healthy condition will be water-logged and as such form part of the floodplains natural water storage. Development and/or management that negatively affects the health and natural functioning of the peat will therefore limit this ability to store water.</p> <p>The statement in Appendix A is more about explaining why wet peat soils are important to protect.</p>	No change to guide.
#10	Mark Norman	Highways England	The proposals are unlikely to affect the Strategic Road Network in any way and therefore, we have no comments to make on the proposed guidance.	Noted.	No change to guide.
#11	Naomi Chamberlain	Norfolk CC	We advise that the SPD should include reference to paragraph 205 d) of the NPPF which states that planning permission should not be granted for peat extraction from new or extended sites.	This is not a SPD; it is a Guide. But we will make such reference.	Add to section 1: It should be noted that the NPPF refers to peat in terms of extraction, rather than development on peat. So for any schemes relating to the extraction of peat, it is important to note paragraph 205d) of the NPPF that says planning permission should not be granted for peat extraction from new or extended sites.
#12	Ian Robinson	RSPB	Introduction: In the second paragraph there needs to be a definition of what ‘organic content’ means for clarity.	Noted and we will add some explanation.	Add: organic content is partially decomposed plant matter which has carbon stored within it.
#13	Ian Robinson	RSPB	<p>Section 3: Fourth paragraph. Examples and clear definition are needed describing what kind of archaeology the guidance is referring to.</p> <p>Follow up: I don’t know what the statement ‘water-logged heritage’ means. All I was asking for was a definition to help me (and others) better understand and make a thorough, informed assessment of their proposal. An example would be if a conservation organisation wanted to create a number of small turf ponds 5sq m and no deeper than 30cm would we be damaging the water-logged heritage? If we would be, what is the nature of that heritage and how can we mitigate for the damage?</p>	Noted. We will add some wording about water-logged heritage. Regarding the specific example, see comment 33.	Add some more wording about water-logged heritage.
#14	Ian Robinson	RSPB	<p>Section 3 The final paragraph gives a false impression that peat soils are primarily important for absorbing flood water and filtering nutrients. Peat soils are most important as a medium in which protected plants and vegetation communities grow, this needs to be recognised and stated. The role of peat soils in purifying water leads to their deterioration and reduction in habitat quality as the peat soils (which in the Broads have low nutrient levels) become adversely nutrient enriched.</p> <p>Follow up: I suggest removing the text ‘as well as filtering and purifying water’ from the last paragraph of section 3. The peat soils in the Broads are characterised by low nutrient profiles – low nitrates and phosphates. This has created the unique habitats and species composition we see and which are protected by European law. Indeed 75% of the UK calcareous fen resource is found in the Broads. It may well be true that peat soils filter and purify water but if the impression given is that filtering and purifying water is a key function of peat soils in the fens then this needs amending. If peat soils capture nutrients they lose their intrinsic value and change adversely. Anything that causes these changes would be described as having a ‘likely significant effect’ on protected sites and protected species. These adverse changes would lead to deterioration of the peat soils and habitats leading to loss of swallowtail butterflies, loss of fen orchid etc.</p>	Noted. Will add some text to the end of this section to clarify.	Add: But that does not mean that peat soils should be considered as a water treatment process.

#15	Ian robinson	RSPB	Question relating to Section 4 Peat Report – Page 6. The guidance needs be clear on how recent the data from peat cores sampling should be. If peat samples have already been taken across a site, will this information be acceptable and if so beyond which point in time would this data/information become inadmissible? Substantial peat cores have already been taken across the Broads and a link to this information might provide a useful appendix.	To confirm, as set out in the guide, peat coring is only required near to the edge of the BGS boundary and if there is disagreement that the site in question is on peat. Coring is not required on all occasions. Historic information would be useful, but if there has been a big change to the site, then that could affect the historic core's accuracy and relevance. All soil information is historic, compelled around 1980 for the Broads and not systematically modified, but is still relevant. This is a site specific issue.	No change to guide.
#16	Ian robinson	RSPB	Questions relating to Section 5 - Page 8... and Appendix A Page 18. From the outset there needs to be clarity and definition of what represents development. For example, is there a minimum surface area and depth, below which excavation of peat or covering peat is not classified as development? This is particularly important for conservation purposes where small, shallow turf ponds are proposed (as described in Appendix A), or for example a fence post or footings for a bridge needs installing. Do these examples qualify as development? A list of activities which are exempt would be a useful addition as an appendix.	The issue raised is just not about peat, but relates to all applications. If anyone has any queries about what is development and what needs permission, we offer a free pre-application advice. Such a list would be extremely long and may not cover all eventualities.	No change to guide.
#17	Ian robinson	RSPB	RSPB suggests clarity is provided regarding sequential planning applications to make it clear that gradual creep will not be permitted. For example, an applicant may apply to create or extend an area for car parking involving loss of peat by 10m2. The overall objective of the applicant may be to ultimately create a larger covered area and they may decide to achieve this in a piecemeal way and submit further, subsequent applications to extend the parking area, which over time may be considerably larger than the initial application. It needs to be made clear at the outset that concurrent developments which may seek to perverse the process will be refused.	Any additional development that could lead to creep would require the submission of a separate application, which would be considered on its own merits, but the site's history would be taken into account.	No change to guide.
#18	Ian robinson	RSPB	In a similar way some clarity is needed describing that peat is valuable whether a site is designated or not and there is no difference between peat on a County Wildlife Site compared to a SSSI.	Peat policy is considered regardless of land designation.	No change to guide.
#19	Ian robinson	RSPB	Clarifying Confusion Between Development for Nature Conservation and Built Development RSPB suggests a clear distinction is made between traditional built development (housing, pilings, construction) where there is a permanent loss of peat; and peat excavation as part of nature conservation where the net result is positive and both the habitat and Carbon capturing potential is enhanced.	It is important to note that the peat policy and guide are not saying that development is not allowed on peat at all. It is a reduce, re-use kind of policy. One of the key questions is justifying why the scheme needs to go where it is proposed, can it be reduced in scale and then what are you going to do with the peat that is excavated. These queries are important and can be addressed, regardless of the type of development. Planning is all about weighing up the benefits with any negative impact a scheme can have.	No change to guide.
#20	Ian robinson	RSPB	If the proposed development/work is on a SSSI and the work is consented by Natural England through a site management plan and is deemed necessary for site management and is a valid plan or project as defined in European legislation and/or is part of habitat restorative/maintenance what approach is recommended? The draft guidance isn't clear and given the potential scale of works linked to habitat and species management, the large number of potential applications clarity here would help to limit inquiries and avoid unnecessary officer time and prevent the need for conservation charities to submit unnecessary and costly planning applications.	It is important to note that the peat policy and guide are not saying that development is not allowed on peat at all. It is a reduce, re-use kind of policy. One of the key questions is justifying why the scheme needs to go where it is proposed, can it be reduced in scale and then what are you going to do with the peat that is excavated. These queries are important and can be addressed, regardless of the type of development. Planning is all about weighing up the benefits with any negative impact a scheme can have.	No change to guide.
#21	Ian robinson	RSPB	Most of the proposed work carried out on SSSI's with peat soils involves creation of shallow scrapes (10-30cm deep and up to 25m2). What is the known intelligence regarding the benefit of 'new peat' created as these shallow scrapes accrete and the ability of newly forming peat to capture carbon as compared with existing peat? If indeed 'new peat' is better able to capture carbon as well as provide habitat for a wider range of biodiversity this may provide added impetus for this type of operation, especially if the process followed to obtain planning consent is considered separate from what be described as construction or built development; and given the benefits may warrant a reduced application cost.	Regarding reduced application cost, fees are set nationally. It is important to note that the peat policy and guide are not saying that development is not allowed on peat at all. It is a reduce, re-use kind of policy. One of the key questions is justifying why the scheme needs to go where it is proposed, can it be reduced in scale and then what are you going to do with the peat that is excavated. These queries are important and can be addressed, regardless of the type of development. Planning is all about weighing up the benefits with any negative impact a scheme can have.	No change to guide.

#22	Ian robinson	RSPB	<p>☒ If the development involves removing invading primarily willow and alder scrub and lifting and removing root plates to encourage and promote restoration of the fen, and which disturbs/removes some of the surface peat does this activity constitute removal of peat, require assessment and provision of information provided as part of a proposal/application?</p>	It is unlikely that this activity of essentially short-term disturbance and removal of scrub would be included.	No change to guide.
#23	Ian robinson	RSPB	<p>The opening comments in these sections of the document are contradictory and serve only to confuse. In 6.4.1 the direction given is that peat needs to be kept wet because drying peat releases Carbon and confirms the sentence in Section 3 which states 'The protection of peat soils is therefore critical to help address climate change.' In 6.4.2 this position regarding protection of peat soils and the need to keep them wet is completely eroded by saying that 'in some cases' it may not be possible to keep peat soils wet and then goes on to provide a list of several alternative uses for excavated peat all of which will release Carbon. Either peat needs to be kept wet or not. RSPB suggests any developments which cannot be completed in such a way that excavated peat soils are kept wet either at the parent site or at a donor site are refused. The guidance also needs to state what level of wetness needs to be achieved/maintained and whether this needs to be constant i.e. is periodic drying out OK or does the peat need to be perpetually waterlogged.</p> <p>Follow up: Following on from the above comment there may be opportunities where it is deemed ecologically, environmentally and archaeologically sound to excavate and transport peat to a donor site to reinstate peatland habitats lost to recent and historical land management practices, and where the transported peat will remain wet. Consideration needs to be taken that in order to maintain peat soils in a wet state will likely dramatically increase costs of maintaining the quality of some of the most biodiverse sites in the Broads. Some form of compromise regarding degree of wetness of peat needs to be made otherwise the new development guidance might lead to unreasonable management costs resulting in deterioration of the common, scarce and rare habitats and species for which the Broads is special.</p>	<p>There seems to be two points to this comment.</p> <p>The first is on the issue of keeping the peat wet and if the scheme cannot commit to this, why allow another option. The preference in the guide and policy is to keep the peat wet to ensure the carbon stays locked in. But we need to remember that this policy and guide are local approaches to protecting peat and its qualities and there is no national approach. To give the only option as keeping peat wet is restrictive and may be contrary to various planning rules and policies. The policy approach is not a stop of development on peat, but a reduce/re-use type approach. As such, the Authority is trying to be pragmatic and seek benefits from the peat if it cannot be kept wet. This policy approach is quite a step change in thinking about development on peat and given the national commitments to carbon dioxide and climate change, it may be that peat is addressed nationally or there is scope to go further as we produce the next local plan.</p> <p>The second point is asking how wet the peat should be kept. This is site specific. Ideally, for it not to waste, needs to be completely saturated for the majority of the year.</p>	<p>Add some text about the peat needing to be saturated for most of the year to the guide: In terms of keeping the peat wet, it will need to be somewhere so it is saturated for most of the year.</p>
#24	Ian robinson	RSPB	<p>Following on from the above comment there may be opportunities where it is deemed ecologically, environmentally and archaeologically sound to excavate and transport peat to a donor site to reinstate peatland habitats lost to recent and historical land management practices, and where the transported peat will remain wet.</p>	Noted. This will be considered on a case by case basis	No change to guide.
#25	Ian robinson	RSPB	<p>Consideration needs to be taken that in order to maintain peat soils in a wet state will likely dramatically increase costs of maintaining the quality of some of the most biodiverse sites in the Broads. Some form of compromise regarding degree of wetness of peat needs to be made otherwise the new development guidance might lead to unreasonable management costs resulting in deterioration of the common, scarce and rare habitats and species for which the Broads is special.</p>	<p>The policy is not saying no development on peat. See previous comments. We are taking a pragmatic approach to using peat excavated.</p>	No change to guide.
#26	Ian robinson	RSPB	<p>Thoughts on how to dispose of excavated peat:</p> <ul style="list-style-type: none"> • Shred excavated peat then spread/blow across site – in a similar way to how a spoil or muck spreader broadcasts soils? Would this be acceptable on SSSI's? 	Noted. This is the sort of discussion we would have to have at time of application.	No change to guide.
#27	Ian robinson	RSPB	<ul style="list-style-type: none"> • Create discreet sections of revetment along ditch edges (plastic piling or brushwood with biodegradable membrane) especially where ditches have been over-widened. 	Noted. This is the sort of discussion we would have to have at time of application.	No change to guide.

#28	Ian robinson	RSPB	<ul style="list-style-type: none"> RSPB disagrees with the suggestion that incorporation of peat into agricultural soils can be a route for disposal of peat soils and feel undue focus is placed on providing 'acceptable' locations. Surely the primary aim is to keep peat wet and any soil improvement options are an absolute last resort. <p>Follow up: 1. The hard line would be - if peat is such an important resource as a substrate and has critically important properties in mitigating for climate change in capturing carbon then any proposed development which is unable to ensure excavated peat will be kept wet, will not be permitted. The guidance states in 6.4 that in order to retain its important qualities peat needs to be kept wet. If peat isn't kept wet it loses its ability to retain carbon and actually releases carbon as it oxidises.</p> <p>2. What are the exceptional circumstances which over-ride the need to keep peat wet and consign the substrate to 'soil improver' status? In essence is it more important to allow development or to capture and retain carbon? If there genuinely are cases where development must take place it might help to provide guidance perhaps with an example such as 'replacement of riverside revetment to protect property with peat disturbance and maximum loss of 2cu m' is acceptable, but extending a parking area or mooring area which proposes disturbing previously untouched peat would be unacceptable.</p>	<p>The Guide and policy are clear that the ultimate aim is to reduce the volume of peat excavated. If the peat is to be excavated, then again, the guide is clear that it should be kept wet in order to preserve the carbon held within it. But we also need to be pragmatic - that on occasions, not all the peat will be able to be kept wet. And that is when we discuss other ways to make the most of the peat that is being excavated.</p> <p>We do agree this is a last resort and needs to be acceptable with regards to EA permissions. However, in principle, increasing soil organic matter can be beneficial for retaining water, fertiliser and chemicals on agricultural land rather than these leaching into groundwater that supplies rivers and wetlands.</p> <p>As part of the hierarchy of decisions of what to do with peat arising from developments, if peat were added to agricultural land which is adjacent wetland sites, this could provide offering services to wetland sites.</p> <p>It is important to note that this policy was never a prevention policy. That is to say that it is not the intention of the policy to stop development on peat. It is considered that to do so would be contrary to the economic objectives of national policy. Furthermore, this is a step change in the approach to considering schemes that will excavate peat.</p>	No change to guide
#29	Ian robinson	RSPB	Broads Authority need to provide acceptable locations, consented by Natural England with permissions obtained from Environment Agency indicating suitable, waste regulation compliant deposition areas.	Comment noted. The Guide does give suggestions about what to do with peat if it needs to be disposed off elsewhere and highlights what permits or licencing might be needed. But it is not our role to provide acceptable locations and get these consented - it is the role of the applicant and their agent.	No change to guide.
#30	Ian robinson	RSPB	<ul style="list-style-type: none"> Moving peat offsite might require an environmental permit. The planning guide needs to clearly state examples of when this would normally be the case rather than leaving this as an open-ended statement! 	Noted. But this text was provided by the Environment Agency.	No change to guide.
#31	Ian robinson	RSPB	<ul style="list-style-type: none"> The planning guidance needs to make clear that completion of a risk assessment is essential when moving soils to ensure biosecurity issues have been mitigated for. <p>Follow up: Section 6.6 says 'When moving material, such as peat soils and associated vegetation from site to site, an assessment of the risk to spreading disease and non-native species and their propagules (such as seeds and roots) needs to be considered.' It doesn't describe how to go about assessing that risk and the information in the guidance is suggestive using statements such as 'you could do this.' Given the cost involved in dealing with INNS I suggest it better to be directive and offer guidance which states 'Before considering moving peat undertake a vegetation survey to determine whether there is visible evidence of INNS.'</p> <p>My suggestion of carrying out a risk assessment should be mandatory and to:</p> <ul style="list-style-type: none"> Identify the hazard Evaluate the risk Put in place control measures Write it down Communicate to all concerned <p>Providing a simple template to enable those proposing development to assess risk would smooth the process.</p> <p>The link on Gov.UK suggests spraying with chemicals is acceptable! This may not be the right way to go and often spraying with chemicals is of limited effectiveness.</p>	<p>Comment noted. Chemical treatment is not always effective but it is an option. We would however encourage other ways to be considered. We agree it would be helpful to come up with something to help people regarding invasive species.</p>	Include some guidance relating to ensuring biosecurity issues have been considered and addressed.

#32	Ian robinson	RSPB	<p>Reasoned Justification Page 17/18. Climate Change. Correct management and restoration could lead to enhanced storage of carbon and other greenhouse gases in these soils, while mis-management or neglect could lead to these carbon sinks becoming net sources of greenhouse gases.'</p> <p>Follow up: Comment is to qualify what correct management and restoration means, either in the document or making it clear this can be provided as advice from BA or other organisations. This advice need not necessarily be linked to development, may be part of an agri-environment agreement, could be gleaned from publications such as the 'Fen Management Handbook.' One specific element to consider is achieving correct water levels and flows and a description of what that statement means, namely to achieve near natural groundwater inputs and restriction of nutrient loaded surface water inputs, combined with appropriate management of vegetation growing on peat soils as described in the Fen Management Strategy and Natural England Site Improvement Programme statements and favourable condition assessments.</p>	<p>Many factors combine to vary emissions of GHG from soils and this is an emerging areas of academic research. It is not the place of this guide to simplify this complexity and we would expect correct management for GHG exchange to reference this (below) and other relevant literature</p> <p>http://sciencesearch.defra.gov.uk/Default.aspx?Menu=Menu&Module=More&Location=None&Completed=0&ProjectID=17584</p>	No change to guide.
#33	Ian robinson	RSPB	<p>Reasoned Justification Page 17/18. Archaeology Page 18- Question. At what depth are archaeological features found? Is the surface 30cm devoid of features and if so, does the enable turf pond creation to proceed without cost of employing an archaeologist?</p>	<p>SCCAS were asked and responded saying:</p> <ul style="list-style-type: none"> • Specifying 30cm is risky as the depths of remains vary. • Having said this if works are minimal such as turf removal we don't need consulting. • If there is any uncertainty we suggest contacting SCCAS at the earliest opportunity for free preapp advice. 	<p>Make reference to this advice in the guide: It should be noted that the depths that archaeology may be present varies. SCCAS advised that if works are minimal such as turf removal, the Records Service may not need consultation. However, if there is any uncertainty they suggest contacting them at the earliest opportunity for free pre-application advice.</p>
#34	Jessica Nobbs	Water Management Alliance	No comment	Noted.	No change to guide.
#35	Georgia Teague	Suffolk CC	<p>We welcome the inclusions of consideration for archaeology.</p> <p>The following minor suggestions are proposed, re contact details on page 9:</p> <ul style="list-style-type: none"> • The Suffolk Historic Environment Record is a collection of information about the nature and location of archaeological sites in Suffolk. The online public version can be found on the Suffolk Heritage Explorer: https://heritage.suffolk.gov.uk/simple-search • Details of the Suffolk Archaeological Service can be found here: https://www.suffolk.gov.uk/index.php/culture-heritage-and-leisure/suffolk-archaeological-service/about-the-suffolk-archaeological-service/ 	Noted and agree. Will amend text.	Make suggested amendments.
#36	Georgia Teague	Suffolk CC	<p>From a minerals and waste perspective, it is understood that the removal and relocation of peat referred to is ancillary to other types of built development. However, if this happened on a large scale, we believe that it would constitute minerals and waste development and could require planning permission from the County Council. A parallel already exists in respect of reservoir creation where if the sand and gravel is removed from the site to create the reservoir then it is minerals extraction.</p> <p>Follow up: I would suggest a cumulative area of 1 hectare or above would constitute a suitable threshold at or above which SCC would require a separate planning application.</p> <p>100m x 100m = 10,000 sq. m (1 ha) Assume 2m depth = 20,000 cubic m Therefore I suggest 1 ha or 20,000 cubic m</p>	<p>A meeting was held with Norfolk CC and Suffolk CC Minerals and Waste teams to discuss this. It was agreed that for schemes of 1ha in area or 20,000 cubic metres in volume or more, that the BA will consult the relevant Minerals and Waste Team. It is acknowledged that not many, if any schemes, of this scale will come forward.</p>	Add wording about consulting Minerals and Waste Teams for schemes above a certain threshold.
#37	Georgia Teague	Suffolk CC	<p>SCC is concerned that the references to landscape in the peat soils guide is somewhat limited. The guide (and policy) focuses on the ecological and climate change concern.</p>	<p>The guide refers to the qualities of the peat itself. Landscape is addressed through the landscape section of the Local Plan, by consulting our Landscape Architect Consultant as appropriate and by using our landscape guide.</p>	No change to guide.
#38	Georgia Teague	Suffolk CC	<p>SCC believes that, the potential impact on landscape character is somewhat underrated and left out/ of this document. Fens, fen meadows and reedbeds are landscapes that are potentially quite susceptible to change by development. It is hoped that the landscape and visual amenity concerns may be already addressed elsewhere.</p>	<p>The guide refers to the qualities of the peat itself. Landscape is addressed through the landscape section of the Local Plan, by consulting our Landscape Architect Consultant as appropriate and by using our landscape guide.</p>	No change to guide.
#39	Georgia Teague	Suffolk CC	<p>SCC would like to note that on page 10 (just before the box j.), the sentence is a little hard to read/understand, and the following amendment is suggested in order to provide ease of reading: "The usual planning process will be followed, in terms of including habitat surveys, and seeking biodiversity net gain through appropriate biodiversity enhancements. and, when the details are finalised, any requirement of biodiversity net gain."</p>	Agree that some amendments to the text would be beneficial.	Amend text in line with comment.

#40	Georgia Teague	Suffolk CC	It is recommended that this guide should add a reference at Paragraph 6.3 "Biodiversity" (Page 9), something that refers the reader to Suffolk Biodiversity Information Service and Norfolk Biodiversity Information Service (as is the case with heritage). Further, although NERC Act 2006 has been referred to, similar duties towards the conservation of biodiversity are also set out in the NPPF.	Noted and will amend text.	Amend text in line with comment.
#41	Paul Harris	South Norfolk DC	The Council does not wish to offer any comments on this document.	Noted.	No change to guide.
#42	Paul Harris	South Norfolk DC	The Council does not wish to offer any comments on this document.	Noted.	No change to guide.
#43	Penny Turner	Norfolk Police	As the Designing Out Crime Officer, I shall be submitting no comment on behalf of Norfolk Police in this instance.	Noted.	No change to guide.
#44	Martin Dade	-	<p>differences between un-disturbed peat in locality and areas of housing, where dredgings and dried peat has previously been deposited.</p> <p>Areas like Horning and Wroxham - we have not encountered un-disturbed peat in dredging works for many years, but there is likely to be dried peat dredgings on reinstated eroded ground, so the requirement for coring should be in comparative to application - which I assume the 300mm depth refers to.</p> <p>Locality - meaning in-situ, as created, ie reed beds, un-disturbed garden areas</p> <p>Dredging would be removing silted existing river/mooring areas - most moorings and river areas near properties have been extensively excavated of peat to depths of 3.6m previously, so this peat would have been placed on adjacent banks and allowed to dry out, thus the need to recognise dried peat in the policy.</p>	Dredging focuses on removing accumulated sediment rather than unexcavated peat so there shouldn't be a conflict. If an area is being excavated that has received peat arisings previously, the question would be whether unexcavated peat is in situ at lower levels and/or whether the previously deposited peat had been kept wet and so retains structure and optimal value. Past use of the site and potentially cores to determine amount and condition of peat would guide each application.	No change to guide.
#45	Tom Holt-Wilson	Norfolk Geodiversity Partnership	The Norfolk Geodiversity Partnership approves this document. It recognises the palaeo-environmental significance of peat deposits (Appendix A) and acknowledges that the NGP is an interested organisation (section 6.2).	Support noted.	No change to guide.
#46	Rachel Bowden	Natural England	Natural England has no comments to make regarding the consultation on these guides.	Noted.	No change to guide.
#47	Rachel Bowden	Natural England	<p>Natural England has not assessed this application for impacts on protected species. Natural England has published Standing Advice which you can use to assess impacts on protected species or you may wish to consult your own ecology services for advice.</p> <p>Natural England and the Forestry Commission have also published standing advice on ancient woodland and veteran trees which you can use to assess any impacts on ancient woodland.</p> <p>The lack of comment from Natural England does not imply that there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the local planning authority to determine whether or not this application is consistent with national and local policies on the natural environment. Other bodies and individuals may be able to provide information and advice on the environmental value of this site and the impacts of the proposal to assist the decision making process. We advise LPAs to obtain specialist ecological or other environmental advice when determining the environmental impacts of development.</p> <p>We recommend referring to our SSSI Impact Risk Zones (available on Magic and as a downloadable dataset) prior to consultation with Natural England. Further guidance on when to consult Natural England on planning and development proposals is available on gov.uk at https://www.gov.uk/guidance/local-planning-authorities-get-environmental-advice</p>	Noted. This seems to be generic advice. It does not seem to be seeking changes to the document.	No change to guide.
#48	Liam Robson	Environment Agency	We have no comments on the peat guide	Noted	No change to guide.
#49	Rob Wise	NFU East Anglia	Section 4.6 refers to the Authority producing it's own peat mapping which is to be applauded and would be a more accurate and therefore better alternative to the BGS peat layer. Similarly other resources are available and being updated more regularly than the BGS layer, notably the Landis data set of Cranfield University. Developers should have the opportunity to use this and it should be referenced in both Section 4.1 and Section 4.6.	Noted and agree. Other sources of information would be relevant and used as and when available. Will add reference to this to 4.1 and 4.6.	Bring 4.6 to join 4.1 and refer to the Cranfield dataset.
#50	Rob Wise	NFU East Anglia	Section 6.4.2 references the National Farmers Union (East Anglia) as a potential point of contact. We would prefer the following wording: "If you have been unable to contact adjacent farmers for possible re-use application to agricultural land, and the quantities involved are large enough to warrant field scale spreading, get in touch with the NFU to see if they can help locate a suitable recipient farm.	Noted and agree. Will amend text.	Will add this text.
#51	Hannah Cutter	Suffolk County Council Archaeological	Please refer to us as Suffolk County Council Archaeological Service	Noted and agree. Will amend text.	Will add this text.

#52	Hannah Cutter	Suffolk County Council Archaeological	Please include: SCCAS are happy to discuss the archaeological potential of any proposed developments and provide free advice on the archaeological requirements for projects. We recommend consultation with SCCAS before a planning application is submitted.	Noted and agree. Will amend text.	Will add this text but also include Norfolk' services in the text.
#53	Hannah Cutter	Suffolk County Council Archaeological	Link to this page https://www.suffolk.gov.uk/culture-heritage-and-leisure/suffolk-archaeological-service/archaeological-planning-and-countryside-advice/	Noted and agree. Will amend text.	Will add this link.
#54	Hannah Cutter	Suffolk County Council Archaeological	The Suffolk Heritage Explorer is for personal interest/research, it is not suitable for planning applications.	Noted and agree. Will amend text.	Will add this caveat.
#55	Hannah Cutter	Suffolk County Council Archaeological	The final bullet point linking to our page on how the SHER works/what it is for, does not require changing.	Noted.	No change to guide.
#56	Fleur Bradnock	-	Thank you for the opportunity to read the draft Peat Guide which I have found of great interest. I was particularly happy to see that the Authority's preference is not to develop on, excavate or remove peat, rightly so, for all the reasons detailed and I hope that this aim will be achieved by the guide	Support noted.	No change to guide.

Guide to understanding and addressing the impact of new developments on peat soil

[Adopted March 2021](#)

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1. Introduction

Historically peat was extracted for fuel. The diggings were eventually abandoned and left to flood creating the shallow stretches of water now known as the broads (lakes). Today peat is considered as a finite and precious resource. ~~In the Broad, development can take place in areas where peat might be developed on, excavated or removed.~~ In the Broad, development on occasion may be proposed that can affect peat because it is excavated or removed, or actually developed on.

Peat is formed from plant material that decays slowly in a waterlogged environment. Over thousands of years, peat becomes several metres thick. Because the main component is organic matter, peat is very spongy, highly compressible, and combustible. Here we use the definition used by soil scientists who define peat as organic soil with organic content of greater than 35% organic matter. Organic content is partially decomposed plant matter which has carbon stored within it.

Peat soils have many important qualities (see section 3). The Local Plan for the Broad includes a policy (see [Appendix A](#)) that aims to reduce the impact on these important qualities by reducing the amount of peat removed. It goes on to ensure that any peat excavated is disposed of in a way that takes into consideration and protects its properties and qualities.

This guide provides additional information to help applicants meet the requirements of the policy. The process for considering schemes that are located on peat is as follows and this guide talks through the stages in more detail.

Stage	Section of this report
A. Assess if the scheme/proposal is situated on peat	Section 4
B. Does the scheme need to go there? What other locations could be considered?	Section 5
C. Can you reduce the amount of peat affected? Consider the format, scale and layout of the proposal.	Section 5
D. Can you justify why the scheme should go ahead?	Section 5
E. How have you considered and addressed archaeology, biodiversity, research (paleo-environment data), water and carbon qualities of the peat?	Section 6
F. Can you dispose of peat on site so it does not emit the carbon locked in?	Section 6
G. Can left over peat be used in other schemes in the area?	Section 6
H. Can left over peat be put to a suitable re-use?	Section 6

It should be noted that the NPPF refers to peat in terms of *extraction*, rather than *development on peat*. Therefore, for any schemes relating to the *extraction of peat*, it is important to note paragraph 205d of the NPPF that says *planning permission should not be granted for peat extraction from new or extended sites*.

2. Consultation

~~This consultation document and consultation process have been developed to adhere to the Broads Authority's Statement of Community Involvement¹. We have updated our Statement of Community Involvement. The main changes to how we intend to consult on this document are as follows:~~

¹ Current Statement of Community Involvement is here https://www.broads-authority.gov.uk/_data/assets/pdf_file/0024/209337/Final_adopted_SCI_formatted_July_2020.pdf

- ~~If you wish to discuss the document, you can still call on 01603 610734 and ask to speak to Natalie Beal. You can also contact Natalie Beal to request a video conference appointment to talk about the document.~~
- ~~No hard copies will be in libraries.~~
- ~~No hard copies will be in Yare House².~~
- ~~If you wish to have a hard copy, we can send this to you. This will initially be for free, but if we get many requests, we may have to consider charging for postage and printing. Please contact the number above to ask to speak to Natalie Beal to request a hard copy.~~

~~The second consultation on this document is for 8 weeks from 25 September to 20 November 2020. We will then read each of the comments received and respond. We may make changes if we agree with you. If we do not make changes we will set out why. The final Guide will be adopted at a future meeting of the Broads Authority. Please email us your comments: planningpolicy@broads-authority.gov.uk.~~

~~Information provided by you in response to this consultation, including personal data, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 2018 (DPA), and the Environmental Information Regulations 2004). Please see [Appendix B](#) for the Privacy Notice. We will make your name and organisation public alongside your comment.~~

~~**Are you satisfied that this consultation has followed the Consultation Principles?** If not, or you have any other observations about how we can improve the process, please contact us at planningpolicy@broads-authority.gov.uk.~~

~~The Peat Guide was consulted on in 2020. The consultation ran from 25 September to 20 November 2020. The comments that were received, the Broads Authority's response to the comments and the amendments which comments may have resulted in, can be found [here](#): *{For the purposes of Planning Committee and Broads Authority, the comments are at an appendix attached to the report. The actual link will go in the report, when this Guide and the comments received are uploaded to the website}*.~~

² Whilst this Guide is not a local plan or SPD, we still consult in the same way as we would those documents. The Government recently amended regulations saying that until 31 December 2021, Local Planning Authorities do not need to make hard copies of planning documents available in head offices or other venues.

3. Why should we protect peat?

Peat is one of the main soil types in the Broads and an important asset with important qualities, providing many **ecosystem services**³.

The soils formed by the Broads wetland vegetation store 38.8 million tonnes of carbon⁴. Peat soils release stored **carbon** if they are drained and allowed to dry out. The protection of peat soils is therefore critical to help address climate change.

Peat soils support internationally important fen, fen meadow, reedbed, wet woodland and lake **habitats**. For example, milk parsley, the food plant of the Swallowtail caterpillar, tends to grow only on peat soils in the Broads.

Historic England has identified the Broads as an area of 'exceptional waterlogged heritage'⁵. Because of the soil conditions in the Broads, there is great potential for **archaeology** to be well preserved, giving an insight into the past.

The peat has accumulated over time and incorporates a **record** of past climatic and environmental changes that can increase knowledge of the evolution of the landscape.

Peaty soils help prevent flooding by absorbing and holding **water** like a sponge as well as filtering and purifying water. [But that does not mean that peat soils should be considered as a water treatment process.](#)

4. Assessing if the site to be developed is on peat soil – Stage 1.

4.1. Sources of data. ~~The British Geological Society Peat Layer~~

The British Geological Society peat layer (which is accessible through our internal mapping system and here: <http://mapapps.bgs.ac.uk/geologyofbritain3d/>) is the starting point, but it is not accurate in all locations, particularly around the boundaries of the peat shown. We would use this mapping system to check if a site is located on peat soils. A map showing the British Geological Society peat layer is at [Appendix B](#).

[There are also other sets of data available, such as the Landis data set of Cranfield University. The Authority is in the process \(at the time of writing\) of commissioning work to produce more detailed peat mapping. This may be considered, when it is completed, in](#)

³ The diverse benefits that we derive from the natural environment are sometimes referred to as ecosystem services. Examples of these services include the supply of food, water and timber (provisioning services); the regulation of air quality, climate and flood risk (regulating services); opportunities for recreation, tourism and education (cultural services); and essential underlying functions such as soil formation and nutrient cycling (supporting services). [Payments for Ecosystem Services: A Best Practice Guide](#)

⁴ NCA Profile 80, Natural England and the Broads Authority's Carbon Reduction Strategy: www.broads-authority.gov.uk/data/assets/pdf_file/0011/400052/Carbon-reduction-strategy.pdf

⁵ [Historic England has identified the Broads as an area of exceptional waterlogged heritage. Because of the soil conditions in the Broads, there is great potential for archaeology to be well preserved, giving an insight into the past.](#)

assessing if a site may or may not be on or near to peat. But until that point, the British Geological Layer will be the starting point.

4.2. The need for sampling

If you (the applicant) disagree that your site is on peat soils, we will ask you to undertake soil core sampling. If your site is towards the edge of an area of peat (either inside or outside of the area) as shown on the BGS maps, we may ask you to obtain soil core samples⁶.

It is important to note the following:

The BGS layer is based on a scale of 1:50 000 (1mm equates to 50m on the ground). The 'edge' of the peat layer should only be used as a guide at a local level. Therefore, if an application on the ground is within 50m of an area of peat based on the 1:50000 BGS superficial geology data the we may require peat sampling.

The 1:50 000 scale digital map data is generalised and the geological interpretation should be used only as a guide to the geology at a local level, not as a site-specific geological plan based on detailed site investigations. The cartographic accuracy of BGS data is 1 mm which equates to 50 m on the ground at 1:50 000 scale. Therefore, if an application on the ground is within 50m of an area of peat based on the 1:50000 BGS superficial geology data the Peat policy may apply.

Reference: User Guide for the BGS Geology: 50k dataset (V8) - Link on this page The BGS Geology 50k user guide

4.3. How to take samples

Where soil core samples are required, these samples would be to the depth of the proposed excavation. You should use a specialised soil corer or spade or excavator depending on the depth and area/volume of the scheme proposals. If the development is going to involve shallow excavation (0-30cm) or the proposals will cover peat, surface examination with a spade is sufficient. Development that will excavate to a greater depth (deeper than 30cm) will need a core sample. There may need to be multiple cores depending on the extent of the proposed scheme and the location. The depth and number of core samples will be agreed with the Authority in advance.

⁶ Please note that both Norfolk and Suffolk Historic Environment Record Services have confirmed that they do not consider the taking of cores as a concern due to the relative size of the cores. The knowledge-gain obtained from the cores will in most cases outweigh any adverse impact.

Please note that at the time of writing, there are wider discussions nationally regarding the potential to standardise how peat is assessed. Such standard, as and when it is in place, will be of relevance when considering schemes located on peat.

4.4. Using suitable experienced Consultants or Contractors

You may wish to engage the help of a consultant/contractor who is expert/experienced in soils and soil cores. There are numerous consultants/contractors listed on the internet. We are aware that taking cores of peat will result in a cost to you the applicant. The number of cores required and depth, as discussed previously, will be proportionate and will be agreed with the Broads Authority.

Costs will vary for different consultants.

4.5. Reporting your findings.

A report setting out the method used, including photographs of the soil cores and an assessment of the soil stratigraphy (layers) is required for submission to the Broads Authority to accompany planning applications. A minimum assessment would need to include datum level of the top of the ground surface where the core was collected; general description of the core stratigraphy and depths where distinct layers start and finish; detailed characterisation of each distinct layer, e.g. soil classification type; organic matter and mineral content of the layers may be required to identify degraded or peat mixed with other materials within the profile.

Ultimately it will conclude if the soil to be affected is peat soils. Again, the report would be proportionate to the size and scale of the scheme.

Please note that the document will be public and will be shared with Norfolk and Suffolk Historic Environment Records Services and Norfolk and Suffolk Biodiversity Information Services for their records. It will also be passed on to Cranfield University who hold the national survey data.

~~4.6. Other sources of data~~

~~The Authority is in the process (at the time of writing) of commissioning work to produce more detailed peat mapping. This may be considered, when it is completed, in assessing if a site may or may not be on or near to peat. But until that point, the British Geological Layer will be the starting point, as discussed at 4.1.~~

5. Developing on or removing peat – Stage 2

5.1. Consider the location of your scheme

The Authority's preference is not to develop on, excavate or remove peat. As such, can your scheme go elsewhere?

- a. Why does the development have to go where it is proposed?
- b. What **alternative locations** have you considered? Why have you discounted these alternative locations?

If there are no other suitable **locations** for the proposal that are not on peat soils, and you can evidence this and justify your conclusion, the next stage is to **reduce** the amount of peat that is developed.

5.2. Consider the layout and scale of your scheme

It may be that another part of your site is not peat soils. The **layout** of your development could be changed to avoid developing on or excavating peat soils. The **scale** of the development or part of the development on peat soils could be reduced.

- c. How can you reduce the amount/volume of peat that is to be developed? Please provide details. If you cannot reduce the volume, please say why.
- d. How can you change the **layout** of development to reduce the amount of peat soils affected? Please provide details. If you cannot change the layout, please say why.
- e. How can you reduce the **scale** of development to reduce the amount of peat soils affected? Please provide details. If you cannot change the scale, please say why.
- f. If amending the layout/scale of the site is not feasible, practical or viable and you intend to still develop on peat soils, you need to provide a robust justification for doing so.
- g. What volume of peat (m³) will be excavated? How is this different to your initial plans?

When planning your scheme, you must consider what will be done with the left over peat/material. You need to be aware that if you intend to move the peat off site, you may need an Environmental Permit.

6. Things to do if your development will be affecting peat soils – Stage 3.

If you have gone through the steps set out in the document and you can justify thoroughly why peat soils will be developed then you need to address the following.

6.1. Archaeology

Contact Norfolk ~~or Suffolk~~ Historic Environment Records Services and [Suffolk County Council Archaeological Service](#) to find out if there is any potential for archaeology. Both services are happy to discuss the archaeological potential of any proposed developments and provide free advice on the archaeological requirements for projects.

It should be noted that the depths that archaeology may be present varies. SCCAS advised that if works are minimal such as turf removal, the Records Service may not need consultation. However, if there is any uncertainty they suggest contacting them at the earliest opportunity for free pre-application advice.

Both services recommend consultation with them before a planning application is submitted.

The following links may be of use:

- Norfolk Heritage Explorer: This website offers a unique opportunity to access an abridged version of the Norfolk Historic Environment Record database online. <http://www.heritage.norfolk.gov.uk/>. Suffolk Heritage Explorer: <https://heritage.suffolk.gov.uk/simple-search>. Please note that these are for personal interest/research.
- Heritage gateway: <https://www.heritagegateway.org.uk/gateway/chr/>
- ~~Suffolk Historic Environment Record is a collection of information about the nature and location of archaeological sites in Suffolk: <https://www.suffolk.gov.uk/culture-heritage-and-leisure/suffolk-archaeological-service/what-is-the-historic-environment-record/>~~
- [Suffolk Archaeological planning and countryside advice](https://www.suffolk.gov.uk/culture-heritage-and-leisure/suffolk-archaeological-service/archaeological-planning-and-countryside-advice/)
- The Suffolk Historic Environment Record is a collection of information about the nature and location of archaeological sites in Suffolk. The online public version can be found on the Suffolk Heritage Explorer: <https://heritage.suffolk.gov.uk/simple-search>

- [Details of the Suffolk Archaeological Service can be found here:](https://www.suffolk.gov.uk/index.php/culture-heritage-and-leisure/suffolk-archaeological-service/about-the-suffolk-archaeological-service/)

- h. How have you considered and addressed archaeology on this site?
- i. Is there potential for archaeological finds on this site?

6.2. Research - Climatic records (paleo-environment) and geodiversity

The cores you extract (and associated report), the peat you excavate and/or the 'pit' that is the result of excavation might be of interest to several people/organisations. Such organisations include Universities, British Geological Survey, British Soil Society, Cranfield University, Norfolk and Suffolk Biodiversity Information Services, Norfolk and Suffolk Historic Environment Record Services and Norfolk Geodiversity Partnership.

We will share information (in line with GDPR) of schemes that we permit on peat with these organisations. They may contact you to arrange to visit the site when it is being excavated. We will also share any information provided by you (such as core reports) with organisations. The Authority does not consider this a burden on you. The sharing of information or allowing pits to be visited at a mutually convenient stage of the process are in the interest of helping with research and education. You will be able to arrange visits at a suitable time for you.

6.3. Biodiversity

One of the three main purposes of the Broads Authority is to conserve and enhance the natural beauty, wildlife and cultural heritage of the Broads.

The peat soils of the Broads support some of the most important habitats for wildlife conservation including fen, fen meadow, reedbed, wet woodland and the shallow lakes or 'Broads'. A quarter of the rarest species in the UK are found here.

These peaty habitats are recognised for their exceptional nature conservation importance, and hold conservation designations on national and international levels¹. Outside of these designated areas peat habitats are still considered to be or have the potential to be restored to high biodiversity value, providing important habitat corridors for wildlife across the National Park and beyond.

The Natural Environment and Rural Communities (NERC) Act 2006 requires government departments to have regard to the purposes of conserving biodiversity. This may include enhancing, restoring or protecting ~~a population~~ priority species or habitats. In the Broads ~~these habitats above~~ are recognised under the NERC act as Section 41 / Biodiversity Action Plan (BAP) habitats and species, ~~These areas~~ and they should be protected and restored, with no loss to development. The NPPF also seeks to protect the most valued sites of biodiversity interest as well as seeking net gain.

The usual planning process will be followed, in terms of including habitat and species surveys, mitigating habitat and species loss, and seeking biodiversity net gain through appropriate biodiversity enhancements. ~~and, when the details are finalised, any requirement of biodiversity net gain.~~ Applicants may benefit from referring to Suffolk and Norfolk Biodiversity Information Services⁷.

j. How have you considered the biodiversity enhancement options on your peat site?

6.4. What to do with the excavated peat

You need to identify and explain as part of your peat report, how the peat excavated from your scheme will be re-used or disposed of. Peat will need to be re-used or disposed of in a way that ensures it keeps its important qualities. There are two ways to do this. The first, and this is the preference, is to re-use the peat so it stays wet. The second, and this is least preferred, is beneficial re use of peat that may result in it drying out, but make use of its qualities. These are discussed in more detail in the next sections.

6.4.1. Re-using peat on your site

The peat needs to go somewhere it will be kept wet. It cannot be left piled up to dry out. If it dries out then it becomes a source of carbon dioxide and this is something we need to avoid.

In terms of keeping the peat wet, it will need to be somewhere so it is saturated for most of the year.

Are there any voids on your site and could the peat go there? Are there any areas of your site that have sunk that could receive your peat (although see the land raising policy DM17)?

- i. These voids could be behind quay heading or underneath decking (subject to a suitable retainer) for example.
- ii. The receiving void will need to ensure the peat is kept wet for the long-term.
- iii. You will need to mark receiving areas on a plan that shows the anticipated volume of peat these receiving areas can take. Peat is very wet and the actual volume of excavated peat could realistically be greater than anticipated.
- iv. You will need to talk to your contractor about the relocation of the peat. It is important to note that this is a new approach and contractors are used to drying out the peat so the volume of material is reduced, which must be prevented. They may also have suggestions on how and where to dispose of peat.

⁷ <http://www.nbis.org.uk/> and <https://www.suffolkbis.org.uk/>

- v. You will need to prepare the receiving areas before you excavate the peat. This is because you will need to put the peat in these receiving areas before the peat dries out. The time period for this depends on the season. The Authority acknowledges that excess water may need to drain away so the material is manageable; we are advised that 14 days to allow excess water to drain is acceptable. We will need to understand and agree the timeframe for moving peat, once drained.
 - vi. You may need to place a tarpaulin over the peat to prevent it drying between excavation and backfilling or depositing the peat.
 - vii. We will require you to tell us when you will be excavating so we can come and check on the progress and the method.
- k. Where do you intend to dispose of the excavated peat soils on site? Please show on a plan with anticipated volume of each receiving area.
 - l. How will these areas ensure the peat is kept wet?
 - m. When will the receiving areas be ready to receive peat soils? What is the time-period between excavation and backfilling/depositing? Have you arranged for the peat to be covered with tarpaulin for this period?

6.4.2. Disposing of peat - elsewhere

If there is nowhere on your site suitable then you may wish to talk to your neighbours to see if they have anywhere to dispose of your peat so it remains wet – again, under decking or backfilling for example.

[In terms of keeping the peat wet, it will need to be somewhere so it is saturated for most of the year.](#)

There may be other areas locally that could receive the peat and keep it wet – for example, schemes planned by the Environment Agency, Norfolk or Suffolk Wildlife Trust and the Broads Authority⁸ as well as other local contractors. You will need to discuss this option with the Broads Authority.

It is acknowledged that moving the peat elsewhere will emit greenhouse gasses, but see section 6.8 about transporting peat and associated emissions.

In all instances, you will need to consider the need for Environmental Permits (see 6.5) and also respond to the bullet points above. The receiving site may require planning permission as well.

⁸ When we receive applications for development on peat that involved excavating material, we will circulate the details of the scheme internally as the Operations team may be aware of schemes that need material.

If there is nowhere in your local area where peat could be disposed of in a way that keeps it wet then it is worth rethinking whether you should proceed with your development. The cost of transporting wet peat soil and obtaining a waste licence can be significant.

- n. Have you contacted neighbouring landowners or Operational teams in the Environment Agency, Norfolk and Suffolk Wildlife Trust and Broads Authority to check what local opportunities may exist for receiving peat and keeping it wet?
- o. How have you discussed your approach to dealing with the excavated peat with your contractor? Have they confirmed the approach is feasible?
- p. Have you looked into the need for an Environmental Permit for moving the excavated peat offsite?

6.4.3. Re-use of peat

The Authority accepts that peat can be used in a way that uses its qualities. This will only be considered when disposal/use on site or elsewhere (that keeps the peat wet) is not possible. The rationale for requesting re-use of peat must be accepted by the Authority before it is developed further. Alternatively, if suitable disposal can be found for some of the excavated material but not all, the remaining amount could be used.

It is acknowledged that re-use will probably result in the CO₂ being held in the peat being emitted which although is undesirable, the re-use will at least provide other advantages such as improving soil for local food growing and reducing food miles.

The main way to dispose of/re-use the peat is to incorporate it into agricultural land or local allotments. There is also the potential to dispose of some peat into soak dykes. Again, you will need to consider the Environmental Permitting section of this guide – 6.5.

In terms of re-use, you may want to speak to the following organisations to see if they or their associates are willing to receive and make use of the excavated material. They may be able to make a use out of the peat. These are in no particular order. Please also see the Environmental Permitting section of the guide.

- **Local allotment associations.** Contact the local Parish/Town Council for details of local allotment associations. They may be willing to receive some peat for the members to then use on their plots.
- **Norwich Farm Share's** vision is to support food systems that educate, connect and empower local communities to be healthier and more resilient, to be rooted to the land and to each other, and to experience a direct relationship with how our food is produced.
- **National Farmers' Union (East Anglia).** ~~Probably for large quantities of peat, but get in touch with the NFU to discuss the potential for a farmer to make use of the peat.~~
[If you have been unable to contact adjacent farmers for possible re-use application](#)

to agricultural land, and the quantities involved are large enough to warrant field scale spreading, get in touch with the NFU to see if they can help locate a suitable recipient farm.

- **Wayland Prison, working with Greener Growth CIC.** They are recovering two unused poly-tunnels to create a commercial herb-growing project. From this they will be able to provide transferable skills to residents within the Prison and create a space that will help with residents' wellbeing.
- **Cringleford community food growing.** Small-scale growing vegetables with a small poly-tunnel and raised beds. Working with lots of volunteers and getting children involved in the project.

It will be for the applicant to contact the organisations above regarding the potential for re-use of peat. The receiver may need assurances of the physical and chemical quality of the material. In terms of transporting the peat, that will need to be something that the applicant discusses with the receiver as well as timing of delivery and volume they will be willing to receive.

- | |
|---|
| <p>q. Have you contacted any operators to see if they are willing and able to receive and use the excavated peat?</p> <p>r. Have you contacted local allotment organisations to see if they can make use of the peat?</p> <p>s. Have you looked into the need for an Environmental Permit for moving the excavated peat off site for re-use?</p> <p>t. What is the contingency plan for any peat left over after reducing the amount of peat excavated in for the first place, using the peat on site so it keeps wet, using the peat locally so it keeps wet and re-use of the peat?</p> |
|---|

6.5. Moving peat - Environmental Permitting

Excavated peat that you no longer require for use on the same premises will likely be considered waste. If it is intended to reuse the waste peat at another location please be minded that the reuse may be subject to regulation by the Environment Agency.

You can find more information about environmental permits and waste exemptions granted by the Environment Agency here <https://www.gov.uk/topic/environmental-management/environmental-permits>.

If, after reading the information about permits and waste exemptions you are still unsure as to whether a permit or other regulatory control is required contact the Environment Agency Customer Enquiries Team on 03708 506506 or send an email to enquiries@environment-agency.gov.uk

The information the Environment Agency requires to assist with identifying the appropriate regulation should include as a minimum, a description of the waste, in this case peat, the volume of material in tonnes, and a description of the intended use e.g. spreading on an agricultural field.

If you pass on your waste to a third party you should make sure that the carrier of the waste is registered as a waste carrier and that the carrier provides you with documentation identifying the movement; most commonly a waste transfer note. If you are in doubt as to the legitimacy of the waste carrier you can check their validity on the Environment Agency's public register here <https://environment.data.gov.uk/public-register/view/search-waste-carriers-brokers> or alternatively contact the Environment Agency Customer Enquiries team.

u. If you are moving peat soils from site, how have you ensured you are going to be in accordance with Environmental Permitting requirements?

6.6. Moving peat - Biosecurity

Biosecurity refers to a set of precautions that aim to prevent the introduction and spread of harmful organisms. These include non-native tree pests, such as insects, and disease-causing organisms, called pathogens, such as some bacteria and fungi. When moving material, such as peat soils and associated vegetation from site to site, an assessment of the risk to spreading disease and non-native species and their propagules (such as seeds and roots) needs to be considered.

To prevent the spread of invasive, non-native plants, you must not cause certain invasive and non-native plants to grow in the wild. This can include moving contaminated soil or plant cuttings. You can be fined or sent to prison for up to 2 years. Further details: <https://www.gov.uk/guidance/prevent-the-spread-of-harmful-invasive-and-non-native-plants>
<https://www.gov.uk/government/publications/treatment-and-disposal-of-invasive-non-native-plants-rps-178>.

