

Council

Agenda

Members of the Council

Mrs J Leggett (Chairman)	Mrs K A Vincent (Vice Chairman)
Mr A D Adams	Miss T E Lodge
Mrs C H Bannock	Mr I J Mackie
Mr D Buck	Mr Andrew M Mallett
Mr P H Carrick	Mrs T M Mancini-Boyle
Ms S J Catchpole	Mr I N Moncur
Mr S M Clancy	Mr G K Nurden
Mrs J K Copplestone	Mr F O'Neill
Mr S Dunn	Mr G Peck
Mr J J Emsell	Mr A J Proctor
Mr G Everett	Mr V Ray-Mortlock
Mr J F Fisher	Mr S Riley
Mr R R Foulger	Mrs B H Rix
Mr R F Grady	Mr D Roper
Mrs S C Gurney	Mr N C Shaw
Mr C Harrison	Mr M D Snowling MBE
Mr D G Harrison	Mr V B Tapp
Mrs L H Hemsall	Mrs S A Vincent
Miss J R Keeler	Mr D C Ward
Mr R J Knowles	Mr J M Ward
Mr B S Kular	Mr F Whymark
Mr T W Landamore	Mr D B Willmott
Miss S Lawn	Mr S D Woodbridge
Mr K G Leggett MBE	

Group meetings:

Conservative Group	Council Chamber Norfolk County Council (6.00pm)
Liberal Democrat Group	Cranworth Room Norfolk County Council (6.00pm)

Date

Thursday 12 July 2018

Time

7:00pm – Joint briefing for Broadland and South Norfolk Councils

8.00pm – Broadland Council meeting - (or on the rising of the joint briefing session if later)

Place

Council Chamber
Norfolk County Council
County Hall,
Martineau Lane,
Norwich
NR1 2DH

Contact

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Council
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@BDCDemServices

4 July 2018

The Openness of Local Government Bodies Regulations 2014

Under the above Regulations, any person may take photographs, film and audio-record the proceedings and report on all public meetings. If you do not wish to be filmed / recorded, please notify an officer prior to the start of the meeting. The Council has a protocol, a copy of which will be displayed outside of each meeting room and is available on request.

**The Chairman will ask if anyone wishes to
film / record this meeting**

A G E N D A

Page No

**The formal meeting will be preceded by a joint briefing session for
all members of Broadland and South Norfolk Councils on
collaborative working to be held in the Council Chamber at County
Hall, Norfolk County Council**

1 To receive declarations of interest under Procedural Rule no 8

2 Apologies for absence

3 [By Election – Aylsham Ward – 24 May 2018](#)

7

To note the results of the by-election

4 [Minutes](#)

8 - 15

To consider the Minutes of the meeting held on 15 May 2018

5 Matters Arising (if any)

6 Election of Leader

Following the appointment of Cllr Proctor as the Leader of Norfolk County Council and his subsequent resignation as Leader of Broadland District Council, Council is requested to appoint a new Leader for the remainder of the current municipal year.

Following the appointment of the Leader, the Leader will announce the names and designations of the Cabinet Members for the remainder of the 2018/19 municipal year

7 Announcements

To receive announcements from

(1) [The Chairman](#)

16

(2) The Vice Chairman

(3) The Leader

(4) Members of the Cabinet

(5) Head of Paid Service

8 Questions from the public

To consider any questions received from members of the public in accordance with Procedural Rule 10.

9 Public Speaking

To consider representation from the members of the public who have expressed the wish to convey their views on items on this agenda.

In accordance with the Constitution a total period of 15 minutes is allowed (each speaker may speak for 3 minutes only)

10 Overview and Scrutiny Committee

To receive the Minutes of the meetings held on

(1) 22 May 2018	17 – 19
(2) 29 May 2018	20 - 24
(3) 26 June 2018	25 - 32

11 Cabinet

(1) To receive the Minutes of the meeting held on 5 June 2018	33 – 37
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The following item requires consideration by Council:

Minute no: 9 - Non-Domestic Rate Business Growth Discount Policy	36
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To consider adoption of the Policy to implement a non-domestic rate business growth discount scheme	38 - 39
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(2) To receive the Decisions of the meeting held on 2 July 2018 – the Minutes of the meeting will follow	40 – 42 237 – 242
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The following item requires consideration by Council:

Item no 11 – Broadland and South Norfolk Feasibility Study	40
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This item will be dealt with at agenda item 12 below

12 Broadland and South Norfolk Feasibility Study

To consider the recommendation from the Cabinet meeting held on 2 July 2018 (agenda item 11 above refers)	40
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Report and copy of the Feasibility Study attached	43 - 45 and 46 - 159
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To consider the following Motion received under Procedural Rule 13 – proposed by Cllr S Riley, seconded by Cllr D Roper.

“The Council, in examining the Broadland & South Norfolk Feasibility Report, recognises in principle the potential benefits of collaborative working. Further, the Council understands the indicative points and nature of future savings re cost reductions. The indicative aspirations to benefit our residents, local businesses and our staff working to a larger strategic scale.

The Council recognises that the report points to risk due to the

indicative nature of the report at this feasibility stage and points to the need for an exit strategy should either council step- back from collaborative working. The Council further recognises that in the event of withdrawal at any stage over the next 5 year period there could be adverse consequences in terms of staff posts, departments that had been aligned and therefore service to residents. This may also result in any saving to that date being undermined in terms of budget to run the Council resulting in adverse costs to the Council. At this stage of the feasibility report it is not possible to fully quantify or mitigate for such an outcome over the next 5 years. In positive support of the Study Report, the Council recognises the need to better support the case for future collaborative working.

Therefore the Council resolves in support of the Feasibility Study Report and collaborative working.

(a) To commission a further robust and prudent stage, by conducting a business case study.

(b) To enable a comprehensive report of departments and staff requirements with a view of reducing risk and to minimise possible adverse effects on staff, the running of the Council, adverse costs and service to residents in the event of a withdrawal and to better support the case for the possibility of collaborative working with South Norfolk District Council.

(c) To complete the business case study and report within a 12 month period.

(d) To not implement at this stage the recruitment of a Managing Director or heads of department teams.

(e) To maintain current arrangements re planning interim position until the business case study is complete for further review and final member deliberation and resolve.”

13 [Appointment of Joint Managing Director](#)

160 – 162

To consider the report of the Head of Democratic Services and Monitoring Officer outlining proposed arrangements for the recruitment process for the Joint Managing Director in the event that the Feasibility Study report at Item 12 on the agenda is approved.

14 Planning Committee

To receive the Decisions of the meetings held on

(1) [6 June 2018](#)

163

(2) [4 July 2018](#)

243

15 Licensing and Regulatory Committee

To receive the non-exempt Minutes of the meetings held on

(1) [2 May 2018](#)

164 – 165

(2) [15 May 2018](#)

166

(3) [30 May 2018](#)

167 – 170

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|-----------|--|------------------|
| 16 | <u>Audit Committee</u> | 171 – 177 |
| | To receive the Minutes of the meeting held on 28 June 2018 | |
| 17 | <u>Adoption of Horsford Neighbourhood Plan</u> | 178 – 235 |
| | To consider adoption of the Plan | |
| 18 | Broadland Growth Limited | |
| | At the Council meeting in December 2013, it was agreed that the Chief Executive, the Leader and the Portfolio Holder for Planning be appointed as three Directors of Broadland Growth Ltd. It is proposed that the criteria for the appointments be amended to the Chief Executive, the Leader and one other Member to be determined by Council. As a consequence, Council is invited to approve the appointment of the Chief Executive, the Leader and Councillor A Proctor as Directors of Broadland Growth Limited. | |
| 19 | Changes to Committees/Appointments | To follow |
| | To note the changes proposed by the respective Group Leaders | |
| 20 | Changes to Appointments to Outside Organisations | To follow |
| | To note the changes proposed by the respective Group Leaders | |
| 21 | Questions from Members | |
| | To consider questions from Members received in accordance with Procedural Rule 12.4. | |

P C Kirby
Chief Executive

DECLARATION OF RESULT OF POLL

BROADLAND DISTRICT COUNCIL

AYLSHAM WARD BY-ELECTION

24 MAY 2018

I, Linda Mockford, being the DEPUTY RETURNING OFFICER for the Aylsham Ward by-election hereby give notice that the total number of votes given for each candidate at the election was as follows :-

NAMES OF CANDIDATES			Number of votes recorded. (if elected write 'elected' against the number of votes).
SURNAME	OTHER NAMES	PARTY	
CATCHPOLE	Susan Jeanette (known as Sue)	Liberal Democrats	1018 elected
HARWOOD	Peter	Labour Party	328
TURKMENOGLU (known as Turkmen)	Halil Yavuz (known as Hal)	The Conservative Party Candidate	865

The number of ballot papers rejected was as follows:-

a) want of official mark.....	1
b) voting for more candidates than voter was entitled to	
c) writing or mark by which voter could be identified	
d) being unmarked or wholly void for uncertainty	5
TOTAL	6

and I do hereby declare that the said

Susan Jeannette (known as Sue) Catchpole

is duly elected to the **AYLSHAM WARD** of Broadland District Council

Dated: 24 May 2018

Linda Mockford
DEPUTY RETURNING OFFICER

Electorate

Percentage poll 34.13 %

Minutes of the Annual meeting of the **Council** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 15 May 2018** at **7.00pm** when there were present:

Mr D C Ward – Chairman

Mr A D Adams	Mr R F Grady	Mr G Peck
Mrs C H Bannock	Mrs S C Gurney	Mr A J Proctor
Mr D Buck	Mrs L H Hemsall	Mr S Riley
Mr P H Carrick	Mr R J Knowles	Mrs B H Rix
Mr S M Clancy	Miss S Lawn	Mr D Roper
Mrs J K Copplestone	Mrs J Leggett	Mr N C Shaw
Mr S Dunn	Mr I J Mackie	Mr M D Snowling MBE
Mr J J Emsell	Mrs T M Mancini-Boyle	Mrs K A Vincent
Mr G Everett	Mr I N Moncur	Mr S A Vincent
Mr J F Fisher	Mr G K Nurden	Mr J M Ward
Mr R R Foulger		

Mr J Prosser from Age UK Norfolk, Mrs Ward, Mr B Leggett and Mr H Leggett attended the meeting.

In attendance were the Chief Executive, the Deputy Chief Executive, the Head of Democratic Services & Monitoring Officer, the Senior Committee Officer and the Committee Officer (DM).

1 APPOINTMENT OF CHAIRMAN

The Chairman invited nominations for the position of Chairman of the Council for 2018/19. Mrs J Leggett was proposed and seconded and, on being put to the vote, it was

RESOLVED

to appoint Mrs J Leggett as Chairman of the Council for 2018/19.

Mrs Leggett was then invested with the chain of office and signed the declaration of acceptance of office.

[Mrs Leggett in the Chair]

2 VOTE OF THANKS AND PRESENTATION TO THE RETIRING CHAIRMAN

The Chairman thanked Council for the honour of electing her as Chairman and looked forward to an interesting, challenging and enjoyable year

attending different events and learning more about Broadland. Her chosen charity for the year was Leeway, in particular their work on domestic abuse and she hoped to raise funds to help support young people affected by domestic violence. Where possible she hoped to link this work with her role on the Youth Advisory Board.

She wished to record a vote of thanks to Mr D Ward for his commitment to the role of Chairman last year and his fundraising efforts and to his wife for supporting him in his role. The Chairman presented Mr D Ward with a past Chairman's badge.

The past Chairman responded that it had been a privilege and an honour to serve and to represent Broadland and its residents. He thanked the Chairman for the support she had given him during the year. He thanked his wife and his family for their support and presented his wife with a bouquet of flowers. He also thanked all the staff who had supported him in his role, in particular, Sara Utting to whom he also presented a bouquet of flowers.

3 PRESENTATION OF CHEQUE BY THE OUTGOING CHAIRMAN TO HIS CHOSEN CHARITY – AGE CONCERN NORFOLK

The outgoing Chairman, Mr D Ward, presented a cheque to Mr J Prosser from Age UK Norfolk for £1,500 raised from events held throughout the year. He hoped the funds would help with work on dementia care in Broadland.

Mr Prosser thanked Mr Ward for such a generous donation stating that the charity was very dependent on fundraising to support its work and the donation would go a long way to help them with their activities. He appreciated the efforts of the Chairman throughout the year to raise the funds. He was also very grateful that the Council had recognised the value of the work undertaken by Age UK Norfolk.

4 APPOINTMENT OF VICE CHAIRMAN

The Chairman invited nominations for the position of Vice-Chairman of the Council for 2018/19. Mrs K Vincent was proposed and seconded and, on being put to the vote, it was

RESOLVED

to appoint Mrs Vincent as Vice-Chairman of the Council for 2018/19.

The Vice-Chairman then signed the declaration of acceptance of office and thanked Council for the honour and said she would do her best to represent the Council.

5 DECLARATIONS OF INTEREST

None made.

6 APOLOGIES FOR ABSENCE

Apologies for absence were received from Mr D G Harrison, Mr T W Landamore, Mr K G Leggett MBE, Mr V B Tapp and Mr F Whymark.

7 MINUTES

The Minutes of the meeting held on 17 April 2018 were confirmed as a correct record and signed by the Chairman.

8 ANNOUNCEMENTS

Members noted the civic engagements attended by the previous Chairman and Vice-Chairman of the Council who each highlighted some of their activities.

9 ELECTION OF LEADER

In recognition of his excellent record of leading the Council over a number of years, it was proposed and seconded that Mr Proctor be appointed Leader.

RESOLVED

to appoint Mr Proctor as Leader of the Council for 2018/19.

The Leader congratulated the Chairman and Vice-Chairman of the Council on their appointments and hoped they enjoyed their civic year. He also thanked the outgoing Chairman for his efforts in raising funds for this chosen charity and hoped he would continue with his work supporting dementia care. He thanked the Council for his re-election as Leader, stating that it was a privilege and an honour to be elected as Leader for the eighth year. Broadland was recognised as a high performing Council, providing quality services for its residents with a “can do” approach. Local authorities were the engines keeping the country going and there was a need to take the lead and keep communities together. The Council undertook a wide range of roles many unseen and taken for granted and did so without seeking acknowledgement or praise. Perhaps they needed to shout louder about their achievements. He paid tribute to one of the most important elements of the Council, the staff, and thanked the Chief Executive and all staff at Broadland for the support given to Members and their hard work and

commitment to Broadland. The Chief Executive had given notice of his intention to retire and the Leader appreciated that this was being undertaken flexibly to allow continued support to face the challenges ahead. The Council's continued high levels of performance would help it face these challenges. Whilst the Council was in a good position financially as a result of good financial management, it still faced the challenges of wide ranging reforms in the way local government was financed and was in a good position to deal with these major challenges. With regard to the work being undertaken on collaboration, he stated that this was a well-trodden path in local government with many councils undertaking collaborative work. It was not all about saving money but about becoming an employee of choice with new opportunities and better ways of working. Work to date had already seen success in securing funding for the rural enabling project. Progress on collaboration was evolving in a considered way, whilst everyday work continued, and the Council would be making an important decision in the near future. Strong leadership would be essential.

The Leader commented that, whilst South Norfolk Council had chosen to give a Member of their Cabinet responsibility for overseeing the work on collaboration, he was happy to continue to see this role undertaken at Broadland by the Chairman of the Service Improvement and Efficiency Committee, Mr G Peck, together with the Members of that Committee.

The Leader advised the Council of his Cabinet appointments for 2018/19 as follows:

Mr S Clancy	Economic Development & Deputy Leader
Mr J Fisher	Environmental Excellence
Mr R Foulger	Communities & Housing
Mrs T Mancini-Boyle	Finance
Mr A Proctor	Policy
Mr S Vincent	Planning

RESOLVED

to note the appointments.

10 APPOINTMENT OF COMMITTEES AND PANELS

The Council received a schedule setting out the proposed allocation of seats on Council committees and panels for 2018/19. Subject to the addition of Mr D Ward to the Service Improvement and Efficiency Committee, it was

RESOLVED

to note the appointments to Committees and Panels for the 2018/19

municipal year as amended and attached at Appendix 1 to the signed copy of these Minutes.

11 APPOINTMENT OF CHAIRMEN AND VICE CHAIRMEN OF COMMITTEES AND PANELS

The Council received a schedule setting out the proposed appointments of Chairmen and Vice-Chairmen for 2018/19. The Leader made one change to the schedule submitted: the Vice-Chairman of the Service Improvement and Efficiency Committee be amended from Mr C Harrison to Mrs J Leggett.

RESOLVED

to make the following appointments for 2018/19:

	Chairman	Vice-Chairman
Appeals Panel	Miss S Lawn	Mrs L Hempsall
Appointments & Pay Panel	Mr S Vincent	Mr G Peck
Audit Committee	Mr N Shaw	Mr P Carrick
Awards Panel	Mr V Tapp	Mrs K Vincent
Economic Success Panel	Mr S Clancy	N/A
Environmental Excellence Panel	Mr J Fisher	N/A
Member Development Panel	Mr J Emsell	Mrs C Bannock
Overview & Scrutiny Committee	Mr D Harrison	Mr J Emsell
Place Shaping Panel	Mr S Vincent	N/A
Planning Committee	Mr I Moncur	Miss S Lawn
Service Improvement & Efficiency Cttee	Mr G Peck	Mrs J Leggett
Standards Committee	Mr R Knowles	Mr K Leggett
Wellbeing Panel	Mr A Proctor	N/A

Note: The Performance Management Sub Committee and the Licensing and Regulatory Committee appoint their own Chairman and Vice-Chairman. The Licensing and Regulatory Committee was meeting on the rising of Council that evening to appoint its Chairman and Vice-Chairman.

12 APPOINTMENTS TO OUTSIDE ORGANISATIONS 2018/19

The Council considered the schedule of nominations to represent the Council on outside organisations for 2018/19. It was confirmed at the meeting that the membership of the Norfolk Rivers Internal Drainage Board was three representatives and that there were two appointed representatives on the Scottow Enterprise Park and not one representative and one substitute as stated.

RESOLVED

to approve the appointments to outside organisations for 2018/19 as amended and attached at Appendix 2 to the signed copy of these Minutes.

13 APPOINTMENT OF INDEPENDENT MEMBERS OF THE STANDARDS COMMITTEE

Council was invited to confirm the appointments of co-opted, non-voting, independent parish and town council members on the Standards Committee. It was noted that the Council would be endeavouring to recruit to the current vacancies in the near future.

RESOLVED:

to confirm the appointment of Ms M Temple and Mr J Pennells (with two vacancies) on the Standards Committee for 2018/19.

14 APPOINTMENT OF DATA PROTECTION OFFICER

Council was advised that there was a need to amend the decision taken in principal at the meeting on 17 April to appoint Emma Pheby as the Council's Data Protection Officer following changes at South Norfolk Council. It was now proposed to appoint Emma Goddard from South Norfolk as the Council's Data Protection Officer and Helen Cowles as the deputy (Broadland).

RESOLVED

to appoint Emma Goddard as the Council's Data Protection Officer and Helen Cowles as the deputy (Broadland).

15 QUESTIONS FROM THE PUBLIC

It was noted that there had been no questions received from the public.

16 PUBLIC SPEAKING

It was noted that there had been no requests received from the public to speak at the meeting.

17 SCHEME OF DELEGATION

RESOLVED

to confirm the Scheme of Delegation as set out in Part Three of the Constitution.

18 CONFIRMATION OF COUNCIL MEETINGS FOR 2018/19

The Leader advised that the meeting of the Council scheduled for 12 July 2018 would follow a joint presentation on collaboration to both Broadland and South Norfolk Councils and a meeting of South Norfolk Council would take place at the same time as the Broadland Council meeting. The venue for the presentation / meetings was still to be confirmed.

RESOLVED

to approve the following dates for Council meetings for the 2018/19 municipal year:

12 July 2018, 6 September 2018, 1 November 2018, 3 January 2019, 21 February 2019, 28 March 2019 and 23 May 2019 (AGM).

19 PLANNING COMMITTEE

The decisions of the Planning Committee meeting held on 25 April 2018 were received.

20 OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME 2018/19

Council considered the work programme for the Overview and Scrutiny Committee for 2018/19. They noted that discussions were ongoing between the Head of Democratic Services and Monitoring Officer and the Chairman of the Overview and Scrutiny Committee as to how the programme would be delivered in the light of the recent resignation of the Overview and Scrutiny Research Officer.

RESOLVED

to endorse the work programme as submitted and attached at Appendix 3 to the signed copy of these Minutes, noting the ongoing discussions regarding delivery of the work programme.

21 ANNUAL REPORT OF THE AUDIT COMMITTEE

Council considered the annual report on the work of the Audit Committee during 2017/18. The Terms of Reference of the Committee required a formal Annual Report of its work and performance to Council. The report highlighted that the Committee continued to operate in accordance with best practice and in line with its terms of reference. It played an important part in the Council's scrutiny and governance framework remaining active and conscientious in the delivery of its remit and reviewed a wide range of items, providing appropriate levels of challenge.

Due to the unavailability of the Head of Finance and Revenue Services and the Head of Internal Audit for Broadland, the planned presentation on the role of the Audit Committee would be deferred for a future meeting.

RESOLVED

to note and approve the content of the Annual Report of the Audit Committee, as attached at Appendix 4 to the signed copy of these Minutes.

22 QUESTIONS FROM MEMBERS

It was noted that no questions had been received from Members in accordance with Procedural Rule 12.4.

23 MOTIONS

It was noted that no Motions had been received under Procedural Rule 13.

The meeting closed at 7:40pm

CIVIC ENGAGEMENTS

Date	Event	Attended by
May 2018		
22 nd	Broadland Crucial Crew event organised by Norfolk Fire Service at The Space, Sprowston	Chairman
June 2018		
2 nd	European Championships & Masters Exhibition of the traditional Korean martial art of Kuk Sool Won held at the UEA Sportspark	Chairman
9 th	Recycle for Norfolk Fashion Design Challenge hosted by the Norfolk Waste Partnership (part of the One Planet Norwich Festival) at The Forum in Norwich	Chairman
10 th	Civic Service hosted by the Mayor of Thetford Town Council at St Cuthbert's Church in Thetford	Chairman
10 th	Service hosted by the Lord Mayor of Norwich and the Sheriff of Norwich at Norwich Cathedral followed by a drinks reception	Vice-Chairman
17 th	Civic Reception hosted by the Mayor of Gt Yarmouth at the Imperial Hotel in Gt Yarmouth (incl the Great Yarmouth Air Show)	Chairman
20 th	Opening ceremony, including ribbon cutting, for new net grant funded by Broadland District Council for Aylsham St Giles Cricket Club at Aylsham Recreation Ground	Chairman
21 st	Garden Party to celebrate the work of the Norfolk Constabulary past, present and future hosted by the High Sheriff of Norfolk in Hethersett	Chairman
24 th	Civic Service hosted by the Mayor of St Edmundsbury at St Mary's Church, Haverhill followed by a reception in Haverhill Arts Centre	Chairman

Minutes of a meeting of the **Overview & Scrutiny Committee** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 22 May 2018** at **10.00 am** when there were present:

	Mr J J Emsell – Chairman	
Mr A D Adams	Mrs J K Copplestone	Mr G K Nurden
Mrs C H Bannock	Mr R F Grady	Mrs K A Vincent
Mr D Buck	Mrs L H Hempsall	Mr D C Ward

Also in attendance were the Housing Manager, Health, Housing and Partnership Officer and the Committee Officer (JO).

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Mr D Harrison, Mr Ray-Mortlock and Mr Tapp.

2 MINUTES

The Minutes of the meeting held on 3 April 2018 were confirmed and signed by the Chairman as a correct record.

Minute no: 164 – Chairman's Announcements

Members confirmed that they wished to see the Overview and Scrutiny Research post filled as soon as possible, as the Committee needed to continue to receive the level of support it had previously enjoyed in order to remain effective.

3 PUBLIC HEALTH UPDATE

The report provided an update on the activity of the Council over the last six months to increase the health and wellbeing of residents in Broadland.

Members were advised that Broadland's overall position in respect of deprivation was above the average for England, with 35 percent of the population in the least deprived category and no areas in the most deprived quartile. However, there had been a slight increase in deprivation in Foulsham, Guestwick and Wood Dalling, together with a small area around Aylsham town centre.

On a positive note, deprivation had reduced in Halvergate and in terms of social mobility; Broadland was the highest scoring local authority in Norfolk.

The report also included updates on the Health and Wellbeing Board, the Sustainability and Transformation Plan, Social Prescribing and District Direct; as well as Broadland specific activities designed to encourage a healthier lifestyle such as Broadly Active, Why Weight and the Marriott's Way 10k.

In response to a query, it was confirmed that the District Direct, which based a member of staff from the Housing Options Team at Norfolk & Norwich University Hospital to identify housing related barriers to reduce delayed discharge, help prevent re-admission and support sustainable independent living at home, had ended on 31 March 2018. It was estimated that if this service was provided on a daily basis it could lead to a saving of £465,250 a year. Options for the future funding of the service had been proposed and were being considered by Adult Social Care, Clinical Commissioning Groups and the District Councils. Members would be advised as soon as a decision about the service had been made. The Committee's representative on the Norfolk Health Overview and Scrutiny Committee confirmed that she would raise this issue at the next meeting, as this was such an important service.

In response to a request from a Member, it was confirmed that the next Public Health report would provide an overview of air pollution levels in the District.

A Member reminded the Committee that the Council had piloted a very successful Walk, Bike, Scoot scheme, which aimed to reduce pollution and improve health by cutting the number of vehicles transporting children to school and increase walking, cycling and scooting. The scheme was now due to be rolled out across Broadland.

It was noted that although Broadland had low levels of deprivation there were an estimated 251 financially vulnerable households in the District. These were mainly concentrated in Acle, Aylsham and Thorpe St Andrew. Much of this was due to high property prices and low wages. However, this figure remained very low compared to Norwich, which had 12,603 households in similar circumstances. The Committee was informed that the Council had two Welfare and Debt Advisor based in the Housing Options Team to assist households in financial difficulties.

In response to a request, it was confirmed that the Housing Briefing, which would be going to Cabinet in July, would include an update on housing association activity in the District.

Members noted the very positive actions being taken by the Council to increase levels of health and wellbeing in the District and commended the report.

RESOLVED

to note the report.

4 PERFORMANCE MANAGEMENT SUB-COMMITTEE

RESOLVED

to appoint the following Members to the Performance Management Sub-Committee: Mrs Bannock, Mrs Copplestone, Mr Emsell, Mr Grady, Mr Nurden, Mrs Vincent and Mr D Ward.

Members noted that there were a number of topics on the Committee's Work Programme that had been allocated for the Performance Management Sub-Committee. It was suggested that it might be more efficient for these subjects to be considered by the whole Committee. Possibly by holding additional meetings with a single item Agenda. A decision on this approach would be taken in due course.

The meeting closed at 11.20 am.

Minutes of a meeting of the **Overview & Scrutiny Committee – Review of Cabinet Agenda** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **29 May 2018** at **10.00 am** when there were present:

Mr D G Harrison – Chairman

Mr A D Adams

Mrs C H Bannock

Mr D Buck

Mrs J K Copplestone

Mr J J Emsell

Mr R F Grady

Mrs L H Hemsall

Mr G K Nurden

Mrs K A Vincent

Mr D C Ward

Also in attendance were the Head of Democratic Services and Monitoring Officer, Head of Corporate Resources, Head of Finance and Revenue Services, Head of Economic Development, Local Taxation Manager, Economic Development (Partnerships & Growth) Manager and the Committee Officer (JO).