The Broads Authority has also produced a guide/template that may be of assistance when considering biosecurity: https://www.broads-authority.gov.uk/data/assets/pdf_file/0020/196211/Biosecurity-Guidance-Draft.pdf.

v. If you are moving peat soils from site, how have you addressed biosecurity? [Have you filled out the biosecurity risk assessment template/guide?](#)

6.7. Proposals that deposit material on peat/develop over peat

This guide has tended to address scenarios where peat is removed. It could be that, for example, a car park is developed on peat so the peat is covered by tarmac or concrete.

There are also instances in the Broads where excavated material has been disposed of on peat causing significant soil compaction and habitat damage.

In terms of developing over peat, there may be a need for some element of digging or piling and the peat policy and this guide will still apply. In general, however, other than the impact of removing the existing surface of the peat (which could be a habitat and therefore other policies/Acts come into force as set out in this guide) the other qualities of the peat are not adversely affected.

In terms of disposing of excavated material from elsewhere on peat, Policy DM18 of the adopted Local Plan relating to Excavated Material is of relevance.

So, schemes that do not necessarily excavate peat, but develop over peat may have a negative impact on peat. As applications are determined, this impact will be a key consideration.

6.8. Transporting peat - emissions

Please note that the amount of carbon dioxide that peat can emit if dried out is very much more than the motor vehicle emissions associated with loading and moving peat elsewhere, locally, even considering the return journey of the particular vehicle.

Peat, if dried out, will emit 174kg of CO₂ per cubic metre of peat. This is a UK wide average figure and a standard estimate developed by Richard Lindsay of University East London for the RSPB. The actual amount of CO₂ of peat at a given site will vary, as peat is a spectrum and the wetter and more mineral the peat, the less CO₂ in a cubic metre.

A mid-sized HGV (rigid, up to 17 tonnes) has emissions of 0.88kgCO₂/mile empty, 1.01kgCO₂/mile 50% loaded, and 1.13kgCO₂/mile 100% loaded.

Using excavated peat of 20 cubic metres as an example: The peat will emit 3.5 tonnes of CO₂ if left to dry out. Presuming the vehicle used to transport the peat off site is fully loaded and comes back empty (so double miles) (and excluding the fuel used to load and unload the vehicle), it is estimated that the peat can be moved up to 1,500 miles to result in less CO₂ emitted than if the peat is left to dry out.

We therefore consider moving peat to another area locally where it will be kept wet, subject to environmental permitting, is an option for disposing of excavated peat.

6.9. Flood risk

When considering how to dispose of peat, in line with this guide, the impact on flood risk will need to be considered. For example, when backfilling or placing the peat in sunken areas, how will that affect flood storage? The EA have advised that for a smaller scheme, such as a mooring cut, the impact on flood storage will be negligible. But for larger schemes, the flood risk impact of where you dispose of the peat will need to be calculated and mitigated.

w. How do your plans for disposing of peat affect flood risk? What calculations and mitigation, if needed, have you produced?

6.10. Excavating peat – County Matters

If schemes that result in the excavation of peat cover 1 hectare in area or 20,000 cubic metres in volume or more, the Broads Authority will consult with the Minerals and Waste teams at Norfolk County Council or Suffolk County Council (dependent on where the schemes is). Following consulting with the Minerals and Waste teams, it may be that the scheme becomes a County Matter which means that the County Council and the Broads Authority would jointly assess and determine separate applications for the extraction and subsequent use. It is acknowledged that schemes of this scale are rare in the Broads.

7. Key messages

- Peat has many important qualities and is a valuable resource.
- The Broads Authority aims to leave peat in situ.
- Schemes need to thoroughly justify why peat may be excavated.
- If a scheme needs to remove peat, it needs to be the minimal amount.
- The layout and scale of development and peat affected needs to be considered.
- If peat is excavated its properties need to be considered and protected.
- We will put organisations interested in peat (in terms of the properties, research and paleoenvironment) in touch with you.
- Any excavated peat needs to be placed in areas where it will remain wet.
- If this can't be achieved, you need to consider re-use of peat.
- You need to think about environmental permitting and biosecurity when moving soil off site.
- We urge all applicants to take advantage of our free pre-application advice.

8. Helpful links and where to go to get advice

NCA Profile: 80 The Broads (NE449), Natural England:

publications.naturalengland.org.uk/publication/11549064

Positive Carbon Management of Peat Soils, Broads Authority: www.broads-authority.gov.uk/_data/assets/pdf_file/0010/416494/BA_PeatCarbonManagement.pdf

Peatlands and Climate Change, Worrall et al, Scientific Review, December 2010: www.iucn-uk-peatlandprogramme.org/sites/www.iucn-uk-peatlandprogramme.org/files/Review%20Peatlands%20and%20Climate%20Change,%20June%202011%20Final.pdf

Fen Plant Communities of Broadland. Results of a Comprehensive Survey 2005-2009 (Broads Authority and Natural England): www.broads-authority.gov.uk/_data/assets/pdf_file/0006/416391/Fen-plant-report-summary.pdf

Wetland and Waterlogged Heritage Survey NHPP Activity 3A5, Historic England, 2011 to 2015: historicengland.org.uk/research/research-results/activities/3a5

Broads Authority Biosecurity Guidance: https://www.broads-authority.gov.uk/_data/assets/pdf_file/0020/196211/Biosecurity-Guidance-Draft.pdf

Appendix A – Adopted Policy DM10 Peat Soils

See map: Appendix B: Location of peat soils

Sites of peat soils will be protected, enhanced and preserved. Where development is proposed on sites within the areas on the map, it may be necessary for an evaluation to be submitted to assess the impact of the proposal in relation to palaeoenvironments, archaeology, biodiversity provision and carbon content.

There will be a presumption in favour of preservation in-situ for peat, and development proposals that will result in unavoidable harm to, or loss of, peat will only be permitted if it is demonstrated that:

- i. There is not a less harmful viable option;
- ii. The amount of harm has been reduced to the minimum possible;
- iii. Satisfactory provision is made for the evaluation, recording and interpretation of the peat before commencement of development; and
- iv. The peat is disposed of in a way that will limit carbon loss to the atmosphere

Development that seeks to enhance biodiversity but may result in some peat removal will still need to demonstrate the criteria i to iv and that the biodiversity benefit will outweigh carbon loss.

Proposals to enhance peat and protect its qualities will be supported.

Reasoned justification

Peat is an abundant soil typology in the Broads and an important asset, providing many ecosystem services:

- **Climate change:** The soils formed by the Broads wetland vegetation store 38.8 million tonnes of carbon⁹. Peat soils release previously stored carbon when they are dry. UK peats therefore represent both a threat and an opportunity with respect to greenhouse gas emissions. Correct management and restoration could lead to enhanced storage of carbon and other greenhouse gases in these soils, while mismanagement or neglect could lead to these carbon sinks becoming net sources of greenhouse gases.
- **Biodiversity:** Peat soils support internationally important fen, fen meadow, wet woodland and lake habitats. 75% of the remaining species-rich peat fen in lowland Britain is found in the Broads. Milk parsley, the food plant of the Swallowtail

⁹ NCA Profile 80, Natural England and the Broads Authority's Carbon Reduction Strategy: www.broads-authority.gov.uk/_data/assets/pdf_file/0011/400052/Carbon-reduction-strategy.pdf

caterpillar, grows only on peat soils. Fen orchids have their UK stronghold in the Broads so the peat soils are critical for the survival of this species. Other rare and important plant and invertebrate communities (collection of species) are supported by the peaty soils.

- **Archaeology:** Historic England has identified the Broads as an area of **exceptional waterlogged heritage**. Because of the soil conditions in the Broads, there is great potential for archaeology to be well preserved, giving an insight into the past. Archaeology is discussed in more detail in the Heritage section of this Plan.
- **Palaeoenvironments:** The peat has accumulated over time and thus incorporates a record of past climatic and environmental changes that can be reconstructed through, for example, the study of its stratigraphy and pollen content, leading to increased knowledge of the evolution of the landscape.
- **Water:** Peaty soils help prevent flooding by absorbing and holding water like a sponge as well as filtering and purifying water. Peat can absorb large quantities of nutrient and other pollutants, although peat soils can under certain conditions release these chemicals back into the surrounding water.

While there is a certain irony in protecting the peat soils in an area where the lakes originated from peat extraction, peat is a finite resource. Land management that could impact on the quality of the peat soil includes land drainage, introduction of polluted water, burying the peat under hard surfaces or gardens, compacting peat and peat removal to change the land use.

Lowland fen is a priority habitat under the UK Biodiversity Action Plan and the EU Habitats Directive because of the quality and diversity of species it supports. Peat is not a habitat that can be recreated elsewhere as the deep soils take many thousands of years to form.

On occasion, for nature conservation benefits, peat can be removed to create shallow turf ponds or scrapes (areas of temporary open water) on areas of fen or scrub habitat to maximise the biodiversity value and hold back succession to woodland habitat. The removal of peat can also be necessary for conservation management – for example, the most biodiverse areas of UK fen occur on areas where the turf has been stripped and vegetation subsequently grown back. This policy allows for such operations, provided they can justify the proposal against the criteria set out in the policy.

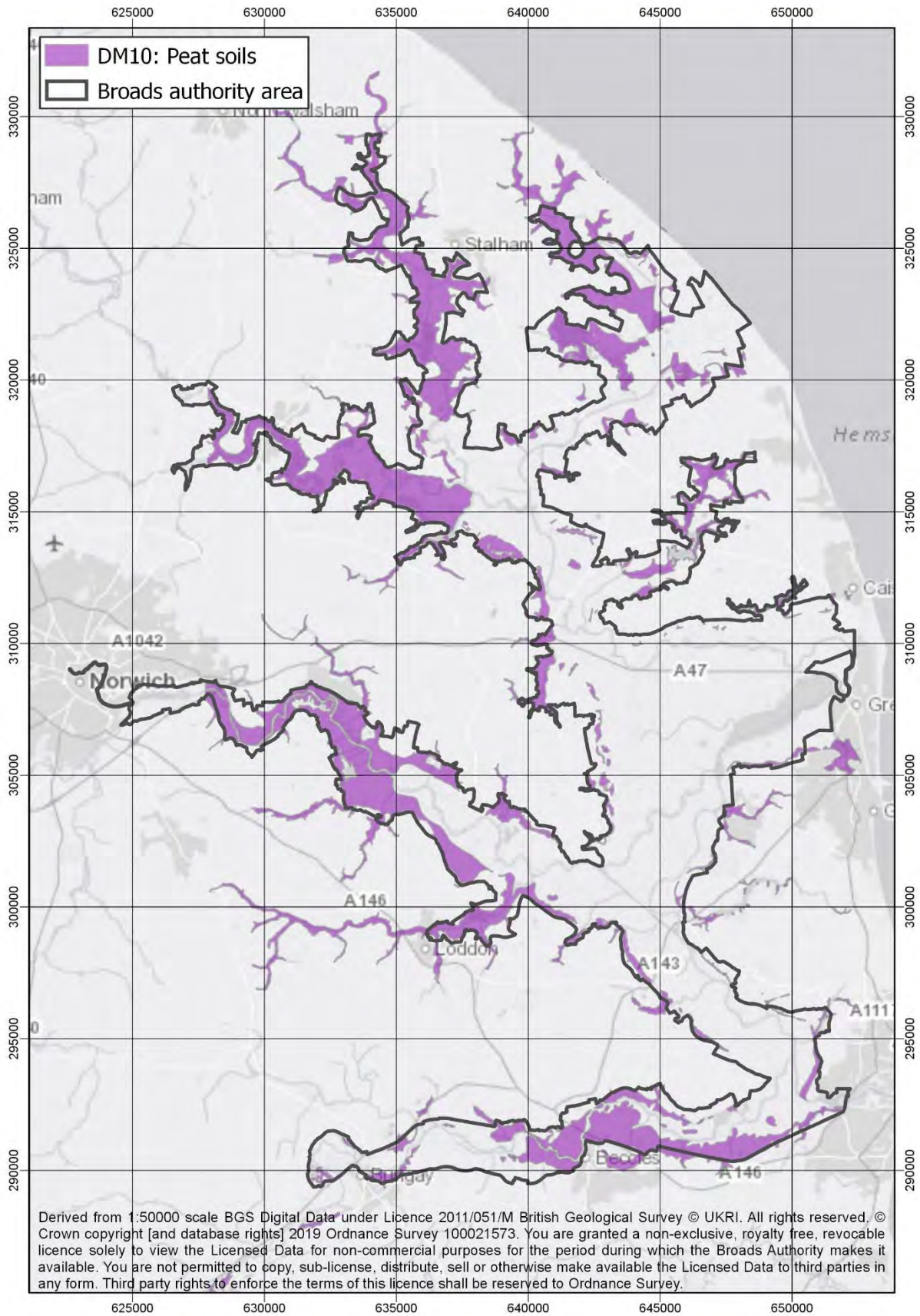
The NPPF and NPPG only mention peat soils in relation to its excavation as a mineral resource, rather than the issue in the Broads relating to impact due to groundworks from development and inappropriate land management.

The policy seeks protection of peat soils through changes in the location of development in the first instance and then designing proposals to minimise disturbance to the qualities of

the peat and the amount of peat removed. Development proposed on areas of peat would require justification for the need to site the development on peat, and subsequently a peat assessment that shows how efforts have been made to reduce adverse impacts on peat. Proposals that would result in removal of peat are required to assess the archaeological and paleoenvironmental potential of peat and make adequate recordings prior to removal.

To prevent the loss of carbon to the atmosphere that is sequestered in peat soils, disposal is of great importance. The Authority expects peat to be disposed of in a way that maintains the carbon capture properties. Peat needs to go somewhere where it can remain wet (and hence retain its function to lock up carbon and prevent it being released into the atmosphere) or potentially provide a seedbank (the potential for ancient peat to provide a viable seedbank may need to be evidenced) or be reused for local benefit (for example by boosting organic matter in degraded arable soils). When dry, peat changes its properties and oxidizes, so transfer to the receiving site would need to be immediate.

Appendix B – Map of peat



Appendix C – Peat report template

About the planning application/scheme

Planning Application Number:	
Address:	
Summary of application:	

About this report

Report produced by:	
Date of report:	

If you have completed on site peat assessments

Have you completed coring samples of the site?	
Provide details of how the coring was carried out and what the findings are. This could be a cross reference to the report.	

About your development proposal

a. Why does the development have to go where it is proposed?	
b. What alternative locations have you considered? Why have you discounted these alternative locations?	
c. How can you reduce the amount/volume of peat that is to be developed? Please provide details. If you cannot reduce the volume, please say why.	
d. How can you change the layout of development to reduce the amount of peat soils affected? Please provide details. If you cannot change the layout, please say why.	

e. How can you reduce the scale of development to reduce the amount of peat soils affected? Please provide details. If you cannot change the scale, please say why.	
f. If amending the layout/scale of the site is not feasible, practical or viable and you intend to still develop on peat soils, you need to provide a robust justification for doing so.	

About the peat that is to be excavated

g. What volume of peat (m ³) will be excavated? How is this different to your initial plans?	
--	--

Addressing the special qualities of peat

h. How have you considered and addressed archaeology on this site?	
i. Is there potential for archaeological finds on this site?	
j. How have you considered the biodiversity enhancement options on your peat site?	

Disposal of the excavated peat

k. Where do you intend to dispose of the excavated peat soils on site? Please show on a plan with anticipated volume of each receiving area.	
l. How will these areas ensure the peat is kept wet?	
m. When will the receiving areas be ready to receive peat soils? What is the time-period between excavation and backfilling/depositing? Have you	

arranged for the peat to be covered with tarpaulin for this period?	
n. Have you contacted any operators to see if they are willing and able to receive and use the excavated peat?	
o. Have you contacted local allotment organisations to see if they can make use of the peat?	
p. Have you looked into the need for an Environmental Permit for moving the excavated peat off site for re-use?	
q. What is the contingency plan for any peat left over after reducing the amount of peat excavated in for the first place, using the peat on site so it keeps wet, using the peat locally so it keeps wet and re-use of the peat?	
r. Have you contacted neighbouring landowners or Operational teams in the Environment Agency, Norfolk and Suffolk Wildlife Trust and Broads Authority to check what local opportunities may exist for receiving peat and keeping it wet?	
s. How have you discussed your approach to dealing with the excavated peat with your contractor? Have they confirmed the approach is feasible?	
t. Have you looked into the need for an Environmental Permit for moving the excavated peat offsite?	
u. If you are moving peat soils from site, how have you ensured you are going to be in accordance with	

Environmental Permitting requirements?	
v. If you are moving peat soils from site, how have you addressed biosecurity? <u>Have you filled out the biosecurity risk assessment template/guide?</u>	
w. <u>How do your plans for disposing of peat affect flood risk? What calculations and mitigation, if needed, have you produced?</u>	

Appendix E – Privacy notice

Personal data

The following is to explain your rights and give you the information you are entitled to under the Data Protection Act 2018. Our Data Protection Policy can be found here:

http://www.broads-authority.gov.uk/data/assets/pdf_file/0003/1111485/Data-Protection-Policy-2018.pdf.

The Broads Authority will process your personal data in accordance with the law and in the majority of circumstances this will mean that your personal data will be made publicly available as part of the process. It will not however be sold or transferred to third parties other than for the purposes of the consultation.

1. The identity of the data controller and contact details of our Data Protection Officer

The Broads Authority is the data controller. The Data Protection Officer can be contacted at dpo@broads-authority.gov.uk or (01603) 610734.

2. Why we are collecting your personal data

Your personal data is being collected as an essential part of the consultation process, so that we can contact you regarding your response and for statistical purposes. We may also use it to contact you about related matters. We will also contact you about later stages of the Local Plan process.

3. Our legal basis for processing your personal data

The Data Protection Act 2018 states that, as a Local Planning Authority, the Broads Authority may process personal data as necessary for the effective performance of a task carried out in the public interest, i.e. a consultation.

4. With whom we will be sharing your personal data

Your personal data will not be shared with any organisation outside of MHCLG. Only your name and organisation will be made public alongside your response to this consultation.

Your personal data will not be transferred outside the EU.

5. For how long we will keep your personal data, or criteria used to determine the retention period.

Your personal data will be held for 16 years from the closure of the consultation in accordance with our Data and Information Retention Policy. A copy can be found here <http://www.broads-authority.gov.uk/about-us/privacy>.

6. Your rights, e.g. access, rectification, erasure

The data we are collecting is your personal data, and you have considerable say over what happens to it. You have the right:

- ~~a) to see what data we have about you~~
- ~~b) to ask us to stop using your data, but keep it on record~~
- ~~c) to ask to have all or some of your data deleted or corrected~~
- ~~d) to lodge a complaint with the independent Information Commissioner (ICO) if you think we are not handling your data fairly or in accordance with the law. You can contact the ICO at <https://ico.org.uk/>, or telephone 0303 123 1113.~~

~~7. Your personal data will not be used for any automated decision making.~~

Broads Authority

19 March 2021

Agenda item number 12

Norfolk Strategic Planning Framework – for endorsement

Report by Planning Policy Officer

Purpose

The Norfolk Strategic Planning Framework (NSPF) document agreements relating to cross boundary, strategic planning matters. The third version of the NSPF has been produced and is presented for members' endorsement.

Broads Plan context

Action 8.1 in the Broads Plan is to update and adopt Broads spatial planning policies and site-specific allocations to support local business, housing need, community facilities and transport choices, and to ensure development occurs within environmental limits.

Recommended decision

To endorse the Norfolk Strategic Planning Framework (version 3).

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1. Introduction

- 1.1. The Norfolk Strategic Planning Framework (NSPF) has been produced by all the Local Planning Authorities (LPAs) in Norfolk, with the involvement of other relevant bodies such as the Environment Agency. The NSPF sets out guidelines for strategic planning matters across the county and beyond, and demonstrates how the LPAs will work together under the Duty to Co-operate, through a series of agreements on planning related topics. The Framework has been put together by officers from the Norfolk LPAs,

under the oversight of a member level group comprising representatives from all the authorities.

- 1.2. Although the Framework is not a statutory planning document, not having been through the full process required to achieve such status, it sets out the strategic matters to consider in the production of Local Plans by the constituent Norfolk LPAs.
- 1.3. The Framework sets out a proposed Spatial Vision and shared objectives for the Norfolk LPAs, having regard to the main spatial planning issues of population growth, housing, economy, infrastructure and environment. There are a number of “agreements” which explain how the LPAs will seek to deal with the matters through their spatial planning role. These agreements are set out in bold in the document, so are easy to identify. While the Framework is not an adopted planning document in its own right, it can be seen as a guide for future planning work.
- 1.4. The NSPF will be reviewed regularly, as the Duty to Co-operate requires authorities to work together in ‘an ongoing and meaningful way’ and Statements of Common Ground must ‘reflect the most up to date position in terms of joint working across the area’.
- 1.5. As the Local Plan for the Broads starts to be reviewed, the findings of the joint work and the agreements will inform the new Local Plan.
- 1.6. Finally, while the NSPF covers Norfolk, part of the Broads is in Suffolk. The Authority works closely and meets quarterly with East Suffolk Council and Suffolk County Council (and with Great Yarmouth Borough Council). A Statement of Common Ground with the relevant Suffolk-based authorities will be produced to support the new Local Plan.

2. NSPF Member Forum

- 2.1. The NSPF Member Forum comprises Leaders or Planning Portfolio holders of all LPAs in Norfolk. They meet quarterly and oversee the production of the NSPF. They are not a decision-making body; any decisions need to be made/ratified by each individual LPA.
- 2.2. At the January 2021 NSPF Member Forum meeting, the NSPF was generally supported. There were some comments on the Older Persons’ Accommodation report and the Green Infrastructure and Recreation Avoidance Mitigation Strategy (GI RAMS), and these are discussed later. However, generally the approach of these reports was endorsed as were the related agreements in the NSPF.
- 2.3. The NSPF Member Forum endorsed the NSPF version 3 and recommend that the individual Local Planning Authorities also endorse it.
- 2.4. It should be noted that since the Member Forum meeting there have been some minor amendments to the NSPF in relation to GI RAMS work and reference to the Marine Management Organisation (MMO) - see Appendix 4. However, these are considered *de minimis* and do not affect the overall NSPF significantly. It is considered the NSPF version 3 can still be endorsed by individual LPAs.

3. Version 3 of the NSPF

3.1. As well as a general update to the NSPF, this third version also addresses some important issues. The updated NSPF is at Appendix 1.

3.2. The following issues are included in the NSPF, and the corresponding supporting information will also be published alongside the NSPF.

3.3. **Shared objectives/guidance for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk.**

See Appendix 2. The Norfolk Strategic Planning Member Forum set up an officer group with the support of Mobile UK, to explore how to improve 4G and 5G infrastructure roll-out in Norfolk. This group produced the shared objectives/guidance at Appendix 2. This sets out what operators and Norfolk's local authorities need to do to improve digital connectivity.

3.4. **Climate change and the planning system summary document and supporting documents on each subject area.**

See Appendix 3. The Climate Change group was set up in late Summer 2019, and it has reviewed information in relation to climate change, with a specific focus on the role and impact on Local Plans and the planning system generally. It has also explored some of the emerging policy work around climate change and background information, such as the Report from the Committee on Climate Change that helped inform the Government's changes to the Climate Change Act 2008, and the adoption of the 2050 net zero target. The group identified the key areas of influence for planning and recommendations to be taken forward across the county. The areas explored include water, energy usage, electric vehicles, community-led heating schemes, movement, location of development, point sources, parking and design standards.

3.5. **Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy (GI RAMS).**

Place Services were commissioned earlier in 2019 to produce a county-wide Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy.

3.6. The GI RAMS work includes:

- A review of the strategically significant opportunities for the provision of new and/or enhanced Green Infrastructure in the county.
- Understanding of the current management measures for visitors to the sites designated as of European interest for conservation and evidence for recreational disturbance, including any disturbance 'hotspots' or particular concerns with locations proposed for housing growth.
- Developing the mitigation necessary to avoid significant adverse effects from 'in-combination' impacts from residential development, and identify a detailed programme of strategic mitigation measures, which will be recommended to be funded by developer contributions from residential development schemes.

- 3.7. It is important to note that:
- a. Evidence indicates that all dwellings in Norfolk are likely to result in a significant effect on protected sites, through recreation disturbance.
 - b. To mitigate the impact, there is potentially the need for a tariff charged per dwelling that could be collected and spent county-wide. This tariff is calculated to be just under £200 per dwelling.
 - c. There will be a next phase of work that looks into implementation and delivery of the report.
- 3.8. The tariff was discussed at the Member Forum meeting in January. While there was support for the idea of a tariff, there were concerns and queries as follows.
- a. What is the justification for one zone of influence?
 - b. Why is the tariff to be paid on employing people rather than infrastructure?
 - c. How will paying into a county-wide pot work? What about development in one part of the county that is quite removed from a protected site elsewhere in the county?
- 3.9. A further meeting of the Norfolk NSPF Member Forum, to discuss the GI RAMS report in more details, was set up for 8 March 2021 (after the March meeting of the Broads Authority's Planning Committee. The answers to these queries and the results of the discussion of the meeting on 8 March will be reported verbally at the Broads Authority meeting. It is important to note the following points:
- (1) The report is being finalised, in particular in relation to what the funding would be spent on (the strategy) following the comments made at the NPSF Member Forum in January.
 - (2) The final report will be presented to the Planning Committee.
 - (3) The emerging report findings relating to the need for a tariff and the scale of the tariff (of around £205) were generally supported at the January NSPF Member Forum, and the wording in the NSPF is deemed adequate yet flexible enough to enable the delivery of the GI RAMS work when finalised.
- 3.10. **Older Persons Accommodation and Support Needs Study**
The 'Three Dragons' consultancy has been commissioned to complete an Older Persons Accommodation and Support Needs Study (see Appendix 6). The study is being finalised and will be presented to the Planning Committee. The report is evidence based, and the need to ensure we consider the needs of older people is reflected in the NSPF.

4. Planning Committee feedback

- 4.1. The NSPF version 3 was discussed by the Planning Committee on 5 March. Members' comments will be reported verbally at today's meeting.

5. Financial implications

- 5.1. The Broads Authority contributes £5,000 a year towards the NSPF and joint working in Norfolk.
- 5.2. The RAMS tariff will mean that developers have to pay around £200 per dwelling, but this is cheaper than providing their own bespoke mitigation for their scheme.

Author: Natalie Beal

Date of report: 10 February 2021

Appendix 1 – NSPF version 3

Appendix 2 - Shared objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk

Appendix 3 - Climate change and the planning system summary document and supporting documents on each subject area

Appendix 4 – Changes to NSPF version 3 since the January 2021 Member Forum

Norfolk Strategic Planning Framework

Shared Spatial Objectives for a Growing County and Statement of Common Ground

January 2021



Signatories

- Breckland District Council
- Broadland District Council
- Broads Authority
- Great Yarmouth Borough Council
- Borough Council of King's Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Natural England
- Environment Agency
- Anglian Water
- Marine Management Organisation
- New Anglia Local Enterprise Partnership
- Active Norfolk
- Water Resources East

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- Great Yarmouth Borough Council
- Borough Council of King's Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Suffolk County Council
- Babergh & Mid Suffolk District Councils
- East Suffolk Council
- West Suffolk Council
- Fenland District Council
- East Cambridgeshire District Council
- South Holland District Council
- Natural England
- Environment Agency
- Wild Anglia
- Anglian Water
- New Anglia Local Enterprise Partnership
- UK Power Networks
- Cambridgeshire and Peterborough Combined Authority
- Norfolk and Waveney CCG
- NHS Sustainability and Transformation Partnership Estates for Norfolk and Waveney
- Mobile UK

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Summary of Formal Agreements within the Statement of Common Ground

Please Note: 'Norfolk Planning authorities' and 'Norfolk Authorities' refers to the 7 district authorities that make up Norfolk (see section 1.4), the Broads Authority and Norfolk County Council.

Agreement 1 - That when preparing new Local Plans which seek to identify levels of Objectively Assessed Need for housing the Norfolk Planning Authorities will produce documents which provide for the development needs of their areas until at least 2036.

Agreement 2 - In preparing their Local Plans the Norfolk Planning Authorities will seek to positively contribute towards the delivery of the following vision.

Agreement 3 - By 2036, through co-operation between the Norfolk Authorities and preparation of Development Plans, Norfolk will seek to maximise the delivery of the following objectives (in no particular order):

- To realise the economic potential of Norfolk and its people*
- To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact from, exposure to, and effects of climate change*
- To address housing needs in Norfolk*
- To improve the quality of life and health for all the population of Norfolk*
- To improve and conserve Norfolk's rich and biodiverse environment*

*Full details of each objective are in section 2 of this document

Agreement 4 –To produce and maintain an assessment of housing needs covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

Agreement 5 - That Great Yarmouth and King's Lynn and West Norfolk will each continue to prepare separate Local Plans for their areas.

Agreement 6 - That Breckland and North Norfolk will continue to prepare separate Local Plans for their areas whilst Broadland District Council, Norwich City Council and South Norfolk Council will co-operate on a new Greater Norwich Local Plan that will replace the current Joint Core Strategy and various other existing Local Plan documents in this area.

Agreement 7 - That, in view of the very distinct issues facing the Broads Authority Area, spatial planning matters will continue to be best addressed by way of a standalone Broads Local Plan.

Agreement 8 – Norfolk Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan

Agreement 9 - The list of locations in section 5 are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

Agreement 10 - The recently adopted and emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

Agreement 11 - When determining their respective Local Plan housing targets each Norfolk Authority, working together where desirable, will aim to deliver at least the local housing need as identified in the most up to date evidence (Table 9). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad’s landscape and special qualities.

Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

Agreement 14 – Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of homes within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

Agreement 15 - The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

Agreement 16 – All Norfolk Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

Agreement 17 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

- **Housing strategies will seek to allocate a range of different sizes of sites, where such sites are available and would result sustainable development.**
- **Clear evidence and demonstration of ability to deliver development will be required prior to the allocation of larger sites for development.**

Agreement 18 - Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol Between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

Agreement 19 - Norfolk Planning Authorities agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, the Authorities agree to give consideration to the approaches in the NSPF Climate Change research Paper of this report when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Norfolk Planning Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Agreement 20 - Norfolk Planning Authorities agree to work together to investigate the production of a county wide climate change best practice guide/design guide and produce a brief for this work. This work will help facilitate climate change and healthy living initiatives across the county by providing high level principles.

Agreement 21– Norfolk Authorities have agreed to become members of WRE, and to work collaboratively with its other members in the development of the Norfolk Water Strategy to ensure the project delivers the best outcomes for the county. Norfolk Authorities will also work collaboratively as part of WRE to enable the successful co-creation of WRE's wider Regional Plan.

Agreement 22 – Norfolk is identified as an area of serious water stress, the Norfolk Planning Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

Agreement 23 – The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure. LPAs will produce Habitat Regulation Assessments, as required, that will also consider impact of development on sensitive sites.

Agreement 24 - To support the high speed broadband provision in emerging Local Plans Norfolk Planning Authorities will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and consider the promotion of Fibre to the Premises (FTTP) to smaller sites. Norfolk Planning Authorities will consider policies to require all residential developments over 10 dwellings and all employment developments to enable FTTP and strongly encourage FTTP on smaller sites.

Agreement 25 - To maximise the speed of rollout of 5G telecommunications to Norfolk, Norfolk Planning Authorities will continue to engage with Mobile Network Operators and Mobile UK on their 5G rollout plans for Norfolk. When reviewing Local Plans and updating relevant policies, Local Planning Authorities agree to have regard to the shared objectives for extending 4G coverage and the rollout of 5G infrastructure in Norfolk produced by the technical group, taking into account material planning considerations.

Agreement 26: Norfolk Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

Agreement 27 - Norfolk Planning Authorities and the MMO agree that there are currently no strategic planning issues remaining to be identified and that there is no conflict at a strategic level between the NSPF and adopted Marine Plans. Both parties agree to continue to work together in the preparation of Local Plans being brought forward in Norfolk and any review of the MMOs Marine Plans. Both parties have identified the following areas of common strategic issues:

- **Infrastructure**
- **Governance**
- **Heritage**
- **Marine Protected areas**
- **Marine and coastal employment**
- **Sustainable port development**
- **Energy – offshore wind and oil and gas**
- **Access for tourism and recreation**
- **Sustainable and aquaculture fisheries in small harbour towns**
- **AONB and Seascape and landscape (character and natural beauty)**
- **Biodiversity**
- **Marine aggregates**
- **Cabling**
- **Water quality/water supply and sewerage**
- **Climate change/ Coastal erosion and coastal change management**

Agreement 28: In recognition of:

a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;

b) the pressure that development in Norfolk could place on these assets; and

c) the importance of ecological connections between habitats

Norfolk Planning Authorities will work together to complete and deliver the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

Agreement 29 :

It is agreed that:

- 1) It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. The Norfolk Minerals and Waste Local Plan will therefore enable Norfolk to continue to be self-sufficient in the production of sand and gravel, whilst making an important contribution to the national production of silica sand.**
- 2) A steady and adequate supply of minerals to support sustainable economic growth will be planned for through allocating sufficient sites and/or areas in the Norfolk Minerals and Waste Local Plan to meet the forecast need for sand and gravel, carstone, and silica sand.**
- 3) Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation. Resources of sand and gravel, carstone and silica sand within defined Mineral Safeguarding Areas will be safeguarded from needless sterilisation by non-mineral development. Infrastructure for the handling, processing and transportation of minerals will also be safeguarded from incompatible development. Defined waste management facilities and water recycling centres will be safeguarded from incompatible development.**
- 4) The Norfolk Minerals and Waste Local Plan policies will enable the re-use, recycling and recovery of waste in Norfolk to increase, thereby reducing the quantity and proportion of waste arising in Norfolk that requires disposal, in accordance with the Waste Hierarchy.**
- 5) The Norfolk Minerals and Waste Local Plan will enable Norfolk to be net self-sufficient in waste management, where practicable and to enable sufficient waste management infrastructure to be provided in order for Norfolk to meet the existing and forecast amount of waste expected to arise over the Plan period.**
- 6) The Norfolk Minerals and Waste Local Plan will direct new waste management facilities to be located in proximity to Norfolk's urban areas and main towns. Priority for the location of new waste management facilities will be given to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.**
- 7) The Norfolk Minerals and Waste Local Plan will contain policies to ensure that minerals development and waste management facilities will be located, designed and operated without unacceptable adverse impacts on the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk.**

Agreement 30: In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the Norfolk Planning Authorities agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

Agreement 31: Norfolk Planning Authorities with support of the signatories of the document agree to maintain this statement of common ground.

Section 1 – Introduction

1.1 Purpose of this Document

Norfolk's Local Planning Authorities (including Norfolk County Council) have a long track record of working together to achieve shared objectives. In early 2015 they, working through its strategic planning member forum, agreed to formally cooperate on a range of strategic cross-boundary planning issues through the preparation of the Norfolk Strategic Planning Framework (NSPF).

The aim of producing the framework was to:

- Agree shared objectives and strategic priorities to improve outcomes for Norfolk and inform the preparation of future Local Plans;
- Demonstrate compliance with the duty to co-operate and consistency with the revised National Planning Policy Framework;
- Find efficiencies in the planning system through working towards the establishment of a shared evidence base;
- Influence subsequent high level plans (such as the New Anglia LEP's Economic Strategy, Local Industrial Strategy¹ and Covid 19 Economic Recovery Restart Plan²); and
- Maximise the opportunities to secure external funding to deliver against agreed objectives.

The previous version of the NSPF was endorsed by all Norfolk planning authorities in October 2019 it considered the impact of the revised National Planning Policy Framework (NPPF)³ and the requirement to apply a new standardised methodology to assessing housing need, and produce statements of common ground. It is clear that Norfolk's local planning authorities needed to continue to work closely together to address strategic planning matters and therefore the Norfolk Strategic Planning Member forum agreed to continue to formally cooperate on strategic planning activities and to update the NSPF.

This document continues to fulfil the requirement for Norfolk Local Planning Authorities to produce a statement of common ground setting out the effective and on-going joint working across the county on strategic planning matters. It addresses key cross-boundary issues and progress in cooperating to address these.

A number of working groups have been tasked with updating the document. These groups consist of Local Authority staff assisted by other organisations including the Environment Agency, Natural England NHS Sustainability and Transformation Partnership (STP), Anglian Water, UK Power Networks, Active Norfolk and the New Anglia Local Enterprise Partnership. Our thanks is extended to all those who have contributed to this work which has informed this framework.

¹ [New Anglia LEP Local Industrial Strategy - https://newanglia.co.uk/local-industrial-strategy/](https://newanglia.co.uk/local-industrial-strategy/)

² See [New Anglia LEP Covid 19 Economic Recovery Restart Plan - https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf](https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf)

³ See [National Planning Policy Framework - https://www.gov.uk/government/publications/national-planning-policy-framework--2](https://www.gov.uk/government/publications/national-planning-policy-framework--2)

For further information on the work of the Norfolk Strategic Planning Member Forum and about the process for updating this framework please see the Forum's website:

[Norfolk Strategic Planning Member Forum - www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf)

This document is intended to be strategic in nature. It provides only an overview of background information and shared research. A wealth of information has been produced by the working groups; however a decision has been made to keep this document concise and to concentrate on the matters where there is a clear need for agreement between the Local Authorities. We acknowledge that not all factors have been considered, but where appropriate, relevant additional information has been highlighted. The absence of certain issues does not diminish their importance or value.

Details of the lead contact in each local Council on strategic planning matters are included in Appendix 1.

1.2 Governance Arrangements for the creation of this document

Norfolk Strategic Planning Member Forum

The development of this Framework is overseen by the Norfolk Strategic Planning Member Forum. This consists of one Member from each of the Borough Council of King's Lynn and West Norfolk, Breckland District Council, Broadland District Council, Broads Authority, Great Yarmouth Borough Council, North Norfolk District Council, Norwich City Council, South Norfolk Council and the Norfolk County Council. The membership of the group will be determined by each authority via annual nomination preferably of the Planning Portfolio Member or equivalent for each authority. The operation of the Member Forum and officer support group is governed by formal terms of reference available from [the Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf). Chairmanship is determined by the Forum and reviewed each year. The meetings of the Forum are held every three months and held in public. An agenda and papers are circulated in advance of each meeting and informal action notes will be taken and published on the Norfolk Strategic Planning Framework website. Each authority endorses this document through their relevant committees or cabinets.

Norfolk Strategic Planning Officers Group

The Norfolk Strategic Planning Officers Group consists of key planning policy officers from each Planning Authority in Norfolk as well as other key statutory agencies. The group reviews the progress of the document production on a monthly basis. The group have ensured that the document progresses to the timetable and meets any government and legislative requirements.

The Steering Groups

The steering group is responsible for the creation of the document, receiving reports from the Technical Sub groups to help in the authoring process.

Technical Sub groups

The Technical Sub Groups provide technical evidence and make recommendations in relation to the document to the Steering Group. They consist of officers from the Authorities involved in the production of the document and a range of bodies who have expertise and interest in matters related to the group's subject.

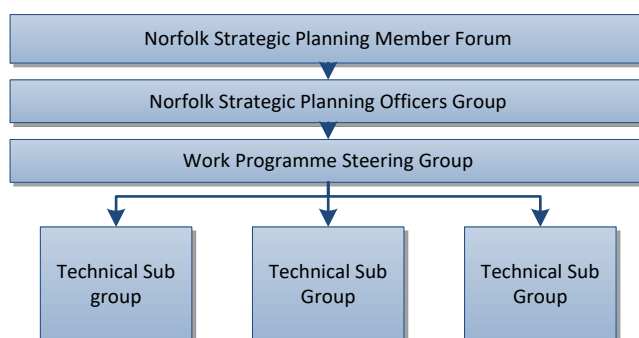


Figure 1: Governance arrangements for the Norfolk Strategic Planning Framework

1.3 Changes to the document

In updating this document Norfolk’s local planning authorities sought to ensure the NSPF is up to date with all relevant information and legislation. The document has been updated after the completion of a number of county wide studies looking at:

- Green infrastructure and Recreational avoidance and mitigation and the introduction of a county wide tariff to mitigate against the impact on existing Natura 2000 sites
- The housing needs of the elderly and the types of accommodation required
- Actions that local planning authorities can take to help mitigate and adapt to climate change
- A new health section to highlight the importance of health provision and health living as a strategic cross boundary issue
- Shared Guidance on the role out of 5G and to help improve fibre broadband connectivity
- Updates to remaining sections to take account of new or updated information

Whilst this document was being prepared the government announced a consultation on landmark reforms to the planning system under the Planning for the Future White Paper⁴. The key aims of the changes are to speed up and modernise the planning system and get the country building. One of the proposed changes will be to abolish the Duty to Cooperate. However the government is giving further consideration to the way in which strategic cross-boundary issues, such as major infrastructure or strategic sites, can be adequately planned for, including the scale at which plans are best prepared. Once further clarification is provided by central government through new legislation and a revised National Planning Policy Framework it will become clear if Norfolk Planning Authorities can continue to address strategic planning matters through a revision of this document. In the meantime partner authorities remain committed to cooperative processes and updating this document.

⁴ See [Planning for the Future White Paper - https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system](https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system)

1.4 Timescale for and coverage of the Document

This document relates to the whole of Norfolk and all Norfolk authorities which include:

Breckland District Council, Broadland District Council, Broads Authority, Great Yarmouth Borough Council, Borough Council of King's Lynn and West Norfolk, Norwich City Council, North Norfolk District Council, South Norfolk Council and Norfolk County Council.

This Statement of Common Ground has been prepared with the understanding that the signatories undertake their statutory duties in accordance with relevant legislation, policy and guidance; and in the context of other relevant Statements of Common Ground, Memoranda of Understanding and Position Statements which they are party to.

All Norfolk Local Planning Authorities have agreed to plan to at least 2036 in their next generation of local plans. This is reflected in the evidence base for this framework insofar as it seeks to provide statistical information looking ahead to this period. This is also the date by when objectives are to be achieved. However, in parts, notably the vision, it is necessary for the document to take a longer term view.

Agreement 1 - That when preparing new Local Plans which seek to identify levels of Objectively Assessed Need for housing the Norfolk Planning Authorities will produce documents which provide for the development needs of their areas until at least 2036.

Section 2 – Vision and Objectives

2.1 Introduction

Norfolk is a diverse County. It covers a land area of 5,370 sq. km (2,074 sq. miles) and has a population of 907,760⁵. It is a largely rural county with a relatively low population density, although over half of the population lives in the built up areas of Norwich, Great Yarmouth and King’s Lynn and a number of market towns⁶. These built up areas have a very considerable stock of historic assets and can offer a very attractive quality of life to residents.

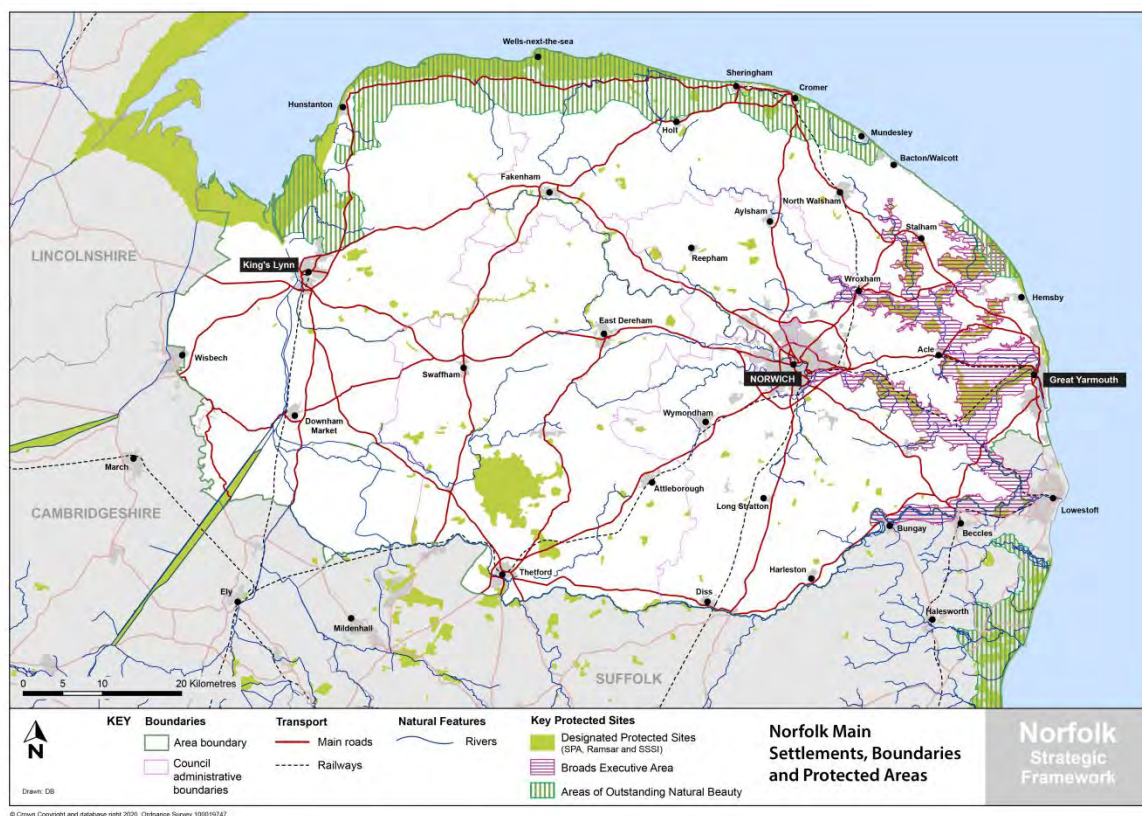


Figure 2: Map of Norfolk’s main settlement, Authority boundaries, major transport connections and land-based protected areas. 2021

Norfolk borders Suffolk to the south, Cambridgeshire to the southwest, and Lincolnshire to the west, and has a long coastal boundary stretching from The Wash to the south of Great Yarmouth, this area is covered by the East Inshore Marine Plan⁷. It contains many environments which are highly valued for their landscape and seascape, and for their biodiversity and/or geodiversity interests. In

⁵ Mid year 2019 ONS estimate see [Norfolk Insight web page - http://www.norfolkinsight.org.uk/population](http://www.norfolkinsight.org.uk/population)

⁶ The 21 largest others centres are Attleborough, Aylsham, Cromer, Dereham, Diss, Downham Market, Fakenham, Harleston, Holt, Hunstanton, Loddon, Long Stratton, North Walsham, Sheringham, Stalham, Swaffham, Thetford, Wroxham/Hoveton, Wymondham, Watton, Wells-Next-The-Sea

⁷ See [East Inshore Marine Plan - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/312496/east-plan.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/312496/east-plan.pdf)

particular, the Norfolk Coast Area of Outstanding Natural Beauty, the Brecks and the Broads, which is a unique network of protected rivers and lakes that extends partly into Suffolk and has the equivalent status to a National Park.

Norfolk's economy is also diverse. It is home to a number of world class industries such as on the Norwich Research Park and the offshore energy sector in Great Yarmouth. Employment levels are growing; there is a highly skilled and versatile population with good graduate retention rates and improving links to the thriving markets of Cambridge, London and the wider South East. However, it is not without challenges; gross value added per job in the area remains below the UK average⁸, there are high levels of deprivation especially in urban areas and skill levels in the workforce are relatively low. The Economic Strategy (which was produced by the New Anglia Local Enterprise Partnership in 2017) identifies a number of interventions designed to significantly uplift economic performance in Norfolk.

Norfolk's infrastructure is under developed compared to many other parts of the wider South and East of England. For many years Norwich was the largest city in England not connected to the motorway network by a dual carriageway. Cross county trips tended to be slow and unreliable and rail journey times from London were comparable to places in the north of England such as York and Warrington. However, the dualling of the A11 and the completion of the Broadland Northway (previously known as the Northern Distributor Road) improved travel time and connectivity considerably, and announcements on both the A47 and the Greater Anglia rail franchise have the potential to improve this further. Norwich Airport, the busiest airport in East Anglia, offers regular flights to various destinations in the UK and Europe. Many of the key road and rail links connecting Norfolk to the rest of the UK are still in need of improvement as are many of the links within the County. The need to enhance capacity of infrastructure networks can add considerable costs and increase delays to development.

Patchy mobile coverage is a continuing frustration to residents and businesses⁹. However, the picture regarding superfast broadband coverage is rapidly improving; currently 95% of the county's homes and businesses are able to access speeds of 24Mbps+¹⁰, up from 42% in 2012¹¹.

Through working together and with government, businesses and residents Norfolk's Local Authorities hope to successfully address the challenges faced and maximise the potential of the County. As a basis for guiding this shared endeavour, the following shared vision and objectives have been agreed by the Strategic Planning Member Forum. For further information on the background to this material please see the papers previously considered by the Member Forum¹².

⁸ See [NEW Anglia LEP Economic Strategy page 7 - https://newanglia.co.uk/wp-content/uploads/2020/03/New-Anglia-LEP-Economic-Strategy-Annual-Progress-Report-FINAL-WEB-version-medium-res.pdf](https://newanglia.co.uk/wp-content/uploads/2020/03/New-Anglia-LEP-Economic-Strategy-Annual-Progress-Report-FINAL-WEB-version-medium-res.pdf)

⁹ See [County Council Mobile Map page - www.norfolk.gov.uk/mobilemap](http://www.norfolk.gov.uk/mobilemap)

¹⁰ See Better Broadband for Norfolk Website

¹¹ See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)

¹² See [papers for the 13th October 2016 Member Forum at www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf)

2.2 Proposed Spatial Vision

Agreement 2 - In preparing their Local Plans the Norfolk Planning Authorities will seek to positively contribute towards the delivery of the following vision.

“By the middle of the 21st century Norfolk will be increasingly recognised nationally for having a strong and vibrant economy providing high quality economic opportunities for residents in urban and rural areas. Its settlements and key infrastructure will be physically resilient to the impacts of climate change. The natural, built and historic environments will be enhanced through the regeneration of settlements, safeguarding and enhancement of current assets and networks, improving both biodiversity and the quality of life and Health for residents. Housing needs will be met in full in socially inclusive communities. The County will be better connected by having good transport links to major cities in the UK and Europe and excellent digital connectivity. A good relationship between homes and jobs will minimise the need to travel and residents will have choice about how they meet their demand for local travel.”

2.3 Proposed Shared Objectives

Agreement 3 - By 2036, through co-operation between the Norfolk Authorities and preparation of Development Plans, Norfolk will seek to maximise the delivery of the following objectives (in no particular order):

To realise the economic potential of Norfolk and its people by:

- facilitating the development and infrastructure needed to support the region’s business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk’s main settlements and across county boundaries to strengthen inward investment;
- strengthening Norfolk’s connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure;
- strengthening Norfolk’s competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities;
- recognising the role of our city centre and the need to re-examine and revitalise the role of town centres as a focus for investment and enhancing the quality of life for residents;
- recognising that the long term conservation, investment in and enhancement of Norfolk’s natural environment and heritage is a key element of the county’s competitiveness and contributor to the Norfolk economy;
- ensuring a healthy workforce through well planned sustainable communities where people can walk and cycle to work or use public transport or work effectively from home;
- recognise that housing underpins economic growth;
- Maximising the opportunity a clean/green economic recovery presents for the region and the new jobs which will be required to achieve the Governments net zero target

To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact from, exposure to, and effects of climate change by:

- locating development so as to reduce the need to travel;
- reducing unnecessary car use and supporting the roll out of new technologies (such as Electric Vehicles and alternative fuels eg hydrogen) and alternative methods of transport including public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

Together these measures will help create healthier more sustainable communities.

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategy of the New Anglia LEP, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

To improve the quality of life and health for all the population of Norfolk by:

- promoting development and design which seeks to actively improve health, prevent ill health and tackle widespread health inequalities
- ensuring new development fulfils the principles of sustainable communities, providing a well-designed and locally distinctive living environment adequately supported by social and green infrastructure;
- promoting social cohesion by significantly improving the educational performance of our schools, enhancing the skills of the workforce and improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the county;
- ensuring all our communities are able to access excellent sporting facilities, health services and opportunities for informal recreation;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's rich and biodiverse environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, biodiversity, geodiversity, soils, protected landscapes, the Broads, the Brecks and the coast;
- protecting the landscape setting of our existing settlements where possible and preventing the unplanned coalescence of settlements;
- maximising the use of previously developed land within our urban areas to minimise the need to develop previously undeveloped land;
- minimising, where possible, development on the best and most versatile agricultural land;
- where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting, maintaining and enhancing biodiversity through the conservation of existing habitats and species, and by creating new wildlife habitats through development;
- providing a coherent connected network of accessible multi-functional greenspaces;
- reducing the demand for and use of water and other natural resources;
- Protecting and enhancing water, air, soil and other natural resource quality where possible; and
- Leaving the environment in a better state for future generations.

Section 3 – Understanding the County

3.1 Administrative Boundaries

Within Norfolk there are seven separate District Council areas¹³ (as shown in Fig.2), each of which is a Local Planning authority. Overlying parts of five of these areas (and also part of East Suffolk District in Suffolk) is the Broads Authority which is the Local Planning Authority for its area rather than the District Councils. The Broads Authority Executive Area (in which the Broads Authority are the planning authority) overlays these administrative areas and is illustrated in the figure below.

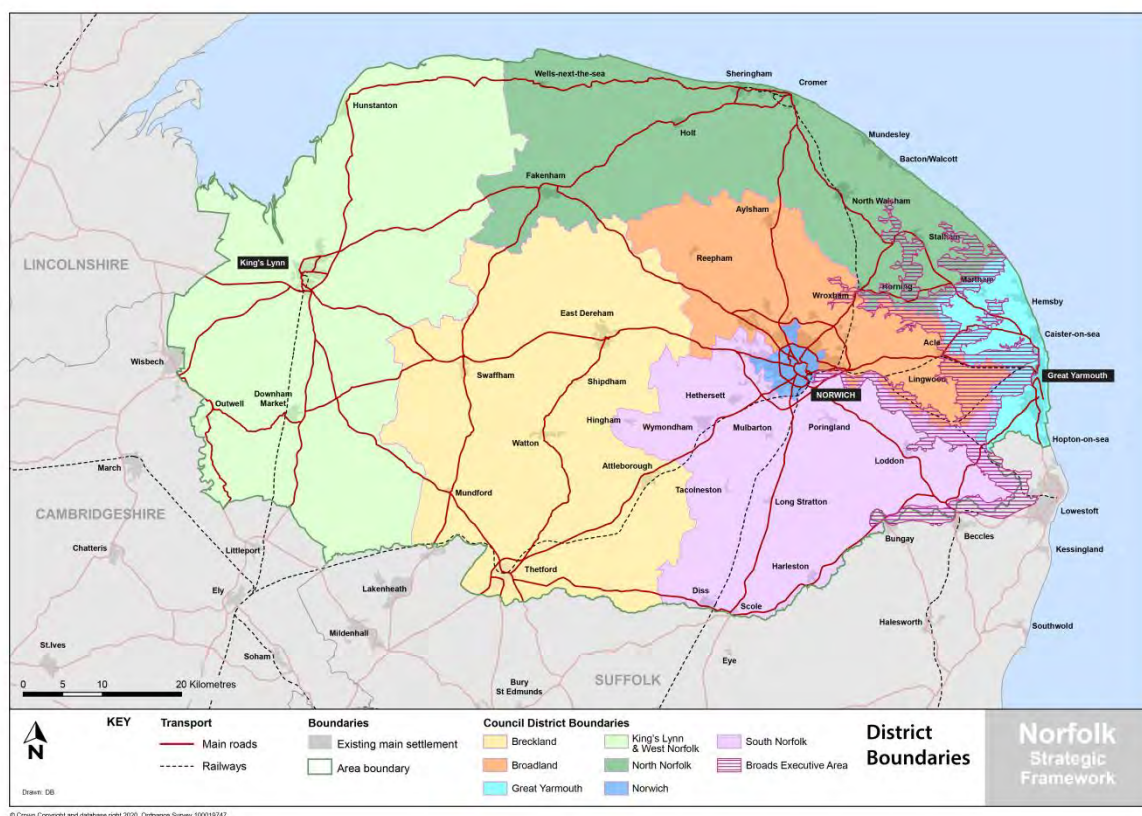


Figure 3: Map of Norfolk District boundaries and the major transport connections. 2021

In addition to the eight Local Planning Authorities the County Council are also a Local Planning Authority responsible for minerals and waste planning as well as certain operational development related to their functions (most notably for educational development).

The 25 Year Environment Plan requires that marine plans are adopted by 2021. The Marine and Coastal Access Act 2009 provides the domestic legislative basis for the marine planning system. The Marine Policy Statement was adopted by all UK Administrations in March 2011, which provides the policy framework for the preparation of all UK marine plans. It contains a range of policy objectives and considerations, which were used to inform decision-making in the absence of a marine plan.

¹³ Breckland District Council, Broadland District Council, Great Yarmouth Borough Council, King's Lynn and West Norfolk Borough Council, North Norfolk District Council, Norwich City Council and South Norfolk Council.

Marine plans translate the Marine Policy Statement into detailed policy and spatial guidance for each marine plan area. Section 58 of the Marine and Coastal Access Act 2009 states that all public bodies making authorisation and enforcement decisions which affect or might affect the UK marine area, must do so in accordance with the adopted marine plan. All other decisions must be made with regard to the Marine Plan, for example, when a public or local authority creates or reviews a local plan.

Under delegation from the Secretary of State for Environment, Food and Rural Affairs (the marine planning authority for England), the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. The East Marine Plans will inform and guide decision-makers on developments which may have an impact on the marine and coastal environment. As the marine planning authority for England, the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. At its landward extent, the East Inshore Marine Plan applies up to the mean high water springs mark, which includes the tidal extent of any rivers. The East Marine Plan will therefore overlap with terrestrial plans which generally extend to the mean low water springs mark. On 2 April 2014 the East Inshore and Offshore Marine Plans were published, becoming a material consideration for public authorities with decision making functions.

Social, economic and environment considerations are neither determined by, nor constrained to, the administrative boundaries of the various planning authorities. Some issues affect single authorities, others are universal to the whole of the County, and across the area there are strong functional relations between places administered by neighbouring authorities. Indeed some settlements straddle the boundaries of planning authorities (Wroxham and Hoveton), as does the infrastructure which is necessary to support development.

The economic geography of Norfolk is complex as it reflects a multicentric area and boundaries tend to be fuzzy. Overall the County has a relatively high level of self-containment as the vast majority of the resident workforce stay in Norfolk for work, although there are some strong functional cross county boundary linkages¹⁴.

Within the County the three larger urban areas of Norwich, King's Lynn and Great Yarmouth have a considerable influence providing jobs, retail, health care and a broad range of services and facilities as well as homes for a significant proportion of the county's population. These three centres are located in the east, west and centre of the County and have relatively limited functional connection with one another, notwithstanding the A47 linking all three.

3.2 Housing Markets

Housing Market Areas (HMAs) are defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. In defining them, regard is given particularly to: house prices and rates of change in house prices; household migration and search patterns; and contextual data (for example travel to work area boundaries, retail and school catchment areas). They tend to represent "*...the geographical area in*

¹⁴ The linkages between Great Yarmouth and Lowestoft; the settlements in the Waveney Valley; and between King's Lynn and the Fens and Cambridge being particularly important.

*which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay*¹⁵. All areas need to be identified as being within a housing market although housing market areas can overlap. Norfolk HMAs can be seen in Figure 4.

Prior to the introduction of a new housing methodology in the revised National Planning Policy Framework in July 2018, the Norfolk Districts and the Broads Authority had produced Strategic Housing Market Assessments (SHMAs) which covered the entire County¹⁶. Within the Central Norfolk SHMA area (comprising of Broadland District Council, Norwich City Council and South Norfolk Council) a case can also be made for the identification of a core area based around Norwich and its immediate environs including parts of both South Norfolk and Broadland District Councils. Outputs from the Central Norfolk SHMA include separate conclusions in relation to this core area.

The boundaries of Housing Market Areas will rarely correspond with the administrative boundaries of Local Authorities (Fig.3). In Norfolk there are three distinct HMAs centred on Norwich, King's Lynn, Yarmouth and their surrounding hinterlands. However there are some areas of the County which are distant from any of these centres; functional links are less apparent, and the case for inclusion within one HMA rather than another is less compelling. To ensure comprehensive coverage the Norfolk Authorities have agreed that the boundaries of the Housing Market Areas should be co-terminus and because housing targets will be set for each Planning Authority area the boundaries of HMAs should be 'snapped to' Authority boundaries.

¹⁵ Local Housing Systems Analysis: Best Practice Guide. Edinburgh: Scottish Homes

¹⁶ See [Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)

[KLWN SHMA - https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf)

[Great Yarmouth SHMA - https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241](https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241)

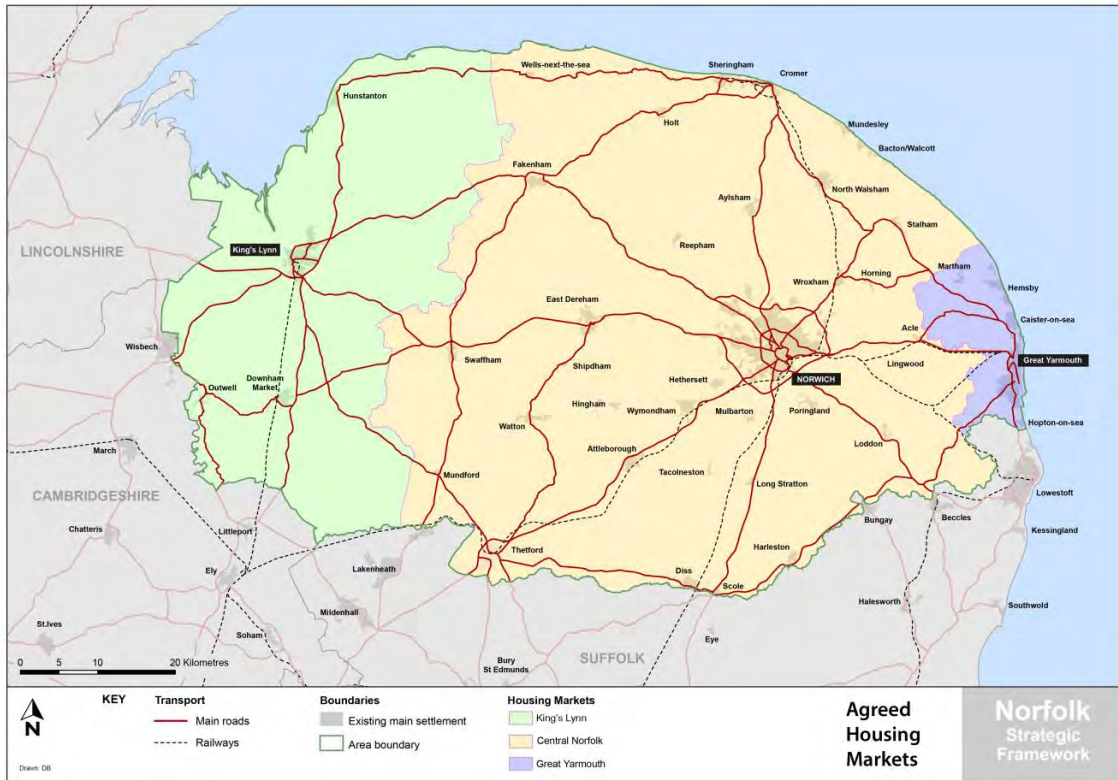


Figure 4: Map of Norfolk Agreed Housing Market Areas. 2021

Agreement 4 –To produce and maintain an assessment of housing needs covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

The housing needs of the relevant parts of the Broads Authority Area are included within the SHMAs for Central Norfolk, Great Yarmouth and East Suffolk. The level of need within the Broads Authority area is specified within the Central Norfolk SHMA¹⁷. The new Government methodology cannot be used to calculate the housing requirements within the Broads area, therefore there remains a requirement for the Broads Authority to calculate a separate housing need when it reviews its local plan.

By virtue of the methodological requirements of the definition HMAs, the Central Norfolk Housing Market is very large and includes settlements some considerable distance apart which have little or no functional connection. In response to this the Central Norfolk Strategic Housing Market Assessment¹⁸ defines a core housing market area identifying the settlements with the strongest

¹⁷ See [pages 132-134 of the Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)

¹⁸ See [pages 35-36 of the Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)

connections to the Norwich Urban Area. This supports the decision to prepare separate Local Plans for North Norfolk and Breckland District Councils (see below).

Following the introduction of a New Housing Methodology in the Revised National Planning Policy Framework in July 2018, it is clear that government still expects local planning authorities to plan for the right mix of home types and tenures to reflect local needs and the evidence base for such planning is only currently available from the SHMAs and is not available from the new proposed standard methodology.

To help understand for the right mix of home types and tenures King's Lynn and West Norfolk have commissioned a Housing Needs Assessment in 2020¹⁹, North Norfolk has commissioned a SHMA update in 2019²⁰ and the districts in the rest of the county plan to complete similar exercise in the near future.

3.3 Strategic Functional Economic Market Areas

Government guidance recognises that since patterns of economic activity vary from place to place, there is no standard approach to defining a functional economic market area. However in recognising these areas it is possible to define them by taking account of factors including:

- extent of any Local Enterprise Partnership within the area;
- travel to work areas;
- housing market area;
- flow of goods, services and information within the local economy;
- service market for consumers;
- administrative area;
- catchment areas of facilities providing cultural and social well-being; and
- transport networks.

Boundaries of Travel to Work Areas (TTWAs) are illustrated over the page in Figure 5. Information on retail matters are captured within the existing evidence base supporting Local Plans²¹. Both these sources suggest that whilst Norwich is a major Regional Centre and draws trade from an extensive catchment across Norfolk and the wider region, both King's Lynn and Great Yarmouth retain a sufficient degree of self-containment to be considered in different functional economic market areas for most purposes.

It should also be noted that there are some very strong and significant cross boundary functional economic relationships. Great Yarmouth has particularly strong links with Lowestoft to the South. Within the Waveney Valley there are strong relationships between settlements on both sides of the County boundary. In the West of the County, King's Lynn in particular has functional economic

¹⁹ See [West Norfolk Housing Needs Assessment - https://www.west-norfolk.gov.uk/download/downloads/id/6252/2020_housing_needs_assessment.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/6252/2020_housing_needs_assessment.pdf)

²⁰ See [North Norfolk Housing Needs Assessment - https://www.north-norfolk.gov.uk/media/5528/shma-local-housing-needs-assessment-2019.pdf](https://www.north-norfolk.gov.uk/media/5528/shma-local-housing-needs-assessment-2019.pdf)

²¹ See [in particular the Employment, Town Centre and Retail Study for the greater Norwich Local Plan - https://gnlp.oc2.uk/document/14/4552#d4552](https://gnlp.oc2.uk/document/14/4552#d4552)

linkages to the Lincolnshire and Cambridgeshire Fens. Settlements such as King’s Lynn, Downham Market and Thetford also benefit to some extent by good access to the Cambridge economy.

The position within the Central Norfolk area is again more complicated as for certain economic functions (such as higher order retail and cultural activities) the catchment area extends over the whole of Central Norfolk areas; there are far weaker connections in other areas of economic activity. In outer parts of the Central Norfolk area there is little functional connection for convenience shopping and the proportion of working residents who work in the Norwich urban area is very low²². Both Thetford and Mildenhall and Cromer and Sheringham are still regarded as being distinct Travel to Work Areas. These are illustrated below.

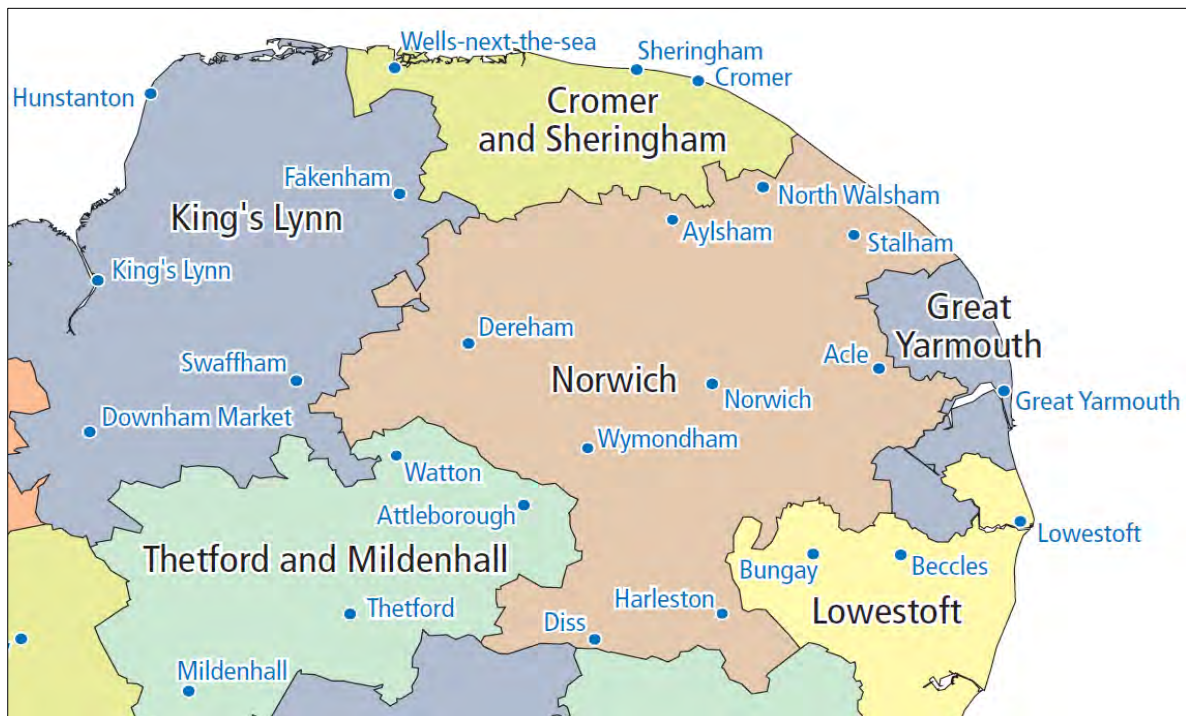


Figure 5: Norfolk’s 2011 travel to work areas (TTWAs). Source: ONS 2015

The information available, including particularly the TTWAs and the higher retail analysis, suggests that the boundaries of strategic functional market areas are likely to be similar to the Housing Market Areas described above albeit, for many purposes significant sub-areas within these strategic areas will exist for a number of economic functions, especially within the Central Norfolk area.

²² The Central Norfolk SHMA identified the following settlements within the area of the 5 Central Norfolk Districts as having less than 10% of their resident workforce working in Norwich: Diss, Harleston, Sheringham, Swaffham, Thetford, Watton and Wells.

3.4 Implications of Changing Infrastructure on Market Areas

Norfolk has benefitted from a number of significant improvements to its transport infrastructure. It is arguable that these, and others expected to be built over the next few years will have some effect on the functionality of the housing and economic markets. For example the dualling of the A11 (Fiveways to Thetford) was completed and opened in December 2014, significantly improving the road connectivity between much of the County, Cambridge, the wider South East and the Midlands. The A47/A143 link road, which opened in December 2015, now better connects Great Yarmouth's Enterprise Zone at Beacon Park to further growth areas. The Broadland Northway which completed in Spring 2018 is a key part of the Norwich Area Transportation Strategy which also includes considerable investment in a range of other improvements across Norwich²³. The A17 is an important part of the road network, serving longer-distance trips, and has been included as part of the Major Road Network, a category of the road network comprising the country's busiest and most economically important A class roads in local-authority control.

The Highways (England) Roads Investment Strategy contains a number of improvement schemes for the A47 as part of the government's trunk road programme to be delivered by 2025:

- A47 Vauxhall and Gapton Roundabouts, Great Yarmouth
- A47 Blofield to Burlingham Dualling
- A47 Easton to Tuddenham Dualling
- A47/A11 Thickthorn junction

Additionally further improvement to the strategic road network of the County will be delivered by the Long Stratton bypass which is expected to be underway by 2022.

In summer 2016 the Department for Transport confirmed Abellio as the operator of the new East Anglian rail franchise, which commenced in October 2016. The nine year franchise will deliver a variety of improvements (some of which have already been delivered) including the following that are of particular significance for Norfolk:

- Replacement of the entire fleet of trains ;
- More services and faster journeys across the network, including two 'Norwich in 90' trains each way per day;
- Norwich to Cambridge services extended to Stansted Airport every hour;
- Faster services between Cambridge and London;
- Work with Network Rail to implement specific schemes to drive up performance and reliability throughout the franchise;
- Increase in seats into London in the morning peak period, and an increase of more than 1,000 services per week on the franchise network; and
- Various other improvements including improvements to WiFi, stations and ticketing systems.

A priority is the improvement of the Cambridge Norwich services including half hourly frequency.

²³ See [Norwich Area Transportation Strategy - www.greaternorwichgrowth.org.uk/dmsdocument/554](http://www.greaternorwichgrowth.org.uk/dmsdocument/554) for further information

Whilst the recently delivered and announced infrastructure enhancements are welcomed and cumulatively will assist the County in reaching its economic potential it is not considered likely they will result in any significant change to the functional geography of the County in the immediate future with regard to either housing or economic markets. East/West communications across the County will remain relatively slow and lack reliability, therefore it is likely that both King's Lynn and Great Yarmouth will retain similar levels of self-containment in housing and economic matters as present. The functional geography of the County will remain broadly as it is at least for the period of the preparation of the next round of Local Plans.

In the revised NPPF the government introduced the requirement to produce a Statement of Common Ground (SCG) over the housing market area or other agreed geographical area where justified and appropriate.

In light of this requirement and the above analysis of our functional economic geography it is the view of the Norfolk Local Planning Authorities that there is a strong case to produce a single statement of common ground across Norfolk rather than seeking to produce three separate ones based on one large and two small Housing Market Areas. The reasons for this are:

- The recognised desire of the government not to disrupt existing joint working arrangements where these are effective;
- The high overall rate of self-containment of the Norfolk economy;
- The somewhat weak functional relationship between the outer areas of the Central Norfolk Housing Market Area and its core and the similarity of the strategic issues faced by these outer areas with the adjoining coastal and rural areas of Kings Lynn and West Norfolk and Great Yarmouth Boroughs; and
- The way in which the Broads Authority area overlaps both the Great Yarmouth and Central Norwich Housing Market Areas and five of the District planning authority areas which are signatories to this Framework.

Furthermore the shared understanding of economic geography has led to a number of agreements being reached about appropriate Local Planning areas for Norfolk.

The relative self-containment of both King's Lynn and Great Yarmouth suggests that in practical terms there may be problems in seeking to meet growth pressures evident in King's Lynn and Great Yarmouth within the central Norfolk area and vice versa. In the light of this the following agreement has been reached.

Agreement 5 - That Great Yarmouth and King's Lynn and West Norfolk will each continue to prepare separate Local Plans for their areas.

With regard to Central Norfolk, the evidence does suggest that there may be some possibility for some of the growth pressures evident within the five Districts of Central Norfolk to be met within the different administrative areas of Central Norfolk. These five District authorities (Breckland, Broadland, North Norfolk, Norwich City and South Norfolk, along with the Broads Authority that partly overlaps 4 of their administrative areas) already co-operate closely, have a shared SHMA and are working on other joint studies. However, as noted above the Central Norfolk Housing Market Area is broad and contains places that have little relationship within one another and only a comparatively weak relationship with Norwich at the centre of the area. In the light of this the Local Authorities have reached agreement that whilst it will be necessary to closely co-operate on strategic planning matters and shared evidence it is only appropriate to seek to plan jointly over the area closer to Norwich with much stronger functional connectivity. The possible advantages of

producing a single Local Plan covering all of Central Norfolk are considered to be outweighed by the delays this would cause to plan preparation and the difficulty of getting meaningful engagement over such a large area.

Agreement 6 - That Breckland and North Norfolk will continue to prepare separate Local Plans for their areas whilst Broadland District Council, Norwich City Council and South Norfolk Council will co-operate on a new Greater Norwich Local Plan that will replace the current Joint Core Strategy and various other existing Local Plan documents in this area.

The issue of whether it is appropriate to define any sub market areas or not will be a matter for those Plans. This approach does not preclude the possible redistribution of growth across the Central Norfolk area should this be supported by evidence and agreed by the relevant planning authorities.

Furthermore, the Broads Authority Area overlaps functional housing and travel to work areas of Central Norfolk, Great Yarmouth and Lowestoft. The area clearly has a unique environment and a very distinct set of planning challenges which suggest that joint Local Planning would not be the best approach.

Agreement 7 - That, in view of the very distinct issues facing the Broads Authority Area, spatial planning matters will continue to be best addressed by way of a standalone Broads Local Plan.

For further information on the current Local Plans in the County and the timetable for review please see the Norfolk Compendium²⁴.

3.5 Other Joint Initiatives and Neighbouring Strategic Partnerships

Given the high degree of self-containment in relation to the housing market and travel to work areas the framework relates principally to the county of Norfolk although where appropriate cross boundary initiatives are in place. For example planners from all of the Norfolk and Suffolk coastal local planning authorities, including the Broads Authority have also held a series of meetings over the latter part of 2017/early 2018 to share knowledge and experience and identify common interests around the coastal planning process. This has led to the creation of a separate 'Coastal' Statement of Common ground being developed²⁵ and work is underway to produce a coastal adaption Supplementary Planning Document. Other joint working arrangements include a Statement of common ground between Great Yarmouth and East Suffolk and the Cambridge Norwich Tech corridor, further details of cross boundary initiatives are in appendix 2.

²⁴ See [Norfolk Compendium of Local Plans on https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use-policies](https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use-policies)

²⁵ See [Statement of common ground coastal zone planning report - https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/nspmf-statement-of-common-ground-coastal-zone-planning-report-180712.pdf](https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/nspmf-statement-of-common-ground-coastal-zone-planning-report-180712.pdf)

Norfolk is bounded by Suffolk to the south and Cambridgeshire and Lincolnshire to the West. Strategic partnerships are being developed in these neighbouring areas in response to national objectives for additional homes, jobs and enhanced infrastructure.

Following the formation of the Combined Authority (CA) for Cambridgeshire and Peterborough, the CA produced the Cambridgeshire and Peterborough Strategic Spatial Framework²⁶ in March 2018 which brings together the current growth ambitions of the area, and how the Combined Authority can support local jobs and housing growth ambitions. The Combined Authority are engaging with its partners and other stakeholders to continue to develop the second half of the Strategic Spatial Framework.

In Suffolk, the Suffolk's Inclusive Growth Framework²⁷ has been refreshed and relaunched by the Suffolk Growth Partnership in November 2020. The Framework brings together the shared growth work that is being taken forward across Suffolk into a single, cohesive programme.

The Framework:

- Presents the starting point and ambitions to allow local authorities to engage with communities, partners and Government with a clear and consistent message
- Sets out a single, concise summary of the work being taken forward to plan, coordinate and deliver growth across Suffolk
- Enables connections between programmes of work across the public sector, thereby minimising duplication and ensuring greater benefit is delivered through our investments

To the west of Norfolk the South East Lincolnshire Local Plan²⁸ was adopted in March 2019 by the Joint Strategic Planning Committee. The Committee is a partnership of Boston Borough, South Holland District and Lincolnshire County Councils who are working together to plan the future of South Holland District and Boston Borough.

Across the wider region Norfolk is represented at the East of England Local Government Association and on the East of England Strategic Spatial Planning Officers' Liaison Group (SSPOLG) The role of the latter is to coordinate technical and policy work relevant to councils in the East of England on strategic economic, planning and infrastructure challenges, with a particular focus on engagement with London and the Wider South East.

Norfolk Authorities will continue to work with authorities in the region through their strategic partnerships and national initiatives to ensure a complementary, integrated approach to growth and to optimise investment opportunities to achieve mutually beneficial outcomes.

²⁶ See [Cambridgeshire and Peterborough Strategic Spatial Framework - https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/NSSF-Phase-1-final.pdf](https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/NSSF-Phase-1-final.pdf)

²⁷ See [Suffolk's Inclusive Growth Framework - https://27ea8bdd-fa24-451b-baf1-35bcfe30437b.filesusr.com/ugd/43f74e_988022cc644f4ac79d4bf0743468fa32.pdf](https://27ea8bdd-fa24-451b-baf1-35bcfe30437b.filesusr.com/ugd/43f74e_988022cc644f4ac79d4bf0743468fa32.pdf)

²⁸ See [South East Lincolnshire Local Plan - http://www.southeastlincslocalplan.org/adopted-plan/](http://www.southeastlincslocalplan.org/adopted-plan/)

Section 4 – Projections of growth

As a baseline for planning activity published projections for the County must be considered, including projections regarding population, households and employment. These are summarised below. However, it should be recognised that these are statistical projections and tend to be very heavily based on the extrapolation of past trends. In forward planning it is essential that other factors are given due weight. This is done in subsequent sections of this document and these projections are only produced for information.

4.1 Population Projections

The most recent set of national population projections were published by the Office for National Statistics (ONS) in March of 2020²⁹. These show an increase in the rate of overall population growth from the 2016 ONS figures, Table 1 shows a growth in population levels of 11% over the 18 year period from 2018-2036. Districts are projected to see a significant variation in levels of population growth of between 4% in King's Lynn and West Norfolk to 23% in South Norfolk.

Table 1: Current and projected population numbers for Norfolk Districts. Source: ONS, 2020

District	2018 (000's)	2036 (000's)	Population growth 2018-2036 (%)
Breckland	139.3	158.6	13
Broadland	129.5	145.8	13
Great Yarmouth	99.4	104.7	5
King's Lynn And West Norfolk	151.8	157.7	4
North Norfolk	104.6	114.9	10
Norwich	141.1	150.3	7
South Norfolk	138	169.2	23
Norfolk	903.7	1001.2	11

It should be noted that these projections do not take into account existing planned growth such as existing commitments in the Greater Norwich Joint Core Strategy. This would suggest a somewhat different distribution of population growth between the Greater Norwich authorities.

The population projections also contain considerable information of the age profile of the population. This is potentially of considerable strategic significance for Norfolk which will have major implications for Local Authority services and will need to be considered in Local Plans. The projected age profiles are set out in the Table 2 and 3 over the page.

²⁹Available at [ONS population projections - https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2](https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2)

Table 2: Existing population numbers (000s) and % by age quartiles (2018) and projected population numbers and % by age quartiles (2036) of Norfolk Districts. Source: ONS

District	2018				2036			
	All people (000s)	000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)	All people (000s)	000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)
Breckland	139.3	29.5 (21.2)	75.3 (54.1)	33.5 (24)	158.6	30.6 (19.3)	78.6 (49.6)	49.4 (31.1)
Broadland	129.5	26.4 (20.4)	69.9 (54)	33.2 (25.6)	145.8	27.8 (19.1)	73.4 (50.3)	44.6 (30.6)
Great Yarmouth	99.4	22 (22)	53.4 (53.7)	24 (24.1)	104.7	20.4 (19.5)	51.9 (49.6)	32.4 (30.9)
King's Lynn And West Norfolk	151.8	32.2 (21.2)	80.4 (53)	39.1 (25.8)	157.7	30.4 (19.3)	76.3 (48.4)	51 (32.3)
North Norfolk	104.6	18.1 (17.3)	52.2 (49.9)	34.3 (32.8)	114.9	17.2 (15)	51.7 (45)	45.9 (39.9)
Norwich	141.1	31.7 (22.5)	88.5 (62.7)	21 (14.9)	150.3	30.8 (20.5)	92.7 (61.7)	26.9 (17.9)
South Norfolk	138	30.6 (22.2)	74.3 (53.8)	33.1 (24)	169.2	35 (20.7)	86.4 (51.1)	47.8 (28.3)
Norfolk	903.7	190.5 (21.1)	494 (54.7)	219.3 (24.3)	1001.2	192.2 (19.2)	4511.1 (51)	298 (29.8)

Table 3: Change in 000s between 2018 and 2036. Difference between 'All People' for each district between 2016 and 2036 in %. Source: ONS

District	Difference between 2018 and 2036			
	All people (000s)	000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)
Breckland	19.3	11.1 (-1.9)	3.3 (-4.5)	14.9 (7.1)
Broadland	16.3	1.4 (-1.3)	3.6 (-3.7)	11.4 (5)
Great Yarmouth	5.4	-1.6 (-0.5)	-1.5 (-4.1)	8.4 (6.8)
King's Lynn And West Norfolk	5.9	-1.8 (-1.9)	-4 (-4.6)	11.8 (6.5)
North Norfolk	10.3	-0.8 (-2.3)	-0.5 (-4.9)	11.6 (7.1)
Norwich	9.2	-0.9 (-2)	4.2 (-1)	5.9 (3)
South Norfolk	31.2	4.4 (-1.5)	12.1 (-2.7)	14.7 (4.3)
Norfolk	97.5	1.7 (-1.9)	17.1 (-3.7)	78.2 (5.5)

These tables show that whilst the overall population of the County is projected to grow steadily at a relatively modest rate, the change in the age profile is more significant with over 80% of the total increase between 2018 and 2036 being accounted for by growth in the over 65s³⁰. Between the ages of 20 and 64 population growth is projected to be slow, with only a 3% growth rate over the 18 year period, whilst the numbers of 0-19 years olds are projected to grow very slowly by just 0.9%.

These numbers do vary somewhat between individual districts (with Norwich being notably less affected by an ageing population) but the growth in the elderly population is projected to affect most parts of the County and will create significant issues given current models for funding social care and education provision. These issues are not considered further in the framework but the issues relating to housing are considered further in the housing section.

The 2019 Health profile for England³¹ suggests:

- Improvements in life expectancy in England are uncertain with provisional data showing that life expectancy at has seen no improvement from 2017 figures.
 - The number of years spent in poor health is increasing. This will impact the need for particular housing, transport and service delivery solutions
- Deprivation and inequality continue to be key and enduring factors in poor health outcomes and so need addressing. Consequently access to housing and employment and the impact of spatial and economic planning on these factors needs consideration.

³⁰ Total growth in population age 65 plus is 78,200

³¹ <https://publichealthengland.exposure.co/health-profile-for-england-2019>

4.2 Household Projections

The most recent set of household projections were published in June 2020³². For the country these 2018 projections are broadly in line with the 2016 projections, however for Norfolk these show a significant increase in households, by approximately 9000 by 2036, over the 2016 household projections. Similar patterns of growth are shown as for population but it should be noted that these projections do not take into account growth planned in existing Local Plans which may influence the scale and distribution of the growth in households. The new household projections also show greater growth in the more rural districts compared to previous versions of the projections.

Table 4: ONS 2018 household projections. Source: ONS

District	2011	2018	2026	2036	Household growth 2018-2036 (%)
Breckland	54,522	58,612	63,815	69,497	19
Broadland	53,343	55,676	59,997	64,593	16
Great Yarmouth	41,988	43,350	45,460	48,106	11
King's Lynn and West Norfolk	62,928	64,461	66,522	69,539	8
North Norfolk	46,033	48,448	51,374	55,390	14
Norwich	59,587	63,012	64,778	68,088	8
South Norfolk	52,825	60,172	67,140	75,221	25
Norfolk	371,225	391,737	419,086	450,434	15

4.3 Employment Projections

Across the East of England Local Authorities use the East of England Forecasting Model (EEFM) to better understand the development needs of their area. The model provides a set of baseline forecasts designed to facilitate the setting of consistent housing and jobs targets and can also provide a means of generating alternative scenarios. It is prepared by the independent forecasting house Cambridge Economics and further information about the model and details of runs published are available online³³.

Table 5 sets out the headline results for Norfolk Districts produced in the 2017 run of the model. As with any forecast model, these results need to be treated with a degree of caution. They are “policy neutral” and assume that policy context in the future remains broadly as it has in the past. They cannot reflect the impact of any recent or future interventions that may be made through infrastructure investment, Economic Strategies or Local Plans, and the model has yet to be run to take account of the impacts of both the Coronavirus and the UK leaving the European Union. In addition, the reliability of a number of the underlying datasets decreases at smaller scales, and

³² See [ONS household projections - https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections](https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections)

³³ See [East of England Forecast Model website - http://cambridgeshireinsight.org.uk/EEFM](http://cambridgeshireinsight.org.uk/EEFM)

economic activity is not limited by council boundaries, so individual sector and District forecasts should be treated as being broadly indicative.

Overall the model shows that without additional intervention total job levels in the Norfolk economy are projected to grow at relatively modest rates over the next 20 years with most of the growth projected taking place within Greater Norwich. If the aims of the City Deal are added to the model's forecasts, it projects that over 92% of all the net growth in Norfolk will take place in Greater Norwich.

Table 5: Total employment by district. Source: EEFM 2017 and Central Norfolk SHMA

Districts	Total employment (000's)				2016-2036 growth (000's)
	2011	2016	2026	2036	
Breckland	49.8	57.5	58.2	59.8	2.3
Broadland	53.7	58.7	61.1	62.6	3.9
Great Yarmouth	41.9	43.9	45.9	47.6	3.7
King's Lynn & West Norfolk	62.6	68.9	71	72.3	3.4
North Norfolk	39.5	42.4	43.3	44.3	1.9
Norwich	89.5	102	108.4	113.3	11.3
South Norfolk	56.3	63.3	68.9	74.7	11.4
Greater Norwich*	199.4	223.9	250.3**	262.3**	38.4
Norfolk	393.3	436.7	468.7**	486.4**	49.6

*Broadland, Norwich & South Norfolk

**City Deal additional 11,800 jobs added but not broken down between GN Districts

Note: The Broads does not have its own jobs figures but any jobs delivered contribute to district target.

Section 5 – The Economy

Strategic Economic Objectives

To realise the economic potential of Norfolk and its people by:

- facilitating the development and infrastructure needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements and across county boundaries to strengthen inward investment;
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure;
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities;
- recognising the role of our city centre and the need to re-examine and revitalise the role of town centres as a focus for investment and enhancing the quality of life for residents;
- recognising that the long term conservation, investment in and enhancement of Norfolk's natural environment and heritage is a key element of the county's competitiveness and contributor to the Norfolk economy;
- ensuring a healthy workforce through well planned sustainable communities where people can walk and cycle to work or use public transport or work effectively from home;
- recognise that housing underpins economic growth;
- Maximising the opportunity a clean/green economic recovery presents for the region and the new jobs which will be required to achieve the Governments net zero target

5.1 Strategic Principles of Economic Success

It is clear that Local Authorities will need to continue to work collaboratively with one another, the LEP and businesses in order to deliver the step change in economic performance that is necessary to deliver the shared objectives. Among the measures that are thought likely to be necessary at this stage are:

Supporting future economic growth

- supporting the development of businesses in identified priority sectors, including building on and making links with established and emerging clusters, and the provision of well serviced land and vacant premises;
- facilitating physical regeneration and enhancement projects in areas of deprivation, involving the local community in the process;
- encouraging international trade and supporting increased inward investment
- recognising the contribution of Norfolk's market towns

Education and skills

- supporting the creation, expansion and enhancement of education establishments, including further education, technical institutes and universities to develop the right skills base in the workforce; and
- enhancing the quality of the natural and built environment to ensure that the area remains attractive for its quality of life, and as a location for business.
- supporting the role of apprenticeships for retraining and up skilling the workforce including the expansion of the syllabus offered to meet the needs of locally based businesses
- supporting labour market resilience through initiatives including support for residents with health related problems to get back into work

New Anglia has been chosen as 1 of 2 pilots across the greater south east energy hub area to work with the energy systems catapult to develop the institutional and physical infrastructure to support the rapid deployment of high-quality training programmes needed to deliver cutting edge property decarbonisation schemes. This proposal seeks to address the gaps and shortcomings through a global and whole house skills and training approach that integrates technologies and delivers good outcomes for customers, rather than the piecemeal installation of measures.

Connectivity

- enhancing the provision of infrastructure to enable digital connectivity that will facilitate economic growth.
- supporting employment allocations that minimise travel distance and maximise the use of sustainable transport modes;
- ensuring that investment in strategic transport infrastructure demonstrably supports economic growth, and also ensuring that economic strategies and Local Plans support the case for investment in that infrastructure; The new 'Norfolk & Suffolk Innovation Network' Funding will create a Long-Range Wide Area Network (LoRaWAN), for sending and receiving low power signals from digital sensors across the region. This will enable business, public sector, educational organisations and individuals to explore, trial and implement Internet of Things (IoT) technology.

5.2 Context

The recent growth in Norfolk's economy is driven by certain key sectors, mostly concentrated in specific geographic areas, where there are particular strengths and expertise, for example energy, advanced engineering, tech/digital, food and life sciences. Norfolk's overall employment rates have generally remained above national levels over the past 10 years (currently 77.7%, compared to the national level of 75.6%) and unemployment rates are generally below the national level and lower than they were 10 years ago³⁴.

While this Strategic Framework addresses development matters (broadly speaking, building and changes in the use of land), it is recognised that to be fully effective this needs to be complementary to other programmes and measures at the district, county, regional and national levels. In the light of the factors mentioned above, endeavours to promote 'inclusive growth' are especially relevant such as developing skills, community aspiration and capacity; recognising and nurturing the contributions of voluntary and community sectors; the quality of job opportunities, etc.

Whilst many districts have their own economic development strategies, the importance of working collaboratively across district boundaries is recognised. This Norfolk Strategic Planning Framework provides one of the foundations for cooperation as does the Norfolk and Suffolk Strategic Economic Strategy (NSES), published in 2017.

The Government published its Industrial Strategy White Paper, 'Building a Britain fit for the future' in November 2017⁴. The overarching aim and ambition of the Industrial Strategy is to provide a long term framework to build on our areas of competitive advantage, to close the gap between our best and worst performing areas, and make the UK one of the most competitive places in the world to start or grow a business. The strategy identified 5 foundations of productivity and 4 grand challenges to put the UK at the forefront of the industries of the future.

In response, the New Anglia LEP, in consultation with stakeholders, produced the Norfolk and Suffolk Local Industrial Strategy (LIS) which was submitted to Government in Autumn 2019.

All of the Districts have formally endorsed working to deliver the NSES and there is a good record of collaboration on specific economic development projects. This Framework provides the opportunity to lay the foundation for developing a Norfolk Economic strategy which builds upon both the NSES and Districts own economic development strategies.

The Norfolk and Suffolk LIS and the Economic Strategy are designed to work in tandem and the targets set out in the NSES are still valid. Some of the key targets are summarised in Table 7.

³⁴ ONS Annual Population survey, (July 2017-June 2018)

Table 6: Summary of Key Economic Strategy targets (New Anglia Area)

Economic Strategy Headline	Target (to 2036)
Jobs	88,000 more jobs
Businesses	30,000 new businesses
Housing	140,000 new houses
GVA	£39 per Hour

It is expected that measures to assist in the delivery of these objectives will be brought forward as part of the Implementation of Delivery and Investment Plans.

The Norfolk Local Authorities are committed to strengthened collaboration and focus on new initiatives and interventions to help nurture economic growth in higher value, knowledge based sectors across Norfolk. These include multi-site Enterprise Zones led by the New Anglia LEP, the Cambridge-Norwich Tech Corridor, innovation centres at King’s Lynn and Hethel, and energy related Enterprise Zone sites across Great Yarmouth and East Suffolk.

5.2.1 Coronavirus Impacts

The impact of the Covid-19 pandemic has been profound with tens of thousands of lives lost, lockdown restrictions which have affected daily lives, and significant damage to the local and national economy. In response to the pandemic the New Anglia LEP, working with partners, has produced the Covid 19 Economic Recovery Restart Plan.

This restart plan sets out the actions and interventions that are being taken by a wide range of partners, including New Anglia LEP, local authorities, business, industry councils and sector groups, VCSE organisations, colleges and universities. It demonstrates the strong local appetite and energy for getting the local economy going again and helping those who have been hit hardest.

The Restart Plan contains an unprecedented package of measures delivered by partners locally and nationally to get businesses up and trading again, restore business, consumer and community confidence, as well as provide support to individuals made redundant and looking for work.

The Key measures include:

- Responding to redundancies to support individuals being made redundant and help businesses looking for workers.
- Advice and support for businesses - every business has access to the finance and support they need.
- Youth pledge to support young people to get into high quality education, employment, training, or an apprenticeship.
- Transforming skills to ensure everyone has access to opportunities to upskill and reskill
- Mental health and wellbeing programme that provides employers and employees with the mental health and wellbeing support they need.
- Reimagining high streets - support in developing a range of measures to help high street businesses reopen and operate safely.
- Visitor economy – launch a proactive campaign to promote the area as a destination to live and work

- Digitisation – launch a major campaign to support businesses to build their online presence and to improve productivity, including flexible working practices for their employees, through better use of technology.
- Supply chain – work with local companies to capitalise on opportunities to sell more goods and services locally
- Infrastructure – supporting the construction sector through continued investment in key infrastructure and make a compelling case to Government to fund priority infrastructure schemes.
- Norfolk & Suffolk Unlimited – develop a campaign to promote Norfolk and Suffolk as a place rich with investment opportunities.
- Safe and sustainable public transport – work to support and promote safe and sustainable public transport use, to continue to improve air quality and reduce congestion

This Restart Plan is the first of a two-stage economic recovery plan for the area. It will support businesses, individuals, communities, anchor institutions and further and higher education providers to start trading and living life with confidence, in an environment dominated by social distancing and economic uncertainty, as quickly and safely as possible. Both the restart and renew recovery plans will look to capitalise on the county’s major strengths and new opportunities in clean energy, agri-food, information and communication technology and digital creative, alongside ensuring the foundation sectors get the support needed.

The second stage to the plan is the Renew Plan, this a longer-term plan for jobs and sustainable growth which will also serve to support the Government national recovery plan. The restart plan is also supported by the Visitor Economy Recovery plan and evidence base³⁵.

AGREEMENT 8 - Norfolk Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan

³⁵See [New Anglia LEP Covid 19 Economic Recovery Restart Plan - https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf](https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf)

5.2.2 Climate Change

In November 2020 the government set out ambitions for investment in clean energy, transport and energy efficiency, designed to support the country's 2050 net zero emissions target and to support up to 250,000 new jobs. The 10-point plan³⁶ includes commitments on offshore wind, low carbon hydrogen production, electric vehicles and nuclear. Ten Point Plan are:

1. Advancing Offshore Wind
2. Driving the Growth of Low Carbon Hydrogen
3. Delivering New and Advanced Nuclear Power
4. Accelerating the Shift to Zero Emission Vehicles
5. Green Public Transport, Cycling and Walking
6. Jet Zero and Green Ships
7. Greener Buildings
8. Investing in Carbon Capture, Usage and Storage
9. Protecting Our Natural Environment
10. Green Finance and Innovation

The Energy white paper³⁷ expands on the Ten Point Plan and sets out the steps needed to cut emissions from industry, transport and buildings.

In March 2019, the UK Government and offshore wind industry agreed a Sector Deal, securing offshore wind's position at the heart of the future UK energy mix as a large-scale, low-carbon form of electricity.

5.2.3 Norfolk's Key Economic Sectors

There are significant geographic clusters of existing business activity that anchor the Norfolk economy, with a number of these offering significant potential for growth. The Norfolk and Suffolk Economic Strategy identifies nine key sectors:-

- Energy
- Advanced Agriculture, Food & Drink
- Life Sciences and Biotech (including health)
- ICT, Tech and Digital Creative
- Financial Services and Insurance
- Visitor Economy – Tourism and Culture
- Transport, Freight and Logistics
- Construction and Development
- Advanced Manufacturing and Engineering

³⁶ See [The Ten Point Plan for a Green Industrial Revolution - 10 POINT PLAN BOOKLET.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936567/10_POINT_PLAN_BOOKLET.pdf)

³⁷ See [Energy White Paper - Powering our Net Zero Future - 201216 BEIS EWP Command Paper Accessible.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945899/201216_BEIS_EWP_Command_Paper_Accessible.pdf)

The new Local Industrial Strategy has further refined priority sectors as:-

- Clean Energy
- Agri-Food
- Information and Communications Technology and Digital Creative

Whilst acknowledging the other underpinning sectors listed in the NSES.

Clean and Renewable Energy

Norfolk is well placed to be a global exemplar for clean, low carbon energy production, exporting services and skills globally, whilst increasing the availability of affordable sustainable energy for local communities and businesses. Norfolk has expertise in many forms of energy generation and sits at the heart of the world's largest market for offshore wind energy. Planned investment in renewable generation will make it a significant supplier of renewable energy to the UK. As well as a key role in the production of energy, Norfolk is also playing a leading role in the transition to a zero-carbon economy working with the Greater South East Energy Hub to deliver local projects at scale that benefit communities, private investors and businesses operating in the low carbon sector is a priority. Transforming the local energy system and new innovations in wider energy resource use will drive productivity gains across all businesses. Bacton Gas Terminal in North Norfolk is a major component of UK energy infrastructure, providing one third of the UK gas supply, making it an essential component in ensuring the future energy security of the UK. The Local Energy East Strategy sets out collective ambitions to 2030 underpinned by a range of activities that the Local Energy East Network and the Greater South East Energy Hub will take forward to ensure that the remains at the forefront of clean growth in the UK and grasps the opportunities ahead.

Life Sciences and biotech

Norfolk's life sciences sector is home to innovative, high-tech businesses and research institutions with close links to the food, health and agriculture sectors. Norwich Research Park (NRP) - comprising UEA, John Innes Centre, Earlham Institute, Quadram Institute, The Sainsbury Laboratory and Norfolk and Norwich University Hospital - is a world-leading research base, at the forefront of global food and health research. It is Europe's largest single site hub of research, training, education, and enterprise in food and health. The £76m Quadram Institute at NRP is helping create a fundamental shift in the way we understand and address the impact of food on health

The New Anglia Local Industrial Strategy sets out a range of actions that will be taken forward to maximise the clean agri-food opportunity including:

- Invest in a Food Innovation Hub based at the Honingham Food Enterprise Zone to deliver business growth through innovation, productivity, processing, exports and supporting new start-ups.
- Develop a world-leading hub for plant and microbial research at the John Innes Centre.

Advanced Agriculture Food and Drink

Home to an advanced and nationally significant farming sector, alongside globally renowned food and drink companies and a world-leading research base centred at Norwich Research Park (NRP). Building on Norfolk's historical agricultural strengths the sector is globally renowned and nationally significant.

Alongside this are a host of nationally and internationally significant food and drink companies, supported by a local supply chain of firms specialising in the manufacture of machinery and equipment to support them. This sector is an important employer in both rural and urban areas

Norfolk is home to the Honingham Food Enterprise Zone and to a world-leading research base centred at NRP, Norfolk is at the forefront of global agri-tech research, whilst innovative and export-intensive firms continue to develop commercially successful feeders, spreaders and pesticides.

Water Resources East has been set up to work in partnership to safeguard a sustainable supply of water for the east of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential. Water Resources East is supported by all authorities in Norfolk either through the County Council's board membership or as standard members themselves.

ICT, Tech and Digital Creative

Norwich hosts a growing cluster of digital creative businesses. The New Anglia Local Industrial Strategy highlights plans to create a new digital hub in Norwich for the incubation of start-ups and accommodation of scale-up businesses in the digital and creative cluster. The University of East Anglia plays a key role in Norwich's tech community, supporting and connecting many of the active business groups. Norwich University of the Arts (NUA), with its specialism in arts, design and media, is centre of the dynamic creative community and home to the Ideas Factory incubation centre for digital creative businesses and user experience Lab.