5 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8

Member	Minute No & Heading	Nature of Interest
Mrs J Copplestone	8 Non-Domestic Rate Business Growth Discount Scheme	Disclosable Pecuniary Interest, Business Rate payer in Broadland.

6 MINUTES

The Minutes of the meeting held on 22 May 2018 were confirmed as a correct record and signed by the Chairman.

Minute No: 2 – Minutes

The Head of Democratic Services and Monitoring Officer advised the meeting that following the resignation of the Overview and Scrutiny Research Officer, it was proposed that interim support for the Committee be provided by the Committee Officer and the Head of Democratic Services and Monitoring Officer for a period of three to four months. This would allow time for a decision to be made about collaboration with South Norfolk Council, as well as providing an opportunity to reassess the vacant post.

A Member advised the meeting that he considered this proposal to be unacceptable, as the Committee had a significant Work Programme that required officer support. However, the Vice-Chairman noted that all departments reviewed posts when they became vacant and it was not unreasonable for the Committee to be without dedicated officer support for a short period.

It was **AGREED** that the arrangement proposed for the support of the

Committee continue for the next three to four months.

Members confirmed that they would monitor the level of support the Committee received over this period.

Minute no: 4 – Performance Management Sub-Committee

The Chairman noted that it had been proposed to hold Overview and Scrutiny Committee meetings with a single item agenda, rather than assigning topics to the Performance Management Sub-Committee.

In response to a query, it was confirmed that the recent Portfolio-Holder decision to pay Catton Park Trust £21,000 to support the restoration of the park would consolidate the annual reduction in payments by £1,000 each year that the Council was making into one final payment that would help to remove uncertainty from the Council's future budgets. The exact dates of when this assistance was agreed would be provided to the Member in question following the meeting.

CABINET REPORTS

7 BROADLAND BUSINESS PLAN 2019

The report proposed a number of potential stakeholder and resident engagement activities for consideration to inform the revision of the Council's Business Plan for the period 2019 to 2023.

The Council's current Business Plan ran from 2015 to 2019 and was in need of review and revision for the four municipal years commencing May 2019

Suggestions for engagement to develop the new Business Plan included:

- Repeating the face-to-face meetings held in 2014 between the Chief Executive / Leader and 15 major stakeholders across the district that had worked well and generated constructive feedback on the Council's performance and future plans.
- Holding workshops with external facilitation. These had been held in 2014 and had generated a number of useful suggestions that had been incorporated into the Business Plan. This support had cost £2,600.
- Holding a residents survey. In 2014, a response rate of 29 percent had been achieved at a cost of £10,300 for an Ipsos Mori postal survey. Alternatively an online questionnaire could be created at a much lower cost.

The indicative costs of the above activities would range between £3,000 and £18,000.

Members were advised that whilst an online survey would be cheaper, it might not be possible to generate a similar level of response. Nor would it be a truly randomised sample, as had been provided by the 2014 Ipsos Mori survey, which had provided useful qualitative data for the Business Plan.

The Vice-Chairman noted that a good response rate might be achieved by sending a simple survey via social media to all parish and town councils and community groups in the district. It was also suggested that hard copies of the surveys be made available, as some parts of Broadland still had poor internet speeds.

The Committee confirmed their support for holding face to face meetings between the Chief Executive / Leader and major stakeholders across the district, as well as holding workshops, although they could not agree on whether this should with internal or external facilitation.

Similarly, whilst it was agreed in principle, that residents should be surveyed, views were mixed on whether this should be carried out internally or externally. One Member also suggested that a temporary post be created for the survey work.

RECOMMENDED TO CABINET

the following options:

to

- (1) hold face to face meetings between the Chief Executive / Leader and major stakeholders across the district;
- (2) hold workshops with either internal or external facilitation;
- (3) hold a residents survey. This could be conducted using a market research company, an in-house online questionnaire or even a specially recruited temporary member of staff.

8 NON-DOMESTIC RATE BUSINESS GROWTH DISCOUNT SCHEME

The report asked Cabinet to consider adopting a discretionary Business Rate Discount Policy to help attract new businesses into the district and assist existing businesses to expand.

The proposed Policy would allow Business Rates to be reduced in full or in part for a period of up to 12 months. The discount would complement the Council's existing training and Business Support initiatives and increase the appeal of the district to businesses, as well as stimulating inward investment.

Members were advised that both South Norfolk and Waveney District Councils offered similar discount schemes and the County Council remained in support of relief for Business Rates. Norwich City Council was not intending to set up a similar scheme, however.

It was proposed that the final decision on allowing a discount would be delegated to the Head of Finance and Revenue Services, in consultation with the Head of Economic Development on a case by case basis.

As Broadland was part of the Business Rates Pool, the cost to the Council of allowing the discounts proposed would currently be 20 percent of the total amount awarded and with a wide element of discretion, the Council would be able to limit its exposure to cost.

It was noted that after a period of three months the owner of an empty business premises would be required to pay full Business Rates on their property.

In answer to a query, it was confirmed that there would be no clause in the Policy to require businesses that had been given rate relief to remain in the district (although the significant capital costs associated with starting a new business were likely to be incentive enough to remain in the same location).

The Committee was advised that the Business Rates retention system was due to change in 2021, with 75 percent being retained by local government. Discussions were ongoing about how this would be allocated.

RECOMMENDED TO CABINET

Option (1)

to **RECOMMEND** to Council adopting the Policy to implement a Non-Domestic Rate Business Growth Discount Scheme. The scheme would delegate authority to make decisions in individual cases to the Head of Finance and Revenue Services in consultation with the Head of Economic Development.

9 NORWICH WESTERN LINK – PUBLIC CONSULTATION

The report proposed a response from Broadland to the Norfolk County Council consultation on transport issues to the west of Norwich. The consultation would run from Tuesday 8 May to Tuesday 3 July 2018.

The development of a Norwich Western Link, to connect the new Broadland Northway from the A1067 to the A47 west of Norwich, was one of Norfolk County Council's top infrastructure priorities.

Broadland District Council had previously gone on record to strongly support the Western Link project and recognise the important benefits to residents, businesses, visitors and people travelling through the area. These key benefits included better access to employment areas, such as Broadland Business Park, the Food Enterprise Park and Norwich Airport. Encouraging investment, by increasing the accessibility of development sites, boosting the local economy, increasing tourism and shortening journey times and reducing congestion.

A Member suggested that the consultation was a waste of money, as it was already evident that there was strong support for the Western Link. However, the Committee was advised that the Western Link would require a Development Control Order, which would need an evidence base showing that consultation on the scheme had been undertaken.

A Member also informed the Committee that she had been very disappointed by a recent consultation event at Western Longville, especially the maps on display, which did not include recently suggested routes for the Western Link.

RECOMMENDED TO CABINET

Option (1)

to agree to the proposed response in the report.

10 EXECUTIVE APPOINTMENTS TO OUTSIDE ORGANISATIONS FOR 2018-19

The Committee noted the proposed Cabinet appointments to outside organisations for the new municipal year.

The meeting closed at 11.23 am

Minutes of a meeting of the **Overview & Scrutiny Committee – Review of Cabinet Agenda** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 26 June 2018** at **10.00 am** when there were present:

Mr D G Harrison – Chairman

Mr A D Adams
Mrs C H Bannock
Mr D Buck
Ms S J Catchpole

Mrs J K Copplestone
Mr J J Emsell
Mr G Everett
Mr G K Nurden

Mr S Riley
Mr V B Tapp
Mrs K A Vincent
Mr D C Ward

Mrs K Billig (South Norfolk Council), Mr G Peck and Mr S Vincent also attended the meeting for its duration.

Also in attendance were the Chief Executive, Head of Democratic Services and Monitoring Officer, Head of Corporate Resources, Head of Finance and Revenue Services, Head of Business Transformation (SNC), Head of Governance and Monitoring Officer (SNC), Business Improvement Manager (SNC), Policy and Transformation Officer (SNC) Private Sector Housing Manager and the Committee Officer (JO).

The UNISON Branch Secretary attended the meeting for item 15 - Broadland and South Norfolk Feasibility Study.

11 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8

Member	Minute No & Heading	Nature of Interest
Mr D Harrison	16 – Energy Efficiency Regulations	Disclosable non-pecuniary interest; landlord of a property in the District.

12 APOLOGIES FOR ABSENCE

Apologies for absence were received from Mr Grady, Mr Ray-Mortlock and Mr D Ward.

13 MINUTES

The Minutes of the meeting held on 29 May 2018 were confirmed as a correct record and signed by the Chairman.

Minute No: 9 – Norwich Western Link – Public Consultation

The Chairman advised the meeting that in addition to the Council's response

to the Norwich Western Link consultation, Cabinet had requested that a letter be sent to the County Council reaffirming Broadland's strong support for the Western Link project.

14 CHAIRMAN'S ANNOUNCEMENTS

The Chairman welcomed Mrs Catchpole, the newly elected Member for Aylsham, to the Committee. He also informed the meeting that Mrs Hemsall had resigned from the Committee.

CABINET REPORTS

15 BROADLAND AND SOUTH NORFOLK FEASIBILITY STUDY

The Chairman of the Joint Lead Members Group introduced the Feasibility Study into collaborative working between Broadland and South Norfolk Councils, which was a comprehensive piece of work that had been developed over the last ten months by Members and officers from both Councils. The report recommended agreeing the proposals for collaborative working and forming one joint officer team across the two autonomous councils.

Staff had been engaged throughout the development of the Feasibility Study through a variety of mechanisms that had shaped the report, with all-staff briefings, as well as meetings with Staffside/Staff Forum and UNISON. A range of communications and stakeholder engagement with key partners had also been undertaken, including visits to neighbouring authorities that were already sharing services.

The joint management arrangement in Planning was clearly demonstrating the benefits that collaborative working could bring, by providing a more consistent service for customers, as well as leveraging funding to support the significant growth agendas in both districts.

The proposals within the Study identified a number of key benefits that collaboration would bring to both districts. These were:

- A stronger voice for both councils, regionally and nationally
- Increased growth and delivery at pace
- Greater financial stability
- Opportunities to provide services and initiatives jointly, that could not otherwise be provided

- Increased investment and access to new funding opportunities
- A joint and complementary offer for support to businesses
- Greater choice for our residents in terms of housing supply
- Ability to retain and attract the most talented staff and strengthen resilience for service delivery

A key proposal was the recruitment of a joint Managing Director who would establish a joint Senior Management Team and one joint officer team across the two authorities. It was emphasised that Members wished to avoid redundancies wherever possible, by implementing any structural changes through natural turnover of staff.

The study included a routemap for delivery of collaboration activities, as well as providing an indicative estimated combined savings estimate of £8.6 million over the first five years. It was emphasised, however, that this had not been a primary driver for collaboration.

The recommendations included the provisional costs/savings split, as well as ICT infrastructure and transition costs. For year zero (2018/19) £90,000 transition fund had been requested.

The UNISON Branch Secretary addressed the meeting. She confirmed that staff at Broadland were not resistant to change and had embraced the Systems Thinking interventions that had been implemented at Broadland in recent years. However, any changes should be right for both staff and residents and some concerns had been expressed about having a preferred partner, which might limit the Council's ability to work with other organisations in the future.

Other concerns expressed by UNISON members included:

- Whilst the report detailed percentages for the staff survey it did not include the actual numbers who responded, which could have provided further context to the Survey.
- The timeline for the recruitment of a joint Managing Director had not taken account of any delays in finding the right candidate.
- Frontline staff should be included in the workshop sessions to develop one culture across both councils and this should not be taking place before the joint Managing Director was in post.

- The consultation on terms and conditions should not be held during the summer holidays.
- Concerns about the disadvantages of collaboration that had been raised earlier were not included in the final report.
- The Equality Impact Assessment had not considered the larger geographical area, which might disadvantage women or disabled people.
- If one in four vacated posts could be lost what were the realistic staffing levels needed to maintain current service delivery across both councils?

In summary UNISON would seek to work with management in the best interests of staff and service provision – with the following provisos as a matter of urgency:

- A no compulsory redundancy policy agreement
- No diminution of terms and conditions for employees at either authority when determining joint terms and conditions
- Consideration of individual personal issues ie travel/car, caring needs when requiring a differing work location from their 'normal place of work'.

Members were generally sympathetic to the views expressed by the Union and concerns were shared about the projected timescales, opportunities for staff to comment on the proposals and to contribute to the development of a single culture. Members were also in favour of a no compulsory redundancy agreement in relation to collaboration, unless due to external factors.

In response to a query, it was confirmed that the staff survey was drafted by the South Norfolk Staff Forum and the response had been limited to 53 staff. The same survey had been forwarded to Broadland and sent to all staff, which accounted for the higher response rate. The staff turnover at South Norfolk was also higher than Broadland, in part due to a greater number of manual posts at the Council.

A Member suggested that if necessary, voluntary redundancies should be offered before any compulsory redundancies were made and it was also noted that if the predicted growth in both districts occurred more staff would be required.

Following a vote the Committee:

RESOLVED

to recommend to Cabinet that a no compulsory redundancy agreement be included in the proposals included in the Feasibility Study. The agreement to be limited to redundancies arising as a result of collaboration, but excluding those resulting from external factors beyond the control of the two autonomous councils.

Concerns were expressed regarding the proposal for a joint officer team, which had not been in the original model for sharing services. It was also suggested that financial savings were in fact a key driver of collaboration and that there was a lack of information about what this would mean for the Medium Term Financial Plan of both authorities. It was also proposed that another staff survey should be held to allow further comment on the study. A number of Members suggested that it would be better to wait until the District Council elections had been held in May 2019 before proceeding with collaboration.

In response to some of the concerns expressed by the Committee, it was confirmed that the timelines in the routemap were indicative and could be amended according to circumstance. The joint Managing Director would be required to develop the structure of the Senior Management Team and it was suggested that this should be done as soon as possible. In respect of finance, Members were assured that the indicative savings of other similar authorities that were sharing services demonstrated that as a minimum collaboration would not cost money and that jointly both authorities should be able to access greater funding opportunities; as had been seen by the recent award of £220,000 from the Government's Planning Delivery Fund.

Members noted that proposals for collaboration with South Norfolk by other local authorities had failed before and it was suggested that although the Feasibility Study was a good basis, it should be followed by a full Business Case that would set out in far greater detail what collaboration would mean for both councils.

In response, the meeting was advised that in some areas the Feasibility Study deliberately lacked detail, as these matters would be for the joint Managing Director to decide. It was added that from the dialogue with East Suffolk it had been learned that collaboration in their case had been an evolutionary process, which developed greater detail as it progressed.

The Vice-Chairman noted that collaboration had been successfully adopted by many councils already, so Broadland and South Norfolk were proposing to take a well-established path. Both councils were very similar and so were a 'good fit' and with local authority funding being reduced this would be a means of retaining control and preempting the threat of reorganisation being imposed by central Government.

A proposal for a Business Case review of collaborative working was voted on and rejected by the Committee.

Members still noted a lack of clarity in respect of the joint officer team, however, and it was agreed that Recommendation 1(c) and (f) be amended to remove reference to a joint officer team. The recommendation would also include a proposal 1(h) in respect of a no compulsory redundancy agreement.

RECOMMENDED TO CABINET

Options (1) (as amended) and (2)

- (1) **Recommendation 1 (includes agreement of a – h below):**
Broadland and South Norfolk Councils to agree the proposals set out in the feasibility report for collaborative working across the two autonomous Councils. The required interdependent elements to deliver this are set out below:
- (a) the routemap for delivery of the collaborative working. (Sections 9 to 19)
 - (b) the deletion of both Councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)
 - (c) subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team across the two autonomous councils.
 - (d) that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report.
 - (e) the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.

- (f) the budget for the transition costs, and the other identified implementation costs *allied to collaboration*. (Sections 20.33 to 20.37)
 - (g) the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20.
 - (h) *that there be no compulsory redundancies as a result of collaboration, save for those resulting from external factors beyond the control of the two autonomous councils.*
- (2) **Recommendation 2 (South Norfolk Council approve, Broadland District Council note):** South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's **Constitution** and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period.

16 ENERGY EFFICIENCY REGULATIONS

The report proposed that the Council adopt an enforcement procedure in line with The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015, which anticipated amendments to the Regulations that would allow local authorities to impose financial penalties where landlords failed to maintain minimum standards of energy efficiency.

The Regulations were designed to tackle the least energy-efficient properties (those rated F or G on their Energy Performance Certificate) and established a minimum standard for both domestic and non-domestic privately rented property, affecting new tenancies from 1 April 2018.

The existing Regulations were based on a zero cost to the landlord, which significantly reduced their effectiveness.

A consultation process had been initiated by the Department for Business Energy and Industrial Strategy to amend the Regulations and remove the zero cost element of the regulations. In anticipation of a change in the

regulation the report set out a procedure and guidance acceptable for current regulations and possible changes implemented as a result of the consultation.

The Regulations were intended to ensure that those tenants who most need more efficient homes, particularly vulnerable people, were able to enjoy a much better living environment and lower energy bills.

The consultation process might lead to a new procedure where works could be enforced to a proposed maximum value. It was anticipated that the maximum value would be set at £2,500.

The Council would liaise with landlords of properties in breach of the regulations informally at first, but where a breach of the Regulations could not be resolved informally the Council would initiate the penalty process.

Members commended the proposal.

RECOMMENDED TO CABINET

Option (1)

to adopt the proposed enforcement procedure.

The meeting closed at 12:49 pm

Minutes of a meeting of the **Cabinet** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 5 June 2018** at **9.00 am** when there were present:

Mr A J Proctor – Policy

Portfolio holders:

Mr S M Clancy	Economic Development
Mr J F Fisher	Environmental Excellence
Mr R R Foulger	Communities and Housing
Mrs T M Mancini-Boyle	Finance

Mrs Bannock, Mr Emsell, Mr Kular and Mr Leggett also attended the meeting for its duration.

Also in attendance were the Chief Executive, Deputy Chief Executive, Head of Democratic Services and Monitoring Officer, Head of Corporate Resources, Head of Head of Economic Development, Head of Finance and Revenue Services, Economic Development (Partnerships & Growth) Manager, Local Taxation Manager and the Committee Officer (JO).

The Chairman had recently been elected Leader of Norfolk County Council. He advised the meeting that it was his intention to remain as Chairman of Cabinet and Leader of Broadland District Council until a new Leader was elected.

1 APOLOGY FOR ABSENCE

An apology for absence was received from Mr Vincent.

2 MINUTES

The Minutes of the meeting held on 10 April 2018 were confirmed as a correct record and signed by the Chairman.

3 REPRESENTATIONS FROM NON CABINET MEMBERS

The Chairman agreed that, at his discretion, all non-Cabinet Members in attendance be allowed to join the debate at the relevant point of the proceedings on request.

4 OVERVIEW AND SCRUTINY COMMITTEE

Cabinet received the Minutes of the meeting of the Overview and Scrutiny Committee held on 22 May 2018.

The Vice-Chairman of the Overview and Scrutiny Committee advised Members on the views expressed by the Committee when it reviewed the Cabinet Agenda on 29 May 2018, as each item was considered.

5 ECONOMIC SUCCESS PANEL

Cabinet received the Minutes of the meeting of the Economic Success Panel held on 4 April 2018.

The Portfolio Holder for Economic Development advised the meeting that the Food Enterprise Zone was being actively promoted as a centre of excellence and a focus of growth in the district.

The Repton 200 festival, launched on 23 March in Aylsham, had been very successful and the Economic Development Manager was to be commended for her hard work in support of the promotion of this celebration of Humphry Repton's life.

The Portfolio Holder for Economic Development advised the meeting that car-parking arrangements across the district were subject to ongoing discussions with the County Council. He emphasised that car parking should be designed to maximise the use of town centres in Broadland and to encourage economic growth.

Broadband coverage was improving across the district, but there remained too many areas with poor mobile phone reception.

6 SERVICE IMPROVEMENT AND EFFICIENCY COMMITTEE

Cabinet received the Minutes of the meeting of the Service Improvement and Efficiency Committee held on 23 April 2018.

7 PLACE SHAPING PANEL

Cabinet received the Minutes of the meeting of the Place Shaping Panel held on 3 May 2018.

The Portfolio Holder for Communities and Housing advised the meeting that the revised National Planning Policy Framework included a number of

changes including; no longer requiring affordable housing on sites with fewer than ten units.

8 BROADLAND BUSINESS PLAN 2019

The Council's current Business Plan ran from 2015 to 2019 and was in need of review and revision for the four municipal years commencing May 2019. The report proposed a number of potential stakeholder and resident engagement activities for consideration to inform this work

Suggestions for engagement to develop the new Business Plan covered three areas, these were:

- Repeating the face-to-face meetings held in 2014 between the Chief Executive / Leader and 15 major stakeholders across the district. These meetings had worked well and generated constructive feedback on the Council's performance and future plans.
- Holding workshops with external facilitation. These had been held in 2014 and had generated a number of useful suggestions that had been incorporated into the Business Plan. This support had cost £2,600.
- Conducting a residents' survey. In 2014, a response rate of 29 percent had been achieved at a cost of £10,300 for an Ipsos Mori postal survey. Alternatively an online questionnaire could be created at a much lower cost.

The indicative costs of the above activities would range between £3,000 and £18,000.

The Vice-Chairman of the Overview and Scrutiny Committee advised the meeting that the Committee had had mixed views on whether a residents' survey should be conducted internally or externally.

Members noted the potential costs of the engagement activities, but considered them a worthwhile expense, as they would provide a comprehensive range of responses to inform the Council's Business Plan for the next four years. The work should be completed by February 2019.

RESOLVED

that engagement activities for the Broadland Business Plan 2019/23 should comprise:

- (1) holding face to face meetings between the Chief Executive / Leader

and major stakeholders across the district;

- (2) conducting externally facilitated stakeholder workshops and
- (3) commissioning a market research company to carry out a residents' survey.

Reasons for decision

To undertake engagement activities for the Council's new Business Plan.

9 NON-DOMESTIC RATE BUSINESS GROWTH DISCOUNT SCHEME

The report asked Cabinet to consider the adoption of a discretionary Business Rate Discount Policy to help attract new businesses into the district and assist existing businesses to expand.

The proposed Policy would allow Business Rates to be reduced in full or in part for a period of up to 12 months. The discount would complement the Council's existing training and Business Support initiatives and increase the appeal of the district to businesses, as well as stimulating inward investment. South Norfolk Council and Waveney District Council offered similar discount schemes.

As Broadland was part of the Business Rates Pool, the cost to the Council of allowing the discounts proposed would currently be 20 percent of the total amount awarded and with a wide element of discretion, the Council would be able to limit its exposure to cost.

The Portfolio Holder for Finance suggested amending the recommendation, so that the decision on allowing a discount be delegated to the Head of Finance and Revenue Services and the Head of Economic Development in consultation with their relevant Portfolio Holders. The proposed Policy would also need to be amended to confirm that the Chief Executive in consultation with the Leader would consider appeals against the refusal of a discount.

RECOMMENDED TO COUNCIL

- (1) to adopt the Policy (as attached at Appendix 1 to these Minutes) to implement a Non-Domestic Rate Business Growth Discount Scheme. The scheme would delegate authority to make decisions in individual cases to the Head of Finance and Revenue Services and the Head of Economic Development in consultation with the relevant Portfolio Holders and

- (2) to require that any appeal decision would be made by the Chief Executive in consultation with the Leader (Policy).

Reasons for decision

To adopt a Policy for a Business Rate Discount Scheme.

10 NORWICH WESTERN LINK – PUBLIC CONSULTATION

The report proposed a response from Broadland to the Norfolk County Council consultation on transport issues to the west of Norwich.

The development of a Norwich Western Link, to connect the new Broadland Northway from the A1067 to the A47 west of Norwich, was one of Norfolk County Council's top infrastructure priorities and Broadland had previously gone on record as strongly supporting the project.

Cabinet was advised that a Development Consent Order would be required for the project, which would need an evidence base showing that consultation on the scheme had been undertaken.

RESOLVED

- (1) to agree the Council's Norwich Western Link consultation response; and
- (2) to submit a further letter to the County Council reaffirming Broadland's strong support for the Norwich Western Link project.

Reasons for decision

To respond to a public consultation.

11 EXECUTIVE APPOINTMENTS TO OUTSIDE ORGANISATIONS FOR 2018-19

RESOLVED

to agree the Cabinet appointments to outside organisations for the new municipal year (as attached at Appendix 2 to the signed copy of these Minutes).

Reasons for decision

The report was a factual account.

The meeting closed at 9.27 am

Non-Domestic Rate Business Growth Discount Policy (amended)

Section 47 of the Local Government Finance Act 1988 provides the power to Billing Authorities to allow discretionary rate relief to charities and non-profit making organisations. Since the Localism Act 2011, authorities have had wider powers to allow a discount to other organisations.

The key test in decisions over Localism Act rate relief/discounts is whether the authority is satisfied that allowing a discount is in the interests of its Council Tax payers.

This discount is at the discretion of the Council. It is intended in some cases to offer an incentive for new businesses to locate in the area or for existing businesses to occupy additional premises or expand.

General

The Council will take the following considerations into account when making a decision on entitlement:

- 1 How a business links to the Economic Strategy of Broadland and the Local Enterprise Partnership (LEP).
- 2 Whether the award of a discount would lead to an increase in employment locally.
- 3 Whether a ratepayer may occupy a property which has been unoccupied or out of use for a prolonged period.
- 4 Whether such a discount would lead to other benefits or regeneration locally.
- 5 Whether such a discount would lead to a long term increase in Rateable Value which would not otherwise benefit the District.
- 6 Whether the ratepayer would help to establish a hub to attract other businesses to the area.
- 7 Whether a ratepayer might offer employment initiatives such as apprenticeships, work placements etc.

Operation of the scheme

The decision over entitlement to discount is at the total discretion of the Council.

The level of discount and the duration of assistance is at the sole discretion of the Council.

A discount will only be considered for occupied properties.

Discount will terminate if the occupier vacates and will not transfer to a new occupier. The discount will also terminate if the property is split or merged in the rating list from the effective date of the change.

Any overpaid discount will be payable and recoverable through the rates bill.

In all cases a discount will be for a fixed period not exceeding 12 months.

Decision making

The Head of Finance and Revenue Services as S151 officer in consultation with the Head of Economic Development will make the decision, in consultation with their relevant Portfolio Holders, on whether a discount should be allowed in individual cases. The decision will be communicated to the applicant in writing.

Appeals

The legislation does not lay down an appeal process for cases where a ratepayer is aggrieved by a decision under these discretionary powers. Should an applicant be dissatisfied by the outcome of an application they may direct an appeal in writing stating their reasons in full to the Chief Executive who would make a final decision in discussion with the Leader.

State aid

State Aid law is the means by which the European Union regulates state funded support to businesses. Providing discretionary relief to ratepayers will amount to State Aid. However Relief will be State Aid compliant where it is provided in accordance with the De Minimis Regulations (1407/2013)¹.

The De Minimis Regulations allow an undertaking to receive up to €200,000 of De Minimis aid in a three year period (consisting of the current financial year and the two previous financial years).

To administer De Minimis it is necessary to establish that the award of aid will not result in the undertaking having received more than €200,000 of De Minimis aid. Note that the threshold only relates to aid provided under the De Minimis Regulations (aid under other exemptions or outside the scope of State Aid is not relevant to the De Minimis calculation).

CABINET MEETING – 2 July 2018

Decision List

Resolutions are subject to a 5 working day call-in, recommendations to Council cannot be called-in.