Water Resources East³⁸ has been set up to work in partnership to safeguard a sustainable supply of water for the east of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential. Water Resources East is supported by all authorities in Norfolk either through the County Council's board membership or as standard members themselves.

Visitor Economy - Tourism and Culture

A varied and rich tourist offer, from coast and countryside to postcard market towns, underpinned by a dynamic and pioneering cultural sector boasting internationally celebrated brands. Norfolk is a successful destination, evidenced by a thriving visitor economy. The area has traditional holiday destinations including the North Norfolk Coast and Great Yarmouth, together with unique natural assets such as the Broads National Park, the Brecks, and Areas of Outstanding Natural Beauty. It also has the home of important heritage sites such as Norwich (England's most complete medieval city). Norfolk's vibrant cultural sector boasts award-winning theatres, major international festivals such as Norwich, England's first UNESCO City of Literature. The cultural and heritage sector and natural landscape plays a unique role in creating the 'sense of place' that makes the area a great place to live, work, learn, invest and do business in. The sector is an important employer and attracts significant investment from national and international funding bodies.

Financial services and Insurance

Greater Norwich has been a base for financial industries for over 200 years and is one of the largest general insurance markets in Europe. Recognised as a centre for excellence for financial and professional services, Norwich is home to a significant cluster of global firms. Boasting a financially literate, highly-skilled and stable workforce, and the first National Skills Academy in the UK for financial services.

³⁸ See [Water resources East Website - https://wre.org.uk/](https://wre.org.uk/)

Transport, freight and logistics

Great Yarmouth port has a regional focus relating to the offshore energy sector. The sector is characterised by a strong logistics sector with international firms. Clustered around Norwich, there is also a sizable aviation sector, specialising in maintenance and repair, as well as servicing the offshore industry. The recently opened Aviation Academy, in collaboration with KLM Engineering, is a specialist centre of aircraft, overhaul and maintenance.

Construction and Development

Norfolk has a large and diverse construction and development sector, the UK's largest urban extension in Broadland and emerging specialisation in modern methods of construction and sustainable design. Norfolk's economy and attractive location for housing has driven economic success in the construction and development sector. The Construction Industry Training Board (CITB), a partner in the national Sector Skills Council for the construction industry, is based in Bircham Newton. The area has significant levels of employment across all construction-related industries. The sector also has an emerging specialism in modern construction and sustainable design, with the Fabric First Institute at Easton & Otley College.

Advanced Manufacturing and engineering

The advanced manufacturing and engineering sector in Norfolk reflects the area's diverse economic strengths. The sector links into the supply chain of specialisms such as agriculture and food production, civil aviation, transport and energy. Hethel Engineering Centre is the regional hub for innovation and technology and has the potential to expand to meet the demand for incubation space in this growing sector. Businesses are working together with UEA, through the New Anglia Advanced Manufacturing Engineering sector group, to develop a new Institute for Productivity. This will build on UEA's expertise in business education and engineering. There are several specialist advanced manufacturing and engineering companies in the area at sites including Hethel and Thetford.

Notwithstanding these clusters and our economic strengths, the challenge going forward is the Norfolk economy's high level of dependency on lower wage, lower-skill sectors such as food production, agriculture and tourism, and the related high concentrations of very deprived populations in some parts of the County and 'hidden' rural poverty elsewhere. This is reflected in productivity levels per head which are currently at 25% below the national average³⁹. This, coupled with low levels of investment, relatively poor infrastructure and skills attainment, impacts on potential future economic growth.

The development of this framework has concentrated on; identifying strategic sites, possible further interventions and cross boundary working that will need to be taken forward to deliver the shared objectives that have been agreed.

Supporting the growth of Norwich Research Park for example, and other key Enterprise Zone sites, will help to grow knowledge jobs in key sectors and enhance the commercialisation of research. A greater focus on supporting digital entrepreneurs will also help strengthen the growing cluster of tech/digital creative enterprises in and around Norwich's city centre, and strengthening supply

³⁹ See [East of England Forecast Model - https://cambridgeshireinsight.org.uk/eefm/](https://cambridgeshireinsight.org.uk/eefm/)

chains in the manufacturing, engineering and energy sectors will enhance business sustainability and employment growth.

5.2.4 Sector impact of the Coronavirus

The Covid 19 Economic Recovery Restart Plan will support the restart and renew of the local economy and focus activity on stabilising and renewing the foundation industries recognised in the Economic Strategy and Local Industrial Strategy, including the care and VCSE sectors. Economic activity will recover as lockdown is lifted, but the speed and degree is uncertain and will vary by sector, the impact on each sector is considered below:

Agri-food - Unprecedented demand at food retailers has put pressure on the food system in some areas, whereas the closure of the hospitality industry has created surplus in others.

Clean energy - The global pandemic has affected both the supply and demand for energy.

ICT digital - The lockdown has led to homeworking en masse, with people looking for new ways to work, learn, shop and socialise virtually. Home working will help support more rural areas but will require improved access to broadband and other digital connectivity (see section 9.5).

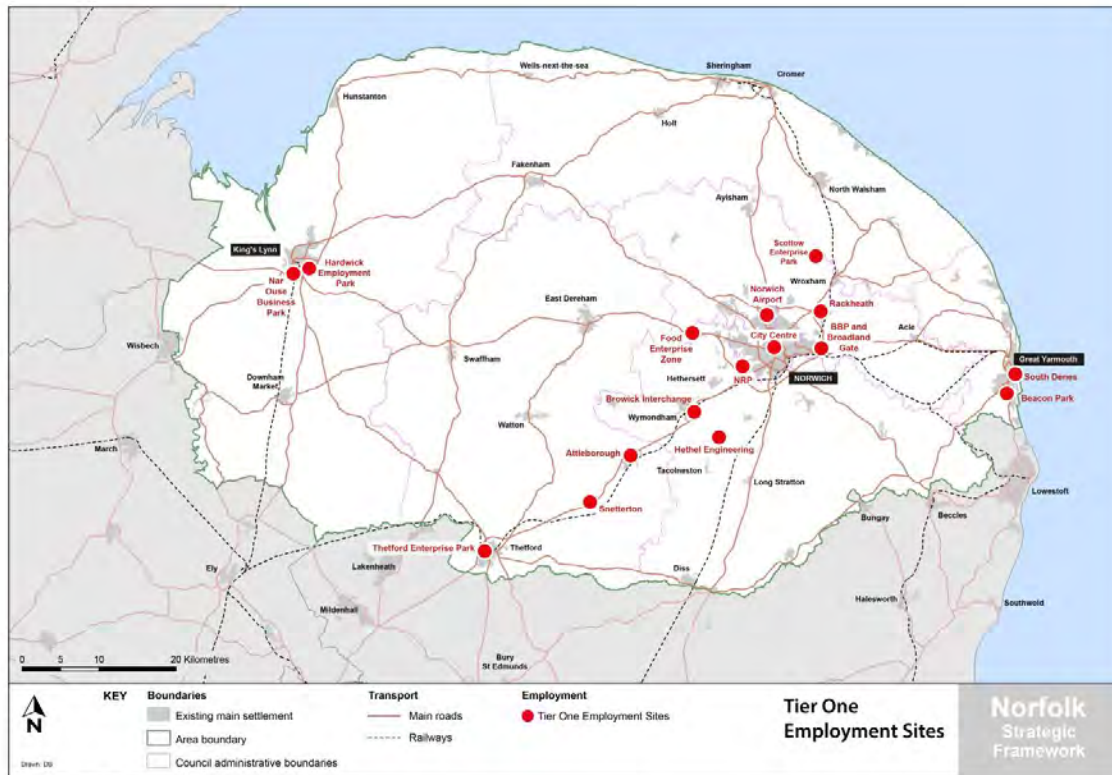
Visitor economy - The sector has been amongst the hardest hit, with businesses forced to stop trading just before the start of the season.

Health and social care - The pandemic has pushed the health and social care sector into the front line of dealing with the crisis. Nationally, care homes have seen high Covid-19 death rates in both residents and frontline staff, reinforcing the need for Personal Protective Equipment, correct training and capital investment.

Voluntary - The pandemic has negatively affected resources, income and funding of third-sector organisations and impacted their ability to meet objectives in the longer term while demands continue to increase.

5.3 Strategic Employment Sites

Strategic employment sites have been agreed through joint activity on economic development and inward investment. They are all located in the growth locations identified in New Anglia LEP’s Economic Strategy and Local Industrial Strategy and are targeted at the Norfolk and Suffolk Economic Strategy’s key sectors. Therefore it is crucial to facilitate a step change in our economy and the focus of promotional activity.



Together they form a package of sites that provides a comprehensive offer for inward investment and strategic growth, a number of which have Enterprise Zone status. The number and availability of these sites gives Norfolk an economic advantage in attracting certain types of inward investment. In addition, as a result of their scale and type, these sites have additional potential through existing and planned close cross-boundary working. By their nature some of these sites form part of wider functional economic areas which span district/county boundaries, increasing potential for joint collaboration to enhance economic growth.

Agreement 8 recognises that these Tier 1 sites⁴⁰ should be protected from loss to alternative uses such as housing which is consistent with Paragraph 4.18 of the Housing White Paper which proposes that employment sites identified as “strategic” will not be subject to reduced protection from residential development. It is therefore proposed that the Tier 1 employment sites identified in Table 8 are formally recognised as “strategic” employment sites within Agreement 8.

⁴⁰ Tier 1 Employment sites are site identified by local authorities as significant in size (greater than 10 Hectares), Support key strategic sectors and support key growth locations.

Table 7: Tier one employment sites, sector, location and size. 2021

Site	Supports N&S Economic Strategy's Key Sector(s)	N&S Economic Strategy's Growth Location	Land available (approx.)
Attleborough	Advanced Manufacturing and Engineering	Tech Corridor	10 ha
Broadland Business Park area - plots on existing BBP - BBP Laurel Farm - St Andrews northside, - Broadland Gate	Financial services ICT & Digital Creative	Greater Norwich	55ha
Browick Interchange (Wymondham)	Advanced Manufacturing & Engineering. ICT and Digital	Tech Corridor	20 ha
Food Enterprise Zone Honingham/Easton	Food, Drink & Agriculture	Greater Norwich / Tech-corridor	10 ha
Great Yarmouth Enterprise Zone and Energy Park sites: - Beacon Park (EZ) - South Denes (EZ & EP)	Energy	Great Yarmouth and Lowestoft	13.5ha 25ha
Hardwick extension (King's Lynn)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10)	27 ha
Hethel Engineering Centre and Technology Park	Advanced Manufacturing & Engineering	Greater Norwich Tech Corridor	20ha
Nar Ouse Business Park (King's Lynn) (part EZ)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10 corridor)	17 ha (EZ)
Norwich City Centre	ICT and Digital Creative Financial Services Tourism and Culture	Greater Norwich	Multiple Sites
Norwich Airport - Aeropark - Southern area (around Hurricane Way) - Airport business park	Advanced Manufacturing & Engineering	Greater Norwich	75ha+
Norwich Research Park (part Enterprise Zone)	Life Sciences Food, Drink & Agriculture	Greater Norwich Tech Corridor	40ha (EZ) 25ha)
Rackheath	Advanced Manufacturing and Engineering	Greater Norwich	25 ha
Scottow Enterprise Park	Logistics Energy	Greater Norwich/ North Norfolk	26 ha
Snetterton	Advanced Manufacturing & Engineering	Tech corridor	68ha
Thetford Enterprise Park	Advanced Manufacturing & Engineering Food, Drink & Agriculture	Tech corridor	18ha

Agreement 9 - The above list of locations are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

This list will need to be kept under review in the light of emerging Economic Strategy priorities and the progress on Local Plans.

5.4 Key Cross-Boundary Economic Issues and Interventions

This section identifies the principal strategic economic matters and other matters which can only be fully addressed through development plans in (or across) more than one local planning authority area. It therefore does not include a wide range of matters which whilst they are recognised as very important, but which do not meet the specific definition of strategic development 'Duty to Cooperate' matters laid down by the Localism Act. These include the generality of

- rural economy (including agriculture);
- tourism and recreation;
- development of market towns;
- Coastal Change;

Development associated and supporting these is addressed through individual local plans and informal joint working between local planning authorities, and these issues are addressed more widely through economic and other strategies. Neither is this section intended to include every economic issue that requires cross-boundary working, but just those of an extensive or special significance from a Norfolk wide perspective.

5.4.1 The role of Greater Norwich

Norwich and its immediate hinterland is the prime economic generator in the County. Its influence, and the policy measures required to make the most of this extend well beyond both the City Council's boundaries and the existing urban area.

A large part of the county depends upon the vibrancy of the city for employment, services, higher order retail, culture and leisure. It also has an economic importance as a public transport hub. The vibrancy and focus of activity in the city centre also attracts significant numbers of visitors, and helps make the wider area an appealing place to live, work, invest and locate businesses. The economy of this wide area of influence will benefit from ensuring that the city is accessible; the centre continues to thrive and is attractive to inward investment; and out of centre development complements the overall offer.

The Broadland Northway will support the delivery of planned housing and jobs to the north and north-east of Norwich. It will improve strategic access to a wide area of Broadland and North Norfolk. Realising the full range of economic opportunities will benefit from cooperation. The Airport supports the economy of the area including the off shore energy sector. The proposed Western Link will further enhance access to the Norwich Research Park, Food Enterprise Zone and Norwich Airport.

Broadland, Norwich, and South Norfolk, with Norfolk and the Broads Authority, are working through the Greater Norwich Development Partnership (GNDP) on the planning of the area.

The Five Year Infrastructure Investment Plan identifies the projects from the Greater Norwich Infrastructure Plan the delivery of which is considered to be a priority for achieving the economic growth targets, as set out in the Joint Core Strategy and the Greater Norwich City Deal. The Greater

Norwich Growth Programme identifies infrastructure schemes to be prioritised for delivery and development within each financial year, using pooled CIL funding.

The Norwich Area Transportation Strategy (NATS) identifies the transport improvements needed over the next 15+ years. The NATS Implementation Plan (agreed 2010, updated 2013) sets out a range of transport measures with their intended phasing for delivery over the short to medium term. The work is now branded as Transport for Norwich (TfN). The TfN Strategy is being reviewed and a consultation is expected later on in 2020. The Implementation plan is currently being developed through the work on Transforming Cities and a bid has been made to Government to fund a 3 year programme of delivery.

5.4.2 Cambridge to Norwich Technology Corridor

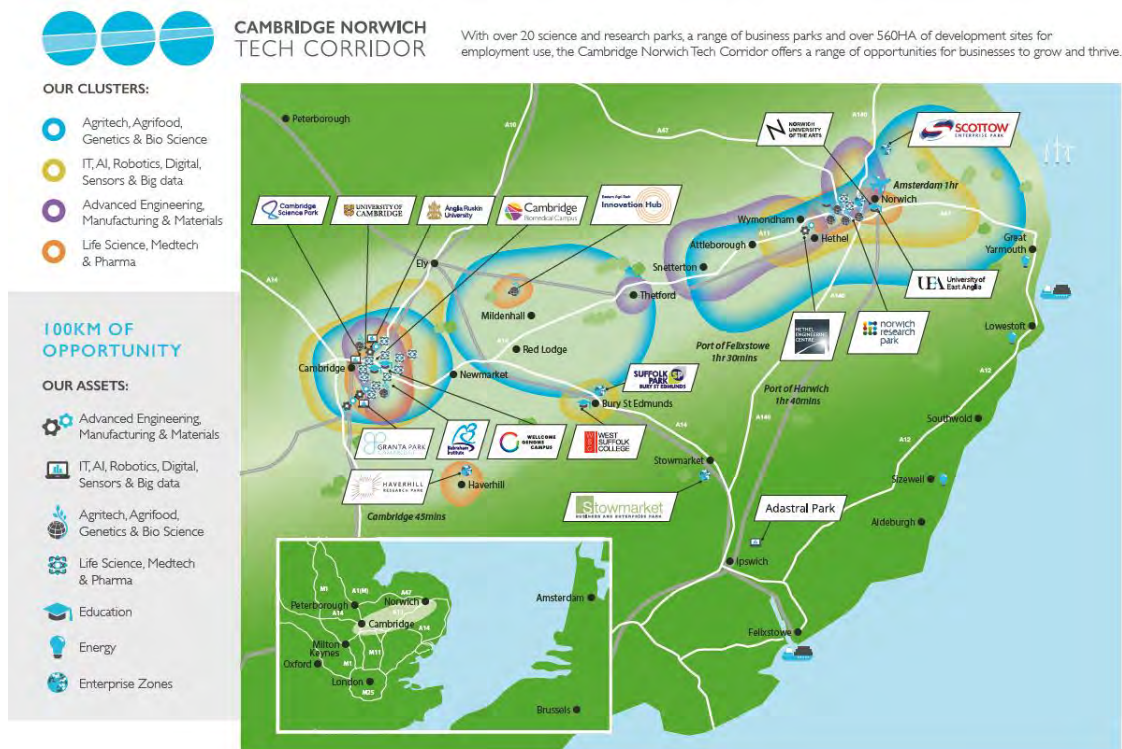
The corridor from Norwich to Cambridge, identified in Fig.7, includes a number of important existing and emerging clusters and strategic employment sites. It provides the potential for significant economic development, particularly as connectivity has improved with full dualling of the A11 between Norwich and Cambridge. The corridor also benefits from the Norwich to Cambridge railway line, direct trains between Norwich to Stansted airport and an increased number of internal and external route from Norwich Airport. These opportunities need to be supported and exploited to maximise economic benefits.

The corridor is identified as a key growth corridor in the New Anglia LEP's Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan. The Cambridge Norwich Tech Corridor initiative⁴¹ has been established to maximise the economic benefits of this high quality location with its world class universities, research institutes and business clusters. The partnership will both capitalise on the talent pool, emerging clusters, low cost space, infrastructure networks, in conjunction with securing new investment for the area (e.g. SETI), to deliver innovation-led growth and investment.

In Norfolk the tech corridor extends through Norwich, South Norfolk and Breckland, and then into Suffolk and Cambridgeshire.

⁴¹ See [The Norwich Cambridge tech corridor website - http://www.techcorridor.co.uk/](http://www.techcorridor.co.uk/) for further information

Figure 7: The Cambridge Norwich Tech Corridor, 2019



5.4.3 A47 Corridor

The A47 crosses the county and, directly or indirectly, affects all Norfolk's districts, parts of Suffolk and Cambridgeshire. The current limitations of the A47 act as a brake on economic growth, hindering investment, adding business and commuter costs, cause disproportionate accident and safety issues and contribute to the 'peripheral' image of Norfolk. Improvements to the road will unlock jobs, increase GVA and attract additional private investment all along its length. The A47 Alliance comprises of representatives from all Local Authorities, the business community, MPs and stakeholders along the whole of the trunk road route between Peterborough and Lowestoft. The Alliance is working to make the case for improvements and to secure the necessary investment to implement these. Partners will need to consider how best to cooperate to realise the economic potential of improvements.

Further west on the A47, at Wisbech the emerging Garden Town proposal may result in up to 12,000 additional homes (on top of the 3,550 homes already allocated in the Fenland Local Plan) effectively doubling the size of the town. This is linked to a potential new rail connection which would put the town within commuting distance of Cambridge and Peterborough. The existing allocation relating to East Wisbech is incorporated into the emerging plan.

Currently there are four A47 road improvement schemes of direct relevance to Norfolk, committed to by Highways England

- Dualling the A47 North Tuddenham to Easton
- Dualling the A47 Blofield to North Burlingham
- Improving the A47/A11 Thickenhorn junction
- Improving A47 Great Yarmouth junctions including reconstruction of the Vauxhall Roundabout

These A47 road improvements have the potential to support growing the corridor's economy.

5.4.4 Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft

The ports of Great Yarmouth and Lowestoft are successfully developing their role in the huge growth in offshore wind generation and major planned gas field decommissioning in the southern North Sea, building on 50 years' experience in offshore energy. These ports also serve trade, fisheries and transportation sectors of the economy.

These two ports, in close proximity, together form a strategically significant economic (and infrastructure) resource, generating employment and supply chains of regional significance. The sector is also supported by businesses and facilities, such as Norwich Airport, in Greater Norwich. The critical mass of facilities, infrastructure and businesses helps the area compete with areas elsewhere, including on the other side of the North Sea.

There is a long and continuing history of collaboration between Great Yarmouth, East Suffolk, Norfolk and Suffolk Councils to make the most of these opportunities.

Through close cooperation, these bodies and the LEP were successful in bidding for an Enterprise Zone (EZ) covering six sites in Great Yarmouth and East Suffolk to strengthen and build the offshore energy sector in the area. This EZ is one of the most successful in the country, the only zone to have exceeded the original EZ targets. The two Norfolk sites in Great Yarmouth are South Denes and Beacon Park.

Great Yarmouth Borough Council, Norfolk County Council, Highways England and the New Anglia LEP have cooperated closely on developing the road transport infrastructure to support the growth of the offshore energy sector in Great Yarmouth. The third river crossing has now been through public examination as a Nationally Significant Infrastructure Project which will provide direct access to the Port from the trunk road network, rather than through the heart of the town as at present, and improving the A47 link to the rest of the country, construction is due to start in 2021.

Meanwhile Norfolk County Council with Great Yarmouth Borough Council, are looking at a range of new infrastructure projects associated with the port and the Great Yarmouth Energy Park in order to enhance the value of Yarmouth to the offshore renewables sector.

5.4.5 Norfolk Coast, the Broads and the Brecks

The Norfolk Coast, the Broads and the Brecks are the 3 key cross boundary areas of the county where economic benefits include not only their attraction for tourism and recreation, but also their contribution to quality of life, and hence the attractiveness of Norfolk as an area to live, work and to locate a business. The economies of these areas are dependent on businesses, infrastructure and environmental protection in surrounding areas. This is particularly the case for the Broads Authority Executive Area, where the Broads Authority boundary is very tightly drawn.

In order to maximise the economic benefits a number of issues require coordination across planning authority boundaries, including coastal change, erosion and flooding; environment, landscape and habitats; as well as tourism and recreation itself. By working together the relevant authorities can ensure complementary measures, and maximise potential economic benefits.

All the Norfolk coastal districts, together with the Broads Authority (part of which is on the coast), East Suffolk District Council in Suffolk, and the Environment Agency have worked together on one or more of the three Shoreline Management Plans covering the Norfolk Coast, developing understanding of the technical and political challenges involved, and coordination of efforts to address these.

The quality, importance and diversity of the natural environment, including the Coast, the Broads and the Brecks, is reflected in the numerous national and international designations, including Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Ramsar sites, and Sites of Special Scientific Interest (SSSIs), and protected landscapes (Norfolk Coast Area of Outstanding Natural Beauty and the Broads). The planning authorities have a role in helping to protect and manage these assets, along with Natural England, the Environment Agency and a wide range of non-statutory environmental and community organisations. Ensuring that new development can proceed sustainably without harm to protected sites or species, or to biodiversity or geodiversity in the wider environment, is a particular challenge. Through joint working and cooperation across planning authority boundaries, a better understanding of the potential impacts from development (especially relating to housing and recreation) is being developed, and new ideas and best practice for monitoring and mitigating any impacts are being shared.

It is important that all of this care and concern about the natural environment continues to be captured within a Green Infrastructure approach, so that protecting and enhancing nature and natural processes are consciously integrated into spatial planning and area development.

5.4.6 A10 corridor

The A10, and parallel rail line from King's Lynn to Cambridge (passenger and freight), provides a strategic transport corridor. The section from King's Lynn to Downham Market is identified as a growth location in the Norfolk and Suffolk Economic Strategy. To realise the growth potential of the A10 Corridor there is a need to improve journey times, reliability of services and enhancement of operational capacity. Cambridgeshire County Council has commissioned studies of the economic potential and transport options for the route north of Cambridge. The Ely Area Capacity Enhancements Strategic Outline Business case was completed in Spring 2020 and has been approved. Proposals and options are expected to be consulted on in 2021 for the Ely area improvements to enable more frequent rail services to operate in future; while works have been completed to enable longer trains to run from King's Lynn from December 2020. A new Cambridge North railway station has enabled improved access to jobs in the businesses on the north side of Cambridge for Norfolk residents. There is potential for large-scale job growth in the corridor at Downham Market; while the largest housing allocation in the west at West Winch/North Runcton requires the completion of the West Winch Relief Road and Hardwick junction improvements to be fully developed.

Agreement 10 - The recently adopted and emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

Section 6 – Housing

Strategic Housing Objectives

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategy of the New Anglia LEP and, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

6.1 Introduction

The overall objective of national policy is to ensure that sufficient homes of the right type, are built in the right locations, and at the right time to address all existing and newly arising needs for homes. This means meeting both the market *demand* for new housing and addressing the *need* for homes including the needs of those who are currently unable to afford to buy or rent a suitable home locally. Homes built should be of the right type having regard to needs of the existing and future population and should address the specific needs of groups such as the elderly, those with disabilities, students and the gypsy and traveller community. Local Plans should include measures to address the need for appropriate specific types of dwellings, those wishing to build their own home, starter homes to purchase and other tenures of affordable housing. Whilst this document considers the likely scale of growth in the different parts of the County, it is not its purpose to determine how many new homes are required or where precisely these should be located. These will be decisions for individual Local Plans or any County wide development plans which may be prepared. Instead the focus is on cross boundary strategic considerations concerning, for example, the capacity of each authority to accommodate the required growth, considering how growth in one area may have impacts elsewhere, the need or otherwise to redistribute growth beyond the administrative boundaries of individual authorities and the implications of this, or the need to take collective measures to improve the rates of housing delivery in the County.

In February 2017 the Government published the Housing White Paper “Fixing our Broken Housing Market”⁴². This document set out a broad range of reforms that Government planned to introduce to help reform the housing market and increase the supply of new homes with the principal aim of increasing housing delivery in England to 300,000 net additional dwellings per year by the mid 2020’s.

Many of these measures were subsequently introduced via the updated National Planning Policy Framework including a new standardised national methodology to be used for calculating the minimum number of new homes which might be required. In December 2020 the government announced a further modification to the standard methodology for the top 20 cities and urban areas, however this hasn’t impacted the county. The government has also introduced a Housing Infrastructure Fund⁴³, published a Garden Communities Prospectus, invited bids for Housing Deals, and has committed to spending an additional £2 billion on affordable homes, all measures targeted at delivering an increased supply of homes. It is clear that increasing the delivery of new homes is likely to remain a major priority for the UK government for the foreseeable future.

Based on the government’s current standard methodology⁴⁴ Norfolk Authorities will need to collectively plan for at least an additional 65,856 (4,116 per annum) homes between 2021 and 2036. Many of these new homes are already included within adopted Local Plans in the County and a significant proportion already have planning permission.

As part of the duty to co-operate, and as reflected in the remainder of this section the Norfolk Authorities have reached a number of key agreements both about the geographical area over which it is most appropriate to prepare Local Plans, the period to be planned for, and how each plan will provide at least the minimum number of dwellings required over the agreed period. In reaching these Agreements the authorities have had regard to the needs which may arise from outside of the County and have collectively agreed a process for establishing each areas capacity to accommodate growth.

⁴² Available at [the housing white paper web page - https://www.gov.uk/government/collections/housing-white-paper](https://www.gov.uk/government/collections/housing-white-paper)

⁴³ Available at [the housing infrastructure fund web page - https://www.gov.uk/government/publications/housing-infrastructure-fund](https://www.gov.uk/government/publications/housing-infrastructure-fund)

⁴⁴ Derived from the ONS 2014 household projections

6.2 Existing targets, supply, and delivery rates up to 2021

The number of dwellings built in the County since 2007 have generally fallen behind published Local Plan targets due to the impact of the recession. As a consequence, the required annual rate of housebuilding required to meet existing Local Plan targets has been increasing as local authorities seek to address shortfalls. Furthermore to ensure that local targets can be addressed national policy⁴⁵ requires that each authority provides a buffer of deliverable supply thus ensuring that at all times more deliverable supply is available than is required to meet needs alone, with the size of the buffer determined by delivery rates over the preceding three years. This has resulted in some areas having very high annual targets over the next five years which are well above the long term requirements set out in their respective Local Plans or produced by applying the standard methodology.

It is likely that this trend of increasing annual rates of housebuilding requirements will not continue in the future, for two reasons: firstly, the rate at which housing is being delivered is increasing; and secondly, local planning authorities need to keep their assessments of housing need and local plans up to date. In reviewing housing need, the appropriate level of backlog that needs to be addressed is reconsidered and in parts of the County it appears that current levels of backlog arise in part from historic projections of levels of net in-migration in the period 2008-16 being considerably higher than the actual net in-migration levels that were observed during this period. Therefore, as new Local Plans are adopted, there may be tendency for rates of housebuilding required in the short term (i.e. the next five years) to reduce from their current levels due to reassessment of the backlog element within them.

It should also be noted that land supply issues may ease because since the recession and particularly the publication of the National Planning Policy Framework in 2012, the number of unbuilt planning permissions has also been increasing, resulting in a large stockpile of consented sites.

In practice, delivery rates of housing development will vary considerably from one year to the next, with significant periods of under-delivery in some years and over-delivery in others, depending on a wide range of factors including site availability, economic conditions, and the capacity of the local building industry. The impacts of the coronavirus pandemic on completion rates also remains unclear. For this reason annualised targets represent a blunt instrument against which to assess delivery. Individual authorities will continue to consider carefully how new housing needs evidence might be taken into account appropriately in plan-making and the determination of planning applications.

Detailed information on the availability and deliverability of new housing is published annually by each authority in their Five Year Land Supply Statements.

⁴⁵ National Housing Delivery Test – Results of this test are published by government in November of each year and compare the number of dwellings built over a three year period with the number required.

6.3 Future Housing Demand and Need until 2036.

The National Planning Policy Framework requires that the need for homes in terms of quantity, size, type and tenure within an area is addressed by planning authorities when preparing Local Plans, unless the consequences of doing so would result in unsustainable development. Where planning authorities conclude that it is not desirable to address identified needs within an individual authority area they should reach agreement with others to ensure that needs are met.

Following the publication of the revised NPPF in Feb 2019 the quantity of homes needed should be calculated in accordance with the new standard method in national guidance. This applies a fixed uplift to household projections based on the relationship between local incomes and house prices for each authority area with the result being capped to ensure that resulting figures are no more than 40% above existing requirements for any individual authority. The method was varied in February 2019 to make it clear that the baseline for the calculation should be the 2014 based household projections rather than the most recent projections. In some parts of the County the application of the standard methodology has resulted in the need to deliver higher quantities of new homes than was previously the case as identified in Strategic Housing Market Assessments.

Table 9: Local Housing Need based on mid 2014 household projections applying standard national methodology using the projected average annual household growth from 2020 to 2030 (correct as at November 2020)

Area	Annualised housing need in SHMAs	Annualised housing need applying standard methodology (2014 base)	Variation
Breckland	584 ⁴⁶	661	+77
Broadland	389	517	+128
Great Yarmouth	420	357	-63
KLWN	670	538	-132
North Norfolk	405	552 ⁴⁷	+147
Norwich	724	598	-126
South Norfolk	763	893	+130
Broads Authority (Norfolk part)	11	n/a ⁴⁸	
Norfolk	3,966	4,116	+150

⁴⁶ Note as the Breckland Local Plan is covering a period of 2011-36 it's annualised OAN is considered to be 612pa rather than 584pa as this reflects under delivery in the period 2011-15

⁴⁷ At this point in time North Norfolk is considering if an alternative approach to establishing OAN is justified

⁴⁸ The Government Consultation said 'where local planning authorities do not align with local authority boundaries, such as National Parks, the Broads Authority and Urban Development Corporations, available data does not allow local housing needs to be calculated using the standard method set out above'. In these cases we propose that authorities should continue to identify a housing need figure locally, but in doing so have regard to the best available information on anticipated changes in households.

The evidence⁴⁹ concludes that Norfolk is covered by all, or parts of, three separate Housing Market Areas and this has led to agreement about producing evidence and appropriate planning areas.

Strategic Housing Market Assessments have been prepared for each of these Housing Market Areas which prior to the publication of the Standard National Housing Needs Methodology identified the objectively assessed needs for new homes within each HMA and for each separate District within them. New evidence, including revised national population and household forecasts, will be published at regular intervals and Authorities will use the latest available information from a range of sources in relation to both demand, and their ability to plan a sustainable supply, when determining final housing targets for inclusion in Local Plans.

To ensure better alignment of Local Plans all Norfolk Authorities have agreed to prepare new Local Plans which address the level of housing need for the period until at least 2036 and have formally commenced the process of plan review. Broadland, Norwich and South Norfolk are producing a single Greater Norwich Local Plan allowing for consideration of how needs might be addressed across the larger plan area.

Agreement 11 - When determining their respective Local Plan housing targets each Norfolk Authority, working together where desirable, will aim to deliver at least the local housing need as identified in the most up to date evidence (Table 9). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

The Broads

The total OAN in the Broads Authority Executive Area between 2015 and 2036 is 286 dwellings (approx. 14 per year). In the Central Norfolk SHMA these figures are broken down between the overlapping Districts as follows:

Table 10: Projected dwelling need within the Broads Authority area 2015-2036

	Broadland	North Norfolk	Norwich	South Norfolk	Great Yarmouth	East Suffolk
Total OAN	50	70	3	40	66	57

⁴⁹ **Central Norfolk Strategic Housing Market Assessment 2017** - covering Norwich, Broadland, and South Norfolk authorities, together with substantial parts of North Norfolk, Breckland and the Broads Authority, together with a more marginal interaction with other parts of Norfolk and Suffolk. **King's Lynn and West Norfolk Strategic Housing Market Assessment** - Covering the administrative area of King's Lynn and West Norfolk Borough Council.

Great Yarmouth Strategic Housing Market Assessment - Covering the administrative area of Great Yarmouth Borough Council.

In view of the special qualities of the Broads there has been a long standing agreement between the BA and their overlapping local councils about the other areas planning to meet any housing needs arising in the BA area⁵⁰. It would clearly not be in the best interests of good planning in Norfolk for planning in the Broads area to be driven by a need to meet statistically derived housing targets where this would be incompatible with the protection of the special qualities of the Broads. Agreements 11 and 12 below addresses this matter although it should be noted that emerging evidence suggests, with the possible exception of the part of the BA area in Great Yarmouth Council area, that the BA will be able to find sufficient sites for housing to meet identified needs within its own area in locations considered to be compatible with the protection of the Broads.

Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad’s landscape and special qualities.

Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

East Suffolk Council (and hence not signatories to this framework) have also agreed to do the same.

Implications of the City Deal for Housing

In December 2013 the Greater Norwich City Deal was signed⁵¹. The City Deal was expected to see 300 new businesses supported and secure an additional £100 million of private investment. The deal was also expected to create more than 19,000 jobs, including 3,000 high value jobs at Norwich Research Park, 2,000 jobs around Norwich Airport, 1,000 jobs based around Norwich University of the Arts and 6,000 construction jobs.

The housing implications of the City Deal were assessed thoroughly as part of the Central Norfolk SHMA. This calculated that an upward adjustment of 9,505 dwellings to the housing requirement was needed to ensure sufficient homes are provided to meet the needs of the additional workers resulting from the City Deal. However, as the OAN for the Central Norfolk Authorities already included a response to market signals, it concludes that additional provision is only needed in the three Greater Norwich districts where the implications of the City Deal exceed the response to market signals already built into the figures. Because of the changes in calculating housing need the additional provision will be reconsidered within the Greater Norwich Local Plan.

Agreement 14 – Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of homes within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

⁵⁰ See [Planning for Housing and Employment in and Around the Broads Memorandum of Understanding - http://www.broads-authority.gov.uk/_data/assets/pdf_file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf](http://www.broads-authority.gov.uk/_data/assets/pdf_file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf)

⁵¹ See [Norwich City Deal - https://www.gov.uk/government/publications/city-deal-greater-norwich](https://www.gov.uk/government/publications/city-deal-greater-norwich)

6.4 Type of Homes

It is critically important to ensure that sufficient homes are provided but it is equally important that the homes that are built are the right type in terms of size, affordability and tenure. In this regard key issues affecting the County are providing suitable homes for:

- Those on lower household incomes who are unable to afford market prices and rents
- A rapidly aging population
- A growing student population in and around Norwich
- Gypsy and Traveller communities

Collectively, the Authorities are committed to the delivery of energy efficient homes which minimise the inefficient use of scarce resources and each Local Plan will consider the desirability of requiring enhanced construction standards which go beyond the requirements of the current National Building Regulations. For example, all authorities in the County have committed to introducing lower water consumption targets for new dwellings and most are likely to introduce enhanced accessibility requirements. Further consideration is also given to this area in the section on climate change.

Unless there is a significant increase in earnings or a slowing rate of house price increases the evidence concludes that dwelling affordability will continue to be a major issue in most parts of the County. Delivery of affordable homes, as with other types of housing has failed to keep pace with existing and newly arising needs. Forecasts indicate that across the County as a whole some 26% of the total future housing requirement will need to be provided as affordable homes but this masks significant local variations.

The significance of this issue for Norfolk should not be underestimated. There would be particularly severe impacts on a number of key economic sectors if housing affordability worsens and there is not considerable increase in the availability of forms of housing that meet the needs of people who are employed in low wage sectors across the county. The situation will vary from one council area to another so is best addressed through local plans rather than through collective agreement.

Inward migration from the rest of the UK, mainly due to retirement to the area, is forecast to be the major driver of population growth in the County over the next 20 years and a rapidly aging population, particularly outside of the three main urban centres will continue to increase the need for homes. By 2036 over 15% (153,372 people) of Norfolk's population is forecast to be over 75 years of age and if current trends continue this will increase the need for specialist forms of accommodation such as care, nursing and assisted living schemes. These specialist accommodation needs are not included within household projections and authorities should carefully consider the latest available evidence and develop strategies to ensure these needs are met. If current trends continue an increasing proportion of elderly people will remain in their homes for longer periods.

Specialist types of accommodation

Strategic Housing Market Assessments are prepared to establish the likely total need for new dwellings over a given period. These assessments quantify the needs of those residing in households including gypsy and travellers and those living in caravans and houseboats but they do not account for those living in other types of communal accommodation such as care and nursing homes and student halls of residence. Therefore in addition to the target for new dwellings Local Plans will need to separately quantify and provide for other specialist types of accommodation and fully understand the relationship between the need for new dwellings and the need for different types of non-household accommodation.

Elderly People

The identified Objectively Assessed Need across Norfolk includes the conventional housing needs of elderly people, but does not include people residing in care and nursing homes. On this basis, all self-contained elderly person housing is counted within the housing supply; but the supply of bed spaces in residential institutions (Use Class C2) is not. If sufficient Class C2 bed spaces are not provided then these people will not vacate existing dwellings and therefore more dwellings may be required.

As section 4 highlights, latest population projections estimate an increase in 65's of over 78,000 between 2018 and 2036 in the county. Local planning authorities were clear that further research was required into their housing needs. As part of the work to update this document a study was commissioned to identify the need and types of accommodation which are required to support the increase in the elderly population going forward.

The study has now been completed and highlights that a range of housing types are required to meet the needs of the elderly. It should be noted the many residents will be able to remain in conventional type of housing for many years but may choose to downsize or move to more suitable types of home like bungalows. Therefore housing types range from conventional housing (either modified or unmodified), age exclusive housing, sheltered housing with low level support to higher level support housing with on-site support or residential/nursing care homes. There are currently 8,612 units of specialist independent retirement housing in Norfolk, 78% of these units are sheltered⁵² housing with low level support and only 22% are extra care with higher level support⁵³. Across the whole of Norfolk in 2020 there is unmet need for 2,826 units of extra care housing and 4,034 units of sheltered housing. By 2041 these figures will have risen to 5,149 and 10,384 respectively. The report also highlights that care homes will also need to accommodate an additional 5,239 people and better provision should also be made for elderly with various levels of dementia with Norfolk likely to see an increase in residents with dementia by nearly 10,000 to 2041. Full details can be found in the report accompanying this study⁵⁴ Norfolk Local Authorities will work with registered providers and housing associations to support the delivery of specialist housing to meet the needs of an increasingly the elderly and retired population.

⁵² Sheltered housing is age restricted housing normally with either an onsite or visiting scheme manager or access to a bespoke helpline. There will normally be communal facilities which may include a café or shop but there is no bespoke site specific care package. Scheme residents are typically 75 or over, but the scheme may include some residents aged 65-74

⁵³ Extra Care housing is age restricted housing with an onsite scheme manager and provide a range of communal facilities. However residents will also have access to a site specific bespoke care package, usually including paying for a specified minimum number of hours of care a week with the option to increase usage if required. The care provider is CQC registered with specific carers allocated to the scheme. Scheme residents are typically 75 or over. Extra care housing can also be known as very sheltered housing, assisted living, enhanced sheltered or as housing with care.

⁵⁴ Link to study once published

Student Housing and the OAN

Planning Policy Guidance was updated in March 2015 to include specific reference to identifying the needs of students. It requires that Local Planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campuses.

The largest higher education provider in Central Norfolk is the University of East Anglia (UEA). The University has a campus in Norwich and a total of 16,030 full time students (academic year 2018/19). In 2017 the University had 4,300 bed spaces on the campus (and nearby village) and 305 bed spaces in the city. Norwich also contains the Norwich University of the Arts which has 2,250 full-time students, with further students at City College and Easton College. In recent years however, there has been an increase in the provision of privately owned and managed purpose built student accommodation across Norwich City including significant accommodation at Pablo Fanque House, Ber Street and St Stephen's Towers.

The Central Norfolk Strategic Housing Market Assessment concludes that based on historical trend the student population in and around Norwich is likely to grow by around 420 students per year. The SHMA assumes that this student population will live in dwellings and this need is added to the OAN requirement for new homes. If accommodation is provided in the form of student halls of residence or other specialist student accommodation provided by the private sector the OAN dwelling requirement can be reduced accordingly at a suggested ratio of one dwelling reduction for each three bed spaces provided.

However, in 2018 Planning Practice Guidance updated the advice on including student housing within housing supply figures⁵⁵. Student accommodation can be included based on the amount of accommodation that new student housing releases to the wider housing market, and the extent to which this allows general market housing to remain in such use. Local authority's calculations should be based upon the average number of student living in student only accommodation using the most recently published census data. On this basis, student accommodation supply in Norwich should be counted at a ratio of 2.85 bedrooms to 1 equivalent dwelling, except for studio apartments which can be counted on a 1 for 1 basis. For delivery purposes, the Housing Delivery Test Rule Book⁵⁶ outlines that student accommodation should be counted at a ratio of 2.5 bedrooms to 1 equivalent dwelling. These ratios will be updated as necessary.

⁵⁵ [Planning Practice Guidance - https://www.gov.uk/guidance/housing-supply-and-delivery](https://www.gov.uk/guidance/housing-supply-and-delivery) Paragraph: 034
Reference ID: 68-034-20190722

⁵⁶ [Housing Delivery test - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf)

The City Council also adopted the Purpose Built Student Accommodation (PBSA) Evidence and Best Practice Advice Note⁵⁷ in 2019. This advice note includes an assessment of the need for PBSA from UEA and NUA higher education institutions, guidance on a range of issues relating to the design and management of PBSA and how to encourage a mix of accommodation for a wide range of students. By encouraging good quality and appropriate student accommodation in Norwich, this advice note helps to support the success of the city's higher educational institutions and the city's economic prospects. As part of this Norwich City Council has set up a working group with the two main higher education institutions in Norwich that are likely to generate student housing need, and meets periodically to discuss how to help meet the need for PBSA in terms of student numbers and growth, to better inform planning decision making and the plans of Higher Education Institutions and to provide a forum to explore how high quality and affordable student accommodation can be achieved in Norwich.

The draft Greater Norwich Local Plan, due to be published for Regulation 19 consultation in February 2021, will contain a policy to support PBSA as part of policy 5(Homes).

Accommodation needs of Gypsies, Travellers, and other types of accommodation

The accommodation needs of Gypsies and Travellers, including Travelling Show people, and those residing in boats and mobile/park homes are included within the overall assessments of housing need and comprise part of that need rather than an additional requirement. These types of accommodation which are provided can therefore count towards addressing locally set housing targets. Locally authorities have prepared specific evidence to quantify the levels of need for such accommodation and use this evidence to inform Local Plan preparation. Five Norfolk authorities (Broadland, Gt Yarmouth, North Norfolk, Norwich and South Norfolk), plus the Broads Authority, commissioned a Caravans and Houseboats Needs Assessment to 2036, which was completed in October 2017⁵⁸. Breckland DC commissioned its own study⁵⁹ and the Borough Council of King's Lynn and West Norfolk is a partner in a Cambridgeshire-based needs assessment⁶⁰ Greater Norwich are updating their study and this is expected to be completed in spring 2021.

Agreement 15 - The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

⁵⁷ [Purpose Built Student Accommodation \(PBSA\) Evidence and Best Practice Advice Note - https://www.norwich.gov.uk/downloads/file/5448/pbsa_best_practice_and_advice_note_-_adopted_november_2019](https://www.norwich.gov.uk/downloads/file/5448/pbsa_best_practice_and_advice_note_-_adopted_november_2019)

⁵⁸ See [Caravans and Houseboats Needs Assessment to 2036 - https://www.north-norfolk.gov.uk/media/4081/norfolk-final-ana-09-10-17.pdf](https://www.north-norfolk.gov.uk/media/4081/norfolk-final-ana-09-10-17.pdf)

⁵⁹ See [Breckland Gypsy and Traveller Accommodation Assessment - https://www.breckland.gov.uk/media/2662/Breckland-Gypsy-and-Traveller-Accommodation-Assessment/pdf/2016_11_29_Breckland_GTAA_Final_Report.pdf](https://www.breckland.gov.uk/media/2662/Breckland-Gypsy-and-Traveller-Accommodation-Assessment/pdf/2016_11_29_Breckland_GTAA_Final_Report.pdf)

⁶⁰ See [West Norfolk Gypsy and Traveller Assessment - https://www.west-norfolk.gov.uk/download/downloads/id/2579/gypsy_and_traveller_accommodation_assessment_2016.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/2579/gypsy_and_traveller_accommodation_assessment_2016.pdf)

Other forms of specialist accommodation such as self-build and accommodation for military personnel will be addressed by individual authorities but the Norfolk Strategic Planning Member Forum will keep this position under review.

6.5 Capacity and Distribution

Some parts of the County are more constrained than others and their capacity to accommodate new growth is similarly variable.

Each Authority has prepared Housing and Economic Land Availability Assessments (HELAAAs) using a standardised methodology which has been agreed by all Authorities. These are assessments of unconstrained capacity and take no account of the policy choices that each authority may make when preparing their Local Plan. It is anticipated that Norwich City, Broadland and South Norfolk will work jointly to address their shared housing need through the Greater Norwich Local Plan with other District Authorities having the capacity to address its own housing need.

Agreement 16 – All Norfolk Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

6.6 Delivering Housing Growth

Over the past decade the quantity of new homes delivered in the County has not kept pace with published targets notwithstanding that the number of planning permissions granted typically exceeds the required quantity of development. This is likely to have been compounded by economic recession and poorer housing market conditions in some areas which may have reduced developer confidence.

Slower than required delivery rates have resulted in inadequate or marginal five year land supply positions resulting in the need to release unplanned development sites in some parts of the County. Recognising this, and reflecting the provisions of the Housing White Paper the Norfolk Authorities have agreed to take a range of actions to improve future housing delivery.

Agreement 17 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

- **Housing strategies will seek to allocate a range of different sizes of sites, where such sites are available and would result sustainable development.**
- **Clear evidence and demonstration of ability to deliver development will be required prior to the allocation of larger sites for development.**

However, such is the scale of delivery challenge facing the County there may well be the need for further actions to be taken to ensure housing targets can be met. Norfolk authorities jointly commissioned a study to look further into the issues impacting delivery within the county. The report highlighted 10 measures to be considered which will be further addressed by Local Authorities in bringing forward their Local Plans:

- Allocating a balanced range of sites and scales of development
- Enable early stage engagement with high profile councillors and leader of the Council to facilitate stakeholder buy-in and community liaison at the site allocation stage.

- Support and encourage allocation and development of retirement developments, single storey dwellings, lifetime homes and extra care facilities for independent elderly living in suitable environments
- Use Planning Performance Agreements where appropriate for larger scale and more complex housing sites
- Employ or nominate strategic development officers to focus on larger scale growth allocations and assist developers through the planning process. These staff may be a shared resource between neighbouring authorities.
- Seek to invoke Service Level Agreements for Utilities and Network Rail related infrastructure where large scale sites are reliant on strategic interventions.
- Review the s106 approach for larger scale sites and consider a hybrid approach with early phases considered in more detail than later phases to enable flexibility for sites which have longer timeframes.
- Facilitate the creation of a county-wide developer forum
- Consider whether statutory powers can be used to assist with unlocking difficult sites
- Work up a funding strategy with the local highway and flood authorities to support sites where major infrastructure is required and this is not covered by CIL.

Alongside these possibilities there may also be other measures taken which would complement these actions:

- Greater support with infrastructure planning in relation to large scale plans for urban expansion to increase confidence and reduce risks for the industry and make them more attractive for housebuilders to build out at quicker rates than in the past. Increasing the number of housebuilders active in the Norfolk market and increased use of modular (off-site) building techniques will also assist here;
- Action to stimulate the SME's in the construction sector to increase the number of firms capable of building on the scale of sites that typically result in 5-50 dwellings being provided;
- Action to stimulate the self and custom build sector considerably.
- Further joint working to improve the speed, customer focus, predictability and efficiency of the planning system; and
- A considerable drive to increase the number of people entering the construction sector across the board, particularly in the light of the probable impact of Sizewell C construction on the market of skilled construction labour in Norfolk.

It should be noted that authorities housing delivery will be measured against the Housing Delivery Test (HDT) and if under 95% - authorities will be required to produce 'Action Plans' to address shortfalls in delivery.

Section 7 – Health

7.1 Introduction

The origins of the planning system are closely associated with wider health improvements and recognise that where people live, work, study and relax play a greater role in health and well-being at a population level than just access to health care. Equally we know that as population size and structure change, for example an aging population, so the demands upon health care facilities increase alongside the ever increasing need to prevent ill health in the first place. These matters are not influenced solely on an individual planning authority basis. Services are arranged and delivered across multiple boundaries. People move between areas to do different things and across their lifetime. Transport routes and methods inevitably impact wide geographic areas.

Health services in Norfolk are provided at geographies which extend beyond district and borough boundaries. The Norfolk and Waveney Clinical Commissioning Group covers the whole of Norfolk and also the former district council area of Waveney (in north-east Suffolk). Public Health provision is provided at the national, regional and local level (subject to recent national changes).

Given that the various healthcare organisations operate across district and borough boundaries it is considered that there is merit in looking at consistent approaches to planning for health and well-being across the Norfolk local planning authorities.

Consequently, the need to co-operate between agencies and across geographies is important.

7.2 Principles

The National Planning Policy Framework (NPPF) requires that ‘planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, and enable and support healthy lifestyles’⁶¹. The health and wellbeing of the population, and health infrastructure should be considered in both plan and decision making.

The Planning White Paper (2020 paragraph 1.7) recognises that: “Where we live has a measurable effect on our physical and mental health, on how much we walk, on how many neighbours we know or how tense we feel on the daily journey to work or school. Places affect us from the air that we breathe to our ultimate sense of purpose and wellbeing.”

The TCPA has advocated the impact of good planning decisions through its Reuniting Health with Planning workstream since 2010 and has worked in partnership with NHS England, Public Health England and Sport England.

The review of Health Equity in England by Sir Michael Marmot⁶² highlights the need to build healthy and sustainable communities as one of 6 core recommendations to address the widening health inequalities. It states that ‘since 2010 life expectancy in England has stalled; this has not happened since at least 1900.....health is closely linked to the conditions in which people are born, grow, live, work and age’. There are clear links made to the quality, cost and condition of housing in the report,

⁶¹ NPPF revised Feb 2019, Chapter 8

⁶² See [Health Equity in England - https://www.health.org.uk/funding-and-partnerships/our-partnerships/health-equity-in-england-the-marmot-review-10-years-on](https://www.health.org.uk/funding-and-partnerships/our-partnerships/health-equity-in-england-the-marmot-review-10-years-on)

‘The costs of housing have increased significantly, including social housing, impacting on all the other social determinants of health and pushing many people into poverty, homelessness and ill health.’

The need for health infrastructure provision takes place in the context of:

- Stalling of life and healthy life expectancy rates (in the last decade 2011 onwards)
- Widening health inequalities and likely aggravation of this arising from impacts of Covid-19
- An increasingly ageing population, with impacts on health and social care provision and costs⁶³
- The number of premature deaths increasing, caused by smoking, lack of physical activity, obesity and alcohol misuse.⁶⁴ The UK wide NHS costs attributable to overweight and obesity are projected to be £9.7 billion a year by 2050 with wider costs to society estimated to reach £49.9 billion per year⁶⁵
- Increase in demand for mental health and wellbeing services
- Changing approaches to healthcare delivery.

7.3 Healthy living and Wellbeing – through better design

It is clear that health issues are increasingly important considerations in future planning activities. Therefore, development should facilitate a healthy lifestyle and provide opportunities for a high quality of life through a healthy environment where pollution is controlled and there is adequate access to open spaces and green and blue infrastructure. Availability of suitable and affordable housing and employment opportunities are also critical factors, as is access to active travel opportunities and affordable and practical public transport. It is also likely that, at least in the short to medium term, active consideration will need to be given to increased home working, space standards and overcrowding in homes and internal ventilation.

New developments present an opportunity to build homes, streets and neighbourhoods that support and enable healthy lifestyles through high quality provision of walking, cycling and accessible public transport. Good quality public spaces promote a sense of community and increase the variety of options to interact with the local environment and improve physical and mental health outcomes.

Both new and redesign of existing developments should consider a variety of needs of the Norfolk population. These could include:

- Recognising that greatest health benefits across the population are to be had by encouraging the inactive to be moderately active so build short active journeys in everyday life such as shopping, schooling, catching a bus and work
- Considering the particular needs of an ageing population when designing open space, access to public transport and physically active means of getting about. For example, siting of

⁶³ The King’s Fund: Future Trends, Demography, Ageing Populations

⁶⁴ British Heart Foundation, 2013: Economic costs of physical inactivity.

⁶⁵ Source: Guidance Health Matters: obesity and the food environment March 2017 (Public Health England)

benches and shelters, availability of toilets, safety when sharing pathways, level terrain and the provision of adult outdoor exercise equipment.

- It is important when designing built environments and making blue and green space more widely available that signage, navigation and layout actively consider needs of those, for example, with dementia or learning disabilities who may otherwise find some designs less accessible
- A number of these considerations may also support their use by, for example, adults with younger children, the less mobile across all age groups and those with a sensory disability
- Signage to facilities could be expressed in time taken to walk, for example, instead of distance and routes designed to break up longer journeys into manageable sizes
- Location of housing, employment, education and retail facilities to minimise journeys by non-private vehicle methods
- Where possible cycle lanes and footpaths should be situated away from busy roads, publicised and well sign posted to encourage use. They can provide opportunities for biodiversity enhancement by planting appropriate tree species, hedgerows and pollen and nectar rich flora, facilitating species movement and habitat connectivity.

The RTPI published Enabling Healthy Placemaking⁶⁶ which highlights the barriers to building healthy places⁶⁷ called for 'greater ...collaboration between health, social care, and planning professionals to ensure people's health needs are integrated into the conceptualisation, design and planning stages of new developments in the future'. It highlights 7 ways planners can take the lead:



⁶⁶ [Enabling Healthy Placemaking - https://www.rtpi.org.uk/media/5777/enabling-healthy-placemaking.pdf](https://www.rtpi.org.uk/media/5777/enabling-healthy-placemaking.pdf) published July 2020

⁶⁷ Such as lack of funding; different requirements from developers; conflicting policy priorities.

7.4 Implementing Healthy Design

The NPPF states that local planning authorities should make use of tools and processes for assessing and improving the design of development, specifically recommending assessment frameworks such as Building for Life 12 (recently updated to Building for a Healthier Life⁶⁸).

[Building for a Healthier Life](#) replaced Building for Life 12 in July 2020; published in collaboration with NHS England, NHS Improvement and Homes England. 'Building for a Healthier life' is a Design Code to help people to improve the design of new and growing neighbourhoods and has been created for community, developer and local authority use. The 12 considerations capture areas of design and placemaking that need most attention but are often the most overlooked⁶⁹. It provides visual prompts to good practice rather than the previous 12 question approach.

The [Healthy Streets Approach](#) is a framework that emphasises a street that works for people and is a street that is good for health. It provides an evidence-based approach for creating fairer, sustainable attractive urban spaces. The Department for Transport has funded Healthy Streets Approach training for Local Authorities (including Norfolk) using Local Cycling and Walking Infrastructure Plans. The 10 indicators focus on the experience of people using streets and complements the use of the Building for a Healthier Life design code.

10 Healthy Street Indicators™



⁶⁸ NPPF revised Feb 2019, para 129.

⁶⁹ Building for a Healthier Life, pg 5.

7.5 Health Infrastructure Protocol

To help ensure these issues are addressed a protocol for joint working between planning, public health and health sector organisations was agreed in 2017 and has been revised to take account of the emergence of the NHS Sustainability and Transformation Partnership (STP). Throughout this revision support has come from several quarters, including each of the Norfolk and Waveney Clinical Commissioning Group (CCGs). The Protocol seeks to explain the relationship of land-use planning to public health, giving an overview of the planning system to health professionals and an overview of health service commissioning structures to land-use planners. There are mutual commitments to discuss development-related pressures on healthcare services and opportunities for high-quality place-making to enable people to make healthier lifestyle choices. The protocol also provides a single point of contact for local planning authorities within the healthcare system for feedback on planning applications and general advice. Working with STP colleagues affords an opportunity for long term planning and growth to be considered alongside health infrastructure needs.

The Protocol seeks for health professionals and town planners to work together to secure new healthcare facilities required as a result of development. To assist with such negotiations modelling data has been used to give an indication of future healthcare requirements for Norfolk. Based on each CCG area, projections are given on future demand for acute hospital beds, intermediate care beds, and the numbers of General Practitioners required. The population increases are modelled on low, medium and high scenarios for house-building rates, reflecting the uncertainty as to how economic conditions might affect the house-building industry in coming years. The Protocol also includes a *Health Planning Checklist* that consists of six place-making themes. Whilst use of the Checklist is not mandatory; it is simply made available to all practitioners as a convenient method to appraise development schemes in advance of, or at the point of, making a planning application. Additionally there is agreement that within the GNLP area all developments in excess of 500 homes should use a Health Impact assessment. HIA use is to be actively encouraged to tackle health inequalities and the promotion of good health across all areas alongside wider use of both HIAs and the checklist to actively consider designing in health benefits.

The Protocol should be reviewed by the middle of 2022 to take into account the specific health issues in the county; any changes required in the duty to co-operate and other changes currently drafted within the Planning White Paper.

Agreement 18 - Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

Section 8 – Climate Change

8.1 Introduction

In Summer 2019 the Norfolk Strategic Planning Member Forum requested that a Climate Change sub group should be set up as part of the update process to the Norfolk Strategic Planning Framework. The group would review information in relation to Climate Change with a specific focus on the role and impact on Local Plans and the planning system generally. It would also explore some of the emerging policy work around climate change, and looks at best practice where applicable..

8.2 Background

Climate change has been embedded into Land Use Planning for many years, significant emphasis is placed on planners to address climate change through achieving sustainable development. It is recognised that considerable national, international and local research in relation to climate change has been completed in recent years. This includes reports by the Intergovernmental Panel on Climate Change, and there continues to be emerging changes in relation to Government policy on the matter.

In June 2019 the government amended the Climate Change Act 2008 to extend the national carbon reduction target within it with the aim to reduce carbon levels to net zero by 2050. In December 2020 the government also announced a new plan which aims for at least a 68% reduction in greenhouse gas emissions by the end of the decade, compared to 1990 levels⁷⁰. Many local authorities were galvanised to either declare climate emergencies, and/or set their own locally applicable targets, either replicating the governments or extending it further as well as enshrining the concept into corporate objectives and Plans.

Within Planning, Local Plans can play a central role in helping to facilitate this key national environmental objective. Effective strategic plan making can deliver sustainable development and help address the challenges that climate change brings, complementing measures outside of the planning sphere but not resolving climate change challenges on its own. Clearly the County is vulnerable to the impacts of climate change through flooding, drought, storm surges, sea rise etc. The costs of climate change are projected nationally to be high and it is emphasised that not taking action could cost more than taking steps to reducing emissions now to avoid the worst impacts of climate change. Sustainable development through land use policies is regarded as a key means of addressing climate change and as such the planning system has a duty to ensure that action is taken to encourage and deliver more sustainable development.

⁷⁰ See [Press Release - https://www.gov.uk/government/news/uk-sets-ambitious-new-climate-target-ahead-of-un-summit](https://www.gov.uk/government/news/uk-sets-ambitious-new-climate-target-ahead-of-un-summit)

8.3 Climate Change Next Steps

Working collaboratively through the Norfolk Strategic Planning Member Forum, Local Planning Authority planning officers, along with colleagues from the Environment Agency, Local Enterprise Partnership and Norfolk County Council, worked together to develop ideas which could help local plans address climate change through land use policies at a strategic level. The group have produced a Climate Change Research Paper and sub topic reports which set out a number of approaches for local authorities to consider when drafting local plans. In the light of this work the following agreement has been reached.

Agreement 19 - Norfolk Planning Authorities agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, the Authorities agree to consider to the approaches contained in the NSPF Climate Change research paper when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Norfolk Planning Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Furthermore the Planning White Paper strengthens the need for local design initiatives and the work of this climate change group has highlighted that design and best practice climate change guidance could help with both climate change and healthy living initiatives. As such there is a strong case for looking at a Norfolk Design Guide or Charter. It is suggested that the initial steps would be to investigate how this could best be achieved and to what level all authorities are willing to work to a single design guide. It is clear for this to succeed that external and community involvement would be required and we would also need to understand in more detail any proposed changes to the NPPF and legislation, and the existing intentions of each local planning authority with providing further guidance.

A further agreement sets out Local Planning Authorities commitment to investigate the production of a countywide Design Guide:

Agreement 20 – Norfolk Planning Authorities agree to work together to investigate the production of a county wide design guide and produce a brief for this work. This work will help facilitate climate change and healthy living initiatives across the county by providing high level principles

The design guide would meet the requirements of the National Design Guide and look at other country wide initiatives like Building for a healthy life. Mitigating for and adapting to climate change could be a key consideration of this guide. Individual Local Planning Authorities could still produce their own guide or they can be produced as part of neighbourhood plans.

Section 9 – Infrastructure and Environment

Strategic Infrastructure and Environmental Objectives

To realise the economic potential of Norfolk and its people by:

- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure; and
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements to strengthen inward investment.
- strengthening Norfolk's place competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities.
- Recognising the role of our city centre and town centres as a focus for investment and enhancing the quality of life for residents.
- recognising that the long term conservation of Norfolk's natural environment and heritage is a key element of the county's competitiveness.

To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact on, exposure to, and effects of climate change by:

- locating development so as to reduce the need to travel;
- reducing unnecessary car use and supporting the roll out of new technologies (such as Electric Vehicles and alternative fuels eg hydrogen) and alternative methods of transport including public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

Together these measures will help create healthier more sustainable communities.

To improve the quality of life and health for all the population of Norfolk by:

- promoting development and design which seeks to actively improve health, prevent ill health and tackle widespread health inequalities
- ensuring new development fulfils the principles of sustainable communities, providing a well-designed and locally distinctive living environment adequately supported by social and green infrastructure;
- promoting social cohesion by significantly improving the educational performance of our schools, enhancing the skills of the workforce and improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the county;
- ensuring all our communities are able to access excellent sporting facilities, health services and opportunities for informal recreation;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's rich and biodiverse environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, biodiversity, geodiversity, soils, protected landscapes, the Broads, the Brecks and the coast;
- protecting the landscape setting of our existing settlements where possible and preventing the unplanned coalescence of settlements;
- maximising the use of previously developed land within our urban areas to minimise the need to develop previously undeveloped land;
- minimising, where possible, development on the best and most versatile agricultural land; where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting, maintaining and, enhancing biodiversity through the conservation of existing habitats and species, and by creating new wildlife habitats through development;
- providing a coherent connected network of accessible multi-functional greenspaces;
- reducing the demand for and use of water and other natural resources; and
- Protecting and enhancing water, air, soil and other natural resource quality where possible.

9.1 Introduction

Infrastructure and Environmental objectives have been considered together in the context of the Norfolk Strategic Planning Framework. The issues addressed are complex and multi-faceted and much of the work that has been completed on this subject by working closely with appropriate expert groups.

As is reflected in the introductory text in this framework and is recognised in the agreed vision and objectives the future economic and social prospects for the County cannot be divorced from issues of environmental protection and infrastructure provision. The quality of Norfolk's environment, both in terms of the countryside, its historic City and the wide range of distinctive towns and villages it includes, give access to a quality of life which is one of the key selling points of the County and the retention and enhancement of which will be crucial to attracting the growth in highly productive economic sectors that is sought. Yet, as is also noted, Norfolk's infrastructure is comparatively under developed compared to many other parts of the wider South and East of England and will need significant enhancement if growth is to be delivered at the scale envisaged without compromising the quality of life and environment on offer.

It would appear that there is a growing recognition of the comparative under development of Norfolk's Infrastructure and a number of announcements have been made about funding of investment in key infrastructure enhancements, especially in relation to transport. These are detailed later in the document and it will be important to ensure timely implementation of these projects.

The Norfolk Strategic Infrastructure Delivery Plan⁷¹ (NSIDP) has been produced by the County Council working with all the local planning authorities and utility providers. It identifies strategic infrastructure requirements and provides an update on the delivery of a range of projects. The

⁷¹See [Norfolk Strategic Infrastructure Delivery Plan - https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies](https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies)

projects in the NSIDP reflect the key infrastructure needed to deliver the scale of growth ambitions outlined in the NSPF. The NSIDP is a working document that will be regularly updated as information becomes available. A new version of the NSIDP was released in November 2020. The IDP will help co-ordination, implementation, prioritise activity and respond to any funding opportunities. It will also enable Local Authorities to prioritise the release of revenue funding for the development of scheme information to assist the prospects of successful bids being made for capital funding to deliver further projects. As it concentrates on strategic infrastructure it does not identify the full range of infrastructure required for development.

9.2 Utilities

To deliver the rate of growth that is planned across Norfolk in the coming years considerable further investment will be needed in utilities infrastructure. A list of the main schemes that are thought to be necessary is outlined below.

Table 11: Priority Utilities Projects for Promotion⁷²

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Attleborough Energy Supply	Not Known	£22m	BRP, NALEP, Private Sector
Broadland Growth Triangle Trunk Sewer	Delivery 2011-2026	TBC	Private sector
Sprowston Primary substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Peachman Way Primary Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Snetterton Heath Energy Supply Long term Requirements	Not Known	TBC	NALEP, Private Sector, BRP
Thetford energy supply (Sustainable Urban Extension)	2021	£6.5m-£9.5m	BRP, NALEP
Thetford energy supply (Thetford Enterprise Park) Phase 1	Not Known	£3m	BRP, NALEP
Thetford energy supply (Thetford Enterprise Park) Phase 2	Not Known	£6.5m	BRP, NALEP
Earlham Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Cringleford Primary Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector

⁷² Anglian Water's Long Term Recycling Plan was published in the summer of 2018. Building on this version work has commenced on the drainage and wastewater managements plans, using a nationally agreed methodology, this will be published in 2022.

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Wymondham water supply connections	Not Known	£22m	Private sector
King's Lynn Sewerage improvements	Not Known	£1.5-1.7m	Community Infrastructure Levy and private sector

The following utilities project have successfully been funded since 2013:

Under construction or part-completed:

- Snetterton Energy Supply - £3.6m
- Thetford Water Supply – £9.8m
- Thetford Sewerage Scheme - £2m
- Easton, Hethersett and Cringleford sewerage upgrade - £11m

Planned, not yet started:

- Increased Surface Water Capacity North Lynn
- Snetterton Energy Supply Short term power needs £6.1m

9.3 Electricity

Provision of energy, particularly electricity is fundamental to housing and economic growth as energy consumers require access to reliable energy supplies. Since 2004, the UK have been a net importer of energy, and this has changed the way we view our energy security (Annual Energy Statement 2014). Housing and employment growth will put a greater strain on the electricity network with many of the primary substations in Norfolk already reaching capacity.

The 33kV main transmission network in Norfolk is the main network for new on-shore electricity providers and major users such as employment sites and large scale residential development. It is essentially three networks with one in the west serving King's Lynn and West Norfolk and extending in a limited way into the western side of North Norfolk and Breckland; one centred in Norwich and extending to Attleborough and the central and eastern parts of North Norfolk; and one serving the towns along the southern border and extending round to Great Yarmouth. This leaves significant, largely rural, parts of the county some distance from potential connections to this network. This particularly applies to a central swathe running north south, and a southern swathe running east west.

The electricity network is subject to a number of operational constraints which challenge the ability to predict the future capacity of substations over the time periods that are typical for Local Plans. UK Power Networks (UKPN) will not normally invest to provide additional unassigned capacity and the costs of capacity upgrades falling on developers can be significant. The ability of developers to reserve supply, and unexpected windfall development adds further uncertainty to the forward planning process. In addition, the power requirements of end users of employment sites can vary significantly and are unknown at the time the land is allocated in a Local Plan.

In developing Local Plans it is clear that Local Authorities will need to work closely with UKPN to ensure that identified locations where housing and employment growth will require strategic

enhancement of the electricity supply networks to support new developments can be delivered without delaying the delivery of development or rendering it unviable. Partners continue to work with UKPN to overcome current constraints and prevent future issues, and to explore mechanisms to ensure the cost of electricity infrastructure is shared proportionately between planned developments. To support this partners are working with UKPN to ensure there is more detailed information available to authorities providing an understanding of potential constraints and where development will require strategic enhancement of the electricity supply networks. Some Norfolk Planning authorities have also completed electricity infrastructure studies to investigate power supply issues and assess local constraints in more detail, these include the Greater Norwich Energy Infrastructure Study⁷³ and the North Norfolk Power Study⁷⁴.

Additionally all Local Plans across Norfolk will need to promote new developments which minimises energy use; minimise reliance on non-renewable or high-carbon energy sources and promote and encourage the use of decentralised and renewable or low-carbon energy sources and sustainable construction technologies ensure that investment decisions help promote growth and overcome constraints and there are forward looking decision on energy investment.

9.4 Water

Norfolk lies within one of the driest parts of the UK. Planned growth in housing and employment will significantly increase water demand. The area's large agricultural sector is also dependent on water availability in the summer. Water quality is crucial, due to the number of protected sites relying on high water quality, including the Broads.

Anglian Water supplies water to the majority of Norfolk County with parts of Great Yarmouth and the Broads Authority being served by Essex and Suffolk Water. Water companies have a statutory obligation to prepare and review Water Resource Management Plans (WRMP) once every 5 years setting how they will maintain a sustainable balance between water supplies and demand.

Anglian Water's Current Water Resources Management Plan (WRMP) was published in 2019 and runs to 2045⁷⁵. This is currently under review in parallel to Water Resources East (WRE's) Regional Strategy. This demonstrates how sufficient water for future growth will be provided via a twin-track approach. Anglian Water will focus on the demand side first and reduce the amount of water used by installing smart meters, reducing leakage and investing in water efficiency. But they will also invest in the supply-side to increase the amount of water available. This includes investing in a series of interconnecting pipes to better join up their network and ensure they make best use of available resources before developing new ones. In the medium- to long-term, Anglian Water are likely to need additional resources. This could include winter storage, recirculation of recycled water, or

⁷³ See [Greater Norwich Energy Infrastructure Study - https://gnlp.oc2.uk/docfiles/46/P3723%20Greater%20Norwich%20Energy%20Infrastructure%20Study%20with%20Appendices.pdf](https://gnlp.oc2.uk/docfiles/46/P3723%20Greater%20Norwich%20Energy%20Infrastructure%20Study%20with%20Appendices.pdf)

⁷⁴ See [North Norfolk Power Study - https://www.north-norfolk.gov.uk/media/5583/north-norfolk-power-study-report-march-2019.pdf](https://www.north-norfolk.gov.uk/media/5583/north-norfolk-power-study-report-march-2019.pdf)

⁷⁵ See [Water Resources Management Plan - https://www.anglianwater.co.uk/siteassets/household/about-us/wrmp-report-2019.pdf](https://www.anglianwater.co.uk/siteassets/household/about-us/wrmp-report-2019.pdf)

desalination. Anglian Water will be working with regional stakeholders and neighbouring water companies through Water Resources East (WRE) over the next two to three years to identify the best options to take forward to WRMP 2024. The measures undertaken by AW mean that water supply should not be a strategic constraint to development. Essex and Suffolk Water also have a WRMP⁷⁶ for the same period covering the areas of Norfolk they supply.

Norfolk Authorities will work with Water Resources East (WRE) and its members, including the two water companies, to help safeguard a sustainable supply of water for Eastern England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential.

In the period through to September 2023, WRE will develop a draft single, multi-sector Regional Plan for Eastern England, working with water companies, Local Authorities and Local Enterprise Partnerships, the energy and agricultural sectors, landowners and key environmental NGOs and through co-creation, engagement and collective decision making, the plan, and its subsequent iterations, will:

- Increase the level of resilience for water resources for all sectors and the environment.
- Deliver wider benefits in terms of flood risk, river flows and water quality.
- Ensure that water (either too much or not enough) is not a barrier to economic development in the region.
- Identify opportunities and delivery mechanisms to restore and enhance the environment, in line with the biodiversity net gain and wider aspirations of the 25 Year Environment Plan.
- Explore innovative funding and delivery models for water management solutions.
- Promote schemes which represent the best value for the region, seeking through collaboration to deliver more efficient solutions.
- Co-deliver the water related elements of other key regional strategies and plans,
- Focus on delivery of water-related climate change mitigation and adaptation strategies including net zero carbon ambition.
- Provide academically rigorous evidence to policy makers.

As part of WRE's work programme, with the support of councils, the Norfolk Strategic Fund have provided a grant to WRE for the development of a Water Management Strategy for the county. This project will develop short term water-related Covid-19 recovery interventions, the detailed Water Management Strategy and Plan and will establish a partnership structure known as a "Water Fund" to facilitate delivery of nature-based solutions for water management in the medium and long term. This project will be supported by a partnership of Norfolk County Council and [Water Resources East](#), the international environmental charity [The Nature Conservancy](#) (TNC) and Anglian Water.

Water Funds are governance and financing mechanisms allowing public and private sectors to work collectively to secure water for their communities. They are used successfully around the world to leverage blended finance streams to ensure coordinated delivery, funding and monitoring of nature-

⁷⁶ See [Essex and Suffolk Water: Water Resources Management Plan - https://www.nwg.co.uk/globalassets/corporate/reports/esw-final-wrmp19.pdf](https://www.nwg.co.uk/globalassets/corporate/reports/esw-final-wrmp19.pdf)

based solutions (NBS) for water security. In 40 locations, across North America, Latin America, Asia and Africa, TNC collaborates with partners to set up Water Funds based on science-based plans and innovative tools for representing water management challenges, strong monitoring and mobilisation of diverse funding streams. This programme will establish TNC's first Water Fund in Europe. Being part of the global Water Fund network will access collective experience, accelerating the project, and enable Norfolk to be featured as a global exemplar for water resource management, thereby facilitating access to further financial and human resources.

The project will create a new multi-stakeholder governance structure which will include representatives from councils, New Anglia LEP, water companies, environmental organisations and the agri-food and energy sectors. This governance structure will be set up in 2 stages:

- a Water Management Board to generate consensus across all local actors for the preparation of a prioritised plan;
- a more permanent structure (a Water Fund) to: supervise and coordinate implementation of the plan, monitor results, enable mobilisation of funding and repayable financing from public and private sources

Progress with the project will be regularly reported to councils across the county.

Agreement 21– Norfolk Authorities have agreed to become members of WRE, and to work collaboratively with its other members in the development of the Norfolk Water Strategy to ensure the project delivers the best outcomes for the county. Norfolk Authorities will also work collaboratively as part of WRE to enable the successful co-creation of WRE's wider Regional Plan.

Other work is also ongoing across the county considering the wider impacts of water and associated infrastructure. Norwich City Council leads the River Wensum Strategy Partnership, working alongside the Environment Agency, Norfolk County Council, the Broads Authority and Norwich Society. The strategy has the overall vision of breathing new life into the river by enhancing it for the benefit of all and increasing access to, and making greater use of, this important asset. It will consider social, environmental and economic factors in achieving this vision. Some of the projects already delivered or planned as part of this strategy look to improve water quality and reduce flood risk on a catchment wide basis. In addition, the CATCH project, (Norfolk County Council along with Norwich City Council, Broadland District Council and Anglian Water) is working to find long-term solutions to the problem of surface water flooding in Norwich. The pilot project offers homes, businesses and schools the chance to have a slow-release water butts or rain water planters installed completely free of charge. The project is funded by Anglian Water and the Interreg European Union CATCH Climate Change and Flood Reduction Project. The EU are currently considering further phases of project work.

Local Plans can also contribute to long term water resilience by ensuring that new development incorporates water efficiency measures including the adoption of the optional higher water efficiency standard (110 litres/per person/per day).

Agreement 22 – Norfolk is identified as an area of serious water stress, the Norfolk Planning Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

Individual authorities may also wish to consider the inclusion of a specific water efficiency BREEAM standard for commercial development within their Local Plans. Improved water efficiency is not limited to measures within dwellings and commercial buildings and a collaborative approach to promote innovation in water efficiency/re-use is required working closely with water companies and site promoters/developers.

Anglian Water's aim is to see residential developers go beyond the optional higher water efficiency standard (110 litres/per person/per day) and in time to move to water neutrality as outlined in their Green Recovery Plan⁷⁷ this could include water re-use measures in new developments including stormwater and rainwater harvesting and grey water recycling forming part of an integrated approach to water management.

The disposal of waste water is addressed by Anglian Water's Water Recycling Long-Term Plan (WRLTP)⁷⁸ which highlights the investment needed over the next 25-years to balance the supply and demand for water recycling. The plan considers risk from growth, climate change, severe drought, and customer behaviours. It promotes sustainable solutions for maintaining reliable and affordable levels of service, and facilitates working in partnership to mitigate flood risk. Developing on the WRLTP Anglian Water are preparing a Drainage and Wastewater Management Plan with Stakeholders to be published in 2022⁷⁹ Anglian Water has also implemented new charging rules setting out a fixed, upfront schedule of fees that they charge for laying mains and pipes that connect new buildings and housing developments to their network⁸⁰. This is a significant step towards ensuring that water companies provide an excellent service to developers of all sizes.

It will be necessary to take a co-ordinated approach to water through water cycle studies to address water supply, quality, waste water treatment and flood risk. Flood risk assessments should be used effectively to ensure development is located appropriately, to help achieve this a Strategic Flood Risk Assessment (SFRA) has been produced jointly by most Norfolk authorities⁸¹.

The release of land for development will be dependent on there being sufficient water infrastructure to meet the additional requirements arising from the new development to ensure that water quality is protected or improved, with no detriment to areas of environmental importance. Growth in several parts of the county is dependent on investment at sewage treatment works. The timing of these investments will have an important effect on the phasing of development.

⁷⁷ See [Green Recovery Plan - https://www.anglianwater.co.uk/siteassets/household/about-us/green-recovery-five-point-plan.pdf](https://www.anglianwater.co.uk/siteassets/household/about-us/green-recovery-five-point-plan.pdf)

⁷⁸ See [Water recycling long term plan - https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/water-recycling-long-term-plan/](https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/water-recycling-long-term-plan/)

⁷⁹ See [Drainage and Wastewater Management Plan - https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/drainage-and-wastewater-management-plan/](https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/drainage-and-wastewater-management-plan/)

⁸⁰ See [DS charging arrangements - https://www.anglianwater.co.uk/siteassets/developers/development-services/ds-charging-arrangements-2019-2020.pdf](https://www.anglianwater.co.uk/siteassets/developers/development-services/ds-charging-arrangements-2019-2020.pdf)

⁸¹ See [Strategic flood risk assessment - http://www.broads-authority.gov.uk/planning/planning-policies/sfra/sfra](http://www.broads-authority.gov.uk/planning/planning-policies/sfra/sfra)

Agreement 23 – The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure. LPAs will produce Habitat Regulation Assessments, as required, that will also consider impact of development on sensitive sites.

In considering the distribution of growth Local Planning Authorities will need to ensure that distribution avoids cumulative detrimental impact on the most sensitive water courses particularly, those in the Broads and on the Wensum which cross a number of Local Planning Authority boundaries. Each public body will have regard to River Basin Management Plan⁸² to ensure that their plans and actions do not risk delivery of the environmental objectives for each water body in the County (not just protected sites).

9.5 Digital Connectivity

Broadband

Having access to high-speed and reliable broadband is now regarded as essential by many residents and businesses. The picture regarding superfast broadband coverage is rapidly improving; 95% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012⁸³.

The Better Broadband for Norfolk (BBfN) project was launched in 2012, with the aim of ensuring that by the end of 2015 more than 80% of Norfolk's premises could access superfast broadband (24 Mbps download, also known as Next Generation Access (NGA)). The BBfN Programme signed a third contract during 2019; as a result a further £13 million will be invested to implement Fibre to the Premises for over 10,000 Norfolk properties that do not have access to Superfast broadband. As a result, by spring 2023, Superfast broadband coverage across Norfolk is expected to increase to 97%.

In order to extend the provision of superfast broadband further, additional funding would be needed. Where this is not possible or feasible, wireless (Wi-Fi) solutions can be investigated as well as satellite broadband, although it is recognised that there will be many parts of the county where these are not currently practicable.

In April 2016, changes to Building Regulations R1⁸⁴ were finalised. For applications made on or after 1 January 2017 new buildings are required to have physical infrastructure to support high-speed broadband (greater than 30Mbps). However, there is no requirement to provide external or site-wide infrastructure beyond the access point.

⁸² See [Anglian district river basin management plan - https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan](https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan)

⁸³ See [Local broadband Information Website - http://labs.thinkbroadband.com/local/index.php?area=E10000020](http://labs.thinkbroadband.com/local/index.php?area=E10000020)

⁸⁴ See [Building Regulations R1 - https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf)

The availability of high-speed broadband is clearly of major strategic significance for Norfolk and Norfolk authorities welcome Openreach's offer to install Fibre to the Premises (FTTP) free of charge to all new housing developments of 20 or more homes and an improved pricing structure all the way down to two homes⁸⁵. However the further rollout of broadband to existing homes cannot be required through any current Local Plan, but the Norfolk authorities are working closely with Better Broadband for Norfolk and other bodies and providers to ensure that high-speed broadband is delivered to more parts of the county as soon as is practicable.

Norfolk County Council in conjunction with all Norfolk districts, boroughs, Norwich city, the chamber of commerce, the LEP and other relevant regional groups has secured circa. £8 million in 2019 via the Government's Local Full Fibre Network programme and a further £2m in 2020 from Ministry of Housing, Communities and Local Government. This will provide Fibre to the Premises for over 400 public sector sites, and importantly also offers potential for nearby homes and businesses to access Full Fibre connectivity via a Government Gigabit Voucher Scheme.

The revised NPPF (para 112) highlights the importance of reliable communications infrastructure in economic growth and social well-being and requires policies to set out how high quality digital infrastructure is expected to be delivered, authorities will engage proactively with broadband and mobile network providers to better encourage the rollout of new infrastructure, particularly Openreach, and will seek to involve Openreach at the pre-application stage of major residential and commercial planning applications, as well as through consultations on the emerging Local Plans.

As part of the work to update this document a specialist group was set up to provide further guidance to local authorities on supporting broadband in local plans. Also, in March 2020 the Government published its response to the consultation⁸⁶ on: New Build Developments: delivering gigabit-capable **connections** which outlined Government's proposals to mandate gigabit-capable connections in all new build developments. Following publication of the response Government will:

- Amend the Building Regulations 2010 to require all new build developments to have the physical infrastructure to support gigabit-capable connections.
- Amend the Building Regulations 2010 to create a requirement on housing developers to work with network operators so that gigabit broadband is installed in new build developments, up to a cost cap.
- Publish supporting statutory guidance (Approved Documents) as soon as possible.
- Continue to work with network operators to ensure they are connecting as many new build developments as possible and at the lowest possible price.
- Work with housing developers and their representative bodies to raise awareness of these new requirements.

⁸⁵ See [Fibre for developers rate card - https://www.openreach.com/content/dam/openreach/openreach-dam-files/images/fibre-broadband/fibre-for-developers/Rate%20card%20website.pdf](https://www.openreach.com/content/dam/openreach/openreach-dam-files/images/fibre-broadband/fibre-for-developers/Rate%20card%20website.pdf)

⁸⁶ [New Build Developments: delivering gigabit-capable connections response - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872990/New_Build_Developments_HMG_consultation_response.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872990/New_Build_Developments_HMG_consultation_response.pdf)

There are no further details on the timetable for the amended regulatory changes but in the meantime Local Planning Authorities can opt to encourage and support high speed broadband provision in new developments by incorporating objectives and policies to support Broadband in local plans and core strategies, as well as referencing the issue in pre-application discussions and adding it to planning application validation lists as a consideration. Local Planning authorities can also ensure they are able to support developers with information regarding the connection of Fibre to the Premises (FTTP) and discuss applications with the County Council to understand how their initiatives can help deliver high speed broadband provision to developments. Local planning authorities can implement Wayleave policies that only seek to cover costs and work with landowners to improve connectivity.

Agreement 24 - To support the high speed broadband provision in emerging Local Plans Norfolk Planning Authorities will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and consider the promotion of Fibre to the Premises (FTTP) to smaller sites. Norfolk Planning Authorities will consider policies to require all residential developments over 10 dwellings and all employment developments to enable FTTP and strongly encourage FTTP on smaller sites.

Mobile Connectivity

Mobile telephone connectivity has, like broadband, become increasingly important. Significant change is now underway with the rollout of 5G services now having commenced in the County.

Coverage in Norfolk

Interactive mapping (available from Consumer Group Which⁸⁷) shows the general coverage for 2G, 3G 4G and 5G data across Norfolk. The majority of areas across Norfolk receive a weak 2/3/4G signal, with the strongest signals in Norwich and market towns such as King's Lynn and Great Yarmouth.

Norfolk County Council commissioned AWTG (Advanced Wireless Technology Group) to conduct an independent benchmark assessment of mobile coverage and user experience across Norfolk. The benchmarking campaign was conducted between February and March 2018 using a robust four-tier methodology to maximise the extent and breadth of data collection. This included Walk Testing at over 30 locations including museums, tourist attractions, camping and caravan sites, Rail Testing on all main rail routes in Norfolk, Drive Testing on over 5,500 kilometres of Trunk, A, B and C class roads across Norfolk and Stationary Testing at enterprise zones and 28 Norfolk Broads mooring points. The scope of the campaign covered a detailed assessment of the GSM (2G), UMTS (3G) and LTE (4G) radio network (coverage) performance and received signal strength of the four main mobile network operators in the UK. The results of this assessment can be found at [the Norfolk Mobile Coverage web page - www.norfolk.gov.uk/mobilemap](http://www.norfolk.gov.uk/mobilemap).

⁸⁷ [Which mobile phone coverage map - http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map](http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map)

Nevertheless many mobile “not-spots” remain in Norfolk (some rural areas and parts of the coast in particular), particularly for 4G data coverage, the most significant improvements in rural coverage will be delivered through the Shared Rural Network (SRN) programme. This Programme will see the four main mobile operators and government jointly invest £1bn in improving mobile coverage in rural areas. The target is to deliver 4G coverage to 95% of the UK by 2025. The work started in 2020, initially with £500m investment from the four MNOs to share masts in areas where there is coverage already available from one or more MNO, but not all four. The next stage will entail a further £500m investment from government to fund coverage improvements in areas where there is no existing coverage. Through shared and new infrastructure, the Shared Rural Network is planned to increase the parts of the UK that get 4G coverage from all operators from 66% to 84%, improving consumer choice. The mobile operators expect the Shared Rural Network will extend mobile coverage to an additional 280,000 premises and for people in cars on an additional 16,000km of the UK’s roads, boosting productivity and investment in rural areas. Norfolk local authorities will continue to work proactively and collaboratively with the MNOs and their network build partners to improve mobile phone coverage including fast data services availability over 4G & 5G services.

5G

The next generation of mobile networks will be 5G which will probably encompass the following:

- 60-100 times faster than 4G Instantaneous playback from downloading speeds and
- Sufficient bandwidth to enable a multitude of internet-connected devices to communicate effectively.

5G uses higher frequency radio bands which travel less well than 4G, and can be disturbed by buildings, trees, weather etc. Whilst more base stations will be required Mobile Network Operators will use Multi-Input and Multiple-Output (MIMO) technology which will be rolled out on existing infrastructure where possible. Getting high quality 5G infrastructure rolled out across Norfolk will be important to delivering the vision of the NSPF. The main benefit of 5G is that it could, in theory, provide ultra-high speed broadband access to all, without the bandwidth capacity challenges of 4G. This should enable location to be much less of a barrier to receiving broadband than previously, with benefits for homeowners and businesses. It could remove a barrier to location of employment opportunities, particularly home-based and rural-based businesses.

Norfolk authorities are currently working with Mobile UK and the mobile network operators to advance knowledge and plans to ensure that rural areas of Norfolk get 5G as early as possible.

On 22 July 2020 the Government published its response to the joint MHCLG and DCMS consultation published last year on proposed planning reforms to support the deployment of 5G and extend mobile coverage. This included the principle of amending permitted development rights for operators with rights under the Electronic Communications Code and the circumstances in which it would be appropriate to do so.

The government response summarises the submissions received and confirms its intention to take forward the in-principle proposals consulted on. This will be subject to a technical consultation with representatives from both the local planning authority and mobile industry sector, on the detail of the proposals, including for appropriate environmental protections and other safeguards to mitigate the impact of new mobile infrastructure.

This will be undertaken prior to amending Part 16 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) to enable:

- the deployment of taller and wider masts;
- building-based masts located nearer to highways; and
- faster deployment of radio equipment housing, such as equipment cabinets.

The key conclusion is that some consistency of approach from all Norfolk Planning Authorities is clearly important for 5G if the very high degree of nationwide coverage required for 5G to be effective is to be secured. Broadly, it should be made as straightforward as possible for 5G base stations and transmitters to be approved where they fall outside of the remit of permitted development, and common development management policy text to facilitate this should be explored, taking into account material planning considerations. In particular, care will need to be taken to ensure that new telecommunications equipment is sited and located sensitively in respect of the public realm, street-scene, historic environment and wider landscapes.

As part of the work to update this document a specialist group was set up to provide further guidance to local authorities on supporting the roll out of 5G. The group have produced a supporting document of Shared Objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk.

Agreement 25 - To maximise the speed of rollout of 5G telecommunications to Norfolk, Norfolk Planning Authorities will continue to engage with Mobile Network Operators and Mobile UK on their 5G rollout plans for Norfolk. When reviewing Local Plans and updating relevant policies, Local Planning Authorities agree to have regard to the shared objectives for extending 4G coverage and the rollout of 5G infrastructure in Norfolk produced by the technical group, taking into account material planning considerations.

9.6 Education

Education

Norfolk's School Capacity return to the DfE (SCAP) indicates that Norfolk's school population will begin to stabilise over the next 10 years. The larger cohorts experienced at primary school are now moving through to secondary indicating a rise in secondary numbers over the next 10 years but a drop in primary school numbers. Calculating a 10 year forecast for primary school numbers does come with certain caveats. The calculations are based on the past 3 years of children born, and therefore only produce three years of predicted future data. The 3 years from 2020 are smaller year groups than those from 5 years ago which may explain the predicted drop in primary school numbers.

Primary age population including the influence of housing planned will drop by around 7.2% and secondary will rise by 4.2% (children currently in the school system including the additional 4% covered by growth). The impact of housing included in these figures is based purely on housing with full planning permission and some areas of the County have significant growth planned. Once these new homes come forward the figures are likely to change.

Previously reported increases in the school population at reception age are changing but numbers have been stable over the past 3 years at around 9000 per year group. Secondary school numbers at year 7 are increasing with the higher year groups currently in primary moving through to secondary. The speed of delivering houses is key to the requirements of school places so careful monitoring of housing progress is undertaken between County Council/District/Borough Councils.

Standards in Norfolk schools have risen considerably over the past 5 years with 83% of schools being graded Good or Outstanding in 2020 compared with 68% 7 years ago – data as at September 2020. The Local Authority retains responsibility for ensuring that there is a sufficient supply of school places and works with a range of partners, e.g. Dioceses and Academy Trusts to develop local schemes.

Norfolk County Council's School Growth and Investment Plan, published every January identifies three growth areas requiring more than one new primary phase school and a further 10 areas requiring one new school. Expansion to existing schools will also be required in some areas of the County. A new High School for north east Norwich is also being discussed and planned.

Our strategic priorities were agreed by NCC Cabinet in February 2020 to guide the work with local partners and any proposals for investment in the education infrastructure. Norfolk County Council works closely with Local Planning authorities as per agreement 21.

Agreement 26: Norfolk Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

9.7 Transportation

There will be a need for considerable further investment in transport infrastructure if this is not to constrain growth. A background paper was previously produced summarising the state of the County's transport network, providing much of the evidence base for the production of the first version of the NSPF and subsequent Local Plans⁸⁸. The paper aims to identify: the current state of the transport system; the constraints (current and future); and opportunities and includes a review of transport constraints to identify issues that, without resolution, may prove a barrier to growth. The information is now being updated via the Norfolk Strategic Infrastructure Delivery Plan as mentioned in Section 9.1.

Current Network

Norfolk is served by two trunk roads: the A11 from London and Cambridge, and the A47 from the west. The A47 continues from Great Yarmouth to Lowestoft. The A11 is fully dual carriageway and the corridor will see some of the largest scale growth planned in the county (at Thetford, Attleborough, Wymondham, Hethersett and the Norwich fringe at Colney/Cringleford). The A47 is a mix of single and dual carriageway, both within and beyond Norfolk.

Away from the strategic road network, Norfolk's road network is a largely rural, single carriageway network. Much of it has not seen significant improvement schemes and so journey times can be slow, particularly away from the higher standard A-class network.

The following projects have successfully been funded since 2013

Completed:

- Broadland Northway (Norwich Northern Distributor Road (inc Postwick)) - £205m
- Norwich Pedal ways - £14m
- Great Yarmouth Beacon Park Link (A47/143 Link) - £6.8m
- A11 dualling Barton Mills to Thetford- £105m
- Great Yarmouth Right Turn at the rail station - £400,000
- Great Yarmouth Rail Station to the Market Place improvement- £2m
- Great Yarmouth sustainable transport package (Part 1) - £2.5m
- Thetford Enterprise Park Roundabout- £1.5m King's Lynn Lynnsport Link Road- £3.5m
- A140 Hempnall Roundabout - £4m
- A11/Outer Ring Road Daniels Road junction improvement- £2m
- Great Yarmouth congestion-busting projects- £3.3m
- Norwich (various projects including Dereham Road roundabout- £2m, Cycle link extension to Wymondham- £1.3m, City centre Prince of Wales Road- £2.6m, Dereham Road widening- £3m)

Under construction or part-completed:

- Attleborough Town Centre Improvements - £4.5m
- Great Yarmouth sustainable transport package (Part 2) - £3.5m

⁸⁸ See [NSPF Supporting Transport Information - https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx](https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx)

Planned, not yet started:

- Great Yarmouth Third River Crossing- £120m
- A47 improvements £2-300m (incl Thickthorn and Great Yarmouth junction improvements and dualling Blofield to North Burlingham, and Easton to North Tuddenham)

Norfolk County Council, in partnership with Norwich City Council, Broadland District Council and South Norfolk Council, has made an application to the Department for Transport (DfT) as part of the Transforming Cities Fund. The fund aims to make it easier for people to access jobs, training and retail, and also aims to respond to issues around air quality. In September 2018, Greater Norwich was one of 10 city areas shortlisted to apply for a share of the £840m grant. In September 2020 the DfT confirmed that Norfolk County Council will receive £32 million from the Transforming Cities Fund with a further £27m from bus operator First Eastern Counties, local councils and private contributions⁸⁹.

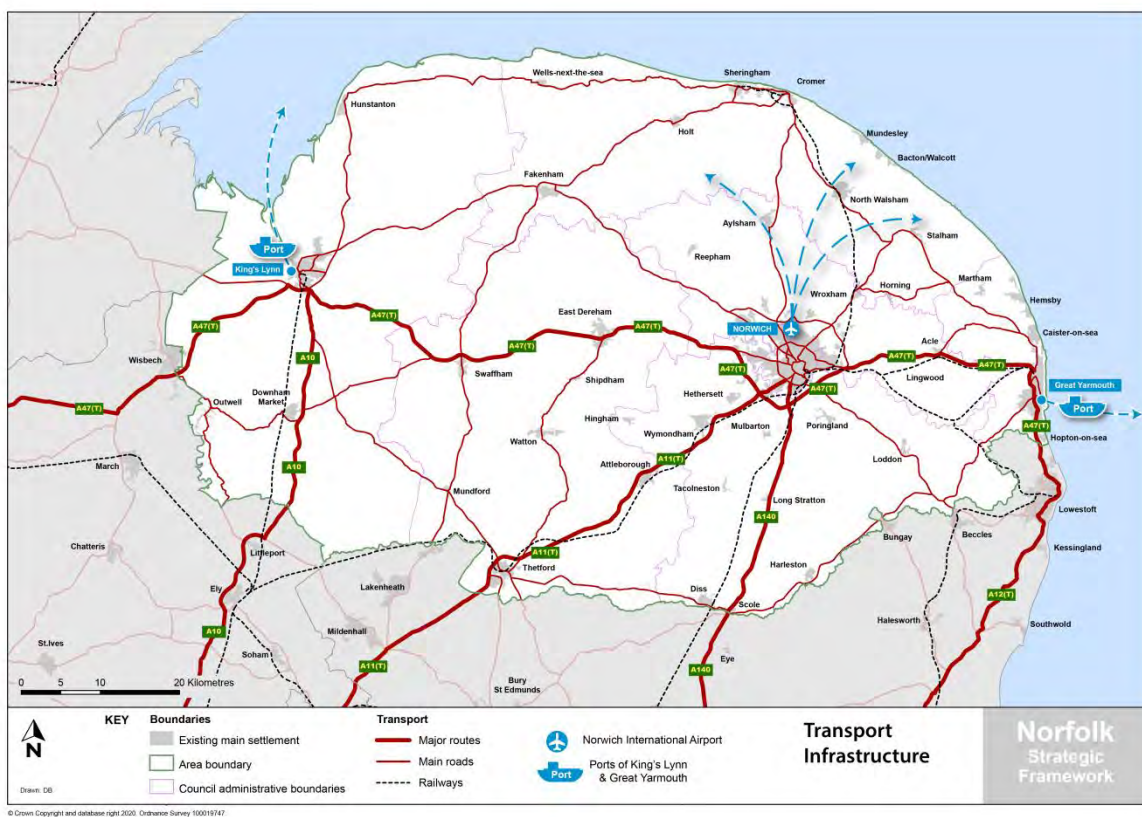


Figure 9: Norfolk Transport Infrastructure, 2021

Norwich Airport is situated some 5km north of Norwich city centre. It operates a number of scheduled and charter flights and provides servicing for the offshore energy industries via helicopter flights. The airport terminal has capacity for 700,000 passengers per year. In 2017 the airport published its draft masterplan setting out a vision for the airport’s continued growth over the next

⁸⁹See [Councils secure £59 million for sustainable transport - https://www.norfolk.gov.uk/news/2020/09/councils-secure-59-million-for-sustainable-transport](https://www.norfolk.gov.uk/news/2020/09/councils-secure-59-million-for-sustainable-transport)

30 years. The masterplan has been adopted and endorsed by Norwich City Council subject to production of a surface access strategy. Continued endorsement is subject to the surface access strategy being produced however this has been delayed due to covid-19.⁹⁰ The Coronavirus has had a significant impact on air travel however the long term impacts remains unclear, the relevant Local Authorities will work with the airport to support any recovery plans once these are understood.

Great Yarmouth is the largest port in the county. It is a modern, multipurpose facility with 24/7 unrestricted operations, integrating a well-established river port with a fully operational deep water outer harbour with more than 1 km of quayside, accepting vessels up to 220 metres in length and up to 10.5 metres draught at all states of tide.

Levels of both walking and cycling to work are relatively high in Norwich. In South Norfolk and Broadland Districts levels of walking are comparatively lower than elsewhere in the county, probably reflecting that many people from these districts work in Norwich and many parts of these districts are too far from Norwich to walk. A comprehensive cycle network has been identified in Norwich, and the city has also benefited from a large amount of funding that has been used to upgrade parts of the cycle network. There is still however a considerable amount of work required to upgrade the network in its entirety.

Accessibility by public transport to services and facilities is problematic in some more rural and isolated parts of Norfolk. Overall, accessibility tends to be poorest in the more rural districts of Breckland and West Norfolk, where there is a significant number of smaller villages, hamlets and isolated dwellings. Providing bus services within these smaller settlements is often unviable due to low population numbers.

Tables below lists some of the key road projects that the County Council in collaboration with partners is seeking to progress in the next 10 years.

Table 12: Key Infrastructure Road Projects in Local Authority Control

Project Name	Estimated Start date	Estimated Cost	Funding sources
Broadland Growth Triangle Link Road	2023	£38m	Developer funding, CIL, BRP, HIF
A140 Long Stratton Bypass	2023	£37.5m	Developer funding, NALEP, CIL, NPIF, Government Major Road Network
A10 West Winch Housing Access Road	2024	£30-50m	Developer funding, DfT Major Road Network
A148 Fakenham Roundabout Enhancement	2022	£3.5m	NPIF, NALEP
Attleborough Link Road	TBC	£18m	BRP, developer finance, NALEP, Homes England loan, HIF
Norwich Western Link (A47 to NDR)	2023	Indicative £160m	NALEP, Local Major Transport Scheme

⁹⁰ See [Norwich Airport Masterplan - http://www.norwichairport.co.uk/masterplan/](http://www.norwichairport.co.uk/masterplan/)

Table 13: Priority Road Projects for delivery by other organisations

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
A11 Thetford bypass junctions	2020-2025	Not Known	NPIF, Highways England Roads Investment Strategy 3 (2025-2030), Major Road Network Funding
A47 Wisbech Bypass Junctions	2020	Not Known	NPIF, developer funding, Highways England Roads Investment Strategy 2 (2020-2025), CPCA Business Board Growth Deal Funding
A47 Acle Straight dualling	2025-2030	£79m	Highways England Roads Investment Strategy 3 (2025-2030)
A47 Tilney to East Winch Dualling	2025-2030	£130m	Highways England Roads Investment Strategy 3 (2025-2030)

Timely delivery of the above list of commitments will doubtless serve to stimulate the local economy and enhance the prospects of delivery of planned growth. Whilst the growing recognition of the need for further development of Norfolk’s infrastructure is very welcome because of its contribution to the delivery of the objectives of the NSPF there remains a considerable need for further infrastructure investment in the County if the vision in this framework is to be realised.