ITEM & HEADING	DECISION
<p>11 Broadland and South Norfolk Feasibility Study</p> <p>Head of Corporate Resources</p>	<p>RECOMMENDED TO COUNCIL</p> <p>(1) Recommendation 1 (includes agreement of a – g below): to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:</p> <ul style="list-style-type: none"> (a) the routemap for delivery of the collaborative working. (Sections 9 to 19) (b) the deletion of both Councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8) (c) subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (d) that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report.

	<p>(e) the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and for a report to be brought to Cabinet to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.</p> <p>(f) the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to 20.37)</p> <p>(g) the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20.</p> <p>(2) Recommendation 2 (South Norfolk Council approve, Broadland District Council note): South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period.</p>
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	<p>(3) that a report be drafted for consideration by both Councils setting out the process for the recruitment of a Joint Managing Director.</p>
<p>12 Energy Efficiency Regulations</p> <p>Private Sector Housing Manager</p>	<p>RESOLVED</p> <p>to adopt the proposed enforcement procedure.</p>

COLLABORATIVE WORKING – THE FEASIBILITY REPORT

Portfolio Holders: Policy
Wards Affected: All

1 SUMMARY

- 1.1 South Norfolk Council on 18 September 2017 and Broadland District Council on 21 September 2017, agreed for a feasibility study to be undertaken, exploring the options and opportunities for shared working between the two councils. The attached Feasibility Report forms the culmination of 10 months work on the study undertaken jointly by Members and Officers from both councils.

2 KEY DECISION

- 2.1 This is a key decision and has been published in the Forward Plan.

3 BACKGROUND

- 3.1 The background to this report is highlighted in Section 6 of the attached report.

4 CURRENT POSITION

- 4.1 Both Councils' Scrutiny Committees and then Cabinets reviewed the same version of the report. Both Broadland and South Norfolk Councils' Cabinets endorsed all the recommendations from this report, with the exception of Recommendation 1 (e). The Feasibility report recommends that "authority be given to the Chief Executive in consultation with the Leaders of each Council, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget". The Cabinets recommended that this should not be delegated, and should instead be reported to a future meeting of each Cabinet (please see the full recommendations from the Broadland's Cabinet, detailed at paragraph 8.1 of this report).
- 4.2 Since the formal consideration by the respective Council's formal meetings, further clarification has now been provided on a small number of areas raised outside of the formal process. Rather than reissue the final report which was presented to both Cabinets, for ease of reference the clarification provided is as follows:
- (1) Section 12.5, last line of the table: The total of 286 (176 + 100 new builds) should read 276.
 - (2) Section 14.14: Incorrect text which reads "whereas in Broadland the function is delegated to Parish and Town Councils." should instead read

“Broadland does not charge.”

- (3) The graph in Section 20.10 and repeated in Appendix 5 (Finance Information): For clarification, the number of members of staff used in the calculation of the graph was taken from staff head count numbers in both councils’ current published audited accounts 16/17.
- (4) In Appendix 5, the table describing the natural staff turnover calculation: For clarification, on-costs comprise the employer contribution to pension scheme and Employer’s National Insurance Contribution (NIC). Whilst both councils’ contributions are the same, SNC’s NIC is effectively lower per member of staff as full contributions are not paid to those with a salary of less than £8,424 per year.

5 PROPOSED ACTION

- 5.1 The Council is asked to consider the Feasibility Report and approve the recommendations from Cabinet detailed at paragraph 8.1 of this report.

6 RESOURCE IMPLICATIONS

- 6.1 Resource implications are set out in Section 20.33 to 20.37 of the report.

7 LEGAL IMPLICATIONS

- 7.1 The partnership proposed is one of a preferred partner model with two autonomous councils. If approved the Councils’ Monitoring Officers will work to develop the appropriate agreements to take the collaboration forward.

8 RECOMMENDATION

- 8.1 The Council is asked to consider the Feasibility Report and approve the recommendations from the Cabinet as detailed below.
- 8.2 **Recommendation 1 (includes agreement of (a) to (g) below):** Broadland and South Norfolk Councils to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:
 - (a) the routemap for delivery of the collaborative working. (Sections 9 to 19)
 - (b) the deletion of both councils’ current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created.

Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)

- (c) subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (Sections 10.10 to 10.12)
- (d) that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13)
- (e) the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and for a report to be brought to Cabinet to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.
- (f) the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to 20.37)
- (g) the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20. (Sections 20.16 to 20.25)

- 8.3 **Recommendation 2 (South Norfolk Council approve, Broadland District Council note):** South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period. (Sections 10.4 to 10.9)

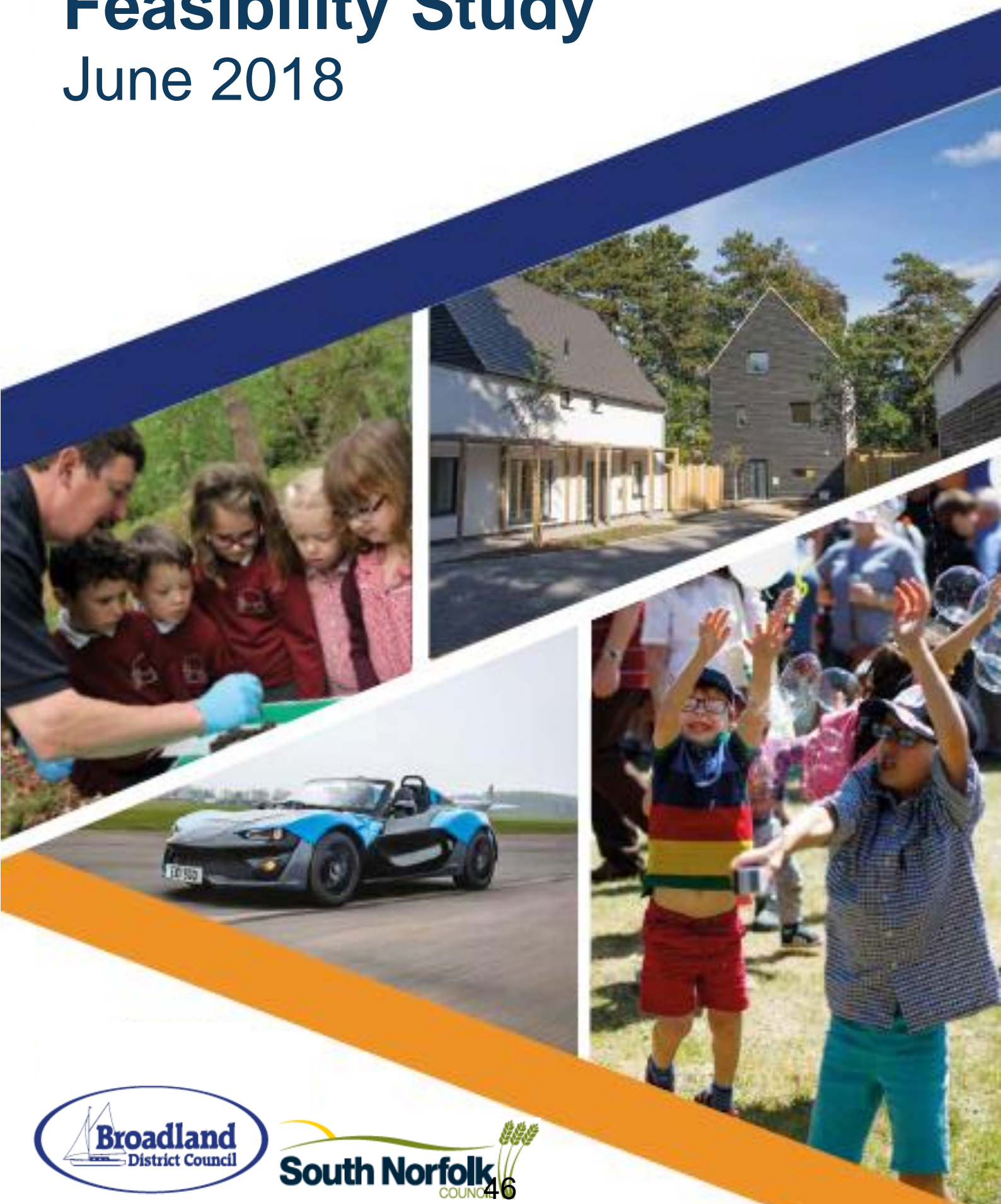
Phil Kirby
Chief Executive

Background Papers: None

For further information on this report call Stephen Fennell on (01603) 430524 or e-mail stephen.fennell@broadland.gov.uk

Broadland & South Norfolk Feasibility Study

June 2018



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Foreword from the Leaders

In September 2017, our two Full Councils asked members and officers to develop a feasibility study to explore the opportunities for a strategic collaboration and one joint officer team supporting two autonomous councils.

We already have a strong history of collaboration and the joint management arrangement in planning has already proved the benefits that collaborative working can bring, and how by working together we can deliver on our joint ambitions.

When it came to the vote on devolution for Norfolk, ours were the last two councils standing. We recognised then and we continue to recognise the opportunities that working on an increased scale will offer our residents, local businesses and our staff.

While the study shows indicative estimated annual cost savings of nearly £3 million by year 5 (nearly £9 million combined over the first 5 years), this has not been the primary driver behind our decision. Our focus has been on driving economic and housing growth and improving the services we deliver providing enhanced benefits for our 260,000 residents.

Our joint statement of intent as councils is clear. Both councils have similar scale and demographics and see shared services with each other as preferred partners as a positive looking position for the future.

We are progressing opportunities for one culture, joint senior management and one joint officer team that represent an evolution in the way we work, for the benefit of our communities on a geography they can recognise and relate to.

Working more closely together on this locally led initiative offers both councils increased capacity and resilience, together with greater financial stability.

We want a local government that moves with the times and innovates, while retaining and attracting the most talented staff, offering them positive futures and career development opportunities.

In a world where we need to do more with less, a shared services partnership can make us more efficient and strengthen our hand when working with partners. It will also increase our ability to take advantage of commercial opportunities to deliver better value for our residents. We want to show strong leadership of place and are committed to building a larger and more prosperous local economy with quality jobs and homes, while ensuring those that rely upon us the most are not left behind.

Our residents and our businesses expect their local councils to work hard to maximise local quality of life for everyone.

Our joint aim is for two strong councils, working together with the ambition and resources to make our combined area one of the best places to live and work in the country.

This joint working partnership can deliver on that promise.

We would like to thank members and staff from both councils for their support in developing our plans for the future, which we believe is the right way forward for both our councils and people and places we serve.

We are proud to endorse this report.



Andrew Proctor, Leader, Broadland District Council

A handwritten signature in black ink, appearing to read 'Andrew Proctor', with a horizontal line underneath.



John Fuller, Leader, South Norfolk District Council

A handwritten signature in black ink, appearing to read 'John Fuller', with a period at the end.

Executive Summary

Why do we want to collaborate?

South Norfolk and Broadland Councils have developed a feasibility study to assess the opportunities and benefits of working closer together through shared services. We have a strong history of working together and have already achieved significant economic growth and enhanced quality of life for our communities through this partnership working. The evolving climate that we are operating in means that we wish to consider further opportunities to align and collaborate, in order to stay ahead of the curve, define our own futures, and most importantly, continue to deliver those services that our residents and businesses value the most. By working together, we will wield greater influence by working across a bigger scale as we continue to make a real difference to the quality of life and prosperity of the 260,000 residents and 10,000 businesses we serve.

The benefits of collaborative working for our people and place

The proposals within this study outline a number of key benefits to our customers, collaborators and councils:

- A stronger voice for both councils, regionally and nationally
- Increased growth and delivery at pace of infrastructure to ensure benefits to residents, communities and businesses
- Greater financial stability for the two authorities, helping to balance the councils' budgets and closing the growing funding gap
- Opportunities to provide services and initiatives jointly, that we would not otherwise be able to provide
- Increased investment and access to new funding opportunities to benefit residents and businesses in the area
- A joint and complementary offer for support to businesses and key business sectors across both districts
- Greater choice for our residents in terms of housing supply in order to best meet their housing needs
- Ability to retain and attract the most talented staff

The focus of the feasibility study

The feasibility study has focussed on a number of areas to assess the case and opportunities for collaborative working between the two councils. These include:

- **Establishing one joint officer team** - The report outlines the recommendation to establish one joint officer team across the two authorities led by a new Managing Director post and joint senior management team, in order to support a joint approach to service delivery, one way of working and the development of a joint culture. The implementation of a joint officer team would be undertaken under the direction of the joint Managing Director, once appointed.

- **The financial opportunity** - Although members have been clear that financial savings have not been a primary driver for the collaboration it is inevitable that some savings through collaborative working will be realised. The report therefore sets out the financial opportunity for working together, including indicative potential savings, immediate investment required to realise the longer-term benefits of collaborative working and other potential financial benefits to be derived. It is possible that by year 5 (2023/24) both Councils may have generated a net indicative annual joint saving of £2.9 million through collaborative working, totalling £8.6 million combined over the first 5 years. Other additional potential financial benefits include increased business rates from enhanced economic growth, increased Council Tax base due to faster delivery of planned housing, increased grant income from more successful bids and access to new funding opportunities currently unavailable to each Council separately, savings from moving faster towards digital working and savings or income from innovation fostered by two workforces coming together and learning from each other.

The report sets out joint working opportunities that will support our:

- **strategic intent for growth and prosperity** - including economic growth, strategic housing and planning.
- **strategic ambition for collaboration** - including commercialisation, partnership working, governance and contracts and procurement
- **ambition to transform the way we work** - including better use of technology (IT/Digital), business improvement and marketing and communications.

Engagement with staff

Staff have been engaged throughout the development of this feasibility study through a variety of mechanisms that have helped shape the report. Service leads and teams jointly developed the proposals through a series of workshops, the CEXs have held All-staff Briefings and attended meetings with Staffside/Staff Forum including Unison.

Engagement with key stakeholders

Throughout the development of the study, a range of communications and stakeholder engagement has been undertaken which shows support for the principle of collaborative working. Key stakeholders have included businesses, partners (e.g. LEP, CCG, neighbouring authorities, County Council), staff, trade unions and MPs.

Quality Assurance, Equality Impact Assessment, Risks and Mitigations

The proposals for joint working have been risk assessed, been subject to internal and external quality assurance review and been equality impact assessed. A range of benefits for customers, the councils and collaborators have been highlighted and no material issues have

been identified that suggest collaborative working should not be pursued between the two councils.

Summary and Recommendations

In summary, developing a closer working relationship through joint working between the two councils is the next step to achieving our aims of Broadland and South Norfolk being the best places to live and work in the country. The study has clearly outlined the opportunity and benefits that this could bring to our customers, collaborators and council, in order to create a sustainable and strong future for our districts.

The report therefore outlines the following recommendations to Members:

Recommendation 1 (includes agreement of a-g below): Broadland and South Norfolk Councils to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:

- a. the routemap for delivery of the collaborative working. (Sections 9 to 19)
- b. the deletion of both councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)
- c. subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (Sections 10.10 to 10.12)
- d. that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13)
- e. the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.
- f. the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to 20.37)
- g. the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20. (Sections 20.16 to 20.25)

Recommendation 2 (South Norfolk Council approve, Broadland District Council note): South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period. (Sections 10.4 to 10.9)

Strategic Introduction

1 National Context

- 1.1 On a national scale, local government and the public sector as a whole are looking to transform the way they work in order to provide a better service to residents, gain greater influence and resilience and address key national challenges.
- 1.2 The sector has continuously been evolving and innovating to create new opportunities and deliver efficient and effective services. Within local government, there has been a move towards the sharing of service delivery across partners, as a way of both improving the outcomes for residents and reducing costs to the public purse.
- 1.3 Local government authorities joining together to share services is not a new idea. Many authorities have been exploring this model for years and the national context in which we are operating is driving partnership working to the next stage. Regionally, authorities have developed new models of working such as Breckland and South Holland, East Suffolk (Waveney and Suffolk Coastal) and West Suffolk (Forest Heath and St Edmundsbury).

The transformation of local government in localities – National Policy Direction

- 1.4 National policy indicates that Central Government has an increased appetite for partnership working and are supportive of the transformation of how local authorities deliver their services. It is clear that they are encouraging those councils that want to explore the transformation of local government/public services in localities are able to reach consensus to do so. It is important for both Broadland and South Norfolk to take a pro-active role in developing transformation solutions that best meet the needs of the people and places they serve, rather than wait to be 'done unto'. For South Norfolk and Broadland, the importance lies in staying ahead of the curve and ensuring we have a shared voice in the future development of local government in localities.

Local Government Finance

- 1.5 Local government and the public sector as a whole is facing unprecedented challenges, not only in terms of financial pressures, but also in terms of demographic changes. Since 2010/11, government funding for local authorities has fallen by 49.1% in real terms, alongside an increase in the demand for local authority services¹. In relation to the spending review period (up to and including 2019-20), the National Audit Office have recently confirmed district councils will see a 13.9% real-terms reduction during this period with the majority of district councils stopping receiving the Revenue Support Grant

¹ National Audit Office, 2018 ['Financial sustainability of local authorities'](#)

(RSG) by 2019-20. Districts are continuing to see reductions in their core spending power for the whole period, compared to other councils who are all seeing an increase. Overall since 2010/11 the median reduction for district councils has been just over 30%.

1.6 Nationally, authorities are considering different options for improving service delivery, while ensuring financial resilience for the future. Decreasing grant income from Central Government such as the upcoming withdrawal of the RSG and continuing uncertainty around 100% Business Rates Retention (BRR) has encouraged authorities to review the way in which they fund and structure services, with many looking to more innovative ways of operating.

Devolution

1.7 Devolution is the transference of power and funding from national to local government, with the aim of de-centralising decision making and giving local areas more flexibilities and freedoms.

1.8 South Norfolk and Broadland were both strong advocates for the benefits of a potential devolution deal for the region and the failure to progress with the Norfolk and Suffolk devolution bid was disappointing and arguably a missed opportunity. National focus now turns towards areas with existing deals and it is increasingly important that the two councils demonstrate their continued willingness to work together to bring additional resources and powers to the region to tackle shared challenges. A new framework for devolution is expected in the near future and working together on a more strategic level, would bring us greater influence and a stronger joint voice over any future negotiations.

Brexit

1.9 The ongoing negotiations between Brussels and the UK central government provide potential opportunities for local government to take on more powers and additional resources. It is widely recognised that local government has an important role to play post-Brexit. As the two councils work more closely together there is an opportunity to strategically position ourselves across a wider scale to gain greater influence over the outcomes of Brexit – with the aim of getting the best deal for our residents and businesses.

2 Shared Services – National Research, Evidence of Strategic Benefits and Key Learnings

2.1 Local Government Association (LGA) research has found that there are 486 different shared services across the country, which account for savings of around £660 million².

² LGA Shared Service Map 2018, accessed at: <https://www.local.gov.uk/our-support/efficiency-and-income-generation/shared-services>

Many authorities have been finding that by working together on a collaborative basis, they have been able to identify wider successful outcomes for their areas and residents.

- 2.2 For Suffolk Coastal and Waveney District Councils, the appointment of a shared Chief Executive in 2008 and the development of shared services through a shared officer core has achieved over £22m in savings. Similar to this, Forest Heath and St Edmundsbury Councils have seen a saving of around £4m a year through a fully shared officer structure and extensive shared service arrangements. Taunton Deane and West Somerset District Councils have shared a management team and officer structure since 2013, saving approximately £1.8m a year.
- 2.3 The District Councils' Network (DCN) has recently worked jointly with Grant Thornton to produce a toolkit to aid District Councils with collaboration and transformation in localities. The toolkit identifies many good examples of the outcomes achieved by local authorities and partners working together. The report emphasises that working collaboratively gives scale over an economic geography to support reform and transformation.
- 2.4 The report highlights how districts working together in the same area 'get their voices heard when they build a coalition of the willing' and are able to better represent their position on a larger scale. An example of this is in Essex where a number of local authorities worked collaboratively together to deliver large scale growth in the form of Garden Communities. By working together, they were able to attract more funding and have received 'in principle' support of £850,000 from the DCLG (now Ministry of Housing Communities and Local Government).
- 2.5 South Oxfordshire and Vale of White Horse have been sharing services since 2008 and have found that by sharing senior managers and staff, they have been able to work closer together and benefit from a stronger Oxfordshire presence and influence. For example, an LGA analysis into the shared service arrangements outlined that the approach significantly impacted on the Government's decision to approve an Enterprise Zone in the area. Alongside this, the collaboration has led to greater staff development opportunities, with staff being able to work at a higher level and adopt more 'business-like' approach to ways of working³.
- 2.6 East Suffolk Councils have been collaborating for many years and prior to submitting their bid to become a 'super district', they have seen many successes by working in partnership through shared services including:

³LGA 'Services Shared: costs spared?' accessed at:
<https://www.local.gov.uk/sites/default/files/documents/vale-white-horse-and-sout-fc3.pdf>

- Attracting new funding from government (£73m) for Lowestoft 3rd crossing
- £4.7m in 'Pinch point' infrastructure funding
- Secured overall almost £7m of external funding since 2013/14.

2.7 For Broadland and South Norfolk, these examples highlight the potential outcomes the two councils could achieve by developing a closer strategic relationship.

3 Our Strategic Drivers

3.1 South Norfolk and Broadland Councils have a strong history of collaborative working to drive growth across the region and improve the quality of life of our residents. Taking a pro-active approach to the evolving local government landscape, both authorities are keen to explore the opportunities of working together with a strategic and focussed approach to attract larger scale opportunities and enhance the services we deliver to our customers. The two councils are following a similar direction to that set out by national government to collaborate across an economic geography that makes sense to our residents and businesses. Our strategic drivers are:

- By working more collaboratively we want to show strong leadership of place and are committed to building a larger and more prosperous local economy.
- We are jointly committed to making our area one of the best places to live in the country, enabling the delivery of good quality homes that meet our residents' needs.
- Working more closely together on locally led initiatives will offer both councils increased capacity and resilience for the benefit of our communities, enabling us to work across a geography they can recognise and relate to.
- We want a local government that moves with the times and innovates. In a world where we need to do more with less, one joint officer team partnership can make us more efficient and strengthen our hand when working with partners.
- Our joint aim is for two strong councils to work together with the ambition and resources to make our combined area one of the best places to live and work in the country, while ensuring those that rely upon us the most are not left behind.
- We are progressing opportunities for a joint culture, joint management and one joint officer team that represent an evolution in the way we work for the benefit of our communities. We want to retain and attract the most talented staff, offering them a positive future and career development opportunities.
- We will increase our ability to take advantage of commercial opportunities to deliver better value for our residents, ensuring that we move with the times and innovate.

3.2 This Feasibility Report sets out the opportunities that can be seized by our two councils by developing a strategic partnership, delivered through one joint officer team, while maintaining the autonomy of the two councils.

4 The Scale of the Opportunity

4.1 By working together, we would have a larger population, bigger local economy and greater scale allowing us to have a greater influence on a regional and national stage. Our two councils, cover a significant area of Norfolk, as shown below:

- 260,000 residents
- 10,000 businesses
- 1,460 sq/KM



5 How our Customers, Collaborators and Councils will benefit

5.1 Through collaborative working, there will be significant benefits for our customers, collaborators and councils, these include:

A stronger voice for both councils, regionally and nationally to:

- Improve services and drive growth by attracting more funding – through access to significant funding channels for which we otherwise would not be eligible (e.g. Department for Transport, Transforming Cities) – see Sections 11, 12, 18.
- Provide services and initiatives for our customers and businesses we would not be able to deliver alone – see Sections 11, 15, 17.
- Enable us to work more effectively and negotiate with our partners to benefit the health, well-being and prosperity of our residents – see Sections 11, 12 15.

Increased funding and inward investment into the two districts to:

- Support new business start-ups and existing businesses to grow to create more jobs for local people and attract a high skilled workforce – see Section 11.
- Speed up the delivery of critical infrastructure – see Section 8.11.
- Grow business rates in order to invest in services that residents value the most – see Section 11.

Increased rate of housing and economic growth that benefits residents and communities to:

- Deliver the mix of houses to meet our residents needs by delivering the additional 7,200 houses needed in Greater Norwich by 2036 through speeding up the delivery of new housing developments – see Section 8.8 to 8.14, 11, 12.
- Developing joint plans for new housing sites in consultation with residents through the Greater Norwich Local Plan – see Section 8.8.
- Strengthen our delivery of affordable homes allowing local people to live near their local connections – see Section 12.

Increase in scale which offers opportunities to:

- Ensure greater financial stability for the two authorities, helping to balance the councils' budgets, closing the growing funding gap and keeping Council Tax low – see Sections 13, 14, 20.
- Deliver more innovative and efficient services for residents- improving our customer service offer – see Sections 15, 16, 17, 19.
- Enable the Councils to retain and attract the best staff – see Section 10.

6 Background and Approach

6.1 The initial full council paper was considered and mandated by both South Norfolk and Broadland Councils in September 2017. This gave officers the agreement to begin to work together to develop a feasibility study, outlining the potential opportunity of a strategic collaboration between the two authorities.

6.2 The report to Members in September, set out the common opportunities and challenges facing both councils and the similarities of the two areas in terms of economy, people and place and the make-up of the organisations themselves. As well as this, it identified the areas where the two councils were already working collaboratively to drive growth and improve outcomes for residents. The report set out that the two councils are operating in a changing local government landscape with regard to funding pressures and wider public-sector reform and that by working more collaboratively the two councils could better tackle these challenges, as well as potentially seizing some of the lost opportunities from the failed devolution deal.

6.3 South Norfolk and Broadland engaged with Shared Service Architects (SSA) - a company who support the development of shared services across the country. SSA worked with both the Informal Member Groups, Joint Leadership Team and Programme Team in the initial stages to help develop the principles and focus areas for the feasibility, alongside an initial timetable for delivery.

Scope of the Feasibility Study and Phases of Delivery

6.4 At the beginning of the feasibility study, the Joint Informal Lead Members Group and the Joint Informal Cabinet took part in a facilitated workshop with SSA to discuss the type of strategic partnership to be progressed. Members agreed that they wanted to develop a ***preferred partner model***. The key features of this model are captured in the below table:

Preferred partner
Specific named partner(s)
Cross-organisation efficiencies
Shared management
Organisational development led
Co-ownership/co-creation relationship
Strong cultural alignment
Interdependence

6.5 Alongside this, Members agreed the following principles:

- Each council will retain its own constitution, setting out how it makes decisions, re-organises scrutiny and delegates authority.
- Each council will continue to set its own council tax and publish its own budget and accounts.
- Each council will continue to be able to set its own corporate plan, using a common template and language, seeking wherever possible to harmonise ambition
- No council can be 'out-voted' by the other council in a way which requires that council to adopt a policy, accept a cost or change a priority that its decision makers are not willing to support.
- There will be no change in the name of any of the councils.
- The costs of changes and the benefits achieved from change will be fairly attributed and shared to the satisfaction of both councils; if necessary using mediation.
- No council will be obliged to break an existing contract.
- The boundaries of the areas for which each council is responsible will not change. Each council will continue to speak up for its own residents, even where there is an apparent conflict of interest between the councils but will strive to secure an agreed approach where conflict around inward investment opportunities arise.