Furthermore, the background paper previously produced identified three key strategic issues affecting the County including: the relatively poor transport connectivity between our main settlements and destinations outside Norfolk resulting in long journey times; the poor connectivity within the County particularly for east-west journeys, exacerbated by congestion and unreliable journey times on parts of the network (especially the A47) adding to business costs; and difficulties in delivering major enhancements to transport networks within our urban areas and market towns which tend to have historical street patterns where the scope for major improvements is limited.

It should also be noted that the area of transport is considered to be an area where new technology may have a particularly significant impact during the duration of this framework and this makes predicting the full range of enhancements to travel networks difficult at this stage.

It is clear that providing suitable transport provision to meet the needs of existing and future populations while reducing travel need and impact will be one of the greatest challenges faced by Norfolk in delivering the level of growth that is anticipated over the coming decades. Given the overall scale of growth that is planned across the County a key matter will be ensuring that transport is a significant consideration in locating this growth and development levels are maximised in areas that are best served by transport networks and have the greatest potential for promoting the use of non-car based modes.

Rail

Norfolk has a limited rail network, meaning that many of its towns are not served by rail. Also, the services offered provide a very limited range of destinations and frequencies. In particular, services to the Midlands and Home Counties are poor. Whilst rail generally provides faster journeys to other major centres compared to road, average rail speeds compare poorly with connections between major centres out of the County.

There are two lines from London: the Great Eastern Main Line from London Liverpool Street via Ipswich to Norwich; and the Fensline / Great Northern Route from London King's Cross via Cambridge to King's Lynn. (King's Lynn also has one train per day to London Liverpool Street). Norwich is directly connected to Cambridge, Great Yarmouth, Lowestoft and Sheringham; and longer distance services to Liverpool via Peterborough.

The tables below set out some key shared priority schemes for rail improvement that the authorities will work together to promote for funding. These include Norwich in 90 which requires track improvements including the Trowse swing bridge, Haughley Junction, loops in Essex and level crossing upgrades. Also a large number of rail services pass through Ely. Major rail infrastructure improvements are required to accommodate all services committed within franchise agreements and for further frequency improvements in the future. Local authorities are working with local enterprise partnerships, government and Network Rail to bring forward the improvements for delivery in the next round of rail spending, between 2019 and 2024, known as Control Period 6.

Table 14: Priority Rail Projects for promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Norwich to London rail (Norwich in 90)	2019-2024	Being evaluated	Network Rail Control Period 6
Great Yarmouth Rail Station	2019-2024	TBC	Network Rail Control Period 6
Ely area enhancements	Mid 2020's	TBC	Network Rail Control Period 6, NALEP
Broadland Business Park station	Mid 2020s	£6.5 million	Growth Deal, Rail Industry
East West Rail (Cambridge to Oxford)	Late 2020s	Not Known	Government via special purpose delivery vehicle

9.8 Coastal and Marine Planning

The Norfolk coast is of recreational, environmental, economic and cultural importance but it is also home to industry (energy, ports and logistics, digital, food and drink and creative sector), agriculture and tourism.

Coastal Partnership East

Officially launched on 10th June 2016, Coastal Partnership East brings together the coastal management expertise from three local authorities (Great Yarmouth Borough Council, North Norfolk District Council, and East Suffolk Council) these face significant, diverse but also common challenges of a dynamic coastline.

Coastal Partnership East is responsible for 92km of the 173km of coastline in Norfolk and Suffolk, from Holkham in North Norfolk to Landguard Point in Felixstowe. There are approximately 352,000 people who live in the direct coastal zone and many more that work on and visit our coast.

Shoreline Management Plans

The East Anglia Coastal Group's role is to influence and support members to manage the coast for the benefit of the Anglian Region, this role includes supporting the Shoreline Management Plans Process. Shoreline Management Plans (SMPs) are non-statutory plans for coastal defence management planning prepared by the Environment Agency. The aim of an SMP is to provide a strategy for managing flood and erosion risk for a particular stretch of coastline, they provide a large-scale assessment of the risks associated with coastal processes and helps reduce these risks to people and the developed, historic and natural environments.

The SMPs provide estimates of how the coast is likely to change over the next 100 years, taking into account the future implementation of coastal policies, geology, likely impacts of climate change and the existing condition of the coast including coastal defences.

Three Shoreline Management Plans are active along the Norfolk coastal frontage:

- SMP4 the Wash Shoreline Management Plan covers approximately 110 km of coast from Gibraltar Point to Old Hunstanton.
- SMP5 which incorporates the coast to the west of Kelling Hard.
- SMP6 which incorporates the coast to the east of Kelling Hard to Lowestoft Ness.

Shoreline Management Plans exist around all of the coastline of England and Wales.

Marine Plans

The East Inshore and East Offshore Marine Plans have been prepared by the Marine Management Organisation (MMO) and were adopted in April 2014. The East Inshore Marine Plan area includes the coastline stretching from Flamborough Head to Felixstowe, extending from mean high water out to 12 nautical miles, including inland areas such as the Broads and other waters subject to tidal influence, and covers an area of 6,000 square kilometres. The East Offshore Marine Plan area covers the marine area from 12 nautical miles out to the maritime borders with the Netherlands, Belgium and France, a total of approximately 49,000 square kilometres of sea.

The aim of marine plans is to help ensure the sustainable development of the marine area. Marine plans will contribute to economic growth in a way that benefits society whilst respecting the needs of local communities and protecting the marine ecosystem. They will help to reduce the net regulatory burden on applicants and users by acting as an enabling mechanism for those seeking to undertake activities or development in the future and providing more certainty about where

activities could best take place. The MMO is responsible for preparing marine plans for the English inshore and offshore waters. At its landward extent the Marine Plan boundaries extend up to the level of the mean high water spring tides mark (which includes the tidal extent of any rivers), there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark. For Norfolk The East Inshore Marine Plan area extends up to Norwich on the River Yare, as well as to Wroxham on the River Bure, and to near Ellingham on the River Waveney and in West Norfolk the River Great Ouse and River Nene are tidal and so the East Inshore Marine Plan area, extends beyond the Borough boundary almost to Peterborough on the Nene and just beyond Earith on the Great Ouse.

The MMO are consulted as part of the local plan process for authorities with coastal borders or where tidal rivers are part of their area. The MMO are also involved with a range of local coastal groups and strategies.

Agreement 27 - Norfolk Planning Authorities and the MMO agree that there are currently no strategic planning issues remaining to be identified and that there is no conflict at a strategic level between the NSPF and adopted Marine Plans. Both parties agree to continue to work together in the preparation of Local Plans being brought forward in Norfolk and any review of the MMOs Marine Plans. Both parties have identified the following areas of common strategic issues:

- **Infrastructure**
- **Governance**
- **Heritage**
- **Marine Protected areas**
- **Marine and coastal employment**
- **Sustainable port development**
- **Energy – offshore wind and oil and gas**
- **Access for tourism and recreation**
- **Sustainable fisheries and aquaculture in small harbour towns**
- **AONB and Seascape and landscape (character and natural beauty)**
- **Biodiversity**
- **Marine aggregates**
- **Cabling**
- **Water quality/water supply and sewerage**
- **Climate change/ Coastal erosion and coastal change management**

9.9 Flood Management and Green Infrastructure

Flood Management

Flood risk is an important issue for Norfolk. Significant parts of the County are vulnerable to tidal, fluvial or surface water flooding from extreme weather events. Such events can pose a significant risk to life as well as property. The three main settlements in the County which all developed in their locations due in part to their access to tidal waters can all be impacted by flooding.

Much of the Norfolk coastline is reliant on flood defences to reduce flood risk to existing development. Considerable further information on the planned interventions that are necessary in order to protect our communities from coastal flooding are set out in the NSIDP. In addition to that an interactive Environment Agency Map can be accessed at [the EA web page - https://environment.data.gov.uk/asset-management/index.html](https://environment.data.gov.uk/asset-management/index.html) which details managed flood risk assets and planned capital schemes. UK Government studies have concluded that climate change over the next 100 years is likely to result in hotter, drier summers and warmer, wetter winters, with more extreme weather events including droughts, floods and sea level rise increasing the level of risk from flooding that is faced by communities in Norfolk.

To address these strategic issues it will be necessary to take a co-ordinated and proportionate approach to managing flood risk including the opportunities not only for mitigation but also adaptation. Flood risk assessments are to be used effectively to ensure development is located appropriately and away from areas of flood risk wherever possible. Developers will need to work closely with the relevant risk management authorities in minimising flood risk from all sources through a combination of high quality urban design, natural flood risk management including green infrastructure, as well as use of Sustainable Drainage Systems (SUDs) which can provide multi-functional benefits not limited to flood risk and can form part of an integrated approach to water management with water re-use measures forming part of the overall design of developments. Early engagement with the relevant risk management authorities is required prior to the submission of some planning applications. Anglian Water's Water Smart Communities⁹¹ combine different elements of water management together with town planning and design to deliver multiple benefits for communities and the environment. They use a more holistic and integrated approach to urban water management, with the aim to:

- Enhance liveability by contributing to green streetscapes and high quality open space
- Promote sustainable use of water resources and infrastructure to enable growth
- Build resilience against the potential impacts of climate change and extreme weather events
- Contribute to natural capital and biodiversity through multi-functional water features
- Deliver water efficient homes to reduce household bills and support affordability

Anglian Water together with the LLFAs (including Norfolk County Council) have also created a Water Management Checklist⁹² for Local Plan policies.

⁹¹ See [Water smart Communities - https://prod-swd.anglianwater.co.uk/siteassets/household/about-us/aws-water-smart-communities---flyer.pdf](https://prod-swd.anglianwater.co.uk/siteassets/household/about-us/aws-water-smart-communities---flyer.pdf)

⁹² See [AW water management checklist - https://www.anglianwater.co.uk/siteassets/household/about-us/water-management-checklist-for-local-policies.pdf](https://www.anglianwater.co.uk/siteassets/household/about-us/water-management-checklist-for-local-policies.pdf)

Further guidance on how this will be done is available on the County Council website in its role as the Lead Local Flood Authority for the County⁹³. The Government has also set out the National Flood and Coastal Erosion Risk Management Strategy for England⁹⁴. This strategy's long-term vision is for a nation ready for, and resilient to, flooding and coastal change – today, tomorrow and to the year 2100. It has 3 long-term ambitions, underpinned by evidence about future risk and investment needs. They are:

- climate resilient places: working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change
- today's growth and infrastructure resilient in tomorrow's climate: making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change
- a nation ready to respond and adapt to flooding and coastal change: ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to take action

The Local Flood Risk Management Strategy (LFRMS) for Norfolk must be consistent with the National FCERM Strategy. The LFRMS is in the process of being updated to include policies for zero emissions and environmental net gain in local flood risk activities and supporting communities to be more flood resilient.

⁹³ See in particular [Lead Local Flood Authority Information - https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf](https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf)

⁹⁴ See [National Flood and Coastal Erosion Risk Management Strategy for England - https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2](https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2)

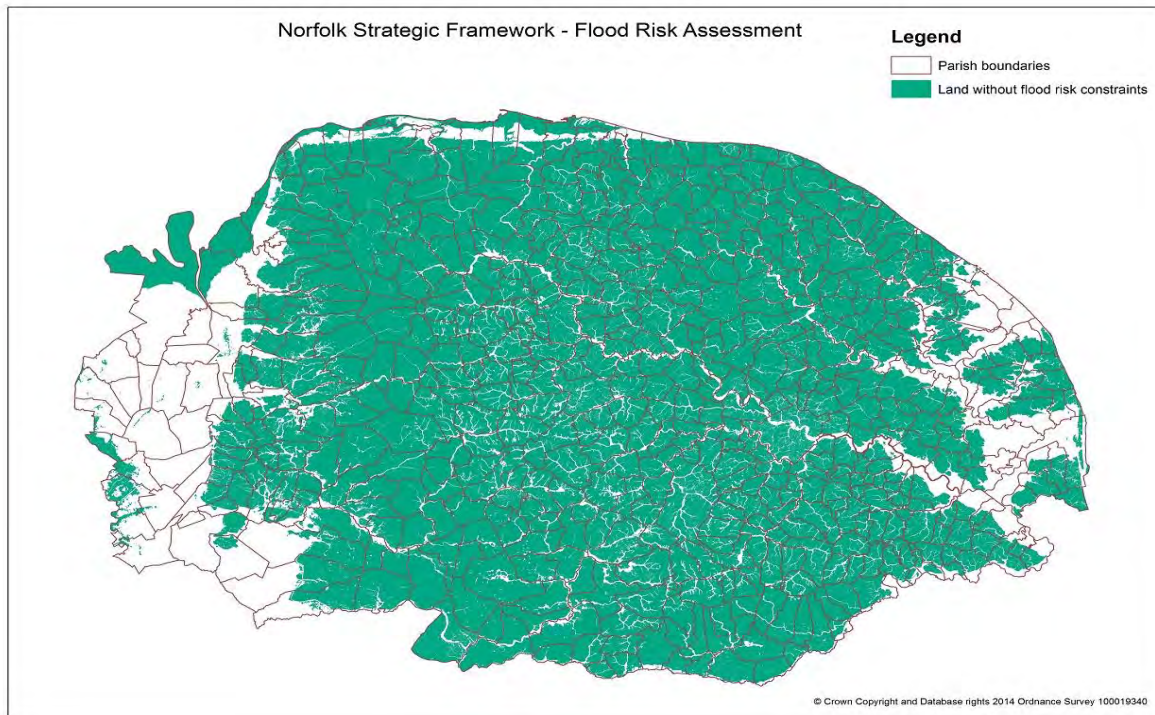


Figure 10: Norfolk Flood Risk Map. 2016

Figure 10 provides an illustration, at a broad scale, of the extent of land with and without flood risk constraints from rivers and the sea in Norfolk. Whilst it is clear that significant areas of the County are free from flood risk constraint it should be noted that many of the currently developed urban areas are at some risk of flooding. It will be important to ensure that a pragmatic approach is taken to new development and consideration of on-site and off-site flood risk. If planned correctly and measures for betterment are agreed and implemented, new development can significantly reduce the flood risk faced by existing communities in these areas.

As flood waters do not respect administrative boundaries there will be a need for the Norfolk Planning Authorities to continue to work closely together on assessing and minimising flood risk as well as on responding to emergencies when they do occur. For example, the Broadland Futures Initiative is a strategic project to explore how best to manage flood risk in the inter-related areas of the Norfolk and Suffolk Broads, the coast between Eccles and Winterton (which protects the Northern Broads) and the entrance to the Broads system through Great Yarmouth. The project will guide decision making over the short, medium and long term.

A number of significant investments have recently been made or are planned in the near future to help alleviate flood risk, this includes the completion on the £19.3m Bacton Walcott Sandscaping scheme. Further projects are detailed in Local Plans, coastal management plans and strategic flood risk assessments and included in the county wide NSIDP.

Table 15: Priority Strategic Flood Defence Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Great Yarmouth Tidal Defences (Epoch 2)	Commenced Oct 2019	£40.3 million	NALEP, Local Authorities and Private Sector
Great Yarmouth Tidal Defences (Epoch 3)	mid 2023	£29.5 million	NALEP, Local Authorities and Private Sector
Future Fens – Flood Risk Management	2030	Phase 2 £10-15m	Central Government, Local Government, Internal Drainage Boards and other funding sources from beneficiaries.

Green Infrastructure and the Environment

Green infrastructure (GI)⁹⁵ is a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of economic, environmental and quality of life benefits for local communities. The provision of green infrastructure in and around urban areas helps create high quality places where people want to live and work. New GI can also mitigate impacts on existing sensitive sites and support heritage and conserve the historic environment. Access is an integral part of GI and PROW and 'Norfolk Trails' are an important asset.

The area has a wealth of environmental assets ranging from international and national status, to those of local importance. These must be safeguarded and enhanced for the benefit of current and future generations. Many of Norfolk’s natural habitats have been lost and fragmented with once extensive areas of habitats reduced to small remnants isolated from each other and surrounded by relatively inhospitable land uses, reducing biodiversity and increasing vulnerability.

⁹⁵ [The definition of GI is set out in the Natural England document GI Guidance - http://publications.naturalengland.org.uk/file/94026](http://publications.naturalengland.org.uk/file/94026) , in terms of the NSPF it includes 'blue infrastructure' ie water environments - rivers, lakes, ponds etc.

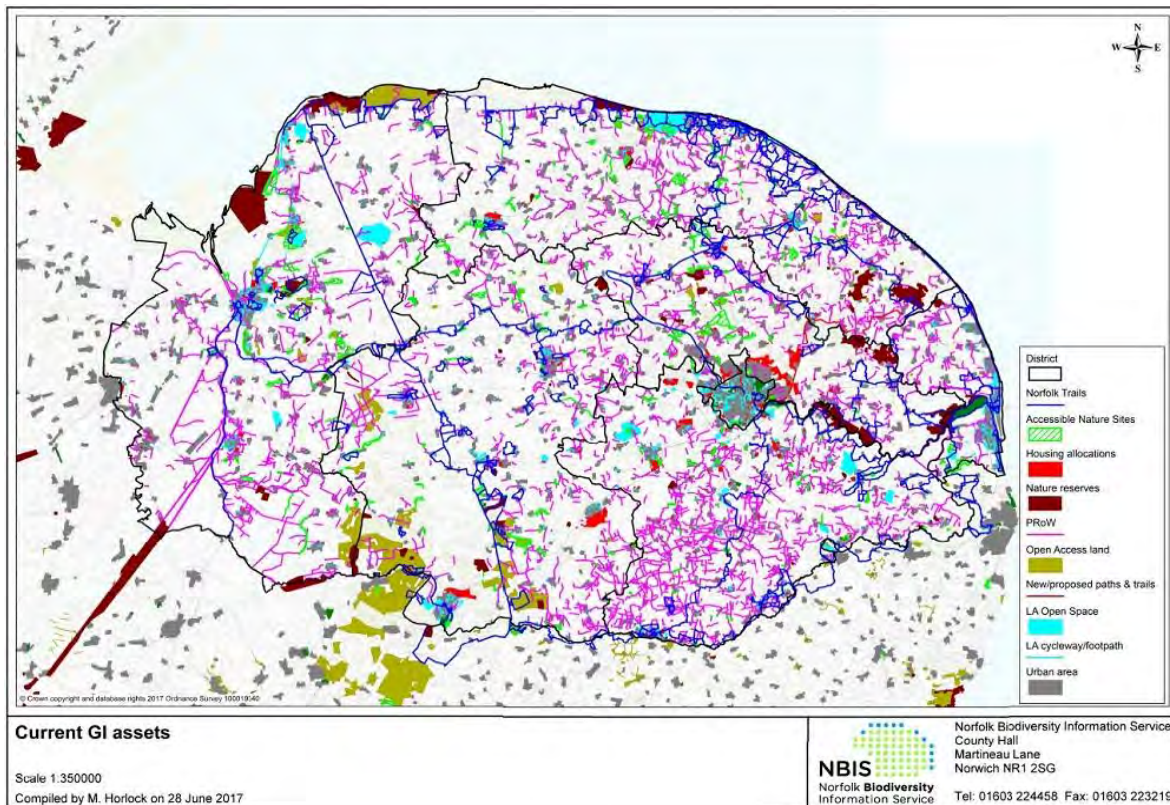


Figure 11: Norfolk's current GI assets. 2017

Current GI assets are set out in Figure 11⁹⁶. Green infrastructure should be provided as an integral part of all new development, where appropriate, alongside other infrastructure such as utilities and transport networks.

Planning for green infrastructure should occur at the evidence gathering (survey and analysis) stage of the planning process, so that green infrastructure responds to character and place, and that standards are set for green infrastructure accessibility, quantity and quality. Early integration of green infrastructure can also ensure that it is properly planned in advance of development or delivered alongside development on a phased basis. In this way green infrastructure can be planned as an integral part of the community. (Natural England Green infrastructure guidance, P43)

With the anticipated introduction of the Environment Bill in January 2021, legally binding targets for Biodiversity Net Gain and Local Nature Recovery Networks will support the vision of the 25 year Environment Plan and the GI Network work will form an important foundation for this.

⁹⁶ Further more detailed maps are available from the NBIS website see <http://www.nbis.org.uk/sites/default/files/documents/Maps.zip>

As Norfolk grows and changes in terms of its demographic profile considerable investment in the provision and maintenance of a GI network will be needed in order to facilitate and support growth whilst also:

- Minimising the contributions to climate change and addressing their impact;
- Protecting, managing and enhancing the natural, built and historical environment, including landscapes, natural resources and areas of natural habitat or nature conservation value;
- Creating more or restoring lost wildlife rich habitat outside protected site networks to reverse the loss of biodiversity
- Ensuring existing and new residents many of whom may be elderly receive the health and quality of life benefits of good green infrastructure and are able to access appropriate recreational opportunities;
- Maintaining the economic benefits of a high quality environment for tourism; and
- Protecting and maintaining the Wensum, Coast, Brecks and the Broads.

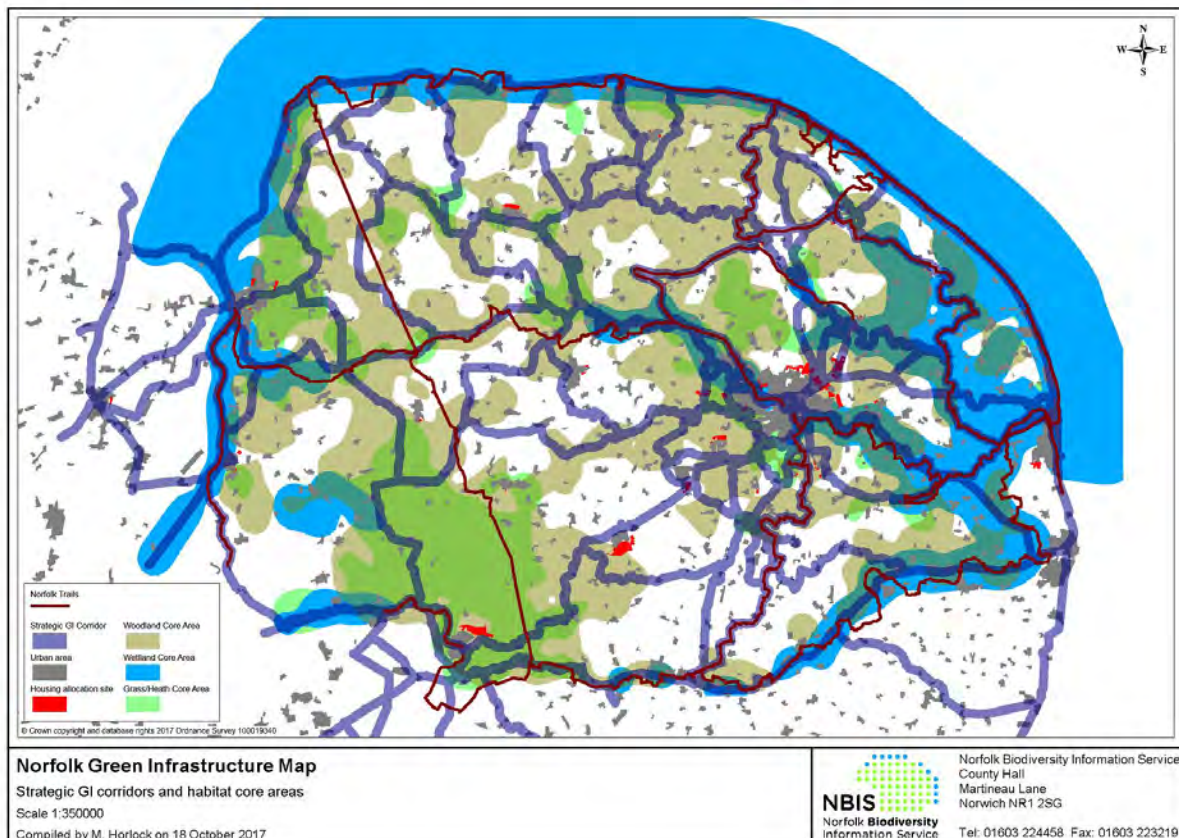


Figure 12: Norfolk's GI corridors. 2017

Figure 12 shows the identified potential Green Infrastructure Corridors. The intention is for this map to inform Local Plans, and also local GI Strategies. It should be noted that depending on the nature of corridor they may not constrain development, indeed in some circumstances promoting growth in these corridors may enhance their GI value.

One of the strategic aims for the Environment section is to not only 'protect, maintain and enhance biodiversity' but also to restore and create habitats which support biodiversity. New growth in

Norfolk must respect this aim, but the use of green infrastructure either existing or new can greatly aid the assimilation of new development.

A commissioned report by Footprint Ecology on the impact of recreational pressures on Natura 2000 protected sites e.g. North Norfolk Coast, The Broads and the Brecks, likely to arise from new housing growth gave insights into the scale and location of that pressure. This is a complex area, many of the Natura 2000 sites attract large numbers of visitors, acting as green infrastructure, but are sensitive environments with specific legislative requirements.

As part of producing this Framework the authorities are working to produce, in collaboration with the Environment Agency, Natural England, Wild Anglia, Forestry Commission and other local partners, the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy. This is an action plan which looks to address the recreational pressures on Natura 2000 protected sites in a coordinated way and therefore helps address requirements arising from Habitat Regulations Assessments from respective Local Plans. The Strategy includes:

- A Recreational Impact Avoidance and Mitigation Strategy (RAMs) - a County Wide programme of mitigation measures to avoid adverse effects on protected habitat sites from the in-combination recreational impacts from new residential development. The cost of measures is proposed to be funded by a tariff on new residential development.
- Identification of GI opportunities which aims to divert visitors from sensitive habitat sites

Agreement 28: In recognition of:

a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;

b) the pressure that development in Norfolk could place on these assets; and

c) the importance of ecological connections between habitats

Norfolk Planning Authorities will work together to complete and deliver the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

With regard to the emerging priority projects for short term effort to bring forward, the following feature within the SNIDP.

Table 16: Priority Green Infrastructure Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
The Green Loop (Walking/cycling route linking Norwich – Aylsham – Hoveton –NE Growth Triangle)	Not Known	£5.7m	S106, CIL, DfT, NALEP, Interreg Experience-secured
Weavers Way	2023	£3.1m	RDPE,HLF,NALEP
North West Woodlands Country Park	Ongoing	£2m	BDC, CIL, BRP
Burlingham Country Park	2021	TBC	CIL, BRP, NCC, Developer Funding

9.10 Minerals and Waste

Minerals

Carstone is a type of sandstone that is quarried in west Norfolk. It has traditionally been used as a vernacular building material, although it is no longer used to any significant degree. Although it is classed as a 'hard rock' it is not used as a hard rock (e.g. road dressing), instead it is used primarily as fill (to raise the levels of land prior to construction) or in the formation of embankments. Therefore it is often used in the construction of roads.

Carstone deposits are located in very limited areas of west Norfolk. In 2019 there were two carstone extraction sites in Norfolk, located at Middleton and Snettisham.

Carstone production in Norfolk was 39,878 tonnes in 2019. The 10 year rolling average of carstone sales was 75,380 tonnes in the period 2010-2019. The 3 year rolling average of carstone sales was 81,245 tonnes in the period 2017-2019. The permitted reserves for carstone extraction sites in Norfolk were 1.72 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a carstone landbank of permitted reserves of over 22 years.

Silica sand deposits are located in very limited areas of west Norfolk, a relatively narrow band which runs north to south just to the east of King's Lynn. The northern extent of the silica sand resource is at Heacham, and the southern extent around Hilgay. In Norfolk the silica sand resource is split into two broad categories, the Mintlyn Beds and the Leziate Beds; historically the Leziate Beds have been used principally for glass sand and the Mintlyn Beds for the production of foundry sand. Processing of sand for foundry use has stopped at Leziate and those parts of the process plant dedicated to their production have been removed. This reflects a general decline in the demand for foundry sand in England.

The deposit which is being worked at Leziate is one of two in England where silica sand of sufficient purity and grade for the manufacture of colourless flint (container) and float (window) glass is extracted. The other extraction site of silica sand of comparable quality is in Surrey.

Silica sand which is to be used for glass manufacture requires a significant amount of processing prior to being suitable for onward shipment to the glass manufacturers. This processing requires large and capital intensive plant such as the one operated by Sibelco UK Ltd which is located at Leziate. Consistency of material is an important consideration and this requires blending of sand from different areas of the working. The processing plant site includes a rail head to export the processed mineral for use by glass manufactures elsewhere. Norfolk is one of the most important sources of silica sand in Great Britain, accounting for approximately 16 per cent of total silica sand production and 58 per cent of glass sand production in Great Britain in 2018.

Due to the cost and largely fixed nature of the processing plant and railhead, silica sand working has historically taken place in close proximity to the Leziate processing plant. However, this now means that the most accessible areas have either been worked or are in the process of being worked.

The 10 year rolling average of silica sand sales in Norfolk was 780,700 tonnes in the period 2010-2019. The 3 year rolling average of silica sand sales was 854,100 tonnes in the period 2017-2019. The permitted reserves for silica sand extraction sites in Norfolk were 3.181 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a silica sand landbank of permitted reserves of over 4 years.

Sand and gravel resources are located throughout the County (with the exception of the Fens area in the far west and south-west of Norfolk). Sand and gravel is used in the construction of roads and buildings and it is a key ingredient in the production of concrete and mortar, asphalt coating for roads, as a drainage medium and in the construction of embankments and foundations. The distribution of sand and gravel sites throughout Norfolk is widespread with a relatively large number of small operators. In 2019 there were 25 permitted sand and gravel extraction sites in Norfolk operated by 14 different companies. There are, however, particular clusters of sand and gravel workings near to King's Lynn, in the north of Breckland District and around Norwich.

Sand and gravel production in Norfolk was 1.329 million tonnes in 2019. The 10 year rolling average of sand and gravel sales was 1.356 million tonnes in the period 2010-2019. The 3 year rolling average of sand and gravel sales was 1.48 million tonnes in the period 2017-2019. The permitted reserves for sand and gravel extraction sites in Norfolk were 13.52 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a sand and gravel landbank of permitted reserves of over 9 years.

Secondary and recycled aggregates are also sourced within Norfolk. The annual average quantity of inert and construction/demolition waste recovered at waste management facilities over the ten years from 2009-2018 was 412,100 tonnes, however, some parts of this waste stream are unsuitable for use as a recycled aggregate (such as soil or timber). The data is not comprehensive because many operations, such as on-site recovery, are not recorded.

Marine aggregate dredging is carried out by companies on behalf of the Crown Estate and the sites are licensed by The Crown Estate and the MMO. Aggregates from marine dredging are not currently received at any ports or wharves in Norfolk. A total of less than 500 tonnes of marine sourced aggregates was consumed in Norfolk in 2014 (the most recently available date), this represents such a small percentage of the total aggregates used in Norfolk that no adjustments have been made to the mineral requirement figures in the Norfolk Minerals and Waste Local Plan based on marine sourced aggregates. Norfolk County Council does not determine planning applications for marine aggregates and they do not form part of the Minerals and Waste Local Plan.

Clay and chalk are also extracted in Norfolk. Clay is primarily used in the engineering of landfill sites and in flood protection schemes. Chalk is primarily used as a liming agent for farmland. In 2019 there was one active clay working at Middleton, and three active chalk workings located at Castle Acre, Caister St Edmund and Hillington. However, the resource for these minerals is considered to be abundant in Norfolk relative to the demand.

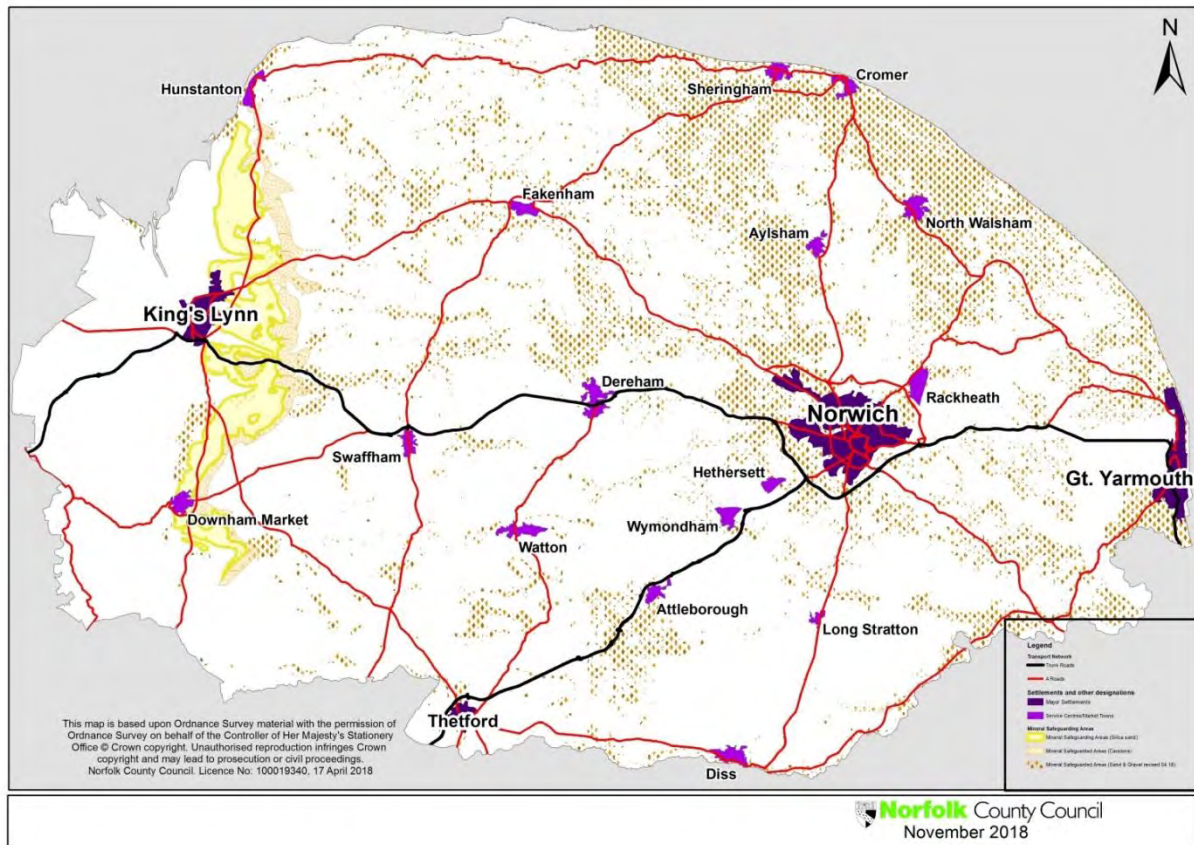


Figure 13: Mineral Resources within Norfolk

Waste

There are a number of waste management facilities within Norfolk. They include:

20 Household Waste Recycling Centres, provided by Norfolk County Council, which accepted nearly 67,000 tonnes of waste in 2018/19.

7 commercial composting facilities which received nearly over 107,000 tonnes of waste in 2018/19, as well as a few small community composting facilities;

There are two metal recycling facilities at Lenwade and Great Yarmouth, one metal recycling facility at King's Lynn docks and a large number of small sites accepting scrap metal or end-of life vehicles. The metal recycling facilities received nearly 192,000 tonnes of waste in 2018/19;

58 operational sites for the treatment and/or transfer of waste (including municipal, commercial and industrial, hazardous, clinical, construction and demolition), which received over 1,746,000 tonnes of waste in 2018/19 and 24 sites for the treatment and transfer of inert waste (including construction and demolition waste) only, which received over 260,000 tonnes of waste in 2018/19;

There are two non-hazardous landfill sites (Blackborough End and Feltwell) in Norfolk. Feltwell landfill site has not received any waste since 2012; it is required to be restored by 2041. Blackborough End landfill site did not receive any waste for disposal for nearly four years, during 2016 to 2019, but it started receiving waste again in 2020. Blackborough End landfill site is required to be restored by the end of 2026. These two sites have a permitted void capacity (remaining landfill space) for non-hazardous waste estimated to be 1.534 million cubic metres, plus capacity for 3.5

million tonnes of inert waste disposal. In 2018/19 over 260,000 tonnes of inert waste was received at inert landfill sites or used in the restoration of mineral workings.

There is a renewable energy plant operated by EPR at Thetford which received over 666,600 tonnes of waste in 2018/19. The waste received at this facility is poultry litter which is burned to produce energy.

Agreement 29 :

It is agreed that:

1) It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. The Norfolk Minerals and Waste Local Plan will therefore enable Norfolk to continue to be self-sufficient in the production of sand and gravel, whilst making an important contribution to the national production of silica sand.

2) A steady and adequate supply of minerals to support sustainable economic growth will be planned for through allocating sufficient sites and/or areas in the Norfolk Minerals and Waste Local Plan to meet the forecast need for sand and gravel, carstone, and silica sand.

3) Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation. Resources of sand and gravel, carstone and silica sand within defined Mineral Safeguarding Areas will be safeguarded from needless sterilisation by non-mineral development. Infrastructure for the handling, processing and transportation of minerals will also be safeguarded from incompatible development. Defined waste management facilities and water recycling centres will be safeguarded from incompatible development.

4) The Norfolk Minerals and Waste Local Plan policies will enable the re-use, recycling and recovery of waste in Norfolk to increase, thereby reducing the quantity and proportion of waste arising in Norfolk that requires disposal, in accordance with the Waste Hierarchy.

5) The Norfolk Minerals and Waste Local Plan will enable Norfolk to be net self-sufficient in waste management, where practicable and to enable sufficient waste management infrastructure to be provided in order for Norfolk to meet the existing and forecast amount of waste expected to arise over the Plan period.

6) The Norfolk Minerals and Waste Local Plan will direct new waste management facilities to be located in proximity to Norfolk's urban areas and main towns. Priority for the location of new waste management facilities will be given to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.

7) The Norfolk Minerals and Waste Local Plan will contain policies to ensure that minerals development and waste management facilities will be located, designed and operated without unacceptable adverse impacts on the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk.

Section 10 – Conclusions and Next Steps

This Framework documents how the Norfolk Planning Authorities maintain effective cooperation between themselves, with the neighbouring district and county planning authorities, and with other key relevant agencies and utilities. In doing so it meets the relevant requirements of Section 3 of the 2019 National Planning Policy Framework (NPPF).

As referred to in section one of this document the government has announced a consultation on landmark reforms to the planning system under the Planning for the Future White Paper⁹⁷ which includes the proposed change to abolish the Duty to Cooperate. Once further clarification is provided by central government through new legislation and a revised National Planning Policy Framework it will become clear if Norfolk Planning Authorities can continue to address strategic planning matters through a revision of this document.

However Norfolk Planning Authorities recognise the benefits of joint working beyond the Duty to Cooperate and will maintain the following agreement:

Agreement 30 In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the Norfolk Planning Authorities agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

There remains significant value in continuing with a work programme into the next financial year to address strategic cross boundary issues going forward.

As part of the proposed joint planning activity Norfolk Planning Authorities have agreed to undertake the following programme of work:

- **Investigate the production of a Norfolk Design Guide/Charter** - The white paper strengthens the need for local design initiatives and the work of the NSPF completed this year has highlighted that design guidance could help with both climate change and healthy living initiatives. The initial steps would be to investigate how this could best be achieved and to what level all authorities are willing to work to a single design guide.
- **Develop an implementation programme for a county wide RAMS tariff** and Enhanced Green Infrastructure Study - Subject to the approval of all Norfolk authorities to the Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy there will be a requirement to implement and start collection of the new RAMS Tariff. The report and Natural England also recommend that further work is also carried out to undertake an enhanced Green Infrastructure audit and this should highlight appropriate measure in areas of deficiency.
- **Review of the Norfolk HELAA Methodology** - The County wide Housing and Economic Land Availability Assessment Methodology is now nearly 5 years old and based on the 2012 version of the NPPF. Norfolk Local Planning authorities have agreed to review this in light of any new requirements from a revised NPPF.

⁹⁷ See [the planning for the future consultation - https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system](https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system)

- **Review of the health protocol** – as highlighted in section 7
- **Review of new evidence requirements to support the production of future local plans** - whilst the White paper lacks much detail, it is likely that evidence in a number of areas will need to be created or updated to support the production of local plans.
- **Possible Requirements to update this document** - Once further clarification is provided by central government through new legislation and a revised NPPF it will become clearer if Norfolk Local Planning Authorities can continue to address strategic planning matters through a revision to the NSPF.

There also remains other significant benefits to continue with the current strategic planning activities completed under this remit, these included:

- Maintaining links to other neighbouring counties and their strategic planning work.
- Maintain links to public bodies and Utilities involved in the preparation of local plans eg Natural England, Environment Agency, Anglian Water, MMO, and UKPN.
- Maintain links to other key initiatives in the county eg Water Resources East, Hydrogen East, Greater South East Energy Hub
- Support the county in the production of a county wide Infrastructure Delivery Plan and any potential economic or growth strategies
- Support of Local Plan processes across the county
- Maintain links to NHS estates and the CCG with regular meetings to share updates on key developments and progress of Local Plans
- Scope to continue to commission joint studies across the county to reduce costs

The current NPPF also sets out the requirement for local authorities to prepare and maintain one or more statements of common ground. This document is intended to meet this requirement in a single document for all matters relevant to all Norfolk Local Authorities. Additionally individual local authorities may seek to enter into further statements of common ground with neighbouring or other authorities to address further strategic planning issues as part of the local plan preparation process.

Agreement 31: Norfolk Planning Authorities with support of the signatories of the document agree to maintain this statement of common ground.

Appendix 1 – NSPF Contacts:

Please direct all representations relating to the NSPF to the NSPF Project Manager as detailed below. Use the Local Planning Authority contact details only if you have enquiries concerning a specific authority area.

NSPF Programme Manager	
Trevor Wiggett City Hall St Peter's Street Norwich NR2 1NH Email: trevorwiggett@norwich.gov.uk	
Breckland Council	Broadland and South Norfolk Councils
Andrew Darcey Planning Policy Manager Breckland Council and South Holland Council Elizabeth House, Walpole Loke Dereham NR19 1EE Tel 07901873599 Email : Andrew.Darcey@breckland.gov.uk	Paul Harris Place Shaping Manager Broadland District Council Thorpe Lodge 1 Yarmouth Road Norwich NR70DU Tel 01603 430444 Email : paul.harris@broadland.gov.uk
The Broads Authority	Great Yarmouth Borough Council
Natalie Beal Planning Policy Officer Broads Authority Yare House 62-64 Thorpe Road Norwich NR1 1RY Tel 01603 756050 Email : Natalie.Beal@broads-authority.gov.uk	Sam Hubbard Strategic Planning Manager Great Yarmouth Borough Council Town Hall, Hall Plain Great Yarmouth Norfolk NR30 2QF Tel 01493 846624 Email: sam.hubbard@great-yarmouth.gov.uk
Borough Council of King's Lynn and West Norfolk	Norfolk County Council
Alan Gomm Planning Policy Manager Borough Council of King's Lynn and West Norfolk Kings Court, Chapel Street King's Lynn PE30 1EX Tel 01553 616237 Email : alan.gomm@west-norfolk.gov.uk	Stephen Faulkner Principal Planner Norfolk County Council Martineau Ln Norwich NR1 2UA Tel 01603 222752 Email : stephen.faulker@norfolk.gov.uk
North Norfolk District Council	Norwich City Council
Mark Ashwell Planning Policy Manager North Norfolk District Council Council Offices, Holt Road Cromer NR27 9EN Mail : mark.ashwell@north-norfolk.gov.uk Tel 01263 516325	Judith Davison Planning Policy Team Leader City Hall St Peter's Street Norwich NR2 1NH Mail : judithdavison@norwich.gov.uk Tel 01603 989314

Appendix 2 – Cross Border Cooperation Initiatives

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
Coastal Partnership East	North Norfolk, Great Yarmouth, East Suffolk	Shared Coastal Management Team for the four authorities.	Ongoing	Coastal Zone Planning Statement of Common Ground (2018), setting out an agreed approach to coastal planning (<u>note</u> additional signatories to Statement: Broads Authority, BC King's Lynn & West Norfolk; and endorsed by Environment Agency).	<u>Coastal Partnership East Website - https://www.coasteast.org.uk/</u>
Membership of Broads Authority	Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk, East Suffolk, Norfolk and Suffolk.	Each provides members to govern the Broads Authority.	Ongoing		<u>Membership of Broads Authority - http://www.broads-authority.gov.uk/about-us/who-we-are/members/meet-our-members</u>
East Suffolk/Great Yarmouth sub regional meetings	East Suffolk, Great Yarmouth, Broads Authority.	Quarterly Periodic meetings between these three eastern authorities to discuss strategic cross boundary issues pertinent to the area.	Ongoing	East Suffolk Local Plan Duty to Cooperate Statement of Common Ground (2018) on Housing Market Area, Functional Economic Area and Objectively Assessed Need, between East Suffolk, Great Yarmouth, Broads Authority, South Norfolk, Suffolk Coastal, and Mid-Suffolk.	n/a
Norfolk Coast (AONB) Partnership	Great Yarmouth, North Norfolk, King's Lynn & West Norfolk, Norfolk, Broads Authority, Natural England	Management of the Norfolk Coast Area of Outstanding Natural Beauty.	Ongoing	The Partnership also includes 2 community representatives.	<u>Norfolk Coast (AONB) Partnership website - http://www.norfolkcoastaonb.org.uk/partnership/core-management-group/169</u>
Memorandum of Understanding – Treatment of Housing and Employment Needs	Broads Authority, Broadland, South Norfolk, Norwich, Great Yarmouth, East	Agreed mechanism for distribution of housing (and employment) development in relation to targets for	2014 (and previously)	Further Statement of Common Ground (2017) between Broads Authority and Great Yarmouth Borough Council updating and	n/a

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
and Delivery in the Broads Authority Area	Suffolk, Norfolk, Suffolk.	overlapping district and Broads areas.		specifying this in relation to housing in Proposed Broads Local Plan	
New Anglia Local Enterprise Partnership	All Norfolk and Suffolk District and County Councils	To lead economic growth and job creation across Norfolk and Suffolk.	Ongoing	Partnership also includes private sector and education representatives.	New Anglia Local Enterprise Partnership website - https://newanglia.co.uk/
Wherry Line Community Rail Partnership	Norfolk, Suffolk, Norwich, Broadland, Great Yarmouth, East Suffolk.	To promote the railway and the surrounding area to develop economic and environmental benefits for residents, visitors and tourists.	Ongoing	Partnership also includes Abellio Greater Anglia, Network Rail, Railfuture, Norfolk Association of Local Councils, rail users, station adopters, RSPB, and local businesses.	Greater Anglia Community partnerships - https://www.greateranglia.co.uk/about-us/community-rail-partnerships
Great Yarmouth Transport and Infrastructure Steering Group	Great Yarmouth, Norfolk, Environment Agency, Highways England	To promote and coordinate infrastructure improvements in, around and benefitting Great Yarmouth Borough	Ongoing		Great Yarmouth Transport and Infrastructure Steering Group - https://great-yarmouth.cmis.uk.com/great-yarmouth/Committees/CommitteeSystemfromMay2016/tabid/142/ctl/ViewCMIS_CommitteeDetails/mid/562/id/170/Default.aspx
A47 Alliance	Norfolk, Great Yarmouth, Broadland, Norwich, Breckland, King's Lynn & West Norfolk, Broads Authority	Seeks to promote the dualling of the A47.		Alliance also includes Peterborough & Cambridgeshire local authorities, MPs, business groups, LEPs, etc.	A47 Alliance website - http://www.a47alliance.co.uk/
Greater Norwich Development Partnership	Norwich, Broadland, South Norfolk, Norfolk County Council and the Broads Authority	Partnership to produce Local Plan for Greater Norwich Area and address related planning policy issues such as housing land supply and monitoring. This involves a member level group and joint officer team.	Ongoing		Greater Norwich website - http://www.greaternorwichgrowth.org.uk/
Greater Norwich Growth Board	Norwich, Broadland, South Norfolk, Norfolk County Council and the Broads Authority	Member level Board and joint officer team for strategic investment planning and delivery across the Greater Norwich area. This includes pooling of CIL receipts and a joint CIL process.	Ongoing		Greater Norwich website - http://www.greaternorwichgrowth.org.uk/

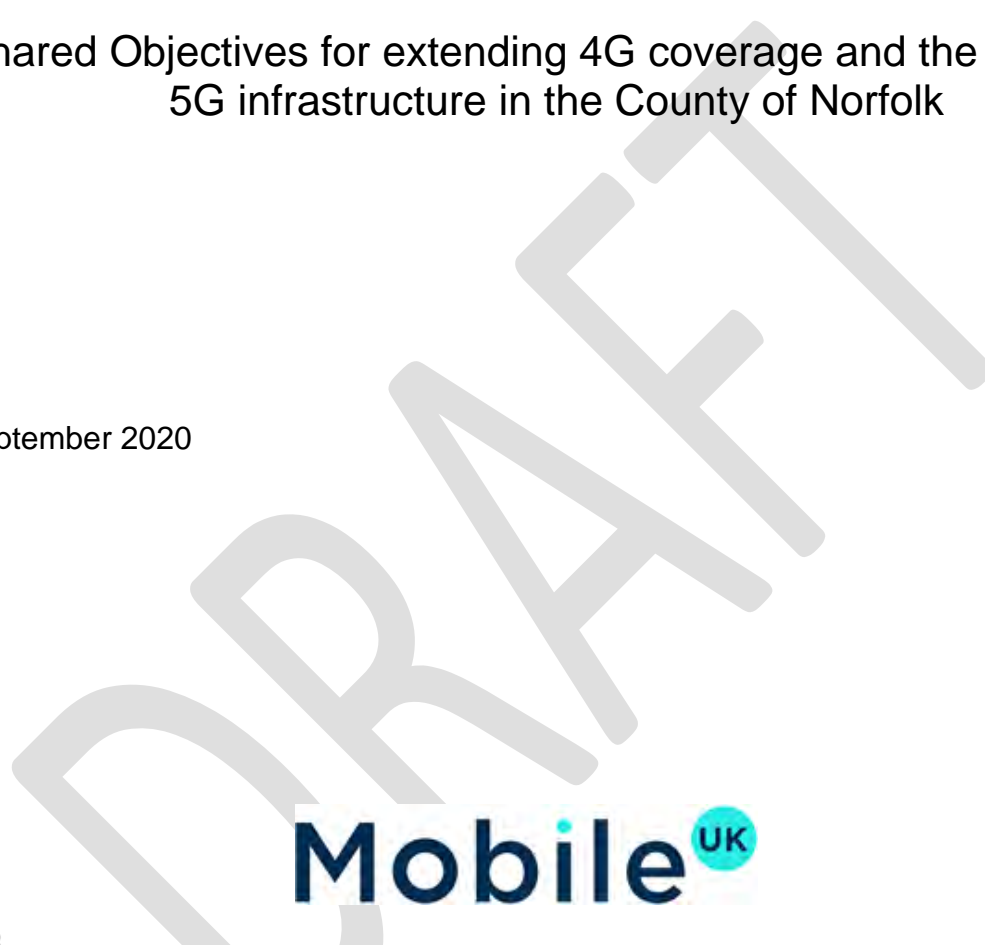
Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
Norfolk Strategic Planning Officers Group	All Norfolk Local Planning Authorities	Monthly meeting of Heads of Planning Policy teams to discuss cross boundary issues.	Ongoing		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
Norfolk Member Forum	All Norfolk Local Planning Authorities	Over sees Duty to Cooperate requirements at a member level, in particular the production of the NSPF.	Ongoing		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
Norfolk Strategic Planning Framework	All Norfolk Local Planning Authorities	Shows how the Authorities work together and forms the Statement of Common Ground for the area. Addresses cross boundary issues.	Reviewed for 2021.		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
The Wash and North Norfolk Marine Partnership	East Linsey, Boston, Fenland, South Holland, Kings Lynn & West Norfolk, North Norfolk, Lincolnshire County Council and Norfolk County Council	Local Communities and Management Groups working together to protect marine heritage	On-going	Many other Agencies and local groups involved	The Wash and North Norfolk Marine Partnership website - https://wnmp.co.uk/home/partnerships/
Norfolk/Suffolk Cross border Meeting	Babergh and Mid Suffolk, South Norfolk, Great Yarmouth, Broads Authority, Ipswich Borough, Suffolk County, West Suffolk, Breckland, Kings Lynn & West Norfolk, East Suffolk	Quarterly meetings of Planning Policy teams to discuss cross boundary issues.	Ongoing		
Wisbech Access Strategy Steering Group	Kings Lynn & West Norfolk, Norfolk County Council, Cambridgeshire County Council,		Ongoing		

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
	Fenland DC, Wisbech Town Council				
Norfolk Rail Group	Norfolk & Suffolk County Councils, all districts		Ongoing		
Joint SFRA Update	Kings Lynn & West Norfolk, North Norfolk DC, Greater Norwich, Broads Authority, Great Yarmouth	Team over was the production of a Joint SFRA across most of Norfolk	Completed		
East of England Aggregates Working Party	Norfolk, Suffolk, Essex, Hertfordshire and Cambridgeshire County Councils. Peterborough, Thurrock, Southend-on-Sea, Luton, Bedford, Central Bedfordshire Councils	Quarterly meetings. Collect data relating to the supply and demand of aggregates, publish an annual monitoring report, provides technical advice to Mineral Planning Authorities on their Local Aggregate Assessments. Line of communication between MPAs and MHCLG.	Ongoing	The EoEAWP also includes representatives from the minerals industry, Marine Management Organisation, and MHCLG. Includes feedback and liaison with London AWP and South East AWP.	East of England Aggregates Working Party web page - http://www.centralbedfordshire.gov.uk/planning/minerals-waste/aggregate/overview.aspx
East of England Waste Technical Advisory Body	Norfolk, Suffolk, Essex, Hertfordshire and Cambridgeshire County Councils. Peterborough, Thurrock, Southend-on-Sea, Luton, Bedford, Central Bedfordshire Councils	Quarterly meetings. Forum for discussion relating to waste planning including waste data, capacities and forecasting.	Ongoing	The EoEWTAB is also attended by the Environment Agency. Includes feedback and liaison with London WTAB and South East WTAB.	

Norfolk Strategic Planning Framework

Shared Objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk

September 2020



Mobile^{UK}



INTRODUCTION

Mobile connectivity to fast, reliable data services is becoming increasingly important to residents and businesses in Norfolk and constitutes a common expectation of everyday life. However mobile coverage in Norfolk, particularly rural areas isn't as good as it can be with a recent independent survey suggesting only 82 percent of call attempts in Norfolk are successful¹. While the survey shows Norfolk is comparable to the rest of the UK in some respects, it's clear there is still considerable room for improvement, particularly in ensuring people have reception wherever they are in the county.

To achieve this Norfolk authorities, in partnership with Mobile Network Operators need to be in alignment around a shared goal to the role out of improvements and updates to the network, to vastly reduce the reception black spots prevalent within Norfolk.

The Norfolk Strategic Planning Member Forum has set up an officer group with the support of Mobile UK, to explore how to improve 4G and 5G infrastructure roll-out in Norfolk. This group is focused on setting out what operators and Norfolk's local authorities need to do to improve digital connectivity.

Improvements in mobile connectivity will entail both the extension of 4G coverage and the introduction of 5G in due course. 4G will not only improve mobile coverage where it is currently absent but will also provide the underpinning infrastructure for 5G, they will be complementary technologies.

The private sector is responsible for the delivery of Norfolk's digital connectivity. Further 4G and 5G roll-out will require significant investment by private telecoms operators. Outside of the Norwich Urban area, Norfolk is a challenging environment, whose digital infrastructure needs have been neglected in the past.

Future Growth

Smartphone ownership has grown from 52% in 2012 to 87% in 2018² and data usage is predicted by Giff Gaff to increase to as much as 98.34GB per month by 2025 from 3.95GB in 2017³

Businesses see broadband and mobile connectivity as critical to their company's growth. Digital connectivity also enables local authorities to deploy smart technologies which can help them plan services more efficiently. Everything from water and energy consumption to air quality and waste increasingly depend on data that needs to be transferred in real time for analysis.

To meet rising demand for data, operators expect to introduce the fifth generation (5G) of mobile technology from late 2019 into the major conurbations⁴. 5G is expected to directly contribute billions of pounds a year to the UK economy. 5G is likely to reach speeds that are twenty times faster than 4G LTE. 4G LTE has a peak speed of 1GB per second; 5G is able to achieve speeds of 20GB per second.

The Government's £1 billion Emergency Services Mobile Communications Programme (ESMCP) will ensure that Britain is a world leader in Emergency Services communications, and a 4G pioneer. The network and infrastructure provider EE has been selected to deliver critical new 4G voice and data network for Britain's Emergency Services. EE already has the UK's biggest and most mature 4G network, and will expand coverage and enhance resilience to meet the Emergency Services' critical communications requirements.

¹ See <https://www.norfolk.gov.uk/mobilemap>

² See Deloitte Survey - <https://www.deloitte.co.uk/mobileuk/>

³ See <https://www.ispreview.co.uk/index.php/2018/01/giffgaff-predict-uk-5g-mobile-data-use-per-user-100gb-2025.html>

⁴ Including Glasgow, London, Manchester, Liverpool, Birmingham, Cardiff and Bristol

Mobile Coverage in Norfolk

Norfolk County Council commissioned AWTG (Advanced Wireless Technology Group) to conduct an independent benchmark assessment of mobile coverage and user experience across Norfolk. The benchmarking campaign was conducted in February and March 2018 using a robust four-tier methodology to maximise the extent and breadth of data collection. This included walk testing at over 30 locations including museums, tourist attractions, camping and caravan sites, rail testing on all main rail routes in Norfolk, drive testing on over 5,500 kilometres of Trunk, A, B and C class roads across Norfolk and stationary testing at enterprise zones and 28 Norfolk Broads mooring points. The scope of the campaign covered a detailed assessment of the GSM (2G), UMTS (3G) and LTE (4G) radio network (coverage) performance and received signal strength of the four main mobile network operators in the UK.

The headline results are that where coverage is available the quality of service is good. However, there are significant gaps in coverage across all 4 providers such that one call in 5 placed will currently fail.

The table below shows how often the signal strength matches the Mobile Network Operators (MNO) minimum target. When using a regular phone the latter figure would be the one which would relate to a good user experience.

Metric	Summary of Main Findings
2G	Coverage <ul style="list-style-type: none"> • 98.83% Service availability on test handset based on MNOs defined threshold • 74.28% Service availability on test handset based on Ofcom defined threshold
3G	Coverage <ul style="list-style-type: none"> • 89.74% Service availability on test handset based on MNOs defined threshold • 65.68% Service availability on test handset based on Ofcom defined threshold
4G	Coverage <ul style="list-style-type: none"> • 98.92% Service availability on test handset based on MNOs defined threshold • 83.38% Service availability on test handset based on Ofcom defined threshold
Voice	<ul style="list-style-type: none"> • Voice performance acceptable when user is within the coverage area. • 82% call attempt success rate and 98% call completion rate. • Average voice quality is 3.93 out of 5 • Average call setup time is 3.27 seconds
Data	<ul style="list-style-type: none"> • Data performance acceptable when user is within the coverage area. • 14.54Mbps average DL speed / 7Mbps average UL speed • Average download time for webpage is 6.86 seconds • 86.46% of web browsing tests completed successfully

Implications for 5G roll out

5G will use a wide range of frequency bands⁵, such as 700MHz, 3.4GHz and 30GHz

The higher frequencies of 5G will have a shorter range. Achieving the levels of network capacity where there is a very high volume of network traffic will over time increasingly rely on smaller cells situated nearer to the ground on lampposts and other street furniture, in addition to rooftop and ground-based masts.

Whilst more base stations will be required, Mobile Network Operators will use Multi-Input and Multiple-Output (MIMO) technology which can be rolled out on existing infrastructure where possible. The initial phase will be to strengthening the existing infrastructure or rebuilding the network where required, then densification for major areas using small high frequency cells which will be rolled out in areas with high demand. The rollout of 5G commercially is expected to commence in late 2019, and take several years to complete. Getting high quality 5G infrastructure rolled out across Norfolk will be important to delivering the vision of the Norfolk Strategic Planning Framework.

Mobile operator investment in mobile coverage is ongoing around the UK. In addition, Ofcom is currently consulting on the 2020 auction of further spectrum licences (in 700MHz and 3.8GHz bands). It is expected that further 4G coverage obligations for rural coverage will be attached to the new licences. It is very important that Norfolk is well positioned to take advantage of the new rural coverage obligations and also for 5G rollout (which is expected to occur initially in urban areas, where the capacity need is greatest.)

Mobile networks are integrated entities made up of cell sites, switches, and backhaul. Backhaul is the cables that link up the cell sites to the switches that transmit data quickly around the network. Making Norfolk ready for 5G also means making it easier to roll out full-fibre connections underground.

The recently announced £8m of funding from DCMS to upgrade 372 Norfolk sites will enable 230 schools, 108 Norfolk County Council Corporate buildings (including 38 libraries) and 34 fire stations to be upgraded to gigabit (1,000 mbps) fibre internet connections within two years. Where possible, fibre backhaul will also be provided to improve mobile data capacity.

Extending 4G coverage and meeting the scale of the 5G and digital roll-out challenge will require a considerably more joined-up approach than is currently the case. This means a complete alignment of Norfolk's local planning authorities and operators towards a shared goal to improve digital connectivity, focused on meeting the specific challenges of rolling out 5G.

⁵ <https://5g.co.uk/guides/5g-frequencies-in-the-uk-what-you-need-to-know/>

What can Mobile Network Operators and their contractors do to improve mobile connectivity in Norfolk?

In order to drive progress in Norfolk, we need to ensure that mobile operators are committed to following the Code of Best Practice for Mobile Network Development⁶, and in relation to the Broads, the National Parks England and Mobile UK Joint Accord / Memorandum of Understanding⁷ in particular:

1. Sharing suitable mobile digital connectivity infrastructure sites where this meets network objectives.
2. To work with the Norfolk local planning authorities to facilitate early access to public sector owned buildings and structures to improve coverage. Where possible, fibre backhaul will also be provided to improve mobile data capacity (for 4G and 5G).
3. Share Roll out plans at county level to provide a valuable opportunity for operators to share information about their proposals with local planning authorities who can in turn offer feedback and advice on the suitability of the plans⁸.
4. Detailed consultation with planners at both pre-application and planning application stages, working together to solve the continuing demand for mobile connectivity in a timely way. Ensure that applications are clearly presented and understandable to both professionals and members of the public
5. Consultation with communities and other stakeholders about network developments, in accordance with the Code of Best Practice.
6. Proposing appropriate design solutions in line with national and local policies which achieve technical objectives.

⁶ See <http://www.mobileuk.org/codes-of-practice.html>

⁷ See https://www.nationalparksengland.org.uk/data/assets/pdf_file/0009/1253682/Mobile-UK-National-Parks-England-Accord-2018.pdf

⁸ Where required Non-disclosure agreements can be in place to ensure market sensitive information is not shared with competitors

What can Local Planning Authorities do to improve mobile connectivity in Norfolk?

Local planning authorities can support Mobile Network Operators in their improvements to mobile connectivity in Norfolk through:

1. Ensuring Local plans and Economic Strategies recognise the benefit of reliable connectivity and include actions to be taken at local level to enhance mobile connectivity.
2. Making local authority-owned buildings and structures available for use where appropriate for the location of equipment needed to improve mobile connectivity in locations which currently have poor coverage.⁹
3. Respond positively to requests for pre-application advice, where new or upgraded infrastructure is proposed the potential impacts on the local environment will need to be considered. The Norfolk local planning authorities encourages early engagement from operators where new network infrastructure is proposed in order to identify and discuss any particular issues with the design or siting of new equipment and to reach mutually agreeable solutions. Norfolk local planning authorities will engage with the County Council for applications which may have a wider impact on other existing built and natural infrastructure. The County Council are also able to offer advice and assistance with way leaves. Operators will be encouraged to develop innovative solutions in terms of design, structure, materials and colouring to ensure that these issues are appropriately addressed and the impact of installations minimised.
4. All planning applications for telecommunication infrastructure will follow the statutory requirements in terms of providing timely decisions on planning applications raising issues sufficiently early to allow mobile operators time to provide information and work together to find solutions. All application for new base stations and upgrades to existing ones will be considered in line with national and local planning policy. Any planning conditions will be applied appropriately and proportionately and will not duplicate conditions already imposed by statutory instruments such as the Electronic Communications Code¹⁰.
5. New major development sites (over 10 dwellings) and large scale buildings should include infrastructure design from the outset to sympathetically locate masts, and/or provide backhaul ducting to negate the need for retro-fix infrastructure.
6. Work with Mobile UK to maintain communication channels about progress of technology and the roll out of 5G and network enhancements. Provide knowledge on telecommunications planning, including permitted development rights. Share local plans and growth locations to understand the impact on mobile network capacity and coverage taking into account local economic development, digital connectivity, sustainability, and social inclusion considerations.

⁹ See www.norfolk.gov.uk/mobileassetregister

¹⁰ <https://www.ofcom.org.uk/phones-telecoms-and-internet/information-for-industry/policy/electronic-comm-code>

National Planning Policy Context

The National Planning Policy Framework 2019 (NPPF) sets out government's planning policy approach to achieving sustainable development for England. Paragraph 20 (b) states an expectation that development plans should contain strategic policies making sufficient provision for telecommunications infrastructure. Delivery of advanced, high quality and reliable communications infrastructure is covered in section 10 'Supporting high quality communications' paragraphs 112 to 116. The NPPF considers that such communications infrastructure is essential for economic growth & social wellbeing.

The framework policies lay out expectations of plan makers, applicants and decision takers – encouraging local authorities to take a pro-active and supportive approach, stating: "Planning policies and decisions should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections... providing access to services from a range of providers"; and for applicants to fully consider the appropriate locations and impacts of their proposals relating to design, location and in accordance with International Commission guidelines.

Paragraph 39 of NPPF 2018 advises that Pre-application early engagement has significant potential to improve the efficiency & effectiveness of the planning application system for all parties.

Not all communications infrastructure requires formal planning consent, certain installations may be carried out under permitted development or application for prior approval under Schedule 2, Part 16 'Communications': Classes A to E of The Town and Country Planning (General Permitted Development (England) Order 2015 (as amended).

On 22 July 2020 the Government published its response to the joint MHCLG and DCMS consultation published last year on proposed planning reforms to support the deployment of 5G and extend mobile coverage. This included the principle of amending permitted development rights for operators with rights under the Electronic Communications Code and the circumstances in which it would be appropriate to do so.

The government response summarises the submissions received and confirms its intention to take forward the in-principle proposals consulted on. This will be subject to a technical consultation with representatives from both the local planning authority and mobile industry sectors representatives, on the detail of the proposals, including for appropriate environmental protections and other safeguards to mitigate the impact of new mobile infrastructure.

This will be undertaken prior to amending Part 16 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) to enable:

- the deployment of taller and wider masts;
- building-based masts located nearer to highways; and
- faster deployment of radio equipment housing, such as equipment cabinets.

Local Planning Policy Context:

This guidance has been prepared to inform the Local Planning Policy of all local planning authorities under the Norfolk Strategic Planning Framework in order to provide a uniform and pro-active approach to communications infrastructure in Norfolk countywide. It is intended that the policy content provided here may be incorporated into individual Local Plans as they are reviewed.

Suggested Telecommunications Infrastructure Policy

The Council will support proposals for the provision and improvement of new telecommunications infrastructure provided that:

- It has been demonstrated that there are no reasonable opportunities for sharing a site, mast or facility with existing telecommunications infrastructure in the area that would not result in a greater visual impact, and;
- The installation and any associated apparatus is sited and designed to avoid any unacceptable impact on the character, on residential amenity or on the safe and satisfactory functioning of highways and appearance with particular consideration given to the impact on:
 - designated or locally identified heritage assets; or
 - internationally and/or nationally protected nature conservation sites, AONBs, regional and local sites, and areas of designated open space (as shown on the Policies Map).
 - the special qualities of the Broads
- It has been demonstrated that the siting of the proposal and any other additional equipment involved with the development does not unduly detract from the appearance of the surrounding area, including the use of innovative design and construction and/or sympathetic camouflaging, and;
- Any building-mounted installations would not have an unduly detrimental impact on the character or appearance of the building.
- Prior approval of the siting and appearance of the development will be required if the proposal is within or would affect the Norfolk Coast AONB, The Broads, a Conservation Area, a Listed building, a site of archaeological importance or a site designated for its nature conservation importance.

Although larger scale telecommunications development requires planning permission, there are many aspects which do not, as they are permitted by virtue of the General Permitted Development Order (GPDO). Where it is the intention to install equipment under permitted development rights that is subject to the prior approval procedure, consideration must be given to the siting and appearance of development in accordance with the requirements of the GPDO and the relevant safeguards imposed by the operator licensing regime. The GPDO also requires operators to remove any telecommunications equipment when it is redundant elsewhere.

All residential developments and new employment generating development should consider the mobile telecommunications requirement of the development proposals to ensure and demonstrate that there would be sufficient coverage. This information should be submitted in a site connectivity plan during the pre-application and application stages.

Climate Change and the Planning System

1. Introduction

In summer 2019 the Norfolk Strategic Planning Member Forum requested that a Climate Change sub group should be set up as part of the update process to the Norfolk Strategic Planning Framework. The group would review information in relation to Climate Change with a specific focus on the role of and impact on Local Plans and the planning system generally. It would also explore some of the emerging policy work around climate change, and look at best practice where applicable.

Working collaboratively through the Norfolk Strategic Planning Member Forum, Local Planning Authority officers, along with colleagues from the Environment Agency, Local Enterprise Partnership and Norfolk County Council, worked together to research and investigate how measures identified through this research could help inform local plans in order to address some of the impacts of climate change through land use policies at a strategic level.

It should be noted at the outset that planning's role is one of facilitation through mitigation, adaptation and resilience. Although there is a statutory duty to address climate change in the National Planning Policy Framework, the planning system cannot address climate change alone. The subject is broad and cross cutting with impacts ranging from biodiversity to carbon reduction, energy efficiency and supply, settlement distribution, investment choices, technical change and innovation and consumer choice. Addressing Climate change is a shared responsibility. Planning can set out a strategic framework and lay down challenges but delivery through planning requires partnership work, political buy in and effective coherent and consistent approaches through investment strategies as well as legislation and regulatory change. Furthermore, it should be noted that planning can only really affect and influence schemes that need planning permission from the time the policies are in place. Many more buildings are in place now than will be permitted over the coming years.

2. Background

Climate change has been embedded into Land Use Planning for many years; significant emphasis is placed on planners to address climate change through achieving sustainable development. It is recognised that considerable national, international and local research in relation to climate change has been completed in recent years. This includes reports by the Intergovernmental Panel on Climate Change, and there continues to be emerging changes in relation to Government policy on the matter. As a result of this there are already measures incorporated into most local plans to support the impacts of climate change and measures to reduce carbon emissions.

In June 2019 the government amended the Climate Change Act 2008 to extend the national carbon reduction target within it with the aim to reduce carbon levels to net zero by 2050. Nationally many local authorities have either declared climate emergencies, and/or set their own locally applicable targets, replicating the government's or extending it further, as well as enshrining the concept into corporate objectives and plans.

Within Planning, Local Plans can play a central role in helping to facilitate this key national environmental objective. Effective strategic plan making can help deliver sustainable development and help address the challenges that climate change brings, complementing measures outside of the planning sphere but not resolving climate change challenges on its own. Clearly the County is vulnerable to the impacts of climate change from rising sea levels to changing weather patterns. The costs of climate change are projected nationally to be high and it is emphasised that not taking action could cost more than taking steps to reducing emissions now to avoid the worst impacts of climate change in the future. Sustainable development through land use policies is regarded as a key means of addressing climate change and as such the planning system has a duty to ensure that action is taken to encourage and deliver more sustainable development.

Planning for sustainable development need not only cover mitigating and adapting to climate change, it can also help set a framework and assist in changing attitudes and perceptions. Another aspect is that of sequestration of greenhouse gases to reduce the amount in the atmosphere. Local Plans can encourage more sustainable development from the small scale (e.g. improving energy efficiency of dwellings so as to reduce carbon emissions and encourage the transition to cleaner energy, ensuring water is used effectively), to the strategic (e.g. encouraging the sustainable distribution of growth, increasing accessibility and reducing the reliance on carbon emissions from private and public transport).

Mitigating climate change through land use planning by addressing the causes of climate change can be achieved in a number of ways:

- Locating development as near to existing key services and facilities as possible.
- Delivering decentralised energy supplies and promoting its use in existing buildings.
- Supporting the delivery of low carbon and renewable energy.
- Ensuring new development is as energy efficient as possible.

Adapting to climate change addresses consequences and can include:

- Delivering on site sustainable drainage systems.
- Reducing water consumption.
- Adopting precautionary approaches to areas liable to flooding and at risk from coastal change.
- Ensuring that the design of buildings helps them remain cool in summer and warm in winter.

All of the above will demand innovative approaches, and lead to new technology and changes in the landscape and historic buildings which will undoubtedly challenge traditional opinions and views.

As well as ensuring development proposals will mitigate and adapt to the impacts of climate change, Local Plans should reflect the local authorities' overarching aims in building up resilience to climate change and managing long term risk. Action on climate change should be an integral part of the culture of plan-making and should be embedded and integrated in policy preparation. Local Plans are however not a panacea; their focus remains on land use and policy approaches are subject to legal and soundness tests, viability and test of reasonableness that are applied as material considerations at both plan making and decision-making stages. Local Plans also tend to mostly relate to new development that needs planning permission – much development is already in place and some schemes do not need planning permission.

Local Planning Authorities are therefore likely to need to evaluate planning applications through a climate change lens and ensure future local plans clearly set out the decision-making framework, with particular emphasis on the following, for example:

- Placing more emphasis on co-locating uses and planning development near public transport links to reduce car travel.
- Setting more ambitious targets on energy efficiency in buildings.
- Encouraging the greater use of renewable energy.
- Embedding and prioritising climate change in local plan-making and when determining planning applications, including ensuring resilience to climate impacts such as flooding.
- Requiring travel plans with increased sustainable transport obligations - prioritising walking, cycling and public transport over reliance on the car.
- Increasingly plan and help facilitate for the switch to electrified transport.

It is however recognised that each local authority has its own particular circumstances, decisions and actions and these will need to be tailored to local circumstances. However, more co-ordinated efforts are needed where there is a need to follow agreed principles so that future planning decisions are consistently made.

In future years addressing climate change will need to remain a high priority for the planning system if national emission targets are to be achieved. This, though, will be at a time of increasing pressures brought upon LPA's through target driven approaches and increasing deregulation of the planning system and other legislative changes, including the potential for wholesale reform and wider Council devolution.

This report, and the supporting papers, provides some of the tools to enable planning teams to consider how best to embed climate change within the planning system, in advance of any systemic changes that will come through as part of the radical review of the planning system, currently underway.

3. Planning White Paper

It should be noted that at the time of writing this paper, the Government had consulted on fundamental changes to the planning system. One particular relevant proposed change, is that development management policies may be centralised and set at a National level. There are also potential standards for energy efficiency of buildings and electric vehicle charging points that could be set nationally over the coming years.

That being said, the timeline for implementing the final proposals is not known. It will involve redrafting of legislation and changes to the NPPF which could take some time. So, whilst changes may well be made to the planning system in future, recommendations within the report are relevant for the current local plans in production and could be 'in the meantime' policy approaches – in place until the national system is changed.

4. Other benefits of addressing climate change

It is important to be aware that whilst these recommendations relating to topic areas may address climate change adaptation and mitigation, or sequestration of greenhouse gases, that is not the only benefit. It is often wise to do what is recommended, regardless of climate change, because of the many other benefits of which doing so brings. The elements of climate change are also woven into many policy areas with much cross-over, e.g. growth distribution, transport policies, environmental policies as well as specific policies on adaptation and mitigation as all have a role to play in addressing Climate change.

For example:

- Walking and cycling rather than driving a motor vehicle can reduce greenhouse gas emissions from burning fuel. Adopting a more active lifestyle can lead to improved health and well-being as well as saving individuals money.
- An energy efficient home requires less energy and therefore reduces the amount of emissions associated with producing energy, but it also reduces money a household or business spends on energy bills.
- Green infrastructure can help sequester carbon dioxide but it can also help biodiversity and increase access to the countryside and other greenspaces, which can in turn support mental and physical well-being.
- Tackling climate change is part of facilitating and enabling clean growth. It can help economic recovery and provide job opportunities such as retrofitting of properties, technology development e.g., EVs and electrification of transport and the renewable energy sector.

5. Conclusions

5.1 County Wide Agreements

The conclusions of this work are set out in this section. The group proposes that the Norfolk Strategic Planning Framework should include a new agreement which sets out Local Planning Authorities' commitment to address climate change as follows:

Recommendation 1:

Local Planning Authorities in Norfolk agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, Local Authorities agree to consider the evidence contained in the NSPF Climate Change research Paper when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Local Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Each Local Authority can choose to take actions further than suggested depending on local needs or circumstances.

The Planning White Paper strengthens the need for local design initiatives and the work of this climate change group has highlighted that design guidance could help with both climate change and healthy living initiatives. As such there is a strong case for looking at a Norfolk Design Guide or Charter to underpin much of the recommendations that follow. It is suggested that the initial steps would be to investigate how this could best be achieved and to what level all authorities are willing to work to a single design guide. It is clear that for this to succeed that external and community involvement would be required, as well as exploration of how a county design guide would work in practice with local and national guides for decision makers. There would be the need to understand in more detail any forthcoming proposed changes to the NPPF and legislation. In addition, any existing, or planned, intentions of each local planning authority, will need to be factored in to assist formulate further guidance. It is important to note that Local Planning Authorities could still produce their own design guidance; this county-wide guide or charter would not preclude or prevent that. Indeed, such topic areas as vernacular and aesthetics may well be best addressed by individual Local Planning Authorities.

The group propose that the Norfolk Strategic Planning Framework should include a further new agreement which sets out Local Planning Authorities' commitment to investigate the production of a countywide Design Guide:

Recommendation 2:

Norfolk Local Planning Authorities agree to work together to investigate the production of a county wide design guide and produce a brief/scope for this work. This work could help facilitate climate change and healthy living initiatives across the county by providing high-level principles.

The design guide would meet the requirements of the National Design Guide and look at other country wide initiatives like Building for a Healthy Life. Mitigating for and adapting to climate change could be a key consideration of this guide. Individual Local Planning Authorities could still produce their own guide or they can be produced as part of neighbourhood plans.

The research produced a number of topic-based papers, the conclusions of which can be summarised as below, a summary of each of the paper's key points is attached in Appendix A – Key points from Supporting Documentation.

5.2 Energy efficiency

Construction Standards

- Local Planning Authorities could consider a policy around the use of the energy hierarchy – reduce energy need in the first place (design and orientation of development), energy efficiency and conservation, and then maximise use of sustainable energy (for example non fossil fuel based alternatives) and local energy networks. Local Planning Authorities could consider the use of energy statements to explain and justify the approach taken by developers.
- Local Planning Authorities could consider providing a percentage reduction against Part L of the 2013 Building Regulations (amended 2016). This percentage would need to reflect local viability and would be a 'meanwhile' policy approach prior to any national standard.
- Local Planning Authorities can explore the use of policies which require applicants to demonstrate how climate change has been taken into account in a scheme, this could include applications applying for an increase in floor space.
- For major schemes, whether building developments or transport schemes, Local Planning Authorities could specify the achievement of British Standard 'PAS 2080 – Carbon Management in Infrastructure Verification'.

Non-Residential Development

- Local Planning Authorities could explore the use of BREEAM for non-residential development and aim for a standard that is appropriate for their area in terms of viability and the achievability of this standard.

Community-led renewable heat and energy networks/schemes

- Individual LPAs may consider allocating sites for community heating and consider where it could be appropriate for the support of community heating schemes.

Embodied Energy in Buildings

- Local Planning Authorities should have regard to the Historic England's guidance for adapting historic buildings to reduce carbon footprint.
- When appropriate policies are being reviewed, consider if any conversion policies or similar, set a stance that, subject to PD rights, the presumption is in favour of retention of a building. To allow the demolition of buildings, policies should require thorough justification for such an approach.

Light Pollution

- Local Plans can consider dedicated light pollution policies where appropriate, perhaps using some of the approaches taken by those areas with dark skies.

Modern Methods of Construction (MMC)

- MMC¹ could be considered for incorporation into design codes/guides of Local Plans within Norfolk where appropriate, and Local authorities can consider closer working with developers of larger schemes to adopt MMC as a key element, as these sites are built out.

5.3 Environmental

Integrated Constructed Wetlands

- Local Plans could promote the use of integrated constructed wetlands as a way of treating wastewater and acknowledge the multiple benefits such an approach will bring.

Peat²

- Norfolk Local Planning Authorities could investigate the presence of peat in their area. If peat is prevalent, then it is suggested that they consider peat when allocating sites and address peat in relevant policies. There could also be potential for non-site specific policies relating to peat, if it is prevalent. Such policies could seek to reduce the amount of peat excavated and require excavated peat to be disposed of in a way that prevents carbon being released.

5.4 Reducing unnecessary car use and supporting the roll out of new technologies

Reduced/car free developments

- For sites proposed for development in the centre of sustainable settlements with good provision of public transport, consideration could be given to proposals for car free developments or developments with reduced parking.

Walking and Cycling

- Local Planning authorities could consider seeking enhanced walking and cycle connectivity when considering planning applications or providing pre-application advice. The consideration is particularly important for windfall sites which will not have been scrutinised as part of the local plan process. Local planning authorities should consider the following through appropriate plans, policies and processes:
 - Better alignment of plans and decisions with identified local and national strategic infrastructure priorities for walking and cycling.
 - Ensure proposals seek enhanced connectivity to open space and seek to provide connections to, enhancement and maintenance of nearby existing walking and cycling networks.
 - Working with the Highway Authority to establish better provision for active forms of travel.
 - Consider simple, safe and convenient access to and from surrounding local facilities.
 - Consider guiding design principles for walking and cycle connectivity.
 - Engaging with specialists at plan-making, pre-application and planning application stages, particularly on larger planning applications.
 - Consider the use of the principles promoted by Sustrans:
 - Safety – space, users, speed
 - Directness – destination convenience
 - Coherence – part of a wider network, signed & navigable

¹ For example modular build (buildings that are prefabricated off site that meet or exceed modern energy efficiency standards)

² Peat holds much carbon dioxide which is emitted to the atmosphere when it is dried out. So if excavated and disposed of poorly, peat can change from a carbon sink to a carbon source.

- Comfort – accessible and attractive to a wide range of users
- Attractiveness – design, lighting/quiet areas
- Consider requiring a walking & cycling strategy for all major development
- Ensure secure, well located cycle parking for all communal/shared buildings
- Securing funds for maintenance of the existing walking and cycling network (or new/expanded) or supporting infrastructure from new development where appropriate

Live-Work and working from home

- Consideration could be given in Local Plans for the support of live-work units where they meet other local planning policies and subject to appropriate controls (i.e. Removal of PD rights). This would allow acceptable live-work units where there is demand.
- It is also suggested that policies encourage provision of flexible space in new dwellings (both new build and conversion) which could be utilised as home working facilities.

Electric Vehicles

- Local Planning Authorities could consider setting standards in relation to the provision of electric vehicles charging infrastructure. Any standards would be in place until either a national standard is set by the Government, and/or linked to any reviewed parking standards produced by Norfolk County Council, as the Highways Authority. However, in the first instance the LPAs could agree an approach for off-street parking provision – commercial and domestic. Local Planning Authorities can also consider the following:
 - Having an appropriate provision for standard charging of EVs at home and work locations this would be a minimum provision of 7kW /32 amps power capacity.
 - Parking standards - location and design of EV bays have to be considered from the planning stage to maximise the number of cars that can be served by the same charging point, and ensuring that due provision is made to provide safe connectivity to the equipment.
 - On-street charging provision could be designed into the street scene as part of the design and construction process. There is difficulty and cost in retrofitting such provision.
 - Future proofing - develop short term solutions through preparing the site for future technology installations.

Travel plans and Public Transport

- Local Plans could make due reference to the need to support sustainable and active travel on new developments through the production and delivery of Travel Plans as referenced in National Planning Policy Framework Section 9 paragraph 102. Countywide guidance on this can be found here: <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/planning-applications/highway-guidance-for-development/travel-plans>
- Local Authorities can ensure that the necessary infrastructure to support the provision of public transport is agreed early and encapsulated in the Transport Assessment/Agreement. In addition, appropriate behaviour change measures can be captured in the Travel Plan for a site to support the uptake of any public transport service. Where Travel Plans accompany a planning application, they could be produced in consultation with NCC Travel Plan Officers

Appendix A – Summary of Key points from Supporting Documentation

Walking and cycling

- The aim is to better promote active forms of travel, particularly walking and cycling to reduce unnecessary car use.
- Evidence clearly points to shorter trips (i.e. 1-5 miles) where walking and cycling can most effectively increase, and conversely reduce, travel by private car.
- There needs to be a much more joined up approach, with more collaboration and clear advice on how to realise the multiple aspirations.

Consideration of using BREEAM assessments in planning policies for non-residential development.

- BREEAM is a sustainability assessment method for master planning projects, infrastructure and buildings.
- It recognises and reflects the value in higher performing assets across the built environment lifecycle, from new construction to in-use and refurbishment.
- Ratings available are: Pass, Good, Very Good, Excellent, Outstanding.
- It is not uncommon for LPAs to set different ratings based on floor area and/or unit number although development size should have less of an influence over the potential rating which can be achieved than say viability/development need and local priority.

Design of new build dwellings - energy

- Homes – both new and existing – account for 20% of greenhouse gas emissions in the UK
- The Government consulted on (at the end of 2019) a Future Homes Standard
- Some Local Plans in Norfolk are under production and it may be appropriate to have a policy relating to energy usage of homes – a ‘meanwhile’ policy, whilst waiting for the new national standard/approach.

Improving the energy use of existing housing stock.

- Dwellings/buildings that are already in place (around 29 million homes) will not necessarily be affected or have their energy use addressed as a result of policies in Local Plans/national policies.
- We will not meet our targets for emissions reduction without near complete decarbonisation of the housing stock.
- The General Permitted Development Order (GPDO 2015) Part 14 – Renewable energy already enables a range of installations related to renewable energy (subject to conditions).
- But retrofitting measures is much more costly than designing them in from the start.
- Building Regulations and Central Government schemes are predominantly the vehicles for change to the existing housing stock.
- There is little scope within the current planning policy framework to require renovation of or upgrade to existing housing stock in local planning policies.

Car Free Housing policies

- Transport is now the biggest contributor to carbon emissions in the UK and within this sector, passenger cars are by far the biggest contributor.
- It is clear from the Department for Transport's research that a modal shift away from the private passenger car would have the most significant impact in reducing greenhouse gases, such an approach could be encouraged through planning policy
- Norwich City Council and the Borough Council of King's Lynn and West Norfolk have adopted local plan policies that promote car free schemes, subject to location and other criteria.

Live-work units and working from home

- Live-work units are living accommodation specifically designed to allow you to both live and work within the same unit.
- Home working is where a person carries out part or all of their paid work from home as opposed to a central office.
- Improved technical infrastructure to support home working

Community led renewable heat and energy networks/schemes

- These schemes tend to be retrofitted to existing communities.
- Do not seem to need a specific policy approach as generic energy policies seem to be adequate.
- Local Plans could support such approaches.

Communal heat and energy networks/schemes

- This needs to be planned in from the start, can be for cooling and heating and hot water and is usually for larger schemes of over 100.
- Often called District Heating networks or Community heating networks
- Again, the generic renewable/low carbon energy policy will provide general support with other policies assessing impacts on any constraints in the site.
- There could be scope to add a requirement to site-specific policies for larger scale development.

Electric Vehicles (EVs)

- EVs represent a small, but growing vehicle market share, set against a back-drop of declining sales of internal combustion engine-based vehicles.
- The issue of how far an electric vehicle can go on a single charge and the related issue of where to charge the vehicle when on a journey and how long that charging would take are important considerations in the purchase of EVs. However, government statistics suggest that the overriding public concern is lack of charging infrastructure.
- The UK Government has shown commitment to facilitating the mass-market uptake of EVs through a number of recently published strategies and action plans. This is imperative to facilitate the roll out of charging infrastructure.
- There is a need to apply policy for promoting the wider uptake of EVs and from 2030 solely ICE (Internal Combustion Engine) vehicles will no longer be sold in addition to setting minimum standard that ensure that any new schemes are future-proofed to incorporate improvements and innovations as they develop. The Government may introduce regulations or requirements at

a national level in due course. So, any Local Plan requirement would be in place until national policy or regulations 'take over'.

- Uptake of EVs in Norfolk should be assessed to determine whether supply of provision meets demand.

Public transport

- The use of public transport over single occupancy car use is an important part of any Climate change initiative. New development will result in additional needs for new residents and it is important that they have access to a good public transport service, this will also benefit existing local residents.
- Smaller developments will have a limited ability to support public transport but should still consider access to public transport and their suitability will be assessed as part of the work to produce a Housing and Economic Land Availability Assessment (HELAA).

Travel Plans

- The delivery of a travel plan is the result of a transport assessment with developers, with the aim of promoting public transport, walking and cycling, and reducing the need to travel in cars.
- The primary purpose of a Travel Plan (on new developments) is to encourage active travel and healthier lifestyles by the promotion of sustainable travel options, such as walking and cycling, and to reduce unnecessary car use.

Embodied Energy in Buildings- Existing Housing Stock conversions and extensions

- Embodied energy is the energy consumed by all of the processes associated with the production of a building such as the mining and processing of natural resources and transport and building of the building.
- Effectively there are three areas. The first relates to historic buildings, the second relates to upgrading a building that is being extended and the third relates to demolishing buildings.
- In relation to historic buildings, there is Historic England guidance that could be incorporated into Local Plans.
- In relation to extensions, there are examples of where policies require a 10% improvement to the energy use of the existing building.
- Another area to consider is that of **demolition**:
 - On occasion, developers demolish buildings to make way for new buildings.
 - Of course, some buildings can reasonably be beyond use, but sometimes they can be re-used.
 - From September 2020, a new Class ZA Permitted Development Right will be in place, for the demolition of some buildings and replacement by either a single purpose-built detached block of flats, or a purpose-built detached house.
 - Much of the research points to the fact that refurbishment is far better than demolition with regards greenhouse gas emissions. But the planning relaxation around demolition and the VAT implications for refurbishing older properties seems to support demolition over refurbishment.

Light pollution

- Light pollution contributes towards climate change by the destruction of nitrate radicals which cleanse our air and only work in the dark and through the wasting of electricity through unnecessary lighting e.g., leaving office lights on overnight.
- Whilst Local Plans tend to refer to light pollution, it is related more to amenity impacts.
- Some areas that protect their dark skies have stronger dark sky/light pollution policies.

Larger industrial installations/premises

- There are some industrial installations in Norfolk that are identified as significant emitters of greenhouse gases.
- There could be scope to require a reduction in the greenhouse gas emissions of the existing operation as part of any scheme seeking planning permission. There could be site-specific policies for these sites. There may be other sites that could be included in the list.

Modern Methods of Construction (MMC)

- 'Modern Methods of Construction' (MMC) is a broad term, embracing a range of offsite manufacturing and onsite techniques that provide alternatives to traditional house building, but can speed up the building process and produce energy efficient buildings as a result, such as those exemplified by Passivhaus standards of efficiency.
- Offsite manufacture (characterised by modular and pre-fabricated construction) represents an opportunity to address many issues associated with on-site construction methods, in addition to increasing capacity and investment in the industry.
- Whilst increasing the take up of MMC may lie with the construction industry and the Government, Local Plans could seek the use of MMC.

Strong/prominent climate change objectives in the Sustainability Appraisal and Local Plan

- Vision and objectives of the Local Plan are what the policies of the Local Plan are based upon.
- These policies are then assessed against sustainability appraisal objectives whereby potential positives are maximised and any negative effects identified mitigated.

Integrated Constructed Wetlands

- Integrated constructed wetlands or ICWs are a type of sustainable wastewater treatment system that looks and functions like a natural wetland.
- Integrated Constructed Wetlands cleanse wastewater by replicating processes that occurs in natural wetlands.
- Integrated wetlands to deal with waste contribute to greater biodiversity net gain.
- The plants in the wetland reduce N₂O and CH₄ levels and clean water of nitrates.
- One of the products from the natural process is CO₂ emissions, however if microbial fuel cells are added to the Integrated wetlands not only do they produce energy, but they reduce these CO₂ emissions considerably.

Building for a healthy life

- Building for a Healthy Life aims to help people create better places to live and to be an industry standard for design.
- It is a toolkit that is often referred to in Local Plans. Building for Life 12 was focussed on place making.

- The updated version extends that to have a health-related focus, so not specifically related to climate change.
- It is important to remember that through good and healthy place making, many issues relating to climate change are addressed as well. For example, Building for a Healthy Life recognises the following which are also related to climate change:
 - Responding to pedestrian desire lines – promoting walking and cycling
 - Improving public transport provision and connectivity
 - Protecting habitats – helping biodiversity adapt to climate change

Peat

- Peat has many special qualities, but the one relevant to the climate change work stream, is that peat is a carbon sink. If peat degrades or dries out, it becomes a carbon source.
- Peat soils release stored carbon if they are drained and allowed to dry out. The protection of peat soils is therefore critical to help address climate change.
- There are areas of peat in Norfolk.

Water usage of residential developments

- Fundamentally, the more water used by a development, the more energy is used, with associated greenhouse gas emissions.
- There is the potential for Local Plans to set a water usage standard of 110 litres per person per day, which is better than current building regulations.
- **There is a section in the NSPF that addresses water usage for new developments.**

Broadband and 5G

- Working from home, on-line shopping and communicating with others through the internet reduces the need to travel, with fewer greenhouse gas emissions as a result. There is strong evidence that shifting consumer patterns are now becoming more fixed around online shopping. Therefore, given...
- ...some areas in Norfolk do not have good access to broadband. New development needs to make sure that the facilities are in place to enable new occupiers to be digitally ready, including the necessary communications/phone infrastructure to facilitate the rollout of improved broadband (and 5G access in due course).
- **There is a section in the NSPF that addresses broadband and 5G roll out.**

Biodiversity

- A changing climate will affect biodiversity. That being said, ways of mitigating and adapting to climate change could benefit biodiversity. Indeed, ways of sequestering greenhouse gases, such as planting trees, will also benefit biodiversity. Biodiversity 'Net Gain' will be an established part of the planning process, once current legislation, going through the system, is fully enacted.

Appendix 4 – Changes to NSPF version 3 since the January 2021 Member Forum

At the Member Forum in January, it was highlighted that we were working to bring the MMO on board as a signatory; subsequently they requested some minor wording changes to ensure the NSPF fits with their work in producing marine plans. The changes include minor wording changes to the agreements to ensure consistency in who they apply to. New wording in section 3 is to better define the process for marine plans and additional strategic cross boundary issue areas within agreement 27.

The Member Forum also requested further work to be completed around the GI RAMS study, so the NSPF has been updated to highlight that this work is still ongoing.

All changes made since the Member Forum:

- Minor inconsistencies around the use of 'Norfolk Authorities' and 'the Authorities' etc. updated in the agreements to ensure it is clear who the agreement relates to.
- In section 1.4, wording included to highlight that the signatories undertake their statutory duties in accordance with relevant legislation, policy and guidance, and in the context of other relevant Statements of Common Ground, Memoranda of Understanding and Position Statements which they are party to.
- Updated wording in section 3 to highlight the process followed for marine plans and their application.
- An addition to the environmental objective of 'Leaving the environment in a better state for future generations.'
- Reference to the UK Government and offshore wind industry agreed Sector Deal.
- Reference to the Government's December 2020 announcement of a new plan that aims for at least a 68% reduction in greenhouse gas emissions by the end of the decade.
- Reference to the East Anglia Coastal Group's role in producing Shoreline Management Plans.
- In Agreement, 27 additional areas added as strategic cross-boundary issues.
- Changes in the GI section to highlight the ongoing work of the GI RAMS study.
- Minor change to the Minerals and Waste section, noting that marine minerals do not contribute significantly to Norfolk's mineral provision, and that Norfolk County Council does not determine planning applications for marine aggregates and they do not form part of the Minerals and Waste Local Plan.
- MMO included in Agreement 19.

- Two additional sentences at the start of the third paragraph on page 16 to add some context for the Marine Plan.

Broads Authority

19 March 2021

Agenda item number 13

Scheme of powers delegated to Chief Executive and other authorised officers – draft

Report by Head of Governance

Purpose

The two documents comprising the Broads Authority’s scheme of powers delegated to officers have been reviewed, updated and rationalised into a single draft document entitled “Scheme of powers delegated to Chief Executive and other authorised officers”. This draft document is presented at Appendix 1 for members’ consideration. Those elements in the draft document relevant to planning and heritage were presented to the Planning Committee on 5 March.

Recommended decision

To adopt the “Scheme of powers delegated to Chief Executive and other authorised officers”, replacing the “Scheme of powers delegated to officers” (adopted May 2019) and “Powers delegated to Chief Executive: Arrangements for the exercise of powers by other officers” (adopted Oct 2018).

1. Introduction

- 1.1. The Broads Authority’s “Scheme of powers delegated to officers” (referred to in this report as ‘the Scheme’) is an important constitutional document. The Authority’s members have a right to make sure that the decisions for which they are statutorily responsible and accountable are implemented by officers in a timely and efficient manner. The purpose of the Scheme is to make sure that officers have the powers to make decisions and take appropriate action in a timely and efficient manner within the guidelines laid down.
- 1.2. The current version of the Scheme was adopted in May 2019. Subsidiary to the Scheme, and to be read in conjunction with it, is the “Powers delegated to Chief Executive: Arrangements for the exercise of powers by other officers” (referred to in this report as the ‘subsidiary Scheme’), dated October 2018.
- 1.3. Officers have reviewed both documents in consultation with the Authority’s Solicitors and Monitoring Officer. We have merged the documents into a single document and updated relevant sections, made edits for clarity, and removed repeated text.

- 1.4. The new draft scheme is entitled ‘Scheme of powers delegated to Chief Executive and other authorised officers’ (referred to in this report as the ‘revised Scheme’), and is at Appendix 1 for members’ consideration. The two documents comprising the current scheme are at Appendices 2 and 3 for reference.

2. Proposed changes

- 2.1. The revised Scheme (Appendix 1) highlights the changes made in merging the Scheme (Appendix 2) and the subsidiary Scheme (Appendix 3). Changes are shown with track changes (in red) and/or with explanatory notes from the Solicitor and Authority officers in the right-hand margin. Key changes are also noted in paras 2.2 to 2.8 below.
- 2.2. General powers of all officers: The introductory paragraphs (a) to (j) in both the Scheme and the subsidiary Scheme repeat the same text and are now merged within Section 2 of the revised Scheme.
- 2.3. Section 2(h) regarding written records of delegated decisions: Solicitor has included additional text for clarity.
- 2.4. Section 3 regarding Proper Officer provisions: Introductory text has been added. Table 1 is an update of the information currently in Appendix 1 of the Scheme.
- 2.5. Section 4, Table 2 - Powers delegated to Chief Executive and other authorised officers:
 - (i) Sections A to J in the Scheme and Appendix 1 in the subsidiary Scheme repeat the same text; this text is now in Table 2 of the revised Scheme. The numbering in this table may differ to that in the current Scheme, due to reordering, additions or deletions.
 - (ii) Officer job titles are updated and authorisations reassigned where previous job roles are now deleted from the organisational structure.
 - (iii) 2(e) regarding planning and heritage: Details and rationale for the changes were presented to the Planning Committee on 5 March. As a result, the Committee agreed to amend the proposal to remove some changes initially proposed to sections 37 (iv) and 37 (v), and to reword sections 37 (vi) and 37 (vii). The revised Scheme includes the Committee’s proposed changes.
 - (iv) 2(h) regarding the creation of public rights of navigation: It is the officers’ view that this decision should be for the full Authority (after consultation with the Navigation Committee), and not be a delegated power. Dedicating a new right of navigation would add considerable financial liabilities to the Authority outside of officer delegations.
- 2.6. Section 5: The first paragraph has been deleted to allow for powers to instruct a Solicitor not restricted to those previously named.
- 2.7. Table 1(c) and Section 7: Text added to clarify that the Monitoring Officer has powers to grant dispensations under the Localism Act s33.

2.8 While all substantive changes are marked, minor edits for spelling and grammar, reordering of paragraphs and accessibility reformatting are not all marked.

3. Conclusion

3.1. If members resolve to adopt the “Scheme of powers delegated to Chief Executive and other authorised officers”, it will replace the current documents “Scheme of powers delegated to officers” and the “Powers delegated to Chief Executive: Arrangements for the exercise of powers by other officers” within the Broads Authority’s constitutional documents.

Author: Maria Conti

Date of report: 09 March 2021

Appendix 1 – Scheme of powers delegated to Chief Executive and other authorised officers (DRAFT)

Appendix 2 – [Scheme of powers delegated to officers \(May 2019\)](#)

Appendix 3 – [Powers delegated to Chief Executive: Arrangements for the exercise of powers by other officers \(Oct 2018\)](#)



Note: This draft document merges the 'Scheme of Powers Delegated to Officers' (adopted May 2019) and the 'Powers Delegated to Chief Executive – arrangements for the exercise of powers by other officers' (adopted Oct 2018) into a single document.

Scheme of powers delegated to Chief Executive and other authorised officers (DRAFT)

March 2021

(Date xxx)

Broads Authority
Yare House
62-64 Thorpe Road
Norwich NR1 1RY

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1. Introduction

- 1.1 The members of the Broads Authority are responsible for setting and monitoring the strategies, policies and financial guidelines of the Authority, whereas the officers are responsible for its day-to-day operation, and for providing advice to members.
- 1.2 Members have a right to make sure the decisions for which they are statutorily responsible and accountable are implemented by officers in a timely and efficient manner. The purpose of the 'Scheme of powers delegated to Chief Executive and other authorised officers' ('the Scheme') is to make sure that officers have the powers to make decisions and take appropriate action within the guidelines laid down.

Commented [MC1]: Note: Introductory text shortened (not track changed)

2. General powers of all officers

- 2.1 The exercise of the delegated powers ~~set out in the Scheme will be~~ are subject to the following conditions.
- a. The delegated powers shall at all times be exercised in accordance with:
 - (i) the statutory requirements of the Norfolk and Suffolk Broads Act 1988 and the Broads Authority Act 2009.
 - (ii) the ~~Authority's~~ strategies, policies and priorities ~~of the Authority~~ as set out in the Broads Plan, guiding strategies, Broads Local Plan, ~~Local Development Framework~~, Annual Business Plan ~~Best Value Performance Plan and other, or similar, relevant~~ documents adopted by the Authority or its committees.
 - (iii) the Authority's Constitution, Standing Orders, ~~and Financial Regulations, and must not be exercised so as to incur expenditure for which no adequate provision is made in the~~ and approved budgets.
 - (iv) the law ~~and with any policies, regulations, codes or similar documents adopted by the Authority or its committees.~~
 - b. An officer ~~need shall not use~~ exercise a delegated power in any particular case if the matter appears to ~~the that~~ officer to involve any matters of public controversy, questions of policy not yet decided by the Authority or its committees, or a significant change from established practice.
 - c. Where ~~the any~~ matter ~~falls partly involves considerations not~~ within the professional or technical ~~responsibility competence~~ of ~~another officer or adviser, the officer taking the decision must consult with those officers as appropriate and have proper regard to any advice give, before authorising action. the relevant officer, that officer shall seek appropriate advice from another officer or adviser before deciding what action, if any, to take.~~
 - d. Any power conferred upon the Chief Executive, including any power to act as the Proper Officer, may be exercised by another officer specifically nominated in writing by the Chief Executive. Details of the officers who have ~~been~~

~~authorised existing authorisation~~ to exercise powers on behalf of the Chief Executive, are set out in ~~the document entitled 'Arrangements for the Exercise of Powers by Other Officers' - Section 4, Appendix 2.~~

- e. The Authority or a committee may ~~direct request~~ that action taken by an officer or officers under delegated powers be reported to it periodically.
- f. Failure to carry out the consultations in ~~paragraphs A(5) and E(38) Table 2(a)(5) and Table 2(a) (47)~~ of the powers delegated to the Chief Executive and paragraph ~~(8)(5.7)~~ of the powers delegated to the Solicitor to the Authority (relating to cases of urgency or emergency) will not invalidate the exercise of the delegated power.
- g. The decision of the Chief Executive, in consultation with the Monitoring Officer, as to the scope and interpretation of these delegated powers shall be final.
- h. In accordance with the Openness of Local Government Bodies Regulations 2014, a decision-making officer must produce a written record¹ for any decision taken that has been delegated to them:
 - i. under a specific express authorisation, or
 - ii. under a general authorisation to officers to take such decisions and the effect of the decision is to:
 - 1. grant a permission or licence;
 - 2. affect the rights of an individual; or
 - 3. award a contract or incur expenditure over £25,000.