- Each council will be able to set its own policy for which non-statutory services are delivered but will seek to harmonise wherever possible
- The councils will commission services from contractors, voluntary bodies and others together, but can also decide to commission, or grant aid, on their own, but will seek to harmonise wherever possible
- Nothing in these proposals is intended to stop councils developing local ideas about how to support their local communities.
- Each council will seek to simplify its local democratic structures and its relationship to one another
- Each council will default to the harmonisation of services wherever possible
- Ambition is to secure a longer-term sustainable future for both councils through collaboration in a preferred partner relationship
- Both organisations to retain autonomy, accountability and local identity.
- The collaboration is not a take-over by one council of the other.
- The collaboration must support the creation of a new 'shared' organisational team/culture
- The CEX position is not reserved for the two existing CEXs and the post must go out to open competition.
- The collaboration must be strategic in intent – more than a shared management arrangement.
- The collaboration must focus on the delivery of better outcomes for residents, always acting with the customer/resident at heart.
- The collaboration must be characterised by a single management team creating a new 'joint culture'
- The collaboration must be of two autonomous councils.
- The collaboration must recognise that there will be differences in service delivery models and priorities between the two councils.
- The collaboration must create a new type of council (model/vehicle) that other partners will want to collaborate with or join.
- The collaboration must afford new opportunities not available to the councils working alone.

6.6 The development of the feasibility study was divided into 4 main stages, which can be seen by the high-level delivery timeline below:

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graph LR
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    Feasibility --> Implement[Implement]
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    style Implementation fill:#0070C0,color:#fff
    style BAU[BAU continuous service / business improvement] fill:#0070C0,color:#fff
    style Implement fill:#002060,color:#fff
  
```

Feasibility

Implement

(Subject to approval - Potential 'Quick' implementations)

Implementation

(Subject to approval – implement Feasibility Study proposals)

BAU continuous service / business improvement

Feasibility Phase:

[illegible]

Programme and Project Governance

6.7 Since the initial report in September, informal member-led groups were established to oversee and support the delivery of the programme and provide strategic direction. These include:

- **Joint Informal Lead Members Group** - The main purpose of this group was to oversee the development of the feasibility study.
- **Joint Informal Scrutiny Group** - The purpose of this group was to support the development of the feasibility study and to scrutinise the recommendations coming through from the Joint Lead Members Group.
- **Joint Informal Cabinet** - This is an informal meeting of both Councils' Cabinets. The group has met at key stages of the feasibility study development.
- **'Quad'** - Quad includes the two Council Leaders and Chief Executives. The main role of this group is to provide a cross-cutting strategic view of the programme as a whole and unblock any key issues, while championing the collaborative work and early opportunities seized.

6.8 Throughout the feasibility study the Joint Member Groups have met on a regular basis in order to be provide steers on the direction of travel for the study.

6.9 To support the development of the study, a joint Programme Team was established to lead and monitor the progress of the programme. The Programme Team was supported by the Joint Strategic Group and Joint Leadership Team which included the Chief Executives, Directors and Deputy Chief Executive and Heads of Service.

6.10 In November 2017, the Informal Joint Cabinet and Joint Informal Lead Members Group agreed the scope of the feasibility study. It was agreed that the study would look to address the core strategic drivers, by prioritising activities which impact directly on economic and housing growth, those that enable us to work different in support of a joint management team and those areas where there may be early opportunities which support our objectives and our longer-term plan for delivery.

6.11 The initial focus areas identified included:

Focus Area 1 – Enabling services to support the two-council’s strategic intent

- Economic Development
- Planning
- Strategic Housing

Focus Area 2– Enabling services to support transformation

- ‘Better use of technology’ – IT/Digital
- HR and Organisational Development
- Business Improvement and Customer Intelligence/Insight
- Communications and Marketing

Focus area 3 – Early Opportunities

- Potential opportunities which presented themselves for shared service working due to staff changes, external opportunities etc.

6.12 Staff from the focus areas worked jointly to develop proposals and ideas which were fed into the Joint Informal Member Groups and Joint Strategic Group who helped to support and refine the ideas which have been included within this study.

6.13 A Progress Report was reviewed by both Councils in April (South Norfolk on 16th April and Broadland on 17th April) on the developments to date of the feasibility study. Both Councils voted unanimously to note the progress of the feasibility study and endorse the approach for the full study.

6.14 Following the Progress Report in April, additional review areas were added to the Feasibility Study, including Governance, Financial Analysis, Commercial Opportunities, Partnership Working and One Joint Officer Team.

Internal Communication

6.15 Throughout the development of the feasibility study, there have been a number of opportunities for both Members and staff to feed into the on-going work and stay up-to-date with progress. A full communications action plan was developed at the start of the feasibility study, below are some examples of the range communication channels which were used:

- Informal Member and Officer Networking Events – two networking events were held during the development of the feasibility study as an opportunity for Members and senior officers to meet informally and ask questions to those directly involved in the programme of work.
- All-Staff Briefings – briefings were held at key points of the programme to update and engage staff in the on-going work.
- Development of the Shared Voice pages on our intranets – jointly, South Norfolk and Broadland developed a shared newsletter which was circulated to staff on a regular basis.
- Blogs and Top Stories on intranets.
- Emails to all staff.
- Joint Staff Side/Staff Forum and Unison sessions.
- Individual and team briefings.

6.16 Joint Staff and Unison meeting were held with both Chief Executives and programme leads on a number of occasions throughout the feasibility development stages and both were invited to comment upon the progress report and feasibility report.

6.17 South Norfolk Staff Forum conducted a staff survey to understand the staff feeling towards the proposal for shared working across the two authorities. This survey was also conducted at Broadland District Council. Overall, the results show that the majority of staff who responded at both Councils were either 'very supportive', 'supportive' or 'neutral'.

	Very Supportive	Supportive	Neutral	Not supportive	Strongly not supportive
South Norfolk	31%	46%	23%	0%	0%
Broadland	5.5%	14.5%	53%	17%	10%

External Stakeholder Engagement

6.18 When local authorities decide to share the operational running of their services, there is no statutory requirement to develop a consultation. However, the two authorities

wanted to get the perspective of key stakeholders and partners on the principle of closer joint working, before moving to the next stage of implementation.

6.19 At different stages of the study, key stakeholders and partners have been engaged with the aim of ensuring they are aware of the drivers for our collaboration and the aspirations of our districts working together. Below are some examples of the engagement activities which have been carried out:

- Articles in South Norfolk's Link Magazine and Broadland's Broadland News Magazine
- Joint press releases to the public
- Parish and Town Council Briefings
- Business/Developer breakfast briefings
- Online survey

Feedback from Customers

6.20 South Norfolk and Broadland Councils were the only two councils in Norfolk who voted in favour of a devolution deal for Norfolk and Suffolk. In order to support this work, a survey was commissioned across the two counties to understand resident appetite for increased devolution and the transformation of service delivery in localities. Approximately 60% of South Norfolk and Broadland residents who responded to the survey were supportive of the principle of devolution. This positive response to the proposals for devolution suggests that residents in Broadland and South Norfolk would be supportive of a collaborative approach to service delivery that would bring increased powers and responsibilities to our local areas. A further 85% of South Norfolk and Broadland residents were supportive of the principle of local decision making for housing and development.

6.21 Joint Business Breakfast – this was held with developers from across Broadland and South Norfolk and aimed to get feedback on the proposals around closer working between the planning teams. Initial feedback was positive, with developers stating they saw the collaboration bringing many benefits such as consistency of advice and increased support in driving growth across the wider region.

Summary of feedback from key stakeholders

6.22 Online survey - The two councils jointly invited partners and stakeholders (including businesses, Town and Parish Councils, MPs, neighbouring authorities, County Council and other public-sector bodies) to feedback on the proposals through an online survey, which was issued after the Progress Report went to Full Councils in April. Early responses to date include:

Question	Feedback
What do you think about the principle of South Norfolk and Broadland District Councils working more closely together to support residents and businesses?	Nearly 80% of the responses were supportive. Comments included: <i>'Collaborative working is the best model to improve strategy and deliverance to residents and businesses'</i>
What potential benefits can you see from a closer working relationship between the two authorities? For our communities and businesses and the two authorities	Responses were supportive of the principle of closer collaborative working bringing benefits to communities and businesses. The majority of responses agreed that it would benefit increased economic growth and prosperity, as well as bringing more innovative and effective service delivery. Alongside this, respondents agreed that benefits would also include increased capacity and resilience, and ability to attract and retain quality staff. Other benefits identified by respondents were: <i>'Stronger voice within Norfolk'</i> <i>'Economies of scale in procurement and contracts'</i> <i>'More likely to be successful in central government funding opportunities'</i>
What benefits can you see for you or your organisation as a result of closer working between the two councils?	Responses included: <i>'Greater support for the local economy and economic growth'</i> <i>'Potential to combine to create one authority in the longer term'</i> <i>'A clearer understanding of development proposals, pipeline of work and ability to deliver growth'</i> <i>'Ability to cover services traditionally single councils are cutting'</i>
What concerns, if any, do you have in relation to the proposed closer working relationship between the two authorities?	Responses included: <i>'Continuing, separate agendas limit ambition for true collaborative working'</i> <i>'Must not lose the local expertise'</i> <i>'Loss of identity and remoteness. Reduction in staff numbers'</i>

Quality Assurance

6.23 To provide challenge and advice on the development of the feasibility study, the Head of Governance at South Norfolk Council provided internal Quality Assurance (QA) support

in the capacity of their Internal Audit role for both authorities. The Internal QA report can be found in Appendix 2.

6.24 The study has also been supported by a peer Chief Executive from the LGA to provide an external Quality Assurance role. The aim of the external QA was to assess, based on their own experiences of shared services, the proposals being developed against key elements of success of collaborative working. Kevin Dicks, Chief Executive at Bromsgrove and Redditch Councils has led on the External QA report and has met with the Leaders, Chief Executives, Internal QA lead and programme team to discuss the development of the feasibility study and reviewed the final report. The External QA report can be found in Appendix 3.

7 Our existing collaborative working

7.1 South Norfolk and Broadland have a strong history of collaboration across a number of different areas and we are proud of the achievements we have made so far. We want to build on these successes to develop our collaborative partnership.

Care and Repair and Energy Efficiency

7.2 Broadland and South Norfolk have been working together on Care and Repair and Energy Efficiency since 2005 and the partnership has brought many benefits to the residents of both of our areas. Working over a larger population and scale, the collaboration has given us a greater influence with partners and made us more attractive for funding and investment. Over the life of the collaboration, additional funding has been brought into the area, benefiting residents and local businesses who we have procured to undertake works. Most recently, we were awarded over £3m to target hard to heat homes and received joint funding for the purchase of the shared Energy Bus and Trailer, an innovative approach to Energy Efficiency.

7.3 The collaboration has seen many benefits for our customers; in one year, we jointly received more government funding to improve energy efficiency in Broadland and South Norfolk than in the rest of Norfolk and Suffolk together. The collaboration has not only seen benefits to residents, but also to the organisations themselves. The larger joint team has meant that staff has been able to work across both districts, minimising disruption to the customer from any staffing absences. For the Energy Efficiency team, working together has created the opportunity to attract a higher calibre of staff, including graduates who are able to quickly develop their CV's with meaningful projects. In Care and Repair, we have been able to attract staff from a caring experience and knowledge background, improving the service to our customers.

CNC

7.4 The two councils have worked collaboratively for a number of years through the CNC Building Control partnership. CNC brings together the building control departments of South Norfolk Council, Broadland District Council, Fenland District Council, Norwich City Council, King's Lynn and West Norfolk Borough Council into one partnership, sharing resources and expertise to provide a modern, flexible building control service. CNC has been a leading Local Authority partnership in the LABC and consultancy services market since 2004. Working together CNC Building Control has used our collective resource more efficiently and effectively to ensure regulated development in our region. Over the past five years, each council has saved in the region of £100k.

Greater Norwich Growth Board and Greater Norwich Development Partnership

7.5 The Greater Norwich Growth Board (GNGB) has played a key role in driving economic and housing growth in our areas. Key GNGB successes include the securing of crucial road investments for the A47 and helping leverage £105m to support the dualling of the A11 – which opened in 2014. The two councils have also jointly collaborated through the Greater Norwich Development Partnership on the development of the Strategic Housing Market Assessment (SHMA) to set out the Objectively Assessed Need (OAN) for housing in the local planning areas of Broadland, Breckland, North Norfolk, Norwich and South Norfolk together with the Broads Authority.

Internal Audit

7.6 South Norfolk and Broadland, alongside 5 other authorities, set up the Eastern Internal Audit Shared Service, with an Internal Audit Manager based at South Norfolk Council.

7.7 All seven partner authorities are benefiting from greater buying power, reduced costs and the ability to share best practice. They also have access to a much wider pool of resource and to specialist knowledge, which has proved very useful when setting up new companies, such as Big Sky Developments and Broadland Growth. Our audit service was rated as 'Excellent' in "the efficiency of Operations" during a review by the Chartered Institute of Internal Auditors in January 2017, a rating which is rarely awarded.

Other collaborations

7.8 We have a number of other collaborations involving the two authorities including, the Norfolk Waste Partnership, Emergency Planning Partnership and Community Safety Partnership.

8 Early Opportunities

8.1 As part of the focus areas proposed by the Joint Lead Members Group and Cabinet it was suggested that if further opportunities presented themselves for shared service working while the feasibility study was being developed, for example due to staff changes or external opportunities, these would be shared with members as proposed 'early opportunities'. It was outlined that progressing early opportunities would both be beneficial in terms of supporting organisational resilience and would also help act as trail blazers for more extensive collaborative working in the future.

8.2 So far, there have been a number of early opportunities which have been investigated and pursued which include:

Food Safety and Licensing

8.3 Both authorities provide in-house Food, Safety and Licensing functions and have a history of working together over a number of years to share learning and provide mutual support. Following a two-week period when Broadland staff provided temporary food safety regulatory activities in South Norfolk (due to a planned period of staff absence), discussions continued to consider what other opportunities might exist for closer collaboration.

8.4 While there are some differences between the teams (for example in some work practices and IT support), there are a large number of similarities. In particular, there is a common recognition that while these services help protect the public, they also have an important role in supporting local businesses, such as food premises and private hire vehicle/taxi companies.

8.5 Information has been sought from the Suffolk District Councils who are in collaborative arrangements and are now providing certain Food, Safety and Licensing functions by way of a joint team of officers. In each case, the teams are mainly home based and utilise bespoke IT solutions in respect of day to day activities while still able to use office based facilities as and when required. The considerable learning on the part of the Suffolk Districts will prove invaluable when giving further consideration to the longer-term potential for a joint team.

8.6 In light of the above discussions, it is proposed that there are a number of short to medium term actions which it would be advantageous to pursue. These include:

- Development of joint policies covering both Councils
- Alignment of advice to the public and businesses, particularly website content
- Common training sessions for staff and also Licensing Committee Members

- Joint inspection visits opening opportunities to develop a common approach and common information, such as advice packs for businesses.

8.7 In the longer term (within the next 12 months), both authorities will be presented with opportunities to consider, more fully, the structure of their respective teams. This could include moving towards a joint management and team structure moving to one team. This could also take into account the learning from the Suffolk Districts and their use of more flexible working arrangements supported by investment in IT solutions. The benefits include providing greater resilience, career opportunities as well as possible commercial opportunities.

Planning

8.8 Our planning teams across South Norfolk and Broadland have been working jointly over the past 10 years through the Greater Norwich partnerships. Following an opportunity through a vacancy at South Norfolk, the Councils decided to move ahead with interim proposals around a joint planning management team. For the past 6 months, three shared roles have been in place including Head of Planning, Development Manager and Spatial Planning Policy Manager. A 6-month review of the arrangements can be found in Appendix 4. To date, the team have achieved:

- A joint Community-Led Planning team has been established through a successful joint bid for £220k from the Planning Delivery Fund. The role of the team is to ensure more rural communities in Broadland and South Norfolk districts are engaged in developing local initiatives that enable them to play a greater part (either working alone or in clusters) in shaping the growth and development of their neighbourhoods.
- Joint working on the Annual Monitoring Report for Greater Norwich and this has enabled the two planning authorities to take a much more robust and shared stance against predatory planning applications in the Norwich Policy Area.
- A Business Breakfast was held to engage with representatives of the development industry to help understand how the joint planning service can be shaped to serve our customers even better. The councils have started to develop a single relationship with key developers across the area in order to improve the customer experience and develop a more joined up approach.
- Workshops have been held with officers from both planning teams to inform future ideas and initiatives associated with the collaborative working arrangements.
- Joint co-ordinated response to the National Planning Policy Framework (NPPF).
- Sharing of best practice across both teams on processes and systems.

- The two councils have become more efficient in attending partner meetings by having a single representative represent both authorities.

Current and future progress of the Joint Planning Team

8.9 The core programme of work for the joint planning team going forward includes:

- Implementation of shared ways of working for new projects. **0-3 months**
- Review of Development Management processes and implementation of best new approach. **0-12 months**
- Implementation of community led planning programme. **0-12 months**
- Establishment of the growth delivery programme. **3-6 months**
- Business case for the single shared IT planning system. **18-36 months**

8.10 The “live” example of the joint planning management team has been helpful in identifying practical learning and opportunities which has been fed in to the development of organisation wide feasibility proposals. These include:

- IT: the two departments operate two separate IT systems with varying levels of reliance upon these systems. For a fully integrated shared service it will be necessary to commit to developing a business case for a single IT system. This is currently scheduled in the draft IT programme to be implemented in approximately 36 months.
- Geography: travel time between the two offices and across the two districts means that sharing work (e.g. shared planning application caseloads) is currently inefficient. However, this can be mitigated in the future by changes to working practices such as IT enhancements to enable more remote working, use of Skype, or fewer site visits for uncontentious proposals.
- HR and Terms and Conditions (T&C's): as the two teams become a shared service officers will be carrying out the same job in the same office but they will be subject to different terms and conditions. The alignment of T&C's will be considered and addressed as part of the development of one joint officer team in order to avoid any sense of inequality in the long term. However, it should be noted that this does not present any short or medium-term constraint to the operation of the service.
- Business improvement principles: in developing common processes a transformational approach is required to jointly design a new process.
- Structure: the two teams have different structures and the interim management team is effectively ‘bolted on’ to the existing structure at each district. This is not having an adverse operational effect but there is an opportunity to establish a more efficient, joint structure in due course. Proposals for extending the current joint management arrangements to create one joint planning team across the two councils and made permanent are outlined in Section 10.13.

- Delegated powers: at present delegated powers have not been transferred to officers in the interim management team and so none of the interim managers have delegated powers for their 'new' district. This has no immediate operational impact but it is a matter which is being considered and will be addressed moving forward.

Growth Delivery Team

8.11 Broadland and South Norfolk face unprecedented levels of growth, notably in the Broadland Growth Triangle, Long Stratton and the Norwich Research Park. In conjunction with this growth, the planning system and the mechanisms by which growth is delivered have changed over the last 10 years. It is proposed to establish a Growth Delivery Team which would have responsibility for coordinating and leading a multifaceted programme of work associated with the two districts' large strategic sites. This work will include: economic development and inward investment; infrastructure funding and delivery; planning; community engagement; land acquisition and/or development and project/programme management. Other specialist advice such as financial and legal advice can be procured from external consultants. The team will also work closely with partners such as Norfolk County Council, Homes England, New Anglia LEP and other agencies.

8.12 Appendix 4 sets out the proposal for the Growth Delivery Team, the benefits this will deliver and the operational options for delivery.

8.13 It is recommended that Members endorse the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites, notably: Beeston Park, Norwich Research Park, Long Stratton and Rackheath.

8.14 Members are asked to delegate authority to the Chief Executives, in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget. An update of progress will be presented to members as part of the quarterly updates on the interim planning arrangement. These recommendations are outlined in Recommendation 1.

GDPR

8.15 Broadland and South Norfolk have been working jointly to prepare the authorities for the introduction of GDPR in May 2018. The new data protection legislation provides organisations with greater obligations and data subjects with increased rights. The knowledge and expertise of staff members has been shared across both authorities to ensure we both are ready for the changes. The joint work included; reviewing policies and statements to ensure compliance, meeting with teams across both councils to review

procedures and practices and liaising with both Senior Leadership teams on strategic issues. Alongside this, Broadland and South Norfolk will be sharing a Data Protection Officer role.

Routemap

9 Routemap for Delivery

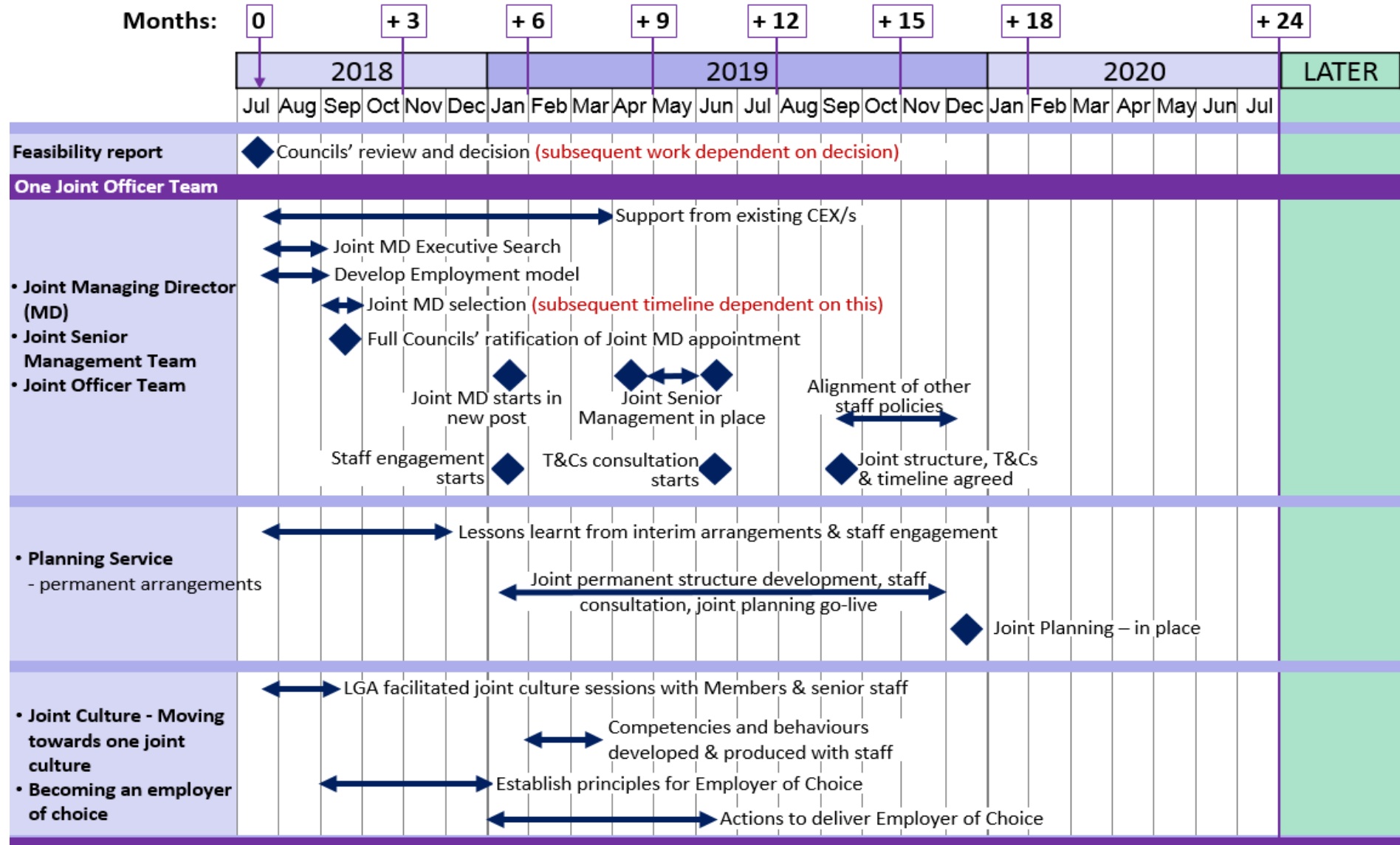
9.1 Officers were asked to define indicative timelines for the key activities in each of their collaboration proposals, which would form part of the overall timeline for initial activities if Members agree to the decision to collaborate in July. These timelines collectively form our **'Routemap'** for collaborative activities.

9.2 This part of the report outlines our Routemap for collaboration. It illustrates the envisaged activities after the July decision over 0-3 months, 3-6 months, 6-9 months etc. Further detail about each activity and proposals can be found in section 10 onwards.

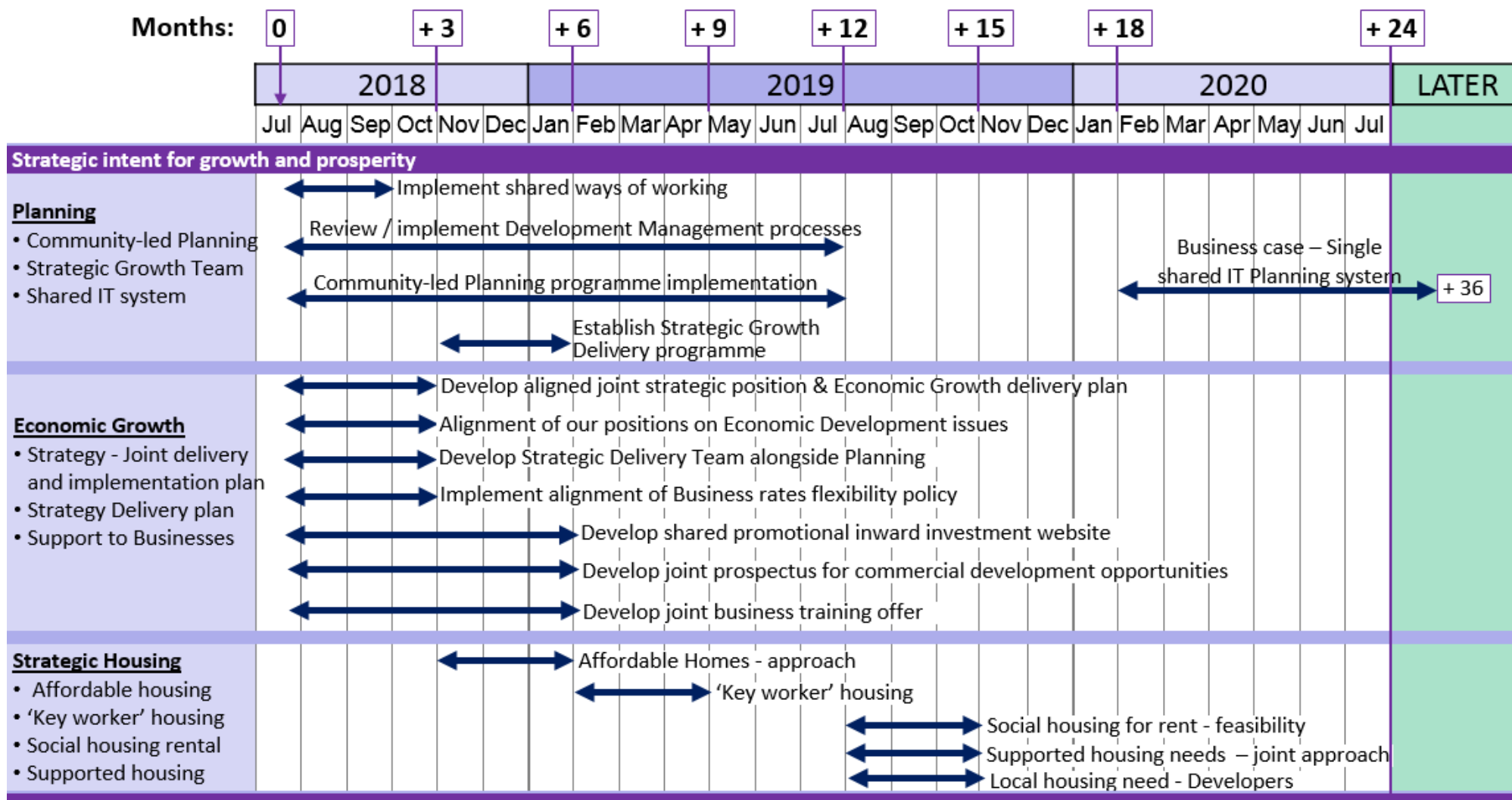
9.3 The report sets out the collaborative activities in these four overarching areas:

- **One Joint Officer Team** - shared organisational structures including Joint Managing Director (MD), Joint Senior Management Team and Joint Officer Team.
- **Strategic intent for growth and prosperity** - including economic growth, strategic housing and planning.
- **Strategic ambition for collaboration** - including commercialisation, partnership working, governance and contracts and procurement.
- **Ambition to transform the way we work** - including better use of technology (IT/Digital), business improvement and marketing and communications.

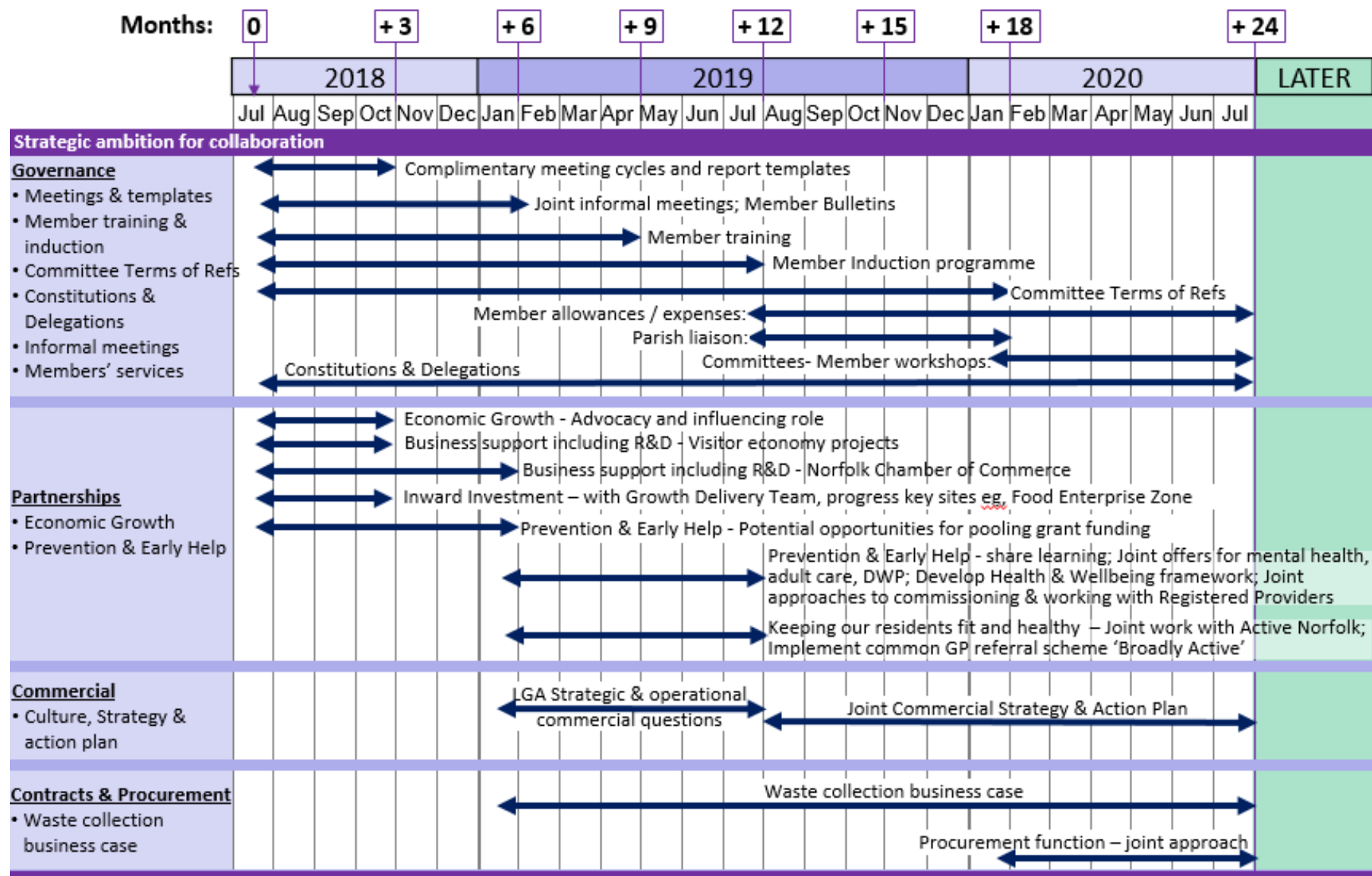
9.4 Routemap: One Joint Officer Team



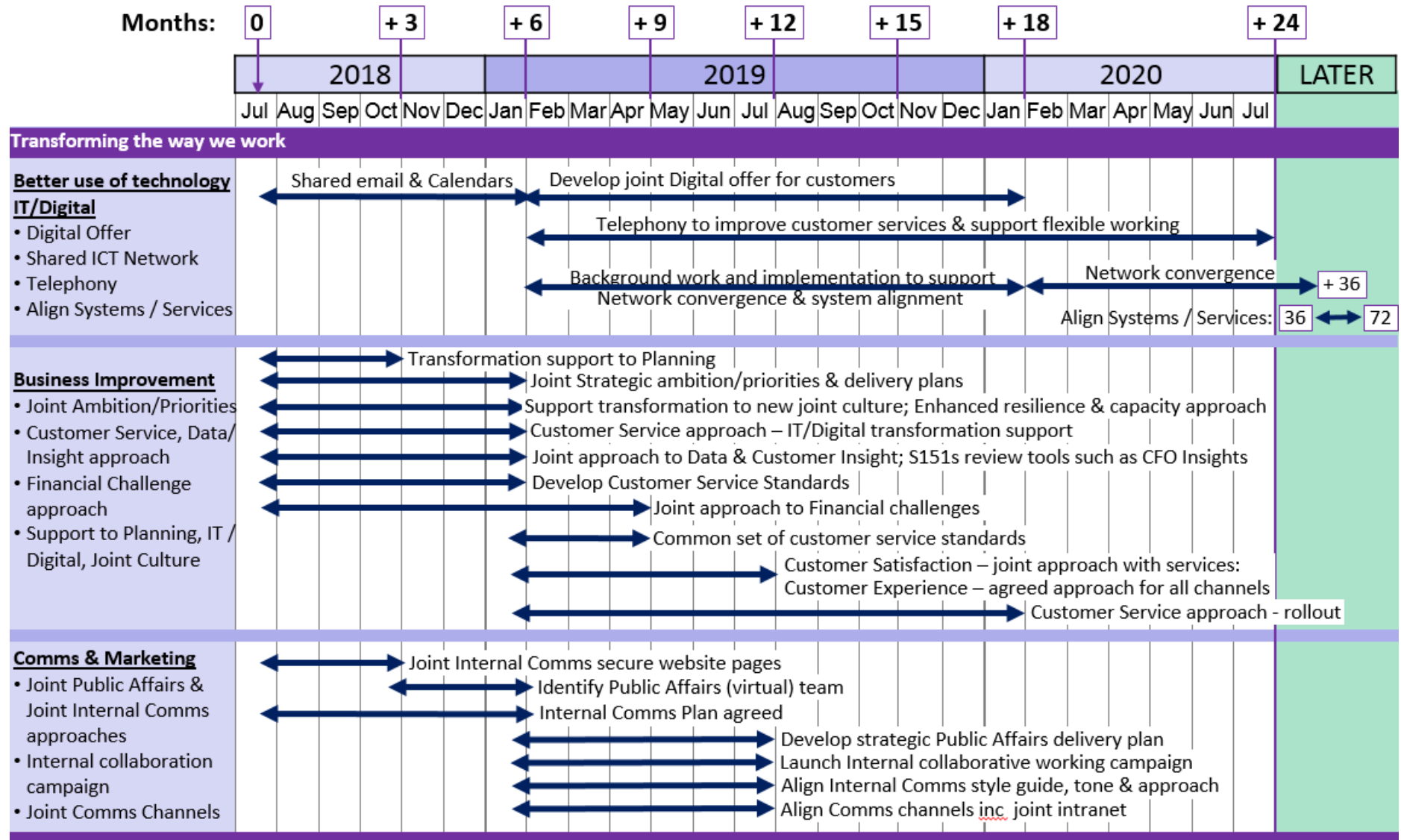
9.5 Routemap: Strategic intent for growth and prosperity



9.6 Routemap: Strategic ambition for collaboration



9.7 Routemap: Transforming the way we work



One Joint Officer Team

The following sections set out the proposals for collaborative working across the two authorities including the development of one joint officer team, those services that drive growth, and those services that enable transformation and collaborative working. The proposals outlined include the current position of the two authorities, those opportunities that have been identified and a routemap for delivery, alongside the key benefits to be realised for our residents and businesses.

10 Proposal for One Joint Officer Team

Context

- 10.1 A key element of delivering the ambition of a 'preferred partner model' will be a One Joint Officer Team supporting two autonomous councils.
- 10.2 The two councils currently operate with a staffing resource of 2 Chief Executives, 4 Directors/deputy Chief Executive/Assistant Director, 12 Heads of Service (including a joint Head of Planning) and a combined workforce of 734 (as of April 2018).
- 10.3 Learning from the experiences of other councils who have developed collaborative working across two councils, it is clear that one joint officer team is critical to realising the benefits of shared service working by supporting services to be delivered in a most efficient and effective way for the customer, while supporting the evolution of one joint culture.

Opportunities

One Joint Officer Team

- 10.4 **Joint Managing Director (MD)** - Having explored how other councils have managed the establishment of one joint officer team across the two authorities the two Councils Leaders have indicated that, to give the work between our two councils the best chance of success, they wish to appoint to a new joint MD post, a materially different role from the current Chief Executive posts, that will serve two Councils, leading one joint officer team. The difference between the MD role and the existing Chief Executive roles is that it will be more focussed on the direction and oversight of operations of the councils including their commercial and business-like drivers, leading and managing the joint team to deliver the organisations key objectives. Additional focus for the MD role will be providing external leadership of the organisation in its partnerships and with stakeholders. Central to the role will also be the leadership of "place" supporting members in this role. The joint MD would also be Head of Paid Service for both authorities.

- 10.5 An indicative timeline for the establishment of this post is set out below:
- Commence executive search for a joint MD – July 2018
 - Employment model to be developed – July- September 2018
 - Selection process and formal appointment – September 2018
 - MD (designate) starts – January 2019
- 10.6 In order to enable this, the current Chief Executive of South Norfolk Council has agreed in principle to leave South Norfolk Council subject to satisfactory terms and timescales being agreed, in accordance with existing Council policies.
- 10.7 The Chief Executive at Broadland District Council has agreed with the Leader of the Council that he will resign when a new Managing Director takes up post and has already taken flexible retirement reducing his hours until that time.
- 10.8 In order to meet the desired timelines for the recruitment to the new joint Managing Director, the full Councils of South Norfolk and Broadland need to separately agree to the cessation/deletion of the Chief Executive's post at each authority. Recommendation 1 (b) and Recommendation 2 set out the mechanisms for doing this.
- 10.9 Subsequent to this, both Leaders will progress the appointment process for this new post in line with the timeline set out within this report. On conclusion of the recruitment exercise a report will be brought back to both Full Council meetings to formally appoint to this new role and to decide upon the Returning Officer appointments.
- 10.10 **Joint Senior Management Team** – Senior management is currently defined as South Norfolk's Strategic Leadership Team, plus Heads of Service and Broadland's Corporate Leadership Team. To support one joint officer team across two councils, a joint senior management team is required to provide effective, dynamic and consistent leadership. An indicative timeline for this is set out below:
- Joint MD (designate) and Leaders develop joint senior management model and prospective terms and conditions – November 2018 to January 2019
 - Staff consultation on above – January to March 2019
 - New joint senior management appointments and ratification – March to April 2019
 - New joint senior management team in post – April to June 2019.
- 10.11 **Joint staff** – In order to support a joint approach to service delivery, one joint officer team with a joint culture and one way of working, is required to deliver the two councils' ambitions. This will be supported by common terms and conditions and staff policies. The proposed preferred partner model is not about 'pockets of shared/joint working' it is organisation-wide, 'One Joint Officer Team'. The more aligned we can be, the greater the productivity. It is anticipated that we will move towards one joint officer team through an iterative process. It is estimated that 1 in 4 of posts that become vacant through natural

turnover each year could become a saving, as through collaborative working we would not have to fill as many vacancies that arise. Members have been clear that there is no ambition for redundancies of staff.

10.12 An indicative timeline for the move towards one joint office team is set out below:

- Staff engagement commences - January 2019
- Terms and conditions consultation commences – June 2019
- Joint structure, terms and conditions and implementation timeline agreed – September 2019
- Alignment of other staff policies – September-December 2019.

10.13 **Planning** – The interim joint planning management arrangements have been in place for 6 months and operated successfully. It was agreed by members in January to develop the joint planning team over a 12-month period. The latest update report is attached as Appendix 4 to this report and in light of progress to date, it is proposed that the current joint management arrangements be continued and that proposals be developed to create one joint planning team across the two councils on the following basis:

- Learning from pilot, staff engagement and future proposals development– **July - December 2018**
- Development of permanent joint structure, staff consultation, joint planning go-live – **January - December 2019.**

10.14 **Moving towards one culture** – culture is about how we behave and embody the values of the councils on a daily basis. One joint culture across the two organisations is critical to the success of joint working. In order to support the development of these new joint values, a number of sessions will be facilitated with Members and senior staff, with support from the Local Government Association (LGA). Sessions will focus on:

- What are our visions, values and ambitions?
- What will the joint senior team look and feel like?
- What will be different for customers, members and staff?
- What do we value and need to keep?
- What does an employer of choice mean?
- What do we want to be known for?
- How will we engage and get buy-in?
- How will we communicate formally and informally?

July - September 2018

10.15 Once the new joint MD is in post, a new set of competencies and behaviours for all staff will be developed in co-production with staff. **February – March 2019**

10.16 **Becoming an employer of choice** – A central reason set out by the Leaders in their joint statement of intent for collaborative working was to retain and attract the most talented staff. In order to support this, both councils will develop a joint offer to become an employer of choice in the region and nationally. Engagement with staff and Members will take place to design what this offer will include and incorporate:

- A clear ambition for the two councils
- Opportunities for staff development
- Effective and dynamic leadership and management
- Modern employment practices and ways of working (including staff well-being)
- Rewards and benefits that recognise performance

10.17 This will be delivered over the following timeline:

- Establish principles for employer of choice - ***September 2018 - January 2019***
- Deliver actions to support principles of employer of choice – ***January - June 2019***

Delivering the One Joint Officer Team

10.18 In order to support our move towards one joint officer team, it is proposed that the two councils engage with independent support and facilitation to develop one culture, joint structure and shared recruitment approach, working alongside HR leads across the two authorities. It is anticipated that approximately a £70k cost will be incurred to support the immediate transition period, including: recruitment of the MD, development of the 'one joint officer team' structure utilising the Decision-Making Accountability (DMA) tool (a reorganisation design tool supported by EELGA), development of a 'Timewise' Council Programme (an LGA led initiative to help increase the efficiency of a workforce and attract staff) and critical friend support from EELGA. Costs currently not quantified include; costs of assimilation to new terms and conditions (this will need to be developed as the new terms and conditions are confirmed) and external support for staff during the transition period. Additional budget is being sought for the immediate transition costs and is outlined in sections 20.33 to 20.37.

Benefits of One Joint Officer Team

- Better opportunities for staff development and career progression.
- One joint officer team will help support the councils to deliver their aims and objectives in the most effective and joined up way.
- Staff will clearly understand the rationale for collaborative working and be part of developing the new approach.
- There will be consistent, supportive and dynamic leadership to drive change and continuous improvement.

- A more resilient and effective planning service to best meet the needs of our customers.
- Although not a primary driver, the potential financial savings of moving towards one joint officer team are set out in section 20.
- Resilience for service delivery.

Proposals

11 Economic Growth

Context