The written record must be produced as soon as reasonably practicable after the decision-making officer has made the decision, and must contain the following information:

- iii. The date the decision was taken;
- iv. A record of the decision taken, along with the reasons for the decision;
- v. Details of alternative options, if any, considered and rejected; and
- vi. Where the decision is made under specific express authorisation, the name of any member of the Authority who has declared a conflict of interest in relation to the decision.

If there is a separate statutory requirement to record the decision, which includes the date and reasons for the decision, then this will be sufficient to satisfy the above requirement.

Commented [GW2]: (Solicitor): Para H - The original wording was 'a written record will be produced for any delegation which has been highlighted yellow, or involves a contract or incurs expenditure above £25,000' which was not completely clear. We have added further detail to clarify this.

¹ [Transparency \(broads-authority.gov.uk\)](https://transparency.broads-authority.gov.uk)

3. Proper Officers

- 3.1 The law makes provision for certain officers to be designated as the Proper Officer to carry out particular functions contained within various Acts of Parliament. The Authority's Proper Officer provisions are in Table 1(a) to (c).
- 3.2 If the designated Proper Officer, not being the Chief Executive, is not available to exercise the function, then any officer authorised in writing by the Chief Executive will be entitled to do so.

Commented [GW3]: (Solicitor) Section 3 added to provide a link in the Scheme to the Proper Officer designations in Table 1. This table was previously Appendix 1 in the Scheme of Powers Delegated to Officers (May 2019)

Table 1

Proper Officer provisions

1(a) The Norfolk and Suffolk Broads Act 1988

Legislation	Provision	Proper Officer
Schedule 1, paragraph 2 (6)	Receipt of notice of resignation.	Chief Executive
Schedule 1, paragraph 2 (9)	Publication of notice of any appointment to the Authority, or ending of such an appointment.	Chief Executive
Schedule 1, paragraph 4 (4)	Signature of summons to attend meeting.	Chief Executive
Schedule 1, paragraph 4 (5)	Receipt of notices regarding address to which summons to meetings to be sent.	Chief Executive
Schedule 1, paragraph 5 (11)	Convening of meeting where a casual vacancy in the office of Chair man or Vice-Chair man is to be filled.	Chief Executive
Schedule 4, paragraph 2 (3)	Receipt of notice of resignation from the Navigation Committee.	Chief Executive
Schedule 4, paragraph 2 (4)	Publication of notice of appointments to the Navigation Committee, and of the ending of any such appointment.	Chief Executive
Schedule 5, paragraph 13 (8)	Receipt of objections to proposals to close parts of waterways for nature conservation purposes.	Chief Executive

1(b) Local Government Act 1972

Legislation	Provision	Proper Officer
Section 100 B (2)	Circulation of reports and agendas <u>and the exclusion of 'exempt' items.</u>	Chief Executive
Section 100 B (7) (c)	Decisions on supply of committee papers <u>(and any other documents supplied to members in connection with the agenda items)</u> to the press.	Chief Executive
Section 100 C (2)	Summaries of otherwise 'exempt' minutes.	Chief Executive
Section 100 D (1) (a)	Compilation of list of background papers.	The officer or advisor in whose name the report is designated.
Section 100 D (5) (a)	Identification of background papers.	The officer or advisor in whose name the report is designated.
Section 100 F (2)	Identification of exempt information not available to all members.	Chief Executive
Section 115 (2)	Receipt of money due from officers <u>in connection with their office.</u>	Chief Financial Officer
Section 225 (1)	Deposit of documents.	Chief Executive
Section 229 (5)	Certification of photographic copies of documents <u>(relating to legal proceedings).</u>	Chief Executive
Section 234	Signature of any notice, order or other document given, made or issued by the Authority.	The officer responsible for the exercise of the function which is the subject of the decision in question (if no such person, then the Chief Executive)
Sections <u>236 and 238</u>	Certification of byelaws.	Chief Executive

1(c) Other legislation

Legislation	Provision	Proper Officer
Listed Buildings Act 1990, Section 2	Receipt on deposit of lists of buildings of special architectural or historical interest.	Chief Executive
Local Government Act 1974, Section 30 (5)	Giving notice of reports received by the Authority from the Local Ombudsman.	Chief Executive
Local Government (Miscellaneous Provisions) Act 1976, Section 41	Certifying copies of resolutions, orders, reports and minutes of the Authority.	Chief Executive
<u>Localism Act 2011, Section 33</u>	<u>Granting dispensations from Section 31(4)</u>	<u>Monitoring Officer</u>

4. Powers delegated to Chief Executive and other authorised officers

4.1 The exercise of any of the delegated powers specified in Table 2 (a) to (j) below is subject to the conditions set out in this Scheme. Where the Scheme allows for the exercise of powers by Directors, such power relates only to functions for which the particular Director is responsible. In all cases, the Chief Executive retains the power to perform the delegated powers.

Commented [MC4]: **Note:** This section brings together the repeated sections in the previously separate documents 'Scheme of powers delegated to officers (May 2019)' and 'Powers Delegated to Chief Executive (Oct 2018)'. Proposed amendments to the powers in Table 2 are marked with track changes (in red) and/or with comments (right hand margin).

Table 2

Powers delegated to Chief Executive and other authorised officers

2(a) General management and administration

Powers delegated to Chief Executive	Other authorised officers
(1) To carry out the duties of act as the Head of Paid Service under <u>Section 4</u> the provisions of the Section 4 of the Local Government and Housing Act 1989. and to be responsible for the management of all staff employed by the Authority.	<u>Retained by Chief Executive</u>
(2) To undertake the day-to-day management and control of the Authority, <u>its officers</u> , premises and services to give effect to the strategies, policies <u>and priorities of the Authority</u> as set out in the Broads	<u>Retained by Chief Executive</u>

Powers delegated to Chief Executive	Other authorised officers
Plan, Local Development Framework and Business Plan documents listed at (2.1)(a)(ii) of this Scheme.	
(3) To authorise any action necessary to give effect to the implementation of implement the documents listed at (2.1)(a)(ii) Broads Plan and Annual Business Plan , and for this purpose to incur expenditure not exceeding the limits provided for in Standing Orders and Financial Regulations.	Directors
(4) To authorise any action necessary to give effect to any decision of the Authority or its committees.	Directors Solicitor Chief Financial Officer
(5) In cases of urgency or emergency, to take any appropriate action (if possible, in consultation with the Chair, or in the absence of the Chair with the Vice-Chair), including the authorisation-institution of any legal proceedings, to protect the position of the Authority. In such cases, the Chief Executive will report the any action taken to the Authority.	Directors Solicitor or Chief Financial Officer
(6) To take appropriate action to preserve the Authority's position pending the scrutiny by the Authority of local and personal Parliamentary Bills, statutory orders and instruments or any other proposal, plan, scheme or other matter affecting the interests of the Broads.	Directors Solicitor or Chief Financial Officer
(7) To make arrangements to make sure ensure that all expenditure is regularly monitored regularly against approved budgets, and that any significant overspends over expenditures are reported to the Authority or any appropriate committee .	Director of Strategic Services Chief Financial Officer

2(b) Finance and audit matters

Powers delegated to Chief Executive	Other authorised officers
(8) To be responsible for regulating and controlling the Authority's financial resources of the Authority in order to achieve the its objectives of the Authority .	Retained by Chief Executive

Powers delegated to Chief Executive	Other authorised officers
(9) To transfer expenditure between budget heads, provided that the action taken complies with Financial Regulations, is consistent with the Authority's policy and does not conflict with any decisions taken by the Authority or any of its committees.	Directors, in consultation with Chief Financial Officer
(10) To manage the Authority's insurances, in accordance with overall guidelines specified by the Treasurer and Financial Adviser.	Chief Financial Officer
(11) To make sure ensure that arrangements are in place to pay all sums to creditors.	Chief Financial Officer
(12) To approve the Selective Tendering standing list of contractors to be invited to submit tenders, where the estimated value of the contract does not exceed £50,000.	Directors and Chief Financial Officer

2(c) Personnel matters

Powers delegated to Chief Executive	Other authorised officers
(13) To determine the current and future Authority's staffing requirements and organisational structure of the Authority , including amendments to the its Authority's staff establishment.	Retained by Chief Executive
(14) To determine matters relating to the remuneration and conditions of service of <u>all</u> employees in accordance with the national conditions of service and the Authority's Scheme of Local Conditions of Service.	Directors, in consultation with Head of Human Resources Management Team – in agreement between Directors and Chief Financial Officer
(15) To adopt local agreements in respect of conditions of service where there are no unresolved objections from trade unions or members of staff.	Directors, in consultation with Head of Human Resources Management Team – in agreement between Directors and Chief Financial Officer

Powers delegated to Chief Executive	Other authorised officers
<p>(16)</p> <p>(a) To appoint staff, subject to such appointments being made in accordance with the Business Plan and subject to the availability of sufficient funding being available in the appropriate budget (and subject in the case of Directors to consultation with the Chair of the Authority and appropriate Committee Chair).</p> <p>(b) If the appointment is to a Director position, to consult with the Chair of the Authority and any other appropriate committee chair.</p>	<p>In respect of (a), Directors in consultation with Head of Human Resources</p> <p>In respect of (b), retained by Chief Executive</p>
<p>(17) To determine politically restricted posts in accordance with the provisions of the Local Government and Housing Act 1989 s2.</p>	<p>Management Team – in agreement between Directors and Chief Financial Officer</p>
<p>(18) To appoint the Broads navigation officer and any deputy (after consultation with the Navigation Committee) in accordance with s10(7) of the Norfolk and Suffolk Broads Act 1988.</p>	<p>Director of Operations Retained by Chief Executive</p>
<p>(19) To determine matters concerned with employee relations generally within the Authority, including the recognition of appropriate trade unions and the establishment of an appropriate consultative and negotiating machinery processes.</p>	<p>Directors Head of Human Resources Management Team – in agreement between Directors and Chief Financial Officer</p>
<p>(20) To determine health and safety matters.</p>	<p>Directors Head of Safety Management Director of Operations</p>
<p>(21) — To establish, implement and authorise the use (by appropriate officers) of policies and procedures for the appointment, dismissal and discipline of staff and determination of all matters relating to the employment of staff and the conditions on which they are employed.</p> <p>(22)(21) To determine all matters relating to the employment and management of Authority officers, including but not limited to those relating to</p>	<p>Directors or Chief Financial Officer or Head of Human Resources</p>

Powers delegated to Chief Executive	Other authorised officers
appointment (in accordance with C (16) above), and terms and conditions of employment, discipline and dismissal, in accordance with the Authority's policies and procedures .	
(23) (22) In disciplinary cases involving officers and staff, to In disciplinary cases involving officers and staff, to convene an Appeals Panel to hear and determine appeals in relation to disciplinary, grievance and other personnel-related matters.	Directors or Chief Financial Officer or Solicitor Monitoring Officer
(24) (23) In disciplinary cases involving a Director, to be the Chair of the disciplinary hearing, and in consultation with the Chairman to In disciplinary cases involving a Director, to be the Chair of the disciplinary hearing, and in consultation with the Chairman to establish a Member Appeals Panel of three members.	Solicitor and Monitoring Officer and Head of Human Resources
(25) (24) To extend an employee's period of sick leave on full pay or half pay for a period not exceeding twelve months.	Management Team – in agreement between Directors and Chief Financial Officer Directors, in consultation with Head of Human Resources
(26) (25) To reimburse the costs of damage to an employee's personal property up to a maximum of £5,000 in any one case, provided the Chief Executive is satisfied that the damage was caused as a result of the employee pursuing Authority business.	Directors, in consultation with Head of Human Resources Retained by Chief Executive
(27) (26) To authorise the payment of any ex-gratia payments or honoraria to an employees up to a maximum of £5,000.	Retained by Chief Executive Directors, in consultation with Head of Human Resources
(28) (27) To authorise the payment of any severance or settlement payments to a former employees up to a maximum of £5,000.	Management Team – in agreement between Directors and Chief Financial Officer Directors, in consultation with Head of Human Resources
(29) (28) To exercise the discretions as set out in paragraphs 3 (where there are no financial	Management Team – in agreement between Directors and Chief

Commented [MC5]: **Gemma Waldock, Solicitor:** We have made this power much broader to give the Chief Executive power to deal with all staffing matters.

Powers delegated to Chief Executive	Other authorised officers
implications for the Authority), 6, 7, 10 and 11 of the Authority's Local Pension Scheme Policy Statement.	Financial Officer, in consultation with Head of Human Resources Directors Head of Human Resources

2(d) Land

Powers delegated to Chief Executive	Other authorised officers
(30) (29) To approve the acquisition by the Authority of: (i) the leasehold interest in property for any term to an annual rent not exceeding £25,000 10,000 ; (ii) the freehold interest in property at a price not exceeding £75,000 25,000 .	Management Team – in agreement between Directors and Chief Financial Officer Directors
(31) (30) To approve increases in rent not exceeding £20,000 10,000 per annum.	Management Team – in agreement between Directors and Chief Financial Officer Directors
(32) (31) To enter into permissive path agreements and access agreements.	Head of Strategy and Projects Senior Waterways and Recreation Officer Head of Construction, Maintenance & Ecology
(33) (32) After taking appropriate advice, to authorise and approve the granting, securing or variation of leases or licences, wayleaves, easements and highway dedications over the Authority's land.	Management Team – in agreement between Directors and Chief Financial Officer Directors
(34) (33) To give written notice proposing to seek permission for Authority development or the development of land vested in the Authority which it does not propose to carry out itself, in accordance with the Town and Country Planning General Regulations 1992.	Director of Strategic Services or Head of Planning

Commented [GW6]:
(Solicitor)
(29) These suggested figures will provide increased flexibility for the Chief Executive. Ultimately, it is for the Authority to decide what the appropriate figures should be.

Comparison to other bodies:

Exmoor National Park Authority (2014)

Chief Executive
Freehold – Not exceeding £50,000
Leasehold – Annual rent does not exceed £20,000

Dartmoor National Park Authority (2019)

Chief Executive
Freehold land – Not exceeding £10,000
Leasehold land – Annual rent does not exceed £2,500 (for term not exceeding 21 years).

Chelmsford City Council (2019)

Director of Financial Services
Negotiate and agree (taking valuation advice where appropriate) terms for all leases, sales and other disposals of land and/or buildings, and purchases or other acquisitions of land and or buildings, after consultation with the Cabinet Member for Fairer Chelmsford, up to a value of £200,000.

North Norfolk District Council (2020)

To have delegated authority to acquire and dispose of any property interest in accordance with the Council's Policy on acquisition and disposal up to a value of the Key Decision limit, currently £100,000 (including lease disposal, acquisition and renewal), in consultation with the Chief Financial Officer (if not the Head of Service), the Portfolio Holder and local member.

Powers delegated to Chief Executive	Other authorised officers
(35) (34) To authorise named officers to enter land (including buildings) for the purpose of surveying, investigation, prosecution or enforcement in connection with any of the Authority's functions.	Directors
(36) (35) To authorise the disposal of land and property to a maximum value of £25,000, in accordance with advice from the Authority's Property Advisers.	Management Team – in agreement between Directors and Chief Financial Officer Directors
(37) (36) To authorise maintenance works on Authority owned, leased or rented land up to a ceiling figure of £10,000 or within any budget provision made for such works (whichever is higher).	Directors

2(e) Planning [and heritage](#)

Note: Where reference is made to 'Planning Team', it includes the following roles: Planning Policy Officer, Senior Planning Officer, Planning Officer, Planning Assistant, Historic Environment Manager, Planning Officer (Heritage), Planning Officer (Compliance and Implementation), [planning administration team](#).

Powers delegated to Chief Executive	Other authorised officers
(38) (37) All planning applications ² are considered to fall within the delegation scheme and will be determined by officers, unless: <ul style="list-style-type: none"> (i) it is for a major development as defined in the Town and Country Planning (General Development Management Procedure) (England) Order 2015⁹; (ii) the application represents a departure from the development plan policies, including the Broads Local Plan/Local Development Framework and any relevant policy adopted by the Authority, and it is proposed to grant planning permission; 	Director of Strategic Services or Head of Planning or Senior Planning Officer

² The applications and notification shall include planning permission, approval of reserved matters, advertisement consent, listed building consent, conservation area consent, ~~prior approval applications~~ submitted under the Town and Country Planning (General Permitted Development) Order 1995 and consent under the Hazardous Substances regulations. ©

Powers delegated to Chief Executive	Other authorised officers
<p>(iii) objections are received from any statutory consultee (excluding parish councils) in respect of any proposed development within the 21-day period for consultation, and it is proposed to grant planning permission;</p> <p>(iv) representations are received in writing from parish councils in respect of any proposed development within the 21-day period for consultation where these raise material planning considerations of significant weight;</p> <p>(v) representations are received in writing from other persons in respect of any proposed development within the 21-day period for consultation where these raise material planning considerations of significant weight;</p> <p>(vi) any member of the Authority requests, within 21 days of receipt of the schedule of planning applications, that the application is placed before the Planning Committee for a decision, and provides a material planning reason of significant weight for that request <u>appropriate planning reasons</u> in writing;</p> <p>(vii) the Ward member of the relevant District Council requests, within 21 days of receipt of the schedule of planning applications, that the application is placed before the Planning Committee for a decision, and provides a material planning reason of significant weight for that request <u>appropriate planning reasons</u> in writing;</p> <p>(viii) the Director of Strategic Services considers that the matter ought more appropriately to be referred to the <u>Planning</u> Committee for a decision;</p> <p>(ix) any <u>Authority</u> member or member of staff of the Authority (including co-opted members of the Navigation Committee) <u>or Authority officer</u> is involved in the application.</p>	
<p>(38) <u>In respect of planning applications:</u></p>	<p><u>Director of Strategic Services or Head of Planning or</u></p>

Powers delegated to Chief Executive	Other authorised officers
<p>(i) <u>to sign and issue the formal decision notices on planning matters that have been before the Planning Committee or determined under delegated powers;</u></p> <p>(ii) <u>to impose detailed conditions on planning permissions granted by the Authority (including deemed permissions);</u></p> <p>(iii) <u>to determine the appropriate grounds where permission is either refused or approved;</u></p> <p>(iv) <u>to refuse a planning application, if within six months of any decision to enter into a Section 106 Agreement by Committee that Agreement has not been signed;</u></p> <p>(v) <u>to settle the terms of Section 106 Agreements required in connection with planning applications, including amendments to existing Section 106 agreements.</u></p>	<p><u>Senior Planning Officer</u></p>
<p>(39) To approve details submitted in accordance with a condition of a planning consent.</p>	<p>Director of Strategic Services <u>or</u> Head of Planning <u>or</u> <u>Senior Planning Officer</u></p>
<p>(40) To determine reasons for decisions.</p>	<p>Director of Strategic Services <u>or</u> Head of Planning <u>or</u> <u>Senior Planning Officer</u></p>
<p>(41) To formally discharge planning conditions upon compliance.</p>	<p>Director of Strategic Services <u>or</u> Head of Planning <u>or</u> <u>Senior Planning Officer</u></p>
<p>(42) <u>In respect of non-material amendments to planning applications:</u></p> <p>(i) <u>to define in individual cases what constitutes a non-material amendment; and</u></p> <p>(ii) <u>to determine applications for non-material amendments except in cases that fall within paragraph 37 (ix) of this scheme.</u></p>	<p><u>In respect of (i), Head of Planning or member of Planning Team</u></p> <p><u>In respect of (ii), Director of Strategic Services or Head of Planning or Senior Planning Officer</u></p>
<p>(43) <u>In respect of Prior Approval applications, to exercise the power available to the Authority with regard to</u></p>	<p><u>Director of Strategic Services or</u></p>

Powers delegated to Chief Executive	Other authorised officers
<u>the siting, design and external appearance and all other matters.</u>	<u>Head of Planning or Senior Planning Officer</u>
<u>(44) To determine which planning applications should be referred to the Navigation Committee for consultation, in accordance with Section 9 (6) (a) (iv) of the Norfolk and Suffolk Broads Act 1988.</u>	<u>Director of Strategic Services or Head of Planning or Senior Planning Officer</u>
<u>(45) In respect of applications for a Lawful Development Certificate (Existing or Proposed):</u> <u>(i) to consider and determine the application on the facts presented, subject to consultation with the Authority's solicitor in complex cases or where the evidence is not clear; and</u> <u>(ii) to sign and issue the formal decision.</u>	<u>Director of Strategic Services or Head of Planning or Senior Planning Officer</u>
<u>(42)(46) To serve Breach of Condition Notices, Planning Contravention Notices, and Section 330 Notices and Section 215 Notices.</u>	<u>Director of Strategic Services or Head of Planning or Planning Officer (Compliance and Implementation)</u>
<u>(43)(47) In cases of urgency and subject to consultation (if possible) with the Chair, or in the absence of the Chair the Vice-Chair, of the Planning Committee:</u> <u>(i) to serve Building Preservation Notices;</u> <u>(ii) to issue Listed Building Enforcement Notices and Conservation Area Enforcement Notices;</u> <u>(iii) to issue Enforcement Notices, Stop Notices and Temporary Stop Notices;</u> <u>(iv) to take enforcement action in respect of unauthorised advertisements.</u>	<u>Director of Strategic Services, or:</u> <u>· in respect of (i) and (ii), Historic Environment Manager or Head of Planning</u> <u>· in respect of (iii) and (iv), Head of Planning</u>
<u>(48) In respect of Conservation Areas:</u> <u>(i) to agree the scope of a Conservation Area reappraisal (existing) or appraisal (new) with the relevant District Council;</u>	<u>Director of Strategic Services or Head of Planning or Historic Environment Manager</u>

Powers delegated to Chief Executive	Other authorised officers
<p>(ii) <u>to undertake an assessment of an existing Conservation Area and prepare a draft reappraisal for consultation; and</u></p> <p>(iii) <u>to identify areas suitable for Conservation Area designation and prepare a draft appraisal for consultation.</u></p>	
<p>(49) <u>In respect of Tree Preservation Orders:</u></p> <p>(i) to <u>make and serve Tree Preservation Orders;</u></p> <p>(ii) to, and confirm non-controversial <u>Tree Preservation Orders where no objection in writing to the provisional Order has been received.</u></p>	<p>Director of Strategic Services <u>or</u> <u>Head of Planning or</u> Historic Environment Manager</p>
<p>(50) (i) <u>To deal with applications to lop, top and fell trees in Conservation Areas.</u></p> <p>(ii) <u>To determine applications to lop, top or fell trees within Tree Preservation Orders or Groups.</u></p>	<p><u>Director of Strategic Services or</u> <u>Head of Planning or</u> Historic Environment Manager</p>
<p>(51) <u>To implement the Hedgerow Regulations 1997 in authorising rights of entry, administrative consultation arrangements and the use of outside assistance.</u></p>	<p><u>Director of Strategic Services or</u> <u>Head of Planning or</u> Historic Environment Manager</p>
<p>(44)(52) <u>To comment on non-controversial felling licence applications and broadleaved woodland grant schemes.</u></p>	<p>Director of Strategic Services <u>or</u> <u>Head of Planning or</u> Historic Environment Manager</p>
<p>(45)(53) <u>To make observations to respond to consultations from the Forestry Commission on applications for grants and Forestry Grant Schemes and consultations over dedication schemes and the Commission's own new planting proposals in relation to areas up to 10 hectares.</u></p>	<p>Director of Strategic Services <u>or</u> <u>Head of Planning or</u> Historic Environment Manager</p>
<p>(54) <u>To give observations in respect of development by other authorities, government departments and statutory undertakers, subject to consideration by the</u></p>	<p><u>Director of Strategic Services or</u> <u>Head of Planning or</u> Senior Planning Officer <u>or</u></p>

Powers delegated to Chief Executive	Other authorised officers
<u>Planning Committee of those applications that have serious implications for the Broads.</u>	<u>Historic Environment Manager</u>
To deal with notices to lop, top and fell trees in conservation areas.	Director of Strategic Services Historic Environment Manager
To determine applications to lop, top and fell trees protected by Tree Preservation Orders or Groups.	Director of Strategic Services Historic Environment Manager
(46)(55) To submit observations on environmental issues and to lodge holding objections in respect of applications for Goods Vehicle Operators Licences.	Director of Strategic Services <u>or</u> Historic Environment Manager <u>or</u> Head of Planning
(47)(56) To reply to consultation on certified sites for camping and caravanning and for caravan and tent rally sites.	Director of Strategic Services <u>or</u> Head of Planning <u>or</u> <u>member of Planning Team</u>
(1) — In respect of planning applications: (ii) to sign and issue the formal decision notices on planning matters which have been before the Planning Committee or determined under delegated powers. (iii) to impose detailed conditions on planning permissions granted by the Authority (including deemed permissions). (iv) to determine the appropriate grounds where permission is either refused or approved. (v)(i) to refuse a planning application, if within six months of any decision to enter into a Section 106 Agreement by Committee, that Agreement has not been signed.	Director of Strategic Services Head of Planning
To determine which planning applications should be referred to the Navigation Committee for	Director of Strategic Services Head of Planning

Powers delegated to Chief Executive	Other authorised officers
consultation in accordance with Section 9 (6)(a)(iv) of the Norfolk and Suffolk Broads Act 1988.	Navigation Officer
(48)(57) To determine whether an environmental impact assessment is required, and to agree the scope of any environmental statement under the Environmental Impact Regulations 1999 <u>2017</u> .	Director of Strategic Services <u>or</u> Head of Planning <u>or</u> <u>Senior Planning Officer</u>
To determine whether to exercise the discretionary power available to the Authority with regard to the siting, design and external appearance of agricultural and forestry buildings and the siting and means of construction of private roads for agricultural and forestry purposes.	Director of Strategic Services Head of Planning
(49)(58) To determine whether applications are likely to have a significant effect on a European Site, following consultation with Natural England, under the terms of the Conservation (Natural Habitats Etc) Regulations 1994.	Director of Strategic Services or Head of Planning, in consultation with Senior Ecologist <u>Environment Policy Adviser</u>
To implement the Hedgerow Regulations 1997 in authorising rights of entry, administrative consultation arrangements and the use of outside assistance.	Director of Strategic Services Historic Environment Manager
To give observations in respect of development by other authorities, government departments and statutory undertakers where there are no outstanding objections which cannot be met within the terms of the observations.	Director of Strategic Services Head of Planning
To determine Forestry Grant applications up to £5,000.	Director of Strategic Services Historic Environment Manager
(50)(59) To respond to consultations on planning applications in respect of land outside the Authority's Executive Area, subject to consideration by the Planning Committee of those applications that have serious implications for the Broads, either in landscape or environmental terms.	Director of Strategic Services <u>or</u> Head of Planning <u>or</u> <u>Senior Planning Officer</u>

Powers delegated to Chief Executive	Other authorised officers
<p>(60) <u>In respect of applications that are located across the boundary of the Authority's area and partly in the area of the adjacent LPA:</u></p> <p>(i) <u>to consider and decide whether the application should be dealt with by one or both LPAs; and</u></p> <p>(ii) <u>to delegate to the adjacent LPA where appropriate; or</u></p> <p>(iii) <u>to determine the applications on behalf of both LPAs.</u></p>	<p><u>Head of Planning or member of Planning Team</u></p>
<p>(51)(61) <u>To fulfil the Authority's role as a Competent Authority with regard to consideration of development proposals affecting Special Protection Areas and Special Areas of Conservation in the Broads, including the determination of Appropriate Assessments.</u></p>	<p>Director of Strategic Services or Head of Planning, in consultation with Senior Ecologist <u>Environment Policy Adviser</u></p>
<p>(1) <u>In respect of non-material amendments to planning applications:</u></p> <p>(ii) <u>to define in individual cases that constitutes a non-material amendments; and</u></p> <p>(iii)(i) <u>to determine applications for non-material amendments except in cases that fall within paragraph 37(ix) of this Scheme.</u></p>	<p>Director of Strategic Services Head of Planning</p>
<p>To settle the terms of Section 106 Agreements required in connection with planning applications, including amendments to existing Section 106 Agreements.</p>	<p>Director of Strategic Services Head of Planning</p>
<p>(62) <u>To make recommendations to Historic England on buildings worthy of inclusion on the national list of buildings of historical or special interest.</u></p>	<p><u>Director of Strategic Services or Head of Planning or Historic Environment Manager</u></p>
<p>(63) <u>To respond to consultations on planning policy documents in respect of land outside the Authority's Executive Area, subject to consideration by the</u></p>	<p><u>Director of Strategic Services or Head of Planning or Planning Policy Officer</u></p>

Powers delegated to Chief Executive	Other authorised officers
<u>Planning Committee of those documents that have serious implications for the Broads.</u>	

2(f) Recreation and tourism

Powers delegated to Chief Executive	Other authorised officers
<p>(52)(64) To exercise the powers and duties of the Authority in accordance with the overall policy determined by the Authority in relation to the following matters:</p> <ul style="list-style-type: none"> (i) tourism, including interpretation, information and associated visitor services; (ii) common land; (iii) access to open country; (iv) open spaces; (v) caravan, camping and picnic sites; (vi) recreation provision and associated facilities, including car parks and public toilets; (vii) country parks; (viii) public paths (except where delegated to the Planning Committee); (ix) the provision of accommodation, meals, refreshments, parking places and toilets; (x) environmental education; (xi) staithe. 	<p>In respect of (i), Head of Communications.</p> <p>In respect of (ii), (iii), (iv), (vi), (vii) and (viii), Head of Ranger Services. or/ Deputy Head of Ranger Services.</p> <p><u>In respect of</u> (v), (vi) and (xi), Head of Strategy and Projects <u>Head of Construction, Maintenance & Ecology and Senior Waterways & Recreation Officer.</u></p> <p>In respect of (x), Education Officer.</p>
<p>(53)(65) To confirm orders creating, diverting, extinguishing or downgrading public paths in respect of which there is no unresolved objection.</p>	<p>For Orders not made under the Town and Country Planning Act, Head of Strategy and Projects <u>Construction, Maintenance & Ecology</u> or/ Senior Waterways and <u>& Recreation Officer.</u></p>

Powers delegated to Chief Executive	Other authorised officers
	For Orders made under the Town and Country Planning Act only, Director of Strategic Services or Head of Planning.
<p>(54)(66) To respond to consultations from other public authorities on proposals to create, divert, extinguish or downgrade public rights of way.</p>	<p>Head of Construction, Maintenance & EcologyStrategy and Projects and Senior Waterways and & Recreation Officer.</p>

2(g) Conservation

Powers delegated to Chief Executive	Other authorised officers
<p>(55)(67) To exercise the powers and duties of the Authority in accordance with the overall policies determined by the Authority in relation to the following matters:</p> <ul style="list-style-type: none"> (i) responding to notifications of operations within the Broads under Section 5(2) of the Norfolk and Suffolk Broads Act 1988; (ii) nature reserves; (iii) land drainage (including the preparation and review of a code of practice for drainage works); (iv) water quality; (v) responding to consultations on proposals to discharge trade and sewage effluent; (vi) responding to notifications on the making of farm capital grants; (vii) nature conservation (except where other provision is made in this scheme), including woodland and fen management, grazing marshes, research, site management and grant aid for conservation purposes; and 	<p>In respect of (i), (ii), (iii), (iv), (v), (vi), (vii) and (viii), Senior Ecologist Environment Policy Adviser.</p> <p>In respect of (v), Head of Construction, Maintenance & Ecology Strategy and Projects and Senior Waterways and & Recreation Officer.</p> <p>In respect of (vii), Environment & Design Supervisor.</p>

Powers delegated to Chief Executive	Other authorised officers
(viii) the designation of areas of natural beauty under Section 4 of the Norfolk and Suffolk Broads Act 1988.	
(56) (68) To respond to consultations under Section 36 of the Control of Pollution Act 1974.	Director of Operations Head of Strategy and Projects Senior Ecologist Head of Construction, Maintenance & Ecology or Environment Policy Adviser.
(57) (69) To enter into management agreements under Section 39 of the Wildlife and Countryside Act 1981 up to £20,50000 per annum for <u>the duration of the lease agreement, maximum of 21 years, limited to a period of 25 years.</u>	Senior Ecologist Environment Policy Adviser or Environment & Design Supervisor
(58) (70) To make holding objections to the making of farm capital grants.	Senior Ecologist Environment Policy Adviser
(59) (71) To make representations to the Environment Agency following notification of applications for significant discharges under Section 36 of the Control of Pollution Act 1974.	Director of Operations or Head of Strategy and Projects Senior Ecologist Head of Construction, Maintenance & Ecology or Environment Policy Adviser
(60) (72) To make written representation on applications received under the Water Resources (Licences) (Amendment) Regulations 1989.	Director of Operations Head of Strategy and Projects Senior Ecologist Head of Construction, Maintenance & Ecology or Environment Policy Adviser
(61) (73) To fulfil the Authority's role as a Competent Authority with regard to consideration of proposed works affecting Special Protection Areas, Special Areas of Conservation and stipulated species in the Broads, including the determination of Appropriate Assessments.	Head of Strategy and Projects Senior Ecologist Environment Policy Adviser or Ecology & Design Supervisor

2(h) Navigation

Powers delegated to Chief Executive	Other authorised officers
<p>(62)(74) Arising from <u>In respect of</u> the Norfolk and Suffolk Broads Act 1988 (as amended):</p> <p>(i) To exercise the following powers and duties of the Authority, in accordance with the overall policy determined by the Authority in relation to such matters and, where appropriate, in consultation with the Navigation Committee:</p> <p>(ii) the maintenance and improvement of the navigation area;</p> <p>(iii) the creation of public rights of navigation;</p> <p>(iv) the provision of moorings and other navigational facilities;</p> <p>(v) the closure of waterways (other than for nature conservation purposes);</p> <p>(vi) the repair of landing places, embankments, private moorings and other similar structures.</p> <p>(vii) To determine works licences.</p> <p>(viii) To seek modifications to plans submitted with applications for works licences.</p> <p>(ix) To enforce works licences.</p> <p>(x) To remove obstructions from waterways.</p> <p>(xi) To dispose of dredgings.</p> <p>(xii) To authorise named officers to require owners of craft to give information of the person in charge of their craft at any time, under Schedule 5, paragraph 9.</p> <p>(xiii) To serve Notices under paragraphs 11 and 12 of Schedule 5 (which relate to the repair of landing places, etc and the removal of wrecks, etc) and to enforce such Notices. In the case of the removal of wrecks, this is subject to such vessels being raised and removed to a place of safety allowing an owner to be given prior notice to destruction, unless it had</p>	<p>In respect of (i), Director of Operations.</p> <p>In respect of (ii), (iv), (vi), (vii) and (xi), Director of Operations or, Head of Construction, <u>Maintenance & Ecology,</u> Design Supervisor, and Rivers Engineer.</p> <p>In respect of (iii), the Director of Operations, Head of Construction and Maintenance, Environment and Design Supervisor, and Rivers Engineer.</p> <p>In respect of (iv), the Director of Operations and Rivers Engineer.</p> <p>In respect of (v), (xii), (xiii), (xiv) and (xv), Director of Operations and or Head of Ranger Services.</p> <p>In respect of (vi), the Director of Operations, Head of Construction and Maintenance, Environment and Design Supervisor, and Rivers Engineer.</p> <p>In respect of (vii), the Director of Operations and Head of Ranger Services.</p> <p>In respect of (viii), Director of Operations, Head of Construction, and <u>Maintenance & Ecology,</u> and or Head of Ranger Services.</p>

Commented [MC7]: **Note:** Dedicating a new right of public navigation would add considerable financial liabilities to the Authority outside of officer delegations. It is considered that this decision should be for the full Authority after consultation with the Navigation Committee.

Powers delegated to Chief Executive	Other authorised officers
<p>to be destroyed in situ as a result of its size and/or position.</p> <p>(xiv) To mitigate oil pollution either as the harbour authority or if necessary as an agent for the Environment Agency.</p> <p>(xv) To discount cargo tolls.</p>	<p>In respect of (ix), Director of Operations, Head of Safety Management or Head of Ranger Services.</p> <p>In respect of (x), Director of Strategic Services.</p>
<p>(63)(75) In respect of the Speed Limit Byelaws 1992:</p> <p>(i) to approve registration marks for vessels.</p>	<p>Director of Operations Head of Information Technology and Collector of Tolls</p>
<p>(64)(76) In respect of the Navigation Byelaws 1995:</p> <p>(i) giving consent or approval to the following activities and imposing conditions on those consents or approvals:</p> <ol style="list-style-type: none"> a. towing; b. the use of blue lights and light signals; c. stern on or bow on mooring, approving places for such mooring and designating times when this is permitted; d. the mooring of vessels otherwise than broadside to a bank; e. anchoring in a channel; f. the turning of vessels; g. pyrotechnics; h. use of firearms; i. fun events; <p>(ii) restricting mooring at specific places;</p> <p>(iii) prohibiting vessels to be moored abreast at specific locations, imposing conditions in respect of multiple mooring and permitting exceptions to these restrictions;</p> <p>(iv) securing the removal of obstructions;</p> <p>(v) authorising officers to authorise passage through Carrow Bridge;</p>	<p>Director of Operations <u>or</u> Head of Ranger Services</p>

Powers delegated to Chief Executive	Other authorised officers
<ul style="list-style-type: none"> (vi) giving directions in respect of precautions to be taken when loading and unloading vessels; (vii) appointing assistants to the Navigation Officer. 	
<p>(65)(77) In respect of the Vessel Registration Byelaws 1997:</p> <ul style="list-style-type: none"> (i) to request copies of registration certificates; (ii) to charge a fee for replacing certificates; (iii) to determine position of toll receipt on vessels; (iv) to prescribe the form of a toll application and specifying the details to be included in it; (v) to designate areas which private watercraft can use and prescribing the conditions for such use. 	<p>In respect of (i), (iii) and (v), the Director of Operations and the Head of Ranger Services or- In respect of (ii) and (iv), the Head of Information Technology & Collector of Tolls.</p>
<p>(66)(78) In respect of the Broads Authority Act 2009:</p> <ul style="list-style-type: none"> (i) enforcing directions relating to the loading and unloading of vessels (section 10); (ii) exercising the powers and duties relating to the registration and licensing of vessels (section 11); (iii) designating authorised officers for the purpose of: <ul style="list-style-type: none"> a. entering and inspecting vessels and exercising related powers (section 17); b. exercising powers relating to unsafe vessels (section 19); (iv) determining whether a vessel is unsafe (section 18). (In this respect, it is intended that the authorised officers include qualified Boat Safety Scheme examiners and qualified Marine Surveyors); (v) exercising the powers and duties relating to the removal of unsafe vessels (section 20); (vi) designating authorised officers for the purposes of: <ul style="list-style-type: none"> a. requesting information about vessels (section 21); b. entering land, including adjacent waters (section 24); 	<p>In respect of (iv), (vi), (viii)(c) and (xi), Director of Operations, Head of Ranger Services and Head of Safety Management.</p> <p>In respect of (ix) and (x), Head of Construction and Maintenance & Ecology.</p> <p>In respect of (ii), (viii)(c) and (xi), the Head of Information Technology & Collector of Tolls.</p>

Powers delegated to Chief Executive	Other authorised officers
<ul style="list-style-type: none"> c. the inspection provisions in hire boat licences; (vii) serving notices requiring information from: <ul style="list-style-type: none"> a. masters and owners, etc as to vessels (section 22); b. landowners, etc as to vessels (section 23); (viii) exercising the following functions relating to water-skiing and wakeboarding: <ul style="list-style-type: none"> a. displaying directional signs (section 28(1)); b. designating authorised officers for the purposes of giving directions as to water-skiing and wakeboarding (section 28(2)); c. issuing, cancelling and amending permits for water-skiing and wakeboarding (sections 27 and 30); (ix) removing vegetation that is an obstruction or danger to vessels in the navigation area including the service of notices (section 39); (x) serving notices and exercising default powers in respect of vegetation that obstructs or is a potential danger to vessels in the navigation area (section 39); (xi) powers and duties relating to the licensing of hire boats (section 40). 	

2(i) Broads Local Access Forum

Powers delegated to Chief Executive	Other authorised officers
<p>(67)(79) To appoint and reappoint members to the Broads Local Access Forum, in consultation with the Chairman of the Forum.</p>	<p>Solicitor and Monitoring Officer, in consultation with Head of Strategy and Projects</p> <p><u>Director of Strategic Services</u></p>

2(j) Miscellaneous

Powers delegated to Chief Executive	Other authorised officers
(68) (80) To remove abandoned vehicles.	Head of Ranger Services Deputy Head of Ranger Services
(69) (81) To accept gifts of property on behalf of the Authority.	Directors Management Team – in agreement between Directors and Chief Financial Officer
(70) (82) To approve single grant requests up to £10,000.	Management Team – in agreement between Directors and Chief Financial Officer
(71) (83) In consultation with the Solicitor, to To approve payments of up to £5,000 to complainants who have suffered a direct identifiable loss as a result of the Authority's actions.	Management Team – in agreement between Directors and Chief Financial Officer
(72) To write off: (lxxiii) — any obsolete stores or equipment, or loss of property not exceeding £5,000; (lxxiv) — all bad debts to a maximum of £5,000, where all reasonable recovery action has been exhausted.	Directors, in consultation with Chief Financial Officer
(77) (84) In relation to matters under the Members' Code of Conduct: (i) To appoint members to the Sustainable Development Fund Panel, in consultation with the Chairman of the Authority and Chairman of the Panel, in accordance with any guidelines specified by the Authority about the overall membership of the Panel. (ii)(i) To appoint three members of the Authority (from a group of six nominated by the Authority at its annual meeting), and an Independent Person as a co-opted non-voting member, to a Hearings Committee to hear and determine allegations of breaches of the Code of Conduct referred to it by the Monitoring Officer.	Solicitor and Monitoring Officer

Powers delegated to Chief Executive	Other authorised officers
(iii) (ii) <u>To determine the procedure to be followed by the Hearings Committee.</u>	

5. Powers delegated to the Chief Executive to instruct a that can be delegated to an appointed Solicitor

~~5.1 The Chief Executive may delegate the following powers to a Solicitor employed by Birketts LLP or by Nplaw.~~

~~5.25.1~~ To institute, settle and enforce as appropriate, claims and proceedings:

- a. for the possession of property belonging to the Authority or for protection against trespass;
- b. for the recovery of fees, tolls, rent and other sums owing to the Authority;
- c. in respect of other financial loss suffered by the Authority.

~~5.35.2~~ To defend, counterclaim, settle, as appropriate, civil proceedings against the Authority, in relation to claims not covered by the Authority's insurance policies and to lodge an appeal.

~~5.45.3~~ To institute and prosecute proceedings relating to any function of the Authority and to lodge an appeal.

~~5.55.4~~ To defend or lodge an appeal in any criminal proceedings against the Authority.

~~5.65.5~~ To determine applications for Certificates of Lawful Use and for Certificates of Lawfulness of Proposed Use or Development.

~~5.75.6~~ To serve notices requiring information to be given as to interests in land and, if necessary, to institute proceedings for failure to respond.

~~5.85.7~~ In cases of urgency and after consultation (if possible) with the Chair, or in the absence of the Chair the Vice-Chair, of the Planning Committee:

- a. to issue Listed Building Enforcement Notices and Conservation Area Enforcement Notices concurrently with District Officers;
- b. to issue Enforcement Notices, Stop Notices Temporary Stop Notices and Article 4 Directions;
- c. to take enforcement action in respect of unauthorised advertisements.

~~5.95.8~~ To authorise officers who otherwise have no right of audience to appear in Magistrates Court and County Court proceedings.

~~5.105.9~~ To execute deeds, contracts and other legal documents on behalf of the Authority to give effect to decisions taken by the Authority, its committees, the Chief Executive or other officers exercising delegated powers.

~~5.115.10~~ To make minor amendments to the Authority's constitutional documents such as to give effect to changes to job titles, reflect legislative changes and to improve layout or correct typographical errors.

~~5.125.11~~ To implement policies and procedures and take appropriate steps to protect the Authority from unlawful disclosure of personal information and to report data breaches to the data regulatory authority.

6. Powers delegated to the Chief Financial Officer

- 6.1 To be responsible for the proper administration of the Authority's financial affairs in accordance with section 17 of the Norfolk and Suffolk Broads Act 1988, including:
 - a. the regulation and control of finance, and the making of safe and efficient arrangements for the receipts of monies;
 - b. ~~audit commission~~External and internal audit matters, including the appointment of auditors;
 - c. pension fund matters; and
 - d. insurances.
- 6.2 To make suitable arrangements for the investment and realisation of short-term monies surplus to the Authority's requirements.
- 6.3 To operate the Authority's bank accounts, including:
 - a. to arrange overdraft facilities as and when necessary and within such limits as may be approved by the Authority from time to time;
 - b. to arrange the opening, operation and closing of such subsidiary bank accounts as are deemed necessary for the control of, and accounting for, the Authority's money;
 - c. to manage the day-to-day cash resources of the Authority and arrange such temporary borrowing or investment of surplus money as is deemed necessary;
 - d. to negotiate and receive or repay loans subject to the receipt of the necessary government sanctions and consents.
- 6.4 In consultation with the Chief Executive, to write off:
 1. any obsolete stores or equipment, or loss of property not exceeding £25,000;
 2. all bad debts to a maximum of £25,000 where all reasonable recovery action has been exhausted.
- 6.5 To borrow in accordance with the Authority's policy.
- 6.6 To lend in accordance with the Authority's policy.

7. Powers delegated to the Monitoring Officer

[7.1](#) To carry out the statutory duties and powers of Monitoring Officer to the Authority under Sections 5 and 5A of the Local Government and Housing Act 1989 (as amended).

~~[7.17.2](#)~~ [To grant dispensations under Section 33 of the Localism Act 2011.](#)

(end of document)

Broads Authority

19 March 2021

Agenda item number 14

Committee calendar 2021/22

Report by Governance Officer

Purpose

To consider the calendar for meetings of the Broads Authority and its committees for the period August 2021 to July 2022 (Appendix 1).

Recommended decision

To approve the committee calendar for the period August 2021 to July 2022, subject to consultation with the Navigation Committee.

1. 2021/22 timetable

- 1.1. This report sets out the proposed calendar of meetings for the forthcoming committee year. The calendar runs from August 2021 to the annual general meeting (AGM) in July 2022 and takes account of the dates for public holidays and financial regulations, including approval of the Statement of Accounts. However, it should be noted that the Authority is also reliant on the ability of the external auditors to carry out their task.
- 1.2. The committee meeting dates are set to enable comments on agenda matters to be incorporated into reports to the Broads Authority. The meetings are set as follows: 4 Broads Authority meetings, plus 2 meetings that may be used for committee business and for member workshops/site visits; 13 four-weekly Planning Committee meetings, plus provisional Planning Committee site visits; 5 Navigation Committee meetings; 3 Audit and Risk Committee meetings and 4 Broads Local Access Forum meetings.
- 1.3. The calendar also includes dates for the Heritage Asset Review Group, a member working group that meets four times a year. Other meetings such as the annual Tolls Review Briefing and the Chairs Group are not included, as they are arranged on an ad hoc basis.

2. Change of time

- 2.1. The dates for all committees in 2021/22 follow a similar pattern to previous years, but it is proposed to move Navigation Committee, Broads Local Access Forum and Audit and Risk Committee meetings to 10am, in line with Broads Authority and Planning Committee meetings.

- 2.2. Broads Local Access Forum and Audit and Risk Committee members will be notified of the change at their March meetings. The Navigation Committee will have the opportunity to review the dates and change of time at its April meeting.

3. Statement of accounts - deadline

- 3.1. In response to the independent review into the oversight of local audit and the transparency of local authority financial reporting, the Ministry of Housing, Communities and Local Government intends to amend regulations to extend the deadline for publishing audited local authority accounts. This would move the date from 31 July to 30 September for a two-year period, after which the need for this extension will be reviewed.
- 3.2. The 2021/22 meeting dates for the Audit and Risk Committee (ARC) include a September meeting to coincide with the revised audit deadline date. The statement of accounts would subsequently be presented for approval and adoption by the Broads Authority on 24 September 2021.
- 3.3. This change in deadline date is temporary, covering the audit of the 2020/21 and 2021/22 accounting years. ARC meeting dates may revert back to July for the 2022/23 financial year. Members will be kept informed of any further updates.

4. Member development training days

- 4.1. In line with the financial timetable, the member training workshop on Finance and the Statement of Accounts is scheduled on 15 July 2021, prior to the Annual Meeting. The 2022 training date is to be confirmed.
- 4.2. Two annual training days for members of the Planning Committee (to which all Broads Authority members are invited) are scheduled in October/November and March/April. These follow a committee meeting. A Planning Design Tour is also scheduled on a two-yearly basis, with the next tour due in 2021. A date is to be confirmed.
- 4.3. The members' annual site visit is usually held in early July, and a provisional date for 2021 is 8 July. This will be dependent on Government Covid-19 restrictions being lifted.

5. Conclusion

- 5.1. Members are asked to approve the 2021/22 Committee calendar at Appendix 1. It should be noted that meeting dates and times may be subject to change and are dependent on the flexibility granted to the Broads Authority and Local Authorities to hold remote meetings during Covid-19 restrictions.

Author: Sarah Mullarney

Date of report: 02 March 2021

Appendix 1 – Committee calendar 2021/2022

Broads Authority committee calendar 2021/2022

Committee meetings	Day	Time	Jul 2021	Aug 2021	Sep 2021	Oct 2021	Nov 2021	Dec 2021	Jan 2022	Feb 2022	Mar 2022	Apr 2022	May 2022	Jun 2022	Jul 2022
Audit and Risk Committee	Tue	10am	20		21					8					12
Broads Authority (*BA business/member workshop/site visit)	Fri	10am	23		24*		19		28		18*		13		15
Member annual site visit	Thu		8												7
Broads Local Access Forum	Wed	10am			1			1			9			8	
Navigation Committee	Thu	10am			2	21			13			14		9	
Planning Committee	Fri	10am	16	13	10	8	5	3	7	4	4	1 29	27	24	22
Planning Committee site visit (provisional dates if required)	Fri	10am	2		3	1 22	26		21	18		8		10	1
Bank holidays				30				27 28	3			15 18	2	2 3	

Other meetings	Day	Time	Jul 2021	Aug 2021	Sep 2021	Oct 2021	Nov 2021	Dec 2021	Jan 2022	Feb 2022	Mar 2022	Apr 2022	May 2022	Jun 2022	Jul 2022
Broads Engage (public event)	Tbc	Tbc													
Heritage Asset Review Group (member group)	Fri	10am			17			17			11			17	
Parish Forum (public event)	Tbc	Tbc				13					16				
Bank holidays				30				27 28	3			15 18	2	2 3	