- 11.1 South Norfolk and Broadland have a complementary economic offer, with over 10,000 businesses located across both districts and a joint GVA of approximately £5bn. Increased strategic and collaborative working would provide an increased ability to work at a scale and geography which residents, businesses and central Government can better relate to. The areas are key to future economic growth within Greater Norwich, the wider region and nationally. Our current economic strategies align well with each other and with the Norfolk and Suffolk Economic Strategy which both councils signed up to in 2017.
- 11.2 Broadland and South Norfolk have a dynamic economy, with sector strengths in Advanced manufacturing and engineering, Food and Drink and Agritech and the Visitor Economy which are complimented by Financial Services and Insurance (Broadland) and Life Sciences, Bio economy and Biotechnology (South Norfolk)
- 11.3 Broadland and South Norfolk already work closely on Economic Growth in the context of the Greater Norwich Partnership and collaborative working e.g. around the Cambridge Norwich Tech Corridor and the Greater Norwich Food Enterprise Zone.
- 11.4 Both authorities have a clear commitment to attract new business to the area, sustaining high rates of employment and housing growth and a strong focus on supporting businesses to grow and innovate;
- **Business Training** – While Broadland currently primarily delivers this service through in-house resources, South Norfolk adopt a predominantly commissioning approach.
 - **Business support** – Both councils take a hands-on approach to supporting new businesses into the district and existing businesses to grow and prosper.
 - **Business rates support** – South Norfolk have a well-established discretionary relief scheme to promote economic growth, whilst Broadland has developed a proposal for a similar approach as an early opportunity of collaboration. This would provide a joint package of support for businesses to promote growth across the two districts.

Opportunities and Benefits

11.5 Economic Strategy for Norfolk and Suffolk - joint delivery and implementation plan

- Develop an aligned joint strategic position and a joined up Economic Growth delivery plan. **0-3 months**
- Align our positions on issues including needs of the Greater Norwich area in terms of power demand and the importance of supporting rural areas to ensure an equitable distribution of well-connected housing and jobs. **0-3 months**
- Develop the Strategic Delivery Team alongside planning to speed up and unblock development and delivery of strategically important commercial sites for the benefit of delivering economic growth and prosperity. **0-3 months**
- Develop a joint prospectus to promote commercial development opportunities and council owned commercial buildings across the joint area. **0-6 months**
- Develop a shared promotional website that will provide the opportunity for our councils to jointly promote inward investment in the context of the Greater Norwich brand and Invest East. The focus of the website will be to promote increased economic growth across our combined geographical area locally, nationally and internationally. **0-6 months**

Benefits

- Increased business support and attraction of more funding from Government through leveraging more collective match funding, assets and the ability to meet larger thresholds.
- Working together we will meet more eligibility thresholds to bid for funding e.g. the Department for Transport, Transforming Cities bid requires a working population of > 200,000.
- Greater degree of influencing economic policy development with the UK Government e.g. the Industrial Strategy
- Increased levels of private sector investment to the area from a more dynamic offer.
- Ability to consolidate and focus resources on key growth opportunities (e.g. Food Enterprise Zone).
- Combining and focussing joint resources will lead to an increase in the pace of delivering new jobs, GVA and business rates.

11.6 Joint approach to business support

- Implement the alignment of the business rates flexibility policies across both authorities. **0-3 months**

- Develop a joint business training offer accessible to businesses from both districts to support business growth. **0-6 months**

Benefits

- A joint and complementary offer for support of businesses and key business sectors across both districts.
- Supporting an increased number of business start-ups.
- Better promotion of our areas as a place to invest in increasing the level of inward investment in our areas.

12 Strategic Housing

Context

12.1 Broadland and South Norfolk have been working together in the context of Greater Norwich over the past 11 years to support the strategic development of housing across the region. As the population in the two districts continues to grow, there will be an increasing requirement to ensure we have the right mix and number of houses to meet the needs of our diverse population.

12.2 Broadland and South Norfolk have seen an increase of 110% of completed dwellings and affordable housing of 45% over the past 5 years. In 2016/17 Broadland and South Norfolk accounted for 1% of the total completed dwellings nationally and also 1.5% of completed affordable housing nationally.

12.3 Data indicates that there is broad similarity in population demographics and housing stock figures. However, there are differences between the two authorities in terms of current/future housing supply and the two systems and criteria the councils use for managing the housing register/list. The difference in numbers on the housing registers/lists is mainly due to South Norfolk's revised policy of criteria for housing need in 2012 which ensured those on the housing register were individuals and families who were likely to meet the threshold of need. It is anticipated as the benefits are realised from the delivery of the Broadland Northway that Broadland's future housing supply is likely to grow placing the two areas on a more similar trajectory.

12.4 Strategic housing is currently delivered across a number of posts within the two organisations and by working closer together it is anticipated that greater resilience will be created.

12.5 Below sets out the context of strategic housing for Broadland and South Norfolk:

	Broadland	South Norfolk	Combined
Housing Stock			
Total dwellings 2017	57,040	59,510	116,550
Owner-occupied (including Help to Buy)	45,869 (80.4%)	44,060 (74.0%)	89,929 (77.2%)
Private rent	5,134 (9%)	8,030 (13.5%)	13,164 (11.3%)
Rented from a housing association	5,548 (9.7%)	6,820 (11.5%)	12,368 (10.6%)
Affordable home ownership	489 (0.9%)	600 (1.0%)	1,089 (0.9%)
Housing Need			
Total dwellings per annum (2017 SHMA)	391	765	1,156
Affordable homes per annum	96	152	248
of which: for rent	73	107	180
affordable ownership	23	45	68
Number on the Housing Register/List (Mar 2017)	2,876	588	3,464
of whom: in a 'reasonable preference category'	2,876	363 (61.7%)	
Number needing 1 bedroom	1,717 (59.7%)	307 (51.7%)	2,024 (58.4%)
Number needing housing with care: unmet need per annum (to 2036)	49	44	103
of whom: require rent	-1	-7	-8
can afford shared ownership	4	6	10
can afford open market sale	47	45	92
Housing Supply Apr 2014 – Mar 2017			
Total Dwellings completed 2014-2017	1,647	2,954	4,601
Affordable homes* completed 2014-2017	510 (31%)	368 (12.5%)	878 (19.1%)
of which: for rent	399	275	674
affordable ownership	111	93	204
Help to Buy (equity loan) sales 2014-2017	294	680	974
Affordable homes expected April 2017 – March 2020	500	800	1,300
of which: for rent	350	600	950
affordable ownership	150	200	350
Availability of Affordable Housing			
Housing association homes for rent let 2016/17 (relets and new-builds)	376 (E) (inc. 176 New Build)	526 (inc. 100 New Build)	902 (inc. 286 New Build)

* Affordable homes figures exclude Help to Buy

Opportunities and Benefits

12.6 Strategic alignment of housing across the two authorities, including:

- **Affordable homes** - introducing a common approach to tenures and qualifications in order to promote a wider range of housing opportunities to Broadland and South Norfolk residents e.g. shared ownership, shared equity, discounted market sale, starter homes. **3-6 months**
- **“Key worker” Housing** – Explore “key worker” housing in order to support key growth business sectors across the districts and public-sector partners to attract and retain staff to support services across the Broadland and South Norfolk. **6-9 months**
- **Social housing for rent** – the two councils currently hold two separate housing registers/lists and use different criteria to establish need. It is therefore proposed that if criteria to establish need across the two councils becomes more aligned, consideration be given to how the social housing offer across the two areas could be shared to meet the joint need. An initial business case will be conducted to explore opportunities and constraints. **12-15 months**
- **Meeting the need for supported housing** – Both areas are anticipating a significant growth in the requirement for supported housing including housing with care for older people. By working jointly together the two councils can better influence the delivery of the housing by key partners including the public and private sector. A joint approach to enable delivery of supported housing will be developed. **12-15 months**
- **Working more effectively with developers to meet the local housing need** – By working more closely together the two councils could strengthen their negotiation and influence with developers in order to deliver the range of housing required to meet the need of the two areas (e.g. affordables). It is proposed that a joint approach to working with developers is explored in order to promote the delivery of the different tenures of housing required by Broadland and South Norfolk residents now and in the future. **12-15 months**

Benefits

- A wider range of home ownership options for Broadland and South Norfolk residents in order to enable more residents to get on to the housing ladder.
- Greater resilience for the strategic housing team including the sharing of expertise and skills, reducing single points of failure.
- Increased resilience of the economy by making sure the right housing is available for the jobs/sectors we require/are trying to attract
- Greater choice for our residents in terms of housing supply in order to best meet their housing needs

- Better negotiating position with developers to promote the housing mix required across the two areas to meet local need
- Joint approaches across the two areas will create a simplified experience for those customers moving into or between the areas.

13 Contracts and Procurement

Context

13.1 Procurement is a key service for both Councils ensuring value for money in service provision for our customers. Both Councils have pursued a mixed economy of service provision over a number of years, with contracts let (in some instances jointly) in a number of common areas. There are however, some differences of note in particular, waste collection which is contracted out at Broadland and is in-house at South Norfolk.

13.2 Operationally, procurement expertise is provided by a dedicated in-house resource at South Norfolk, with Broadland having an Officer Procurement Team (Deputy Chief Executive, Monitoring officer, s151 Officer and Head of Corporate Resources) and support is bought in as required using the services of organisations such as ESPO.

Opportunities and Benefits

13.3 Potential shared contract opportunities and savings:

- Waste collection service - Although the councils are on different operating models at present, there is a strategic opportunity moving forward for the new collaborative venture to potentially align our single largest shared service area to achieve financial/quality benefits - whether this is moving fully in-house or fully externalised. Initial analysis was undertaken to explore this as an early opportunity, however, contract timings prevented the opportunity being pursued at this early point. A business case will be developed to explore the potential options going forward. **6-24 months**

13.4 Following analysis of the existing contract register, current short and medium-term potential contract opportunities have been explored over the next 5 years. Due to commercial sensitivities, these are not set out in detail in the report, however, contracts included within this are; garden waste disposal, banking services and insurance. The approach has been to identify at a more granular level, the actual contracts that are due for renewal in the next 5 years and could be procured collaboratively, which makes it more likely that joint procurement can actually be delivered. It is therefore anticipated that savings in the range of 2% to 5% (research from LGA case studies suggest direct procurement savings up to 5% can be achieved and could be targeted in most areas). This would amount to an annual saving of between £15k and £38k by year 5 of the

collaboration and this is included within the indicative financial savings outlined in section 20.

13.5 **Alignment of internal processes and contract standing orders**

- We will work to develop a joint approach to procurement across the two authorities in order deliver this service in the most efficient and effective way. **18-24 months**

Benefits

- Savings can be realised through joint procurement and these are set out above.
- Shared expertise and resilience across the two councils.
- Enhanced market position with suppliers through economies of scale.

14 Commercial Opportunities

Context

14.1 Analysis has been undertaken of current income streams from both councils' commercial ventures as well as income generated within service areas. We have also investigated commercial opportunities that other councils have undertaken which we do not. The following section is the insight generated from this analysis and investigation and explores potential commercial opportunities through joint working. Appendix 6 contains further background detail.

Benefits and opportunities

14.2 There are potentially new opportunities that are undertaken by other councils but also the focus of this analysis has highlighted a wealth of areas where both councils have complimentary experiences that could be leveraged at a service-level through collaboration and sharing of expertise. The opportunities outlined in the section fall into three areas:

- **Existing Commercial ventures** - where we both have similar but varying degrees of expertise and where there could be potential for further commercial opportunities and income streams.
- **Existing income from services** – operating in a business-like and commercial way there are a number of differences in income-generation and/or service delivery approaches that each council could benefit by sharing experiences.
- **Commercial activities in other councils** – potential initiatives in other councils which we do not undertake.

14.3 In addition, this section also discusses establishing a more pervasive Commercial culture.

14.4 Existing commercial ventures by the two councils have delivered substantial financial returns to both Councils. Appendix 6 sets out the annual statutory accounts for Broadland Growth Ltd and Big Sky.

Existing commercial ventures

Broadland existing commercial ventures
Broadland Growth Ltd (50% NPS owned)
<ul style="list-style-type: none"> • Incorporated 2013 • Development of building projects
Broadland Council Training Services
<ul style="list-style-type: none"> • Established 1988 • Technical and Vocational Secondary Education
South Norfolk existing commercial ventures
Big Sky Developments Ltd
<ul style="list-style-type: none"> • Incorporated 2013 • Development of building projects
Big Sky Property Management Ltd
<ul style="list-style-type: none"> • Incorporated 2014 • Letting and operating of own or leased real estate
Build Insight Ltd (50% NPS owned from Jan 2018)
<ul style="list-style-type: none"> • Incorporated 2013 • Specialised construction activities

Potential new commercial opportunities and income streams

14.5 The following outlines potential shared commercial opportunities that would leverage existing knowledge and experience from both councils.

14.6 **Assets Management Company** - On Broadland Growth Ltd developments, some of the communal assets are owned and managed by the council and there could be a commercial opportunity to expand this role on new developments. For Carrowbreck and Great Plumstead, Broadland charge an administration fee for the council being involved in owning and maintaining these areas on behalf of residents through a service charge. South Norfolk, through the Big Sky companies, has both a property development and property management company. In order to make this a viable business proposition, the management company would need to be managing communal areas e.g. greenspaces, private roads and other facilities not in private ownership on a large number of developments. Councils have a strategic role in place making, and managing assets for and on behalf of residents with a service charge would relate directly to this role.

14.7 Property rental and investments income – Both councils receive rental income from use of their main offices by partners. South Norfolk also rents out industrial units, business centres and other commercial properties whereas Broadland does but to a lesser extent (e.g. depot rental to Veolia waste contract). The South Norfolk approach to commercial property investment is to build new properties and invest/purchase existing ones. Big Sky Development Ltd has experience in approaches to take with commercial property acquisitions and rental. It is proposed that both councils develop a joint asset management strategy to explore potential opportunities for joint income generation.

14.8 Affordable Housing one-stop shop - There is a gap in the market for a one stop shop for affordable housing. Although there are Help-to-Buy Agents where interested purchasers can find out about schemes and properties online, many people are not aware of these, and most marketing takes place through estate agents locally. This can be ad-hoc and relies on customers shopping round and working it out for themselves. A one stop shop could also cater for the provision of mortgages and other financial services too. Mortgage companies will pay a "broker" fee for setting up a mortgage and ongoing fees for various insurance policies. If there is further development in the Letting/management service then there are more potential income streams that could be explored. However, competition in the Letting Agents market is fierce and would need to be factored into any business case proposal for this.

14.9 Temporary accommodation –A potential joint commercial opportunity could be the purchasing of property from housing associations in order to use as temporary accommodation. Both Broadland and South Norfolk have temporary accommodation available.

14.10 HR services to Parishes - Whilst Broadland HR has provided informal advice/support to Parish councils for a number of years, the proposition of a charged service has not been tested. An early assessment of the level of interest from potential clients would establish whether a business case for this exists.

Existing services income (business-like/commercial insight)

14.11 The following differences in income-generation and/or service delivery approaches have been identified that warrant further in-depth collaborative investigation if Members agree in July to the Feasibility report. Figures shown are examples of gross income and are provided to indicate a scale.

14.12 Bin charging at new properties (circa £60k pa) - South Norfolk has started charging developers for providing waste bins to new property developments whereas Broadland

does not. Property developers are paying this charge which generates an income that the council would not otherwise have received.

14.13 Pre-application Planning advice fees (circa £100k pa) - South Norfolk charge for pre-app advice whereas Broadland does not. Large-scale developers have indicated that they are prepared to pay for pre-application advice, especially if it results in an even better pre-application service. It has also helped manage demand of applications, with less concrete enquiries not being followed through to formal planning applications following advice. However, Broadland has previously made a decision enabling potential applicants and agents to engage with planning officers without charging for advice.

14.14 Street Name and Numbering income (circa £20k pa) - South Norfolk has introduced a scale of charges for the function under Section 93 of the Local Government Act whereas in Broadland the function is delegated to Parish and Town Councils.

14.15 Commercial trade waste (circa £500k pa) - both councils provide this service although delivered differently - Broadland is via the Veolia contract and South Norfolk is provided by in-house delivery. There could be benefits with a collaborative commercial waste offering that services both district locations and consolidated the marketing of it. However, collaboration while the service provision is provided so differently would be a barrier to this.

Commercial activities in other councils

14.16 The following is a list of commercial activities that other councils have undertaken but are not currently performed by either Broadland or South Norfolk.

14.17 Commercial web advertising – There are examples of Councils using their websites for advertising, using criteria appropriate for a local government website. Advertising can be made appropriate with our councils' objectives. Indicative income is minimal, around £2k per year from automated web ads requiring minimal-to-no officer resource to manage and possibly more important is that ads would distract users from the primary use of our websites. However, Birmingham City Council and Derby City Council have founded the Council Advertising Network to source socially responsible advertising as a partner of Local Authorities. There are now over 30 Councils on board and the network is forecast to generate over £1 million in the first year, without an adverse effect on user journeys or transactions or negative feedback from the public.

14.18 Energy provider partnership - Working in partnership with an Energy Provider to provide affordable Energy for residents - Peterborough City Council has created an arm's length organisation – Blue Sky Peterborough Ltd – which is focused on facilitating investment and development of renewable energy generation projects as well as energy

efficiency initiatives. Peterborough City Council has also partnered with OVO, an award - winning Energy supplier, to form Peterborough Energy. This aims to obtain the most competitive and sustainable energy prices for gas and electricity for customers.

14.19 Service provision to other authorities – Combining our resources through collaboration could result in capacity that would allow us to offer paid services to other authorities. An example of a shared service provision to other councils is the Anglia Revenues Partnership.

14.20 Lotteries – There are over 30 councils that now provide lotteries, although income profit generation to councils is negligible, they help mitigate reductions in government grants to subsidise local good causes.

14.21 Burial Services – Council owned crematoria and woodland burials have the potential to generate high income (circa £400k - £500k net pa) but would require a significant investment decision and a full business case to determine if appropriate. Examples of council-owned crematoriums in Norfolk are Great Yarmouth, Kings Lynn & West Norfolk.

Establishing a Commercial culture

14.22 To help stimulate commercial ideas on an ongoing basis, it is suggested that coaching be made available to staff to help them identify and develop commercial opportunities for the benefit of service delivery to customers. Ensuring staff are equipped with the right skills to maximise business-like and commercial behaviours and culture. A joint training programme could be a positive addition, giving employees the skills and knowledge they need to create and develop commercial ideas. The LGA run training courses and have a 'pool' of experts who can work with councils to help deliver income generation and efficiency savings.

Next Steps

14.23 Jointly, work through the following LGA strategic and operational questions to help shape a commercial strategy. 6-12 months

- Is there a political drive for commercial activity and to what extent?
- Is the necessary political and managerial leadership in place and is it effective?
- What is the councils' overarching strategy and how does it link to becoming more 'commercial'?
- How will the commercial activity be delivered alongside the councils' other duties and responsibilities?
- What are the key drivers for change?
- Is the councils' culture receptive to being more commercial?
- Is there a commercial capability within the councils?

- Is there the capacity within the councils to undertake commercial activity?
- What is the councils' risk appetite?
- Is there clarity on how to prioritise commercial opportunities?
- Do the councils' have an Outcomes Framework in place with clear priority outcomes for delivery?

14.24 **Develop a Joint Commercial Strategy and Action Plan**

- Develop a commercial strategy and action plan to ensure that any activity is consistent with both councils' overarching aspirations and priorities. **12-24 months**

15 Working More Effectively with Partners

Context

15.1 Broadland and South Norfolk already independently and jointly participate in a wide range of partnerships to drive growth and provide and enable services that make a real difference to the lives of our residents. The below sets out a selection of the range of partnerships currently established across the two councils:

15.2 **Advocacy and influencing role** – The authorities work with New Anglia LEP to seek to influence and deliver the ambitions set out within the Norfolk and Suffolk Economic Strategy, including supporting business growth, bringing forward 'Priority Places' and attracting new inward investment. The two councils are also part of the Greater Norwich Growth Board/Greater Norwich Development Partnership – partnerships comprising Broadland District Council, Norfolk County Council, Norwich City Council and South Norfolk Council – which serve to drive housing and economic growth across the Greater Norwich area.

15.3 **Business support including Research and Development** - Both Organisations currently work with business support organisations including Chambers of Commerce, Federation of Small Businesses, Lively Crew and specific sector groups e.g. New Anglia Advanced Manufacturing & Engineering (NAAME). To date, both Councils have agreed separate working arrangements/SLA's with these organisations. Both councils currently work independently with a number of organisations including Visit Norfolk, Visit East Anglia and the Broads Authority to grow and promote the visitor economy sector.

15.4 **Inward Investment** - Both organisations work with the county council and the LEP to respond to inward investment enquiries. South Norfolk is working proactively with the Department of International Trade, (DIT) to promote a number of its development sites to international audiences. Broadland explored this opportunity last year and decided not to pursue as it was unsuitable for the sites within Broadland.

15.5 Prevention and Early Help – At present, both Broadland and South Norfolk have developed successful Early Help models which are founded on successful operational partnerships with a variety of partners. Similar to this, both authorities have good partnership working arrangements with Public Health, with each authority being allocated just over £17,000 each to deliver the Public Health Strategy for Norfolk. While South Norfolk uses this to part-fund community connectors, and Broadland use this funding for initiatives around preventing avoidable winter deaths and warm homes, including the HIA+ Plus Project. The Councils are both involved in a range of Health and Social Care Commissioning Initiatives such as Social Prescribing and the Loneliness Framework and both BDC and SNC represent the districts on the Sustainability and Transformation Partnership (STP) through the prevention and the acute work streams. There is potential to jointly increase the level of partnership working with integrated commissioners across Health and Adult Social Care.

15.6 Keeping our residents fit and healthy – Broadland and South Norfolk have similar demographics and ambitions around keeping residents fit and healthy. The two councils have differing but complementary leisure offers across each district. South Norfolk has a direct leisure provision through leisure centres and Broadland has a community outreach provision delivered through the Broadly Active programme. Both councils aim to support older and vulnerable residents to remain independent and well, reduce levels of obesity and support the mental health of our residents. The current partnership with Active Norfolk is developing separate locality plans for the two districts.

15.7 Keeping our residents independent and in their own homes – South Norfolk and Broadland councils were instrumental in developing and delivering a County wide project District Direct, working in partnership the N&N Hospital. The approach supports vulnerable patients who are at risk of delayed discharge to return home in a timely and sustainable way to independent living. The project has carried out over 290 interventions and potentially saved £181,250 within a 29-week period whilst reducing the length of stay for patients by 36%.

Opportunities and Benefits

15.8 Advocacy and influencing role

- Jointly respond to formal and informal consultations and requests for evidence from our partners, to gain greater influence and demonstrate that the two councils are well placed to pilot new government initiatives e.g. Jointly collate evidence for the LEP relating to the impact of Brexit on our businesses. **0-3 months**

15.9 Business support including R&D

- Continue to develop possible visitor economy projects that may be beneficial to be delivered across the two areas, enabling expertise and resources to be shared. **0-3 months**
- Work with the Norfolk Chamber of Commerce to develop a joint package of support for the benefit of our local businesses. **0-6 months**

15.10 Inward Investment

- Through the Growth Delivery Team, work jointly with external partners to take forward key development sites e.g. the Greater Norwich Food Enterprise Zone. **0-3 months**

Benefits

- Ability to see greater levels of influence and securing of funding for our joint delivery plan; providing a greater opportunity for our businesses to engage with, influence and benefit.
- Greater collaboration around business support with partners will enable greater levels of influence with business support organisations to deliver more of what our businesses want e.g. targeted and more effective campaigns, including export and supply chains and sector engagement events.
- Better enable a more sustainable year-round visitor economy by facilitating stronger links to North Norfolk, the Broads and other coastal areas, through increased partnership working.

15.11 Prevention and Early Help

- Develop a joint offer to work with the **DWP** to support residents into work. **6-12 months**
- Share learning from the council's operational early help partnerships to strengthen local offers, and harmonise offer where appropriate. **6-12 months**
- The two councils currently have some joint initiatives with adult social care and mental health services, however there is still potential to grow this influence and joint offer with partners. It is proposed that Broadland and South Norfolk develop a joint offer to work alongside mental health and adult social care to provide services that benefit our residents. **6-12 months**
- Develop a common framework to our health and wellbeing strategies/frameworks. **6-12 months**
- Establish more collaborative ways of working with integrated commissioning across both areas, and the opportunities for joint commissioning roles. **6-12 months**
- Review and identify the potential opportunities of pooling grant funding across the two authorities. **0-6 months**

- Establish joint working relationships with Registered Providers across the two districts. **6-12 months**

15.12 **Keeping our residents fit and healthy**

- Improve joint working with Active Norfolk to build a common evidence base and potential joint projects. **Ongoing**
- Implement a common GP referral scheme 'Broadly Active'. **6-12 month**

Benefits

- More intelligent commissioning at scale.
- Ability to engage more effectively through one voice with partners.
- Ability to offer a wider range of support services to our residents across boundaries.
- Strengthening the case for funding from partners – particularly those who wish to try to develop countywide solutions from locally developed offers.
- Gaining a greater influence on a regional and national scale by working closer together on issues around prevention, homelessness and early help.

16 Governance

Context

16.1 This focus area has reviewed how one joint officer team can be supported to work as efficiently and effectively as possible across the two autonomous Councils, this has also, by nature of the work the team undertakes, looked at member governance as well.

16.2 **Committee structures** - South Norfolk Council's committee structure has been aligned to its corporate priorities, with many service areas being cross cutting over the Portfolios, whereas Broadland's committee structure is more aligned to its portfolio holder responsibilities.

16.3 A high-level review of the Committee structures has highlighted that there are Committees which are the same, those which are similar and those which are different.

16.4 The work has been about identifying operational elements for practical ways of working, with particular focus on the Constitutions and the democratic process. The review has also looked at how processes can be aligned for Members. The work undertaken by the teams is at a very early stage, and while some "quick wins" have been realised already, the rest of this section sets out the opportunities that need to be further examined, with indicative timelines.

- 16.5 The Governance Teams have consulted with a number of shared service councils including; Breckland and South Holland and Waveney and Suffolk Coastal District Councils in order to learn about how they have established more streamlined governance approaches to joint working.

Benefits and opportunities

16.6 Complementary meeting cycles and report templates

- The team have already ensured that the respective cycle of meetings is complimentary and are now working on ensuring that the report template that officers use for Committee reports is aligned. This is more efficient for officers as it will ensure that the same process is followed regardless of which Council the report is for and it will also enable officers to attend the required meetings without any clashes. **0-3 months**

16.7 Member training

- Where joint member training can be provided this can be considered as a matter of course, and it may also be beneficial and cost effective to invite other Councils to this training, this would be particularly efficient when using an external trainer and also where accredited training is regularly needed i.e. planning and licensing. **0-9 months**

16.8 Induction programme for Members

- In terms of the elections in 2019, the teams can look to work together on the induction programme for Members to ensure that there is consistency in our approach, while recognising the two Councils will remain autonomous. We can also look to ensure that training as part of this process is provided jointly wherever possible. **0-12 months**

16.9 Constitutions

- The Monitoring Officers will need to conclude on delegations that are to be put in place to enable officers to make legal decisions at each Council. Various options are being reviewed to enable this, which include Constitutional amendments through to a formal joint management agreement. To develop this, discussion is being held with other Councils who have shared arrangements and nplaw are also being consulted. This is a key piece of work that needs to be progressed following the July decision to enable officers to effectively, efficiently and legally work across both Councils. **0-24 months**
- The teams can review the terms of reference of those Committees which fall into the first two categories, to see where these can be aligned to ensure that officers working across both Councils are following the same process. **0-18 months**

- In terms of the respective Constitutions, these need to be compared, with best practice models reviewed, and a plan of how to align these as much as possible developed. As this is a key piece of work, a project plan needs to be devised with the ultimate aim of enabling more efficient and effective working for one joint officer team. **0-24 months**
- More lengthy work would be needed where we have differences, and these would need to be considered and political buy-in sought, workshops with members would be beneficial. **18-24 months.**

16.10 Joint informal member meetings

- As a matter of course, the teams can, and have already, worked with lead officers to provide joint informal meetings where briefings and consultation are required. Again, discussions are being held with other shared Councils to learn from how they have addressed this. **0-6 months**

16.11 There are also other areas of activity that the teams will look into; member bulletins **0-6 months**, member allowances and expenses **12-24 months** and parish liaison **12-18 months.**

Benefits

- Similar governance across both Councils will mean that members of the public, businesses and stakeholders will benefit from similar administrative arrangements when working with Committees.
- Avoid unnecessary duplication and repetition at senior management level, leading to increased productivity.
- Allows for harmonisation of policy and process where possible and appropriate.
- Ensures that any person or organisation dealing with either Council will be treated in the same way.
- To maximise the governance resources that are available and increase resilience across teams.

17 Business Improvement

Context

17.1 Both Councils design services from a customer perspective with a commitment to continuous improvement. Jointly, the two councils have delivered £997k (£550,000 South Norfolk and £443,000 Broadland) savings in 2017/18 through our Business Improvement and transformation approaches. Both approaches aim to improve levels of customer service, while reducing cost and improving the effectiveness of services. However, there are significant differences in methodology for business improvement/transformation across the two councils e.g. Broadland's use of Vanguard Systems Thinking principles and

South Norfolk's hybrid approach (Lean/lite, agile, systems thinking, customer journey mapping, Prince2, Culture Change etc.), with differing levels of resources in support of these approaches.

17.2 Both councils already have well documented visions and ambitions/priorities which carry a golden thread through the organisation into how they deliver and progress services (e.g. corporate plans, business plans, staff objectives), although the model each council uses to undertake this differs for example timings, format and reporting.

17.3 South Norfolk and Broadland have similar demographics and customer insight is used by both councils to inform service design and improvement across both authorities. South Norfolk, through their Digital Strategy, are currently looking at opportunities to maximise the potential of data and customer insight to improve the customer experience and there are opportunities to consider doing this jointly across the two councils. The S151 officers are jointly reviewing tools such as Chief Financial Officer (CFO) Insights to help support and inform the collaborative working moving forward.

Opportunities and Benefits

17.4 **Joint Approach to Service Reviews and Transformation** - Business transformation is the approach the two councils undertake to innovate and continuously improve to ensure we maintain and develop local services that are customer focussed, move with the times, are cost effective and represent value for money. In a world where we need to do more with less, a shared services partnership with a joint approach to transformation would make us more efficient and effective, ensuring our services remain fit for the future. It will be important to ensure that, as we bring one joint officer team together, the opportunity should be taken to transform our approaches to service delivery, adopting new ways of working. To do this we will:

- Identify how we can use existing skill sets across the two authorities to provide greater resilience and capacity to enable service improvement and transformation, reducing single points of failure. **0-6 months**
- Develop a joint customer service approach and understanding of customer demands to improve the range and standards of the services we offer to our residents. **3-6 months**
- Develop a joint approach to tackling the shared financial challenge that both authorities face in line with the Medium Term Financial Plans as developed by S151 officers. **0-9 months**
- Identify initial focus areas needing potential transformation support as a priority to include: Planning (enabling the joint team to realise the ambitions of joint working at pace) **0-3 months**, IT/Digital (supporting the teams to identify a new joint IT/Digital strategy to support joint working across the organisations and develop our customer service approach) **0-6 months** and supporting the move

towards a new joint culture (helping one joint officer team to develop a joint culture) **0-6 months.**

Benefits

- We are not defined or restricted by our systems and working processes but instead these enhance and improve both the way we work and the customer experience
- As One Joint Officer Team, we have the right skill sets we need to deliver and transform our services to improve our customer service
- We are able to ensure we can continue to deliver, in the most efficient way, those services that our customers value the most.
- Officers have the tools and systems to work jointly as one joint officer team and are not hindered or limited by our ways of working.
- Services are fit for the future, continuously evolving to best meet customer needs.

17.5 Joint Collaborative Strategic Priorities and Delivery Plans - establish a common focus for the joint officer team to deliver to, by defining an overarching set of common strategic outcomes (ambitions/priorities) together with a joint delivery plan, to sit alongside the two Councils' Individual Corporate (SNC)/Business (BDC) Plans. Initial analysis suggests that joint strategic themes would include:

- Driving Growth and Prosperity
- Empowering communities, improving health and wellbeing and quality of life and enhancing outcomes for people and place
- Providing increased financial resilience, self-sustainability, capacity and staff opportunity

0-6 months.

Benefits

- Provide an opportunity to present publicly the ambition for our collaboration and visualise to our customers what we are trying to achieve by working together
- Establish a common focus for the joint officer team to deliver against
- Provide clarity for our partners, customers, businesses and staff of our joint approach and progress by establishing a shared joint delivery plan
- Help promote recognition and greater regional and national influence by identifying how the successes of the collaboration will be tracked and measured

17.6 Shared Approach to Data, Customer Insight and Experience - Customer Insight is an understanding about the customer, based on their behaviour, experiences, needs or desires. It encompasses methods to determine customer engagement, market size for commercial ventures, the utilisation of different customer channels to predict future service demand, demographics, and the profiling of different types of customers. The

'data' needs for customer insight can include information gained from traditional tools, data stored in our current systems, as well as information that our staff know.

- Develop and agree a joint approach to data and customer insight. **0-6 months**
- S151 officers will jointly review tools such as CFO Insights to inform further collaboration work **0-6 months**
- Develop an agreed common approach to how we engage with our customers across all formats and will review the customer experience through a range of channels
 - Telephones
 - Incoming and outgoing post
 - Walk-in/Face to Face
 - Digital channels such as web (including webchat), mobile, email and social media.
 - Print and media

6-12 months.

- Establish an agreed set of customer service standards that take into account our common approach to ensure that customers are receiving a consistent service across both local authorities. **6-9 months**
 - Getting it right first time
 - Providing multi-channel approach to delivery
 - Providing timely responses with minimal delays
- Roll out joint customer service approach across our customer service areas. **6-18 months.**
- Establish shared mechanisms for understanding customer satisfaction with services. **6-12 months**

Benefits

- Customers will have access to a range of channels to best meet their needs.
- Services will be designed and focussed around the customer to ensure we best meet and manage customer demand.

18 Marketing and Communications

Context

18.1 In their joint statement of intent, our two council leaders committed to building a larger and more prosperous local economy. Our collaborative approach gives us the opportunity to promote South Norfolk and Broadland as one combined area – one place. We have a similar geography and demography and the two councils have the same

progressive attitude to inward investment and understand the importance of a vibrant local economy. Public affairs is the strategic approach the two councils take to promoting their reputations and influencing strategy and policy on a regional and national stage. While the outcomes to be achieved are the same, at present, the two authorities have different approaches and resourcing to public affairs.

18.2 Both councils have regional and national presence, both at Member and officer level e.g. Society of District Council Treasurers, District Councils' Network, LGA, East of England LGA. By working more closely together, we can maximise our joint leverage to influence policy development.

18.3 Through internal communications, it is essential that staff in both organisations are fully engaged and understand the purpose of the collaborative workings of our two authorities, the challenges and opportunities it brings and the role they play in it. Employee engagement and co-production is critical to the success of the one joint officer team. Getting it right will have a positive impact on organisational performance and encourage innovative thinking and a commitment to delivery; leading to higher levels of customer and stakeholder service. Currently, the two authorities use similar channels for staff engagement and where appropriate, different styles to engage with different audiences.

Opportunities and Benefits

18.4 **Developing a Joint Public Affairs Approach** - Public affairs can be used to:

- **Influence policy direction** – jointly press for policy change at a national and regional level to help the two-autonomous councils to deliver their joint ambitions and priorities together.
- **Build key networks** – work together to build a network of key stakeholders and sector partners who we engage with to support our priorities.
- **Raise and build awareness of our joint policy agenda** – jointly develop awareness of our policy agenda through communications, engagement and briefings.
- **Build upon our reputations** – deliver a strong voice for Broadland and South Norfolk in national and regional debates.

18.5 This will be delivered by:

- Identifying key policy and strategic communication leads to be involved in the virtual public affairs team. **3-6 months**
- Developing a strategic public affairs plan, based on strategic priorities where the two councils would wish to present a united public profile in order to deliver enhanced outcomes for our residents. **6-12 months.**

18.6 Key policy initiatives may include:

- **Supporting Housing and Growth** - The governments draft Industrial Strategy outlines the vision for driving growth across the whole of the country and the bringing together of key sectors and places. The development and creation of Local Industrial Strategies provides Broadland and South Norfolk the opportunity to have a greater influence in the shaping and delivery of regional strategies and to highlight the importance and contribution of hinterlands to deliver national growth. Housing growth across both districts is also crucial to the development of the area's economy and quality of life for residents. By working jointly on opportunities for driving housing growth across the two areas e.g. policy changes to planning permissions to speed up housing delivery, infrastructure delivery, we can jointly develop proposals for tools and powers to increase the rate that homes are delivered across our area.
- **Public Sector Reform** - For South Norfolk and Broadland, the importance will lie in staying ahead of the curve and influencing any future structural change at an earlier stage. By building our networks and reputations jointly, we better place ourselves in terms of any reform debate.
- **Local Government Funding** - Government has consulted recently on a number of local authority funding initiatives such as Business Rates Retention, New Homes Bonus, Fair Funding Review and the Finance Settlement. By working together, we can develop a joint policy agenda to these key issues and take the opportunity to have a greater influence over the direction of policy setting, before it is 'done unto us'.
- **Attraction of Funding for Growth Initiatives** - Working across a larger scale, Public Affairs could be used to bring together key areas of the business to effectively promote the districts as places to locate and encourage investment to be made.
- **Brexit** - The Government have recently agreed to giving local government consultative rights post-Brexit and it is important to use this as an opportunity to get the right deal for our residents and businesses. A joint approach to Public Affairs would allow us to have a stronger voice when it comes to local government's chance to have their say and gain greater flexibilities and powers over key issues affecting local areas.

Benefits

- The increase in scale offered by a one place approach, with two strong councils working together and speaking with one voice, will allow us to promote a much more attractive package for inward investment for both national and international businesses.
- By jointly pressing for policy change at a national and regional level, we will be able to help the two-autonomous councils deliver their joint ambitions and priorities, bringing increased benefits to residents and businesses.

- Raise and build awareness of our joint policy agenda – jointly develop awareness of our policy agenda through communications, engagement and briefings.

18.7 Joint Internal Communications Approach – establish effective joint communication and engagement approach which is consistent across both authorities. In the short term, we will continue to use current internal communication channels for South Norfolk and Broadland. As we move towards one joint officer team in the longer term, we will:

- Set up secure joint page on website which both South Norfolk and Broadland staff and Members can access for joint communications. **0-3 months**
- Agree an internal communications plan for the transition period between July to January. **0-6 months**
- Launch an internal campaign to promote collaborative working (e.g. combined campaign around new visions and values). **6-12 months**
- Align internal communication style guide, tone of voice and approach. **6-12 months**
- Align communication channels – including developing a new joint intranet, with support from IT. **6-12 months.**

Benefits

- Improve employee engagement across one joint officer team.
- Supports the councils to deliver our shared visions and aims, by enabling staff to see the connection between their jobs and our collaborative ambitions.
- Staff are better informed through a collaborative approach, by helping them understand why changes are happening and what the benefits will be.

19 Better use of Technology (IT and Digital)

Context

19.1 Both Councils' IT and Digital strategies, are based on similar broad service principles including a commitment to customer driven models of delivery, opportunities for a range of channels for customers to access services and developing opportunities to provide increasingly flexible models of working and communication to support staff. Both Councils continue to invest in technology to support them to work in the most effective and efficient way and to improve our service offer for customers. Last year for example, both Councils budgeted £2.9 million (Broadland £1 million and South Norfolk £1.9 million, spend per member of staff last year for revenue was £3,431 at Broadland and £3,389 at South Norfolk) for IT/Digital across revenue and capital. South Norfolk's level of investment is significantly higher (reflecting a larger staff cohort, additional systems and higher investment into digital services) than Broadland's. Both Councils IT/Digital services

ensure their compliance with PSN (Public Services Network) and GDPR (General Data Protection Regulations).

19.2 South Norfolk's investment in IT and Digital has seen significant return on investment (ROI). For example, in Leisure, the IT/Digital system costs approximately £10k per year and so far in 2018 an average of 62% of leisure customers' transactions have been done through it as self-service rather than via council staff. Fitness classes have a large customer base that is very digitally-oriented and expect to undertake transactions online. This system has realised benefits both to the council and to customers, such as:

- the need for less staff time at reception desks of all leisure centres to take membership bookings, bookings for leisure classes and swim school.
- long queues at reception desks becoming a thing of the past as are time consuming term-based enrolment for swim school.
- customers can book their classes at a time that suits them rather than when the council is "open" to take bookings manually.

Broadland has also seen a ROI in technology investment.

19.3 There are varying levels of focus and investment on the development of digital services across the two councils, with South Norfolk developing a more wide-ranging digital offering. Both councils are using the technologies to provide simplified and efficient customer journeys, based on customer needs. Both councils use customer insight and analysis, though based on different methodologies, to develop their service delivery offer.

19.4 This range of approaches in Broadland and South Norfolk provides opportunities to reflect upon and share learning and development between the two authorities, in order to develop a joint digital offering that best meets our customers' future needs.

19.5 A review of the IT systems landscape shows that, while there are some overlaps and opportunities for consolidation, largely the systems used by each organisation covering the vast array of services we each provide are different with 7 overlaps in the ICT portfolio (Site Improve, Top level, Solchar, Microsoft, VMWare, Vodafone, Clara.net). A comparison of the systems provides an opportunity to review those systems currently utilised and choose the most appropriate systems for the future, subject to review, to best meet customer need and maximise value for money. An assessment of the contract end points shows that most contracts either expire within the next 3 years or are on rolling contracts, meaning both South Norfolk and Broadland have the flexibility to be able to evolve towards shared systems in line with business need. Observations from other districts who have shared services have shown that full systems integration can take a number of years and is predicated on shared ICT infrastructure being in place.

19.6 A common approach to desktop and server hardware, network infrastructure, telephony and Microsoft technologies in use across both organisations and an effective joint IT/Digital approach will be central in supporting one joint officer team to work effectively across the two authorities. The Councils ICT/Digital Strategies and areas such as ICT security and governance will also need to be aligned.

19.7 The two councils have been engaging with shared service partnerships in the region to understand the 'art of the possible' and to develop a forward-thinking approach to IT/Digital, ensuring the councils are at the forefront of new technologies.

Opportunities and Benefits

19.8 Developing our digital offer for our customers

- Develop a joint digital services strategy and delivery plan to improve our customer offering. **6-18 months.**

19.9 There is growing demand to be able to access services digitally, at a time and place that suits the customer. It is therefore important, as the two councils develop a joint customer service offer that a range of channels are established for residents to be able to easily access our services in a customer focussed way.

19.10 Broadland's current ICT Strategy outlines a commitment to develop the functionality of the Council website and other online services based on a principle of digital service by design. South Norfolk have an ambitious digital strategy which aims to make digital the first choice for customers by continually improving their digital services and improving customer experience across all channels.

19.11 By working together, we can share learning across the two councils, sharing existing developments where appropriate (and potentially reducing implementation and maintenance costs), jointly designing and developing the best mix of digital services for the future and sharing the costs of these services when implemented. Where we are providing joined up services to customers, this will be developed on a unified platform.

19.12 **Technology to support one joint officer team** – in order to realise the benefits of joint working across the two autonomous councils, it will be important to ensure the right technology is in place to enable officers to work easily to deliver our services. This will include areas like video conferencing and telephony that supports flexible working.

- **A single/shared ICT Network** - To achieve the vision of one joint officer team with the ability to seamlessly work across both sites (and from remote locations), options for a single shared ICT network/domain (i.e. collaborativeworkingtitle.gov.uk) will be developed. This will provide the one joint officer team with a single ICT platform, with the flexibilities to meet the needs of

the two councils. This approach has been taken by the authorities that now make up East and West Suffolk Councils. This approach will enable systems to be reviewed and rationalised and for the technical/security/governance issues to be addressed on an incremental basis. Early deliverables such as hardware accessing both Council's email and documents will also be introduced.

- Access to both Council's exchange resources e.g. calendars and emails from a single device. **0-6 months**
 - Background work and implementation in order to support network convergence and system alignment. **6-18 months**
 - Networks convergence. **18-36 months**
- ***Telephony to improve customer services and support flexible working*** – as the one joint officer team develops it will be important that there is a telephony system and communications tools in place to support staff to work effectively across the two organisations. A joint telephony system will be developed and delivered across the two organisations to support this. A joint Freephone number for customers will also be explored to improve customer access to services. **6-24 months**

19.13 Alignment of services and systems to unlock opportunities

- As service offers across the two authorities become more aligned and system contracts come up for renewal, individual business cases will be developed to align systems. While initial investment is likely to be required it is anticipated that the alignment of systems will unlock efficiencies, savings and service improvements for customers, staff and members. Potential systems to be aligned include - Planning, Environmental Health, Housing Options, Revenues and Benefits, Finance, Payments, Electoral Services. **36-72 months.**

Benefits

- Enhanced customer service offer where residents can access services in a manner and at a time and place that best suits them.
- More efficient and effective working tools for staff.
- Potential savings as a result of rationalised systems, improved processes and new ways of working.
- Sharing of specialist skills across the two councils resulting in increased resilience.

Financials

20 Financial context and estimated costs/savings

National Financial Changes impacting on Local Government

- 20.1 Local authorities need to prepare for a changed system of finance, in which they will have full or increased retention of business rates from 2020/21, but will no longer receive the central revenue support grant. In fact, South Norfolk are in a negative Revenue Support Grant (RSG) position in 2019/20 and Broadland's funding is much reduced.
- 20.2 The new system will provide opportunities for local authorities to control their own finances but will be challenging in areas where income from business rates may be relatively low. However, both Broadland and South Norfolk are positive beneficiaries of the current business rates scheme so we see this as an opportunity.
- 20.3 Both Councils have adopted an approach of being open for business and by working collaboratively regarding the business rate reliefs we can offer, we can complement each other so that the greater area is seen as welcoming all types of business in the relevant business corridors.
- 20.4 Alongside the changed system of business rates funding a new Fair Funding distribution formula is being devised which may mean councils receive more or less than currently from 2020/21, but there is not yet sufficient detail to quantify the potential impact of this. A Comprehensive Spending Review will be undertaken in 2019 that will determine the overall quantum to be distributed.
- 20.5 Council Tax will become a more important revenue stream for local government and there is a national expectation that all Districts will take full advantage of the freedom to increase Council Tax. There is also a national debate on whether further changes to the Council Tax system will enable Councils to increase this revenue stream. Both Councils have good collection rates so currently maximise the revenue available to them.

Current financial position of both councils

- 20.6 **Our Medium-Term Plans and Financial Challenge** - There are funding gaps shown in the medium term financial plans of both Councils. In 2020/21 the total budget gap across both councils is projected to be £1,603,000 (£1,424,000 for Broadland and £179,000 for South Norfolk). There is a different accounting approach taken by each council regarding New Homes Bonus. Broadland is anticipating the gradual ending of the scheme and have factored in receiving £1.6 million in New Homes Bonus into 2020/21 but South Norfolk

factors in £3.3 million in that year and assumes it will continue in its current format. The Comprehensive Spending Review in 2019/20 will include a review of this funding. The reported figures therefore reflect this different approach as agreed by members at their respective Full Council meetings in February 2018. Both councils will be reviewing their approach for 2019/2020 budget setting. In addition, South Norfolk's Council tax rate is higher and its Council tax base is projected to increase at a faster rate than Broadland. The continuation of the New Homes Bonus (for Broadland) would make a significant reduction to the predicted budget gap. Both councils have a record of good financial management and have some capacity to close these funding gaps. Although the primary rationale for this feasibility study is not financial savings, there is recognition that, like other shared service councils, savings will be achievable through collaboration. It is envisaged that our collaboration will therefore achieve net reductions in revenue budgets through consolidation of roles and expanding opportunities for efficiencies and income generation which will contribute towards easing the financial pressures we face. This section of the feasibility report outlines the indicative cost/savings possible from collaboration.

- 20.7 Our Government Funding** - The following table sets out our central Government Funding for 2018/19. While Broadland receives a larger Revenue Support Grant, South Norfolk receives a higher level of funding from New Homes Bonus (a result of higher levels of house building in the district), Business rates (as a result of faster business growth), and also receives an efficiency support grant for sparse areas.

Aspect (Negative figures indicate income)	Broadland	South Norfolk
Revenue Support Grant	-£438,238	-£417,134
Business Rates	-£2,766,059	-£3,374,503
Efficiency Support for Sparse Areas	£0	-£285,203
New Homes Bonus	-£2,008,142	-£3,837,956
Total Government Funding	-£5,212,439	-£7,914,796

Our Expenditure on Services

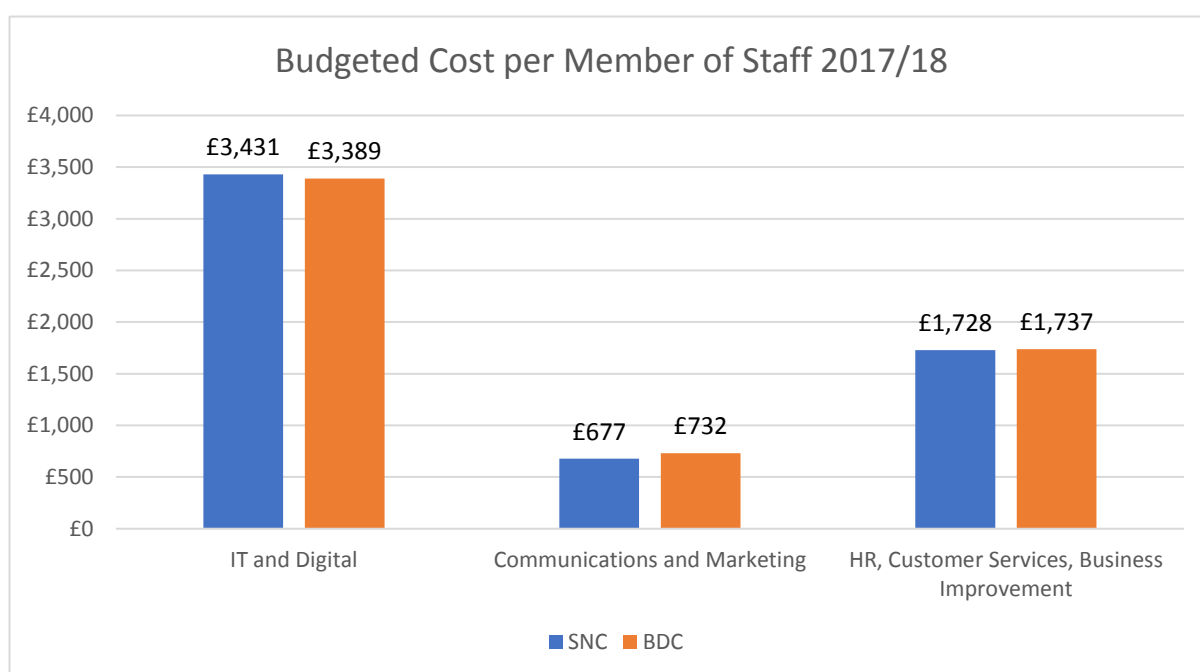
- 20.8 Comparing Spend** - The two councils are different sizes, structures and have their own policy priorities. This means that a simple comparison of total budgets can be potentially misleading. For support services it can therefore be helpful to take account of differing size by looking at the cost per member of staff supported and to compare front line service costs per head of population or in relation to activity levels. However, both total costs and per capita costs are set out whenever relevant in the report.

- 20.9 Net expenditure per head of population** - For 2018/19, the net expenditure per head of population was £89 for Broadland and £93 for South Norfolk. The difference in spend

reflects the additional investment that South Norfolk makes in early help and the direct provision of three leisure centres. Full detail on the comparison of expenditure of services can be found in Appendix 5.

20.10 Costs for support services - Whilst South Norfolk has larger support services to support its bigger staff team (as it includes Leisure Centre Staff, CNC staff and Waste Collection Staff), when comparing budget cost per member of staff across the two Councils there is near parity of spend in key areas. This is demonstrated in the graph below:

Total costs - IT/Digital: SNC £ 1,613k / BDC £ 878k; Communications & Marketing: SNC £318k / BDC £190k; HR, Customer Services, Business Improvement: SNC £812k / BDC £450k.

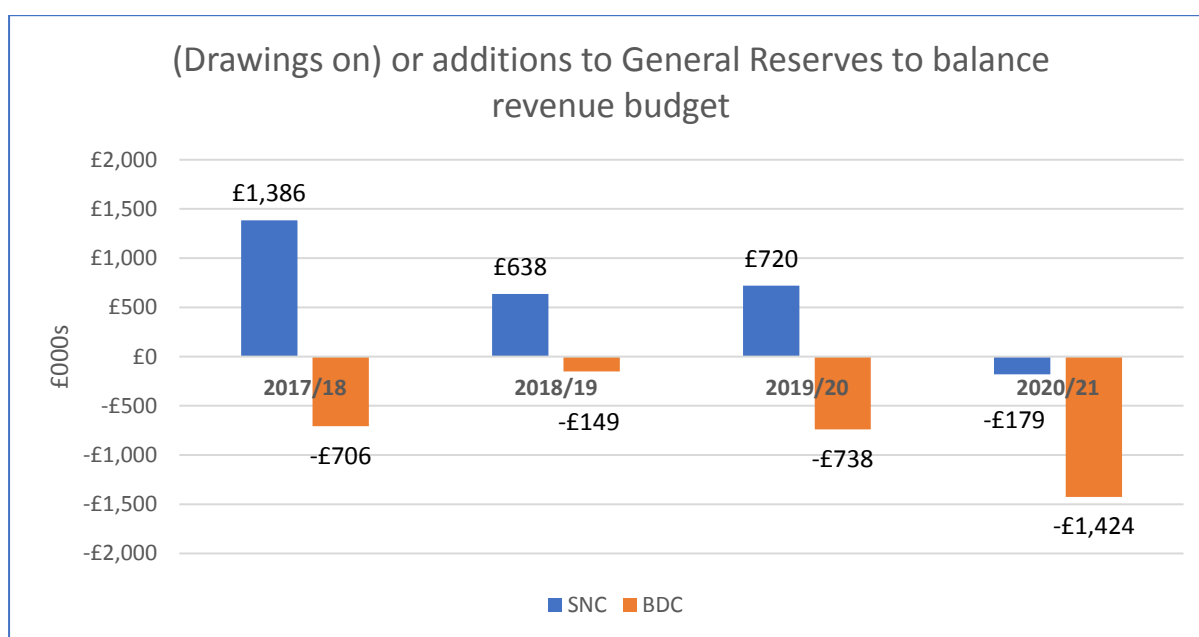


20.11 It should be noted that both Councils have different IT and digital strategies, with IT systems at SNC underpinning services such as leisure, e.g. online class booking, and the depot, e.g. using online reporting of missed bins and route optimisation technology. There are varying levels of focus and investment on the development of digital services across the two councils, with South Norfolk developing a more wide-ranging digital offering. Broadland's approach is using digital by design not default.

20.12 Our reserves - The level of revenue reserves reflects the historic financial performance of each Council and decisions on whether to spend reserves. It particularly reflects additions to or withdrawals from general reserves to balance the revenue budget to continue providing a quality service to residents.

20.13 The total revenue reserves for each authority up to 2020/21 are planned to be over £10 million for each Council, well above the prudent minimum levels recommended by S151 Officers. Both Councils therefore have a healthy level of reserves in the short term, but eventually withdrawals from general revenue reserves as shown in the graph below would reduce these reserves to an imprudent level.

20.14 The graph reflects the medium term financial position based on the current published plans of both Councils. It does not factor in any costs, income or savings that might result from a decision to collaborate. It shows the net addition to or withdrawal from general revenue reserves that is required in order to balance the revenue budget each year. This shows that, in this medium-term period, both Councils will be having to draw from general reserves in order to balance their budgets, unless they can find further savings or income. Broadland will draw on its reserves at a quicker rate than South Norfolk which will add to its general reserves until 2019/20. The reason for the large draw on Broadland's reserves in 2020/21 is that no adjustment has been made to the local government funding as we are waiting for indicative figures for 2020/21. However, even with the predicated draw, both Councils are still financially sound in the medium term.



20.15 **Our Capital programme** – South Norfolk has a larger capital programme than Broadland and has used its reserves to generate ongoing revenue (including investment in leisure centres, development of commercial and residential property and commercial waste). While the Council has identified in its Medium-Term Plan that it may borrow to fund investment in property and economic development going forward, it is currently debt free and current capital investment is being funded through reserves and additional income generated. Broadland has currently a smaller capital programme and is debt free

at this point but will consider borrowing in future for any further development opportunities.

Cost/savings apportionment methodology

20.16 In order to support the development of financial analysis for potential costs and savings as a result of a shared approach to service delivery and one joint officer team, consideration has been given by both S151 officers to identify a preferred methodology for Broadland and South Norfolk to use as part of the collaborative working arrangements. The methodology has been developed by undertaking analysis of other district councils operating similar shared service arrangements.

20.17 The proposed methodology below gives a split of costs and savings between the 2 Councils of 45% to Broadland and 55% to South Norfolk. This has been applied to develop the financial analysis for this feasibility report.

20.18 Nonetheless, it should be noted that the ambition is to move towards a 50/50 split over an agreed period if Members agree to move forward with collaborative working.

20.19 The underlying rationale for the split is to ensure an equitable share-out of the costs and savings that are due to collaborative working. It is not meant to share costs and savings that the Councils incur from decisions that are made to do something that applies only to one of the Councils.

20.20 The split is subject to the following underpinning principles:

- | |
|--|
| ▪ If one council wishes to provide a service/incur cost that is not a part of the other council's ambitions and services then it should be agreed by all parties that this is operated outside of the shared arrangements. |
| ▪ If a council has services the other council does not have e.g. leisure centres it is that council's cost and if they can derive any benefit then it is their savings. |
| ▪ Assets stay with each council as do Treasury arrangements |
| ▪ Both Councils will follow their own agreed HR policies and procedures until terms and conditions are harmonised and therefore be individually responsible for any extra costs arising from the application of these |

20.21 At this point in time both Section 151 officers are content that the 45/55 split is a reasonable one for this feasibility study. However as further detailed work is undertaken and collaborative working begins to be implemented, the S151 officers will have a clearer

evidence base to further inform the appropriate split between the two councils. Members are therefore asked to agree to the provisional costs/savings split as set out in this report and its accompanying principles. It is therefore recommended that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20.

20.22 It should be noted that until detailed calculations of the costs and potential savings of the proposals are progressed there cannot be certainty around the totality of costs and savings for each council.

20.23 Feedback from other local authorities and bodies such as Shared Service Architects has advised that it is best to keep methodologies as simple as possible. An approach that incorporates an external assessment is also seen as favourable.

20.24 A range of options have been looked at and the following methodology has been used for the indicative financials in this report.

Basis	Rationale	SNC Share	BDC Share
Average of: <ul style="list-style-type: none"> Core Spending Power for 2016/17 as determined by DCLG Final Settlement Figures Core Spending Power for 2017/18 as determined by DCLG Final Settlement Figures Gross Income per audited accounts 2016/17 Gross Expenditure per audited accounts 2016/17 	<ul style="list-style-type: none"> This combines a number of proxies to form an overarching basis for savings/cost apportionment. Core spending power is an external assessment, which also reflects income generating capacity. These proxies would be simple to compare and gather. Expenditure as a proxy for cost splits has been used by other authorities as a basis. 	55%	45%

20.25 The rationale for this proposal is that after analysis of a number of options, a range of possible splits were calculated between 41/59 to 51/49. The recommendation of 45/55, as the midpoint, was deemed a fair split representing an appropriate reflection of the two councils' different costs and income. The methodology combines a number of proxies to form an overarching basis for savings/cost apportionment, including core spending power as an external assessment. By utilising this approach proxies would be simple to collect and compare and the methodology reflects that of other authorities which have established similar arrangements.

Overall Indicative Financial costs and savings

20.26 A summary of the indicative financials from the proposals described in this report is shown below. Indicative savings relate to those of the One Joint Officer Team (Joint MD, Senior Management and Staff) and from joint Contracts & Procurement. Indicative costs relate to essential ICT and transition costs. The cost/savings estimates are shown below. These figures are based on the workstreams' activity to date which will incur varying costs of transition.

20.27 There are financial benefits that cannot be quantified at this stage but are nevertheless possible outcomes from a successful collaboration. These are:

- Increased business rates from enhanced economic growth
- Increased Council Tax base due to faster delivery of planned housing
- Increased grant income from more successful bids and access to new funding opportunities currently unavailable to each Council separately
- Savings from moving faster towards digital working
- Savings or income from innovation fostered by two workforces coming together and learning from each other.

20.28 The figures relate to the following areas:

One Joint Officer Team:

20.29 Indicative savings based on natural staff turnover rates of both councils has been used in the calculation of figures in the table below. The figures exclude services that are not provided by both Councils, i.e. leisure centres and building control. More detail on this calculation can be found in Appendix 5. Utilising natural staff turnover is the approach we have taken to calculate this and is a 'middle-ground' approach compared with other shared service councils. An alternative more 'aggressive' approach to reducing higher staff numbers would involve voluntary or compulsory redundancies (and associated severance costs) which Members of both councils do not currently wish to pursue. An example of this could be the District Councils of Sedgemoor and South Somerset, identifying £9.2m staff savings over 5 years but with £3.3m severance costs in the first 3 years. Our view is that the approach in this feasibility study offers better value for money and less service upheaval than an option that has large redundancy costs and does not rely on natural staff turnover. Another alternative approach could be to adopt a '10-year journey' like Waveney and Suffolk Coastal ('East Suffolk'), however, we understand that Members wish to work within a shorter timeframe than this.

20.30 The total savings from the number of vacancies that we have estimated might be removed is based on natural turnover and average salaries (the Turnover rates used were: BDC 6.5%, SNC 14%). We have estimated that 1 in 4 of those posts that become vacant through natural turnover each year could become a saving, ie, through collaboration we would not have to fill as many vacancies that arise. South Norfolk Council has been able to remove an average of 7 posts per year from its establishment in the last 3 years without joint working and Broadland's average has also been 7 per year over the same timeframe through normal business, therefore these figures are achievable through the business innovation and change that collaboration can foster. Through changing business processes South Norfolk has also removed more traditional posts and used these to invest in new services that better meet local need e.g. the introduction of community connectors. By Year 5, an indicative gross saving from natural staff turnover could amount to £2,769k.

20.31 In addition to this saving, an indicative estimated saving of £260k per year to revenue budgets is estimated to represent gross savings at Chief Executive and Senior Management Team level. A 10% reduction in Senior Management Team budgets has been used as a mid-point of that achieved by other shared service councils.

Contracts & Procurement:

20.32 Potential additional savings are also envisaged from joint procurement. The approach has been to identify contracts that are due for renewal in the next 5 years and that are available for joint working. This results in small savings of between 2% and 5% of contract value over time, comparable with examples from elsewhere in local government and there could be non-financial benefits such as in contractor relationships and service quality.

Transition fund over 5 years:

20.33 This is an indicative budget envisaged to help support the transition over a 5-year period. An analysis of other shared service councils' business cases has indicated that costs in areas such as change and programme management, additional travel and venue costs for members and staff, structural realignment and training costs and contingency for unexpected costs would apply along with external HR support for the one joint officer team. It also includes ICT costs to support transition. These costs are estimates only covering revenue and capital costs for hardware, software and consultancy support for IT and communications systems. They are purely the costs of business-critical IT investment required to facilitate a joint officer team. They do not include any changes to service systems which would be subject to appropriate business cases and decision and where these costs are dependent on further detailed work to establish the sequence of services

with associated IT system changes needed to join up. Costs currently not quantified include: costs of assimilation to new terms and conditions (this will need to be developed as the new terms and conditions are confirmed) and external support for staff during the transition period.

Immediate Transition costs:

20.34 In order to support us to move towards one joint officer team, it is proposed that the two Councils engage with independent support and facilitation to develop a joint culture, joint structure and shared recruitment approach, working alongside HR leads across the two authorities. It is anticipated that approximately £70k cost will be incurred to support the transition period. The detail of this spend is set out in section 10.18. It is anticipated that partial funding support for this transition activity may be available from the LGA.

20.35 Critical to the success of the move towards joint working will also be ensuring resources to support the scale of change required. A programme team has to date supported the development of the feasibility study and it is anticipated this resource will continue to support the delivery of the programme, as well as potential additional officer and/or external support for specialist areas. Officers dedicating the majority of their time to the programme may require their roles back filling in order to ensure delivery of pace of the joint working programme, whilst maintaining service delivery levels. A budget to cover these additional costs has therefore been included within the immediate transition costs and will be utilised by the Chief Executives to ensure resourcing of the programme and wider service delivery.

20.36 The ICT review indicates a need for £10k in capital expenditure on upgrading links between the two Councils' offices in 2018/19, which would be apportioned on the agreed split. No other capital expenditure is anticipated at this stage as any capital expenditure on IT systems or buildings are subject to later decisions and not required to begin collaborative working. Future expenditure will be subject to business cases being made on an individual basis.

20.37 A budget of £50k was agreed by Members in September 2017, to support the Feasibility Study. £35k remains unspent and can be used to offset some of the immediate expenditure outlined above. Therefore, an additional combined budget of £90k is required as a transition fund for the remaining part of this year.

Overall indicative net financials for both Councils

20.38 The financial figures shown reflect the indicative nature of these estimates. The table below shows the annual saving that might be made in each financial year, reflecting ongoing savings made in previous years and the annual costs of transition. These reflect

the assumptions about how much savings can be achieved in practice. The net saving increases over time.

Indicative Annual Costs and Savings from Collaboration in aggregate across both Councils

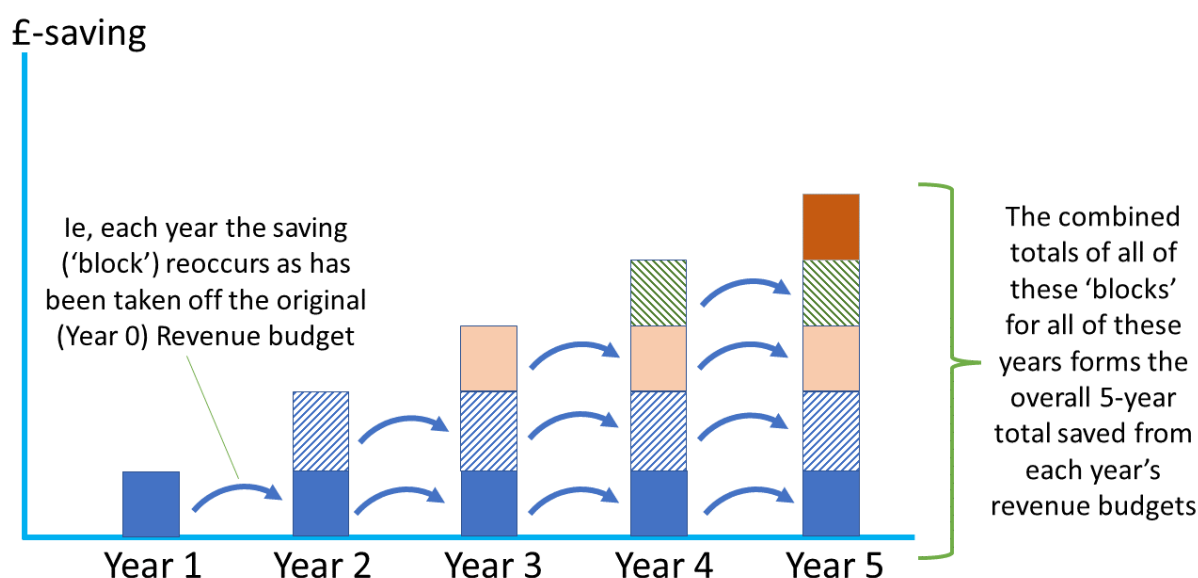
Indicative Revenue figures - shown as Net (ie, Savings minus Costs). Negative figures shown in Red are Costs.						
Aspect	Year 1 (2019-20) £000s	Year 2 (2020-21) £000s	Year 3 (2021-22) £000s	Year 4 (2022-23) £000s	Year 5 (2023-24) £000s	
Annual reduction in Revenue budget*	777	1,395	1,951	2,502	3,044	
Annual Costs to Revenue budget**	-194	-344	-184	-184	-184	
Total Net reduction	583	1,051	1,767	2,318	2,860	8,579

*savings achieved in year 1 are included within subsequent years as they are ongoing savings

**some of the costs are not recurring costs and therefore are not required within years 3-5

20.39 The above table shows that these indicative savings through collaborative working increase year on year and therefore by 2023/24 there is a possible net annual saving of £2.9 million per year. This is the Year 5 figure and represents the difference in revenue budget at Year 5 compared to the current Year 0 budget. Totalling up the net savings envisaged for each year of the 5-year period, a net joint indicative saving of £8.6m over a 5 year period would arise.

20.40 The below diagram sets out how this net saving has been calculated:



20.41 The above figures are indicative and cover both councils. The following applies the Cost/Savings apportionment methodology to these figures.

Applying the Cost/Savings apportionment to the above indicative figures

20.42 The following tables show the application of the cost/savings apportionment methodology of 55% (SNC) / 45% (BDC) to the above figures showing the annual net saving that each Council would be making each year by 2023/24. Comparing these net savings to each Council's published Medium-Term Plan shows that these will not eliminate either Council's funding gaps on their own and each Council would still have to make further decisions to balance its budget.

Share of Costs and Savings by Year 5

Ongoing Share of Costs and Savings (Revenue budgets) Negative figures shown in Red are Costs.		
Annual Amounts by Year 5	Broadland £'000	South Norfolk £'000
Annual Revenue budget reduction Year 5	1,370	1,674
Annual Revenue budget costs Year 5	-83	-101
Annual Net reduction Year 5	1,287	1,573

How could costs/savings be tracked?

20.43 It is proposed that both Councils establish separate earmarked reserves to fund their share of the costs of collaboration so that these costs can be monitored and controlled. Savings or income will be tracked by amendments to relevant budgets and monitored through the budget setting process of each Council. It will be for each Council to work to ensure that these budgeted figures are achieved, and the variance of actual versus budget will not be tracked specifically but only as part of regular budget monitoring. The two councils Medium Term Financial Plans will be adjusted to reflect the potential cost savings delivered through collaborative working, as outlined in the report.

Risks, Mitigations and Exit Strategy

21 Risks and Mitigations

21.1 The following outlines the strategic risks and mitigating actions associated with the feasibility study. These are grouped into 5 key areas:

- Customers and Service Delivery
- Members
- Officers
- Other Stakeholders – partners, Central Government etc
- External factors beyond our control.

Ref	Risks	Mitigations
1	Customers/Service Delivery	
1.1	<ul style="list-style-type: none"> ▪ Mixed messaging to customers ▪ Possible customer confusion from differing policy positions of councils 	<ul style="list-style-type: none"> ▪ Consistent communication and bespoke messages to audiences ▪ Consistent messaging supporting members ▪ Maximise every opportunity to use existing forums
1.2	<ul style="list-style-type: none"> ▪ Service delivery differences in service offerings and level of service provided ▪ Different council tax levels 	<ul style="list-style-type: none"> ▪ Manage expectations - Two autonomous councils ▪ Recognise why Council Tax levels are different
1.3	<ul style="list-style-type: none"> ▪ Different customer experience approaches and Digital Strategy causes different processes and customer confusion 	<ul style="list-style-type: none"> ▪ Develop common principles for customer experience ▪ Define route map to introduce common and consistent customer experience solutions
1.4	<ul style="list-style-type: none"> ▪ A larger organisation could lose focus on the 'local' issues/customers ▪ Loss of local identity of council 	<ul style="list-style-type: none"> ▪ Continue to work with localities ▪ Maintain good relations town/parish councils ▪ Promote individual council brands
1.5	<ul style="list-style-type: none"> ▪ Capacity conflicts between transformation and the running of operational services ▪ Getting the day job done (as well) 	<ul style="list-style-type: none"> ▪ Look to free up capacity ▪ Identifying resources to support transformation
1.6	<ul style="list-style-type: none"> ▪ Email Address / Calendars - not coordinated ▪ IT solutions do not support both sites 	<ul style="list-style-type: none"> ▪ Prioritisation of infrastructure projects (for customer delivery) ▪ Route map of IT strategy clearly defined goals and identify in business cases the costs, benefits and how/when we should align systems to be efficient
2	Members	
2.1	<ul style="list-style-type: none"> ▪ Political Buy-in ▪ Implications (if any) of 2019 elections- possible change of direction ▪ Members change mind 	<ul style="list-style-type: none"> ▪ Members need to be kept fully informed to keep them on board ▪ Group Leaders engage with respective Members to ensure they are fully informed

	<ul style="list-style-type: none"> Change in leadership Not meeting expectations/outcomes of Members 	<ul style="list-style-type: none"> Cross-party involvement in feasibility via the Joint Member groups Possibility of need to review post-election Exit strategy to be developed
2.2	<ul style="list-style-type: none"> Member relationships to manage - increases with two sets of Cabinet members who may have different priorities 	<ul style="list-style-type: none"> Potential for more regular informal and formal meetings to address issues and agree way forward Set expectations on availability of lead officers and the wider joint officer teams
2.3	<ul style="list-style-type: none"> We do not meet predicted levels of income/savings 	<ul style="list-style-type: none"> The figures in this report are indicative estimates only based on information known at the time. Regular reviews and analysis to ensure these are on track and if not met establish reasons why and possible corrective action The Finance section of this feasibility report outlines how the Section 151 Officers of both councils propose to track income/savings from the collaboration
2.4	<ul style="list-style-type: none"> Different member scheme of delegation and impact on One Joint Officer Team 	<ul style="list-style-type: none"> Need for early review of where Officer and Member Scheme of Delegation can be aligned to assist the One Joint Officer Team – recognition that Members may insist on local arrangements
3	Officers	
3.1	<ul style="list-style-type: none"> Travel time between locations is not efficient 	<ul style="list-style-type: none"> Better use of technology, shared systems and infrastructure where applicable
3.2	<ul style="list-style-type: none"> Staff resistant to change Staff reaction/commitment Over stretched services Concerns over potential redundancies Officer uncertainty about the future Uncertainty causes staff to move on 	<ul style="list-style-type: none"> Good internal communications, honesty and openness, ensure ownership and involve staff Promote opportunities for staff career advancement across the two councils
3.3	<ul style="list-style-type: none"> Delay in appointing new Joint Managing Director 	<ul style="list-style-type: none"> Ensure quick decision making and timeline for delivery in place to avoid a vacuum Agree timeline for a second recruitment round if required
3.4	<ul style="list-style-type: none"> A joint culture is not achieved Inconsistent policy and management practice could lead to 2 tier staffing Different Terms and Conditions 	<ul style="list-style-type: none"> New management to agree an approach Culture - Political and officer management to agree approach Work to align Terms & Conditions
4	Other Stakeholders – Partners, Central Government etc	
4.1	<ul style="list-style-type: none"> Not engaging effectively with key stakeholders in the region 	<ul style="list-style-type: none"> Good communication and relationships at a Political/Officer level

4.2	<ul style="list-style-type: none"> ▪ Negative responses from key stakeholders and residents 	<ul style="list-style-type: none"> ▪ Provide opportunities to ask questions - use existing forums/groups
4.3	<ul style="list-style-type: none"> ▪ Raising unrealistic expectations amongst stakeholders 	<ul style="list-style-type: none"> ▪ Working with other partners and getting them to be our advocates ▪ Clarity of expectation ▪ Focus on evidencing the benefits
4.4	<ul style="list-style-type: none"> ▪ Still viewed as two separate councils limiting our impact 	<ul style="list-style-type: none"> ▪ Align policies (where possible) ▪ Explain differences ▪ Explain opportunity/both bespoke messages to audience ▪ Articulate potential benefits
5	Other External factors	
5.1	<ul style="list-style-type: none"> ▪ Change in Government Policy/focus of resources 	<ul style="list-style-type: none"> ▪ Keep working with national bodies - evidence the benefits ▪ Similar collaborations-collective response, MP's briefed
5.2	<ul style="list-style-type: none"> ▪ Unitary debate in Norfolk gains momentum 	<ul style="list-style-type: none"> ▪ Benefits of collaboration exist with or without unitary ▪ Local Government review proposals may present an opportunity. Process would not be derailed by unitary - it could be part of the solution

22 Exit Strategy

22.1 The following sets out the proposed exit strategy should the decision be taken by either council to step-back from collaborative working between Broadland and South Norfolk:

1. In the eventuality that either council no longer wishes to collaborate formally through one joint office team, that Council is required to draft a written notice setting out the reasons for withdrawing from the collaboration.
2. On receipt of the notification and following mediation to resolve any dispute not being successful, the Councils through the Monitoring Officers in conjunction with the S151 Officers, will jointly draw up an exit plan to ensure continued service delivery during the intervening period. Before formal termination, approval will be sought from both Councils.
3. Following a decision, a reasonable timeframe will be agreed by both authorities in order to deliver the exit plan
4. Subject to an exit plan being implemented, any officers currently working formally across both authorities would revert back to their original employing authority.
5. A Memorandum of Understanding (MOU) for the collaborative arrangement will be drafted, should an agreement by both Councils be reached in July.

Feasibility Study Recommendations

23 Recommendations

- 23.1 The report has sought to set out the potential opportunities for joint working across Broadland and South Norfolk. The two councils have a strong history of collaboration and are operating within an evolving local government landscape that requires a new approach to the delivery of services that drive growth and benefit our communities.
- 23.2 The report has set out the proposals for one joint officer team to support two autonomous councils and the indicative financial costs and savings as a result of collaborative working.
- 23.3 The proposals for joint working have been risk assessed, been subject to internal and external quality assurance review and been equality impact assessed. A range of benefits for customers, the councils and collaborators have been highlighted and no material issues have been identified that suggest collaborative working should not be pursued between the two councils.
- 23.4 Members are therefore asked to consider the following recommendations:

Recommendation 1 (includes agreement of a-g below): Broadland and South Norfolk Councils to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:

- a. the routemap for delivery of the collaborative working. (Sections 9 to 19)
- b. the deletion of both councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)
- c. subsequent to the appointment of a joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (Sections 10.10 to 10.12)
- d. that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work

commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13)

e. the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.

f. the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to 20.37)

g. the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20. (Sections 20.16 to 20.25)

Recommendation 2 (South Norfolk Council approve, Broadland District Council note):

South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period. (Sections 10.4 to 10.9)

Appendix 1 – Equality Impact Assessment (EIA)

Name of Officer/s completing assessment: Victoria Parsons - Broadland District Council
Jeannette Evans – South Norfolk Council

Date of Assessment: 22/05/2018

1. What is the proposed Policy?

South Norfolk and Broadland District Council's Feasibility Study for Joint Working.
The joint aim is for two strong councils, working together with the ambition and resources to make our combined area one of the best places to live and work in the county.

3. What do you believe are the potential equalities impacts of this policy?

Please include:

- Any other groups impacted not detailed above
- Partnership organisations worked with in the development of this policy
- Evidence gathered to inform your decision
- Where you have consulted, Who and How this has informed the decision/policy

2. Which protected characteristics does this Policy impact: (please check all that apply)

Age	X	Sex	X	Pregnancy/Maternity	<input type="checkbox"/>
Disability	X	Sexual Orientation	<input type="checkbox"/>	Gender Reassignment	<input type="checkbox"/>
Race	<input type="checkbox"/>	Civil Partnership/Marriage	<input type="checkbox"/>	Religion or Belief	<input type="checkbox"/>
Health	X	Rurality	X	Low Income	<input type="checkbox"/>
				None of the above	<input type="checkbox"/>

Note: Impacts could be positive and/or negative and impact groups differently

The two councils are currently exploring opportunities for a joint culture, joint management and one joint officer team. It is hoped that working jointly together offers increased capacity, resilience, together with greater financial stability.

The feasibility report will outline for member approval, how that process can be taken forward. Until such approval has been granted by both cabinets and specific detail is available for each of the service transformation areas currently under consideration it is hard to determine where impacts, either positive or negative will be felt from an equalities perspective. However, impacts that have been preliminarily identified are discussed below:

Staffing: Relevance, Proportionality and Risk.

Broadland District Council: Employees

As of 31/12/2017, BDC employed 245 members of staff:

	Male Permanent	Male Temporary	Female Permanent	Female Temporary	Total
FT	63	2	61	5	131
PT	16	1	93	4	114
Total	79	3	154	9	245

Just over half – 53% of all staff are full time with 95% of those employed on a permanent contract. In terms of ratios between those full time and part time employed, 79% of all males are employed full time while 40% of all women are employed full time.

Three times more women than men are employed on a temporary contract. However, this is broadly in line with the female/male staff ratio and the total number of staff members on temporary contracts is small, only 6%.

Broadland employs 16 disabled staff (7% of total employees) and is a member of the government Disability Confident scheme at Employer level. Seven members of staff identify as having an ethnicity other than British.

Pay

Broadland Pay Grade by Gender at 31/03/2017					
Salary Grade	No of females	No of males	Total	% Female	% Male
1		1	1	0%	100%
2		1	1	0%	100%
3	1	4	5	20%	80%
4 to 3		1	1	0%	100%
4			0	0%	0%
5	4	2	6	67%	33%
6	4	8	12	33%	67%
7	9	8	17	53%	47%
9 to 7	1	1	2	50%	50%
8	18	14	32	56%	44%
9 to 8	2	1	3	67%	33%
9	35	13	48	73%	27%
10 to 9	8	3	11	73%	27%
10	35	7	42	83%	17%
11 to 10	6	2	8	75%	25%
11	22	8	30	73%	27%
12 to 11	20	1	21	95%	5%
13 to 11	5		5	100%	0%
12	3	2	5	60%	40%
13	7	2	9	78%	22%
Totals	180	79	259	69%	31%

From a Broadland perspective, the statistics above show that there are a much higher proportion of males employed in grades 1-4 and there is an overall gender pay gap of 28.6% (average hourly rate)

However recent work undertaken highlights that of the 30 instances of internal staff movements during 2016/17, 21 were promotions with 16 female and 5 male members of staff being successful in their applications.

Individual career development opportunities identified through the ongoing collaboration process may assist in continuing that trend and also reduce the gender pay gap detailed above.

South Norfolk Council

As of 04/05/2018, SNC employed 475 members of staff:

	Male Permanent	Male Temporary	Female Permanent	Female Temporary	Total
FT	202	15	116	14	347
PT	26	1	99	2	128
Total	228	16	215	16	475

The ratio of males and females working at SNC is 244 (51%) males and 231 (49%) female. The number of temporary staff is exactly the same i.e. 16 staff (7%); the majority of which are apprentices or secondments.

Out of the 475 staff employed at SNC, 443 (93%) are permanent. 347 (73%) work full time and 125 (27%) work part time.

The ratio of part time staff shows that 99 (79%) staff are female and 26 (21%) are male.

	Male	Female	Total
Total staff	244	231	475

From sensitive data recorded, 332 are White British, 19 are classified as other and 124 have not specified their ethnicity.

There are currently 15 staff who have declared they have a disability.

Gender Pay (as at 31/03/2018)

Quartile pay bands

This data table shows South Norfolk Council's workforce divided into four equal sized groups based on calculated hourly pay rates, ranging from the upper quartile (higher rates of pay) to the lower quartile.

Employee numbers			Female / Male		
Quartile	F	M	Grand Total	% Female	% Male
Upper	54	73	127	42.5%	57.5%
Upper middle	82	44	126	65.1%	34.9%
Lower middle	60	66	126	47.6%	52.4%
Lower	49	78	127	38.6%	61.4%
Total	245	261	506	48.4%	51.6%

It is a stated intention with the work of the feasibility study that redundancies will not occur, however it is possible with the objective to have a joint officer team that staffing efficiencies may present themselves either through natural staff turnover, savings identified as collaboration progresses in the service areas or through the introduction of a new joint culture. Consideration will need to be given as to whether this could disproportionately impact certain groups, for example female and male part time employees, those approaching retirement age or those employed on temporary contracts.

Our Residents

In response to the service areas identified through the feasibility study this part of the equalities impact assessment aims to determine if there are any potential equalities implications for our residents through the collaborative working proposals. We will be looking at those services that will help us achieve our strategic intent of driving growth and prosperity i.e. Economic Development, Planning and Strategic Housing.

Resident profile

The following statistics provide a brief overview of our residents which can relate to the service areas being discussed. For further Equality Impact Assessments, a more comprehensive analysis will need to be undertaken. Data has been gathered from Norfolk Insight unless otherwise stated.

2016		
Age bracket	Broadland	South Norfolk
0-4	6100 (4.8%)	7000 (5.3%)
age 5-9	6800 (5.3%)	7800 (5.9%)
age 10-14	6500 (5.1%)	7300 (5.5%)
15-19	6900 (5.4%)	7500 (5.6%)
20-24	5600 (4.4%)	5500 (4.1%)
25-29	6000 (4.6%)	6400 (4.8%)
30-34	6200 (4.9%)	6900 (5.2%)
35-39	6800 (5.3%)	7400 (5.6%)
40-44	8000 (6.3%)	8400 (6.3%)
45-49	9600 (7.5%)	9700 (7.3%)

50-54	9800 (7.7%)	9900 (7.4%)
55-59	8700 (6.8%)	9000 (6.8%)
60-64	8200 (6.4%)	8200 (6.2%)
65-69	9600 (7.5%)	9600 (7.2%)
70-74	7700 (6%)	7900 (5.9%)
75-79	5900 (4.6%)	5700 (4.3%)
80-84	4500 (3.5%)	4300 (3.2%)
85+	4500 (3.5%)	4200 (3.2%)
Total	127400	132700

Both Broadland and South Norfolk share a similar age spread across the population with approximately 54% of both populations are around working age, while those aged 0-19 make up 21%-22% of the population and approximately 25% is aged 65+ in both districts.

Life expectancy across both districts is slightly higher than the Norfolk average at between 80.7 and 81.4 years for males and 84.4 years for females.

In terms of living in good health, statistics show that in Norfolk men can expect to live to age 64 in good health and women to age 66.

Disability

The table below highlights the percentage of the population in each district that identifies as having a disability.

2016		
Disability	Broadland	South Norfolk
Moderate Physical Disability (aged 18-64)	8.5%	8.4%
Severe Physical Disability (aged 18-64)	2.6%	2.6%
Moderate or Severe Learning Disability (aged 15+)	0.47%	0.48%

In terms of Health Deprivation and Disability (2015 statistics), South Norfolk ranks 244 out of 326 local authorities and Broadland 269 (where 1 is the most deprived and 326 the least deprived).

Employment and Education

Economic inactivity

Employment and Unemployment those aged 16-64 (2017)	South Norfolk (%)	Broadland (%)	Working Age Benefit Claims as of November 2016	South Norfolk	Broadland
Economically active	76.5	86	Total claimants	5,670	5,780
In employment,	75.1	83.8	Job seekers	360	310
Employees	64.2	68	ESA and incapacity benefits	3,220	3,370
Self-employed	10.5	15.3	Lone parents	410	350
Unemployed	3	2.7	Carers	1,040	1,050
			Others on income related benefits	80	80
			Disabled	410	440
			Bereaved	150	180
			Main out-of-work benefits	4,060	4,110

Housing Affordability

	South Norfolk	Broadland
Average house price (2016/17)	£266,897	£256,061
Average monthly rent (2016/17)	£662	£697
Mean annual earnings (2017)	£25,506	£23,629
Ratio of house price to earnings	10.5	10.8
% of Housing Benefit claimants in employment	23%	25%
Total Housing Association Affordable homes in district	7,431	5,565

(Source: Hometruths 2017/18)

Collaboration areas

Economic Development

It is anticipated that with the joint delivery of a number of key projects e.g. Cambridge Norwich Tech Corridor, the Food Enterprise Zone coupled with the Broadland Northway, the delivery of increased levels of economic prosperity we believe will create a very positive impact for all our residents and businesses.

Broadland's economic strapline is 'More jobs, more homes, more opportunities for **all** in Broadland'. In relation to this Broadland currently engage with around 500 businesses a year of all sizes that have equality of access to our business support services. With over 85% of businesses in the Broadland economy being micro businesses they are vitally important to our market towns and rural areas and often need support to break down barriers to thrive and grow. This support should be maintained through any future collaborative arrangements.

Both councils are delivering growth in the context of Greater Norwich and the New Anglia LEP which promotes 'Inclusion and skills' as one of its key priorities alongside increasing productivity, collaborating to grow and competitive clusters.

Going forward, there are plans to develop a joined up Economic Growth delivery plan this Autumn which includes developing a shared website that will promote inward investment (in the context of the Greater Norwich brand and Invest East) in conjunction with a proposal to consider delivering joint business training and joint funding bids to deliver economic growth within the area.

Consequently, it is hoped that the impact of sharing services will bring numerous benefits and we do not envisage any adverse equalities impact although this will need to be robustly assessed as collaborative work moves forward particularly.

Planning

Both South Norfolk and Broadland have collaborated on the Greater Norwich Local Plan and have experienced the value of a joint planning team for example there is a consistency with the decision-making process. Planning teams have created a cohesive working environment where professional relationships and sharing knowledge and skills is the norm.

There has been no noted adverse equalities impact on either council's residents as yet. In addition, by sharing expertise and best practice across both councils, we would expect to engender a proactive approach with town and parish councils and our residents. One way this would expect this to be achieved is through the Joint Rural Community Enabling Team which seeks to work with community planning groups to help them understand the planning process and to produce 'community planning statements', thus ensuring that all residents are able to make their voice heard within their community.

However, it is anticipated going forward, we would need to be mindful that with a larger catchment area, we would need to consider how we will continue to tap into local knowledge and intelligence when making planning decisions.

Strategic Housing

Working together and sharing services, expertise, knowledge and skills across both councils we believe we can provide more choices that will meet our resident's unique needs, for example, discussions to enable delivery of housing for specific client groups such as those with long term health conditions, disabilities, support needs or housing for older people

facilitated in collaboration with Norfolk County Council and Integrated Commissioning. Both councils have supported the formation of the county's Housing with Care and Housing Futures Strategies and will be working with them in relation to implementation. We are also mindful of the recent Equality and Human Rights Commission publication – Housing and disabled people: Britain's hidden crisis.

By having a shared and consistent voice, with better understanding of the housing provision needed, we will be better able to influence house builders and developers so that they provide our residents with more affordable homes, greater tenure choice and have access to relevant professional support and infrastructure in place i.e. independent living.

Therefore, the aim is that joint working will be positive with no intended adverse equalities impact, however this will need to be assessed on an ongoing basis.

4. How is it proposed that any identified impacts are mitigated?

Please include:

- **Steps taken to mitigate, for example, other services that may be available**
- **If you are unable to resolve the issues highlighted during this assessment please explain why**
- **How impacts will be monitored and addressed?**
- **Could the decision/policy be implemented in a different way?**
- **What is the impact if the decision/policy is not implemented?**

If the feasibility report is approved by members and work towards a joint approach continues. Equality Impact Assessments will need to be completed and consistently reviewed for each service area.

Some opportunities and risks for consideration are detailed below, however this is not an exhaustive list.

Opportunities:

- Opportunities that could positively impact those with protected characteristics
- Opportunity to consult with our residents and ensure that services are targeted and effective
- Opportunities for joint funding bids to enable projects that benefit residents.
- Financial savings that could be reinvested in future service provision.

Risks:

- That in any joining up or redesign of services those with protected characteristics do not 'fall through the cracks' for example ensuring that any shared technology is fully accessible for staff and residents.
- Ensuring that any consultation is accessible for all residents
- The impact on career development opportunities for staff
- Impact of location changes for staff and residents.
- The nature and impact of any financial savings.

Appendix 2 – Internal Quality Assurance Report

Internal Quality Assurance – Feasibility Report

The role of Quality Assurance (QA) is to provide objective advice to the programme, monitor and review progress and to provide a challenge function.

Being part of the Programme Team has enabled the QA role to be undertaken over the preceding months and to ensure that the process results in the required outcomes being achieved.

The Programme Team approach has ensured that timelines are developed and constantly monitored to ensure that key dates for consultation and reporting have been met. A thorough programme management approach has been taken, with roles and responsibilities for the officers involved in this being clear. A core team has been established with other officers included as needed, for example Communications and Human Resources. The core team have facilitated workshops with the key theme areas to ensure that a measurable and outcome based approach is being taken.

Underpinning the work of the programme team has been the governance structure which has ensured that key officers and members across both Councils are fully informed prior to a decision being made in July. The terms of reference for these groups i.e. QUAD, Joint Informal Lead Member Group and Joint Informal Scrutiny Group have the purpose of overseeing and supporting the development of the feasibility study to ensure that the required outcomes are achieved.

Should the decision be to progress with collaborative working in July, these arrangements require a review, with the possibility of widening the Informal Joint Lead Member Group membership, whilst ensuring that meetings are only held when there has been significant progress that requires a discussion.

To complement this, it may be worthwhile disbanding the Informal Scrutiny Group and then formalising the Scrutiny role within both Councils by holding formal joint scrutiny meetings, with a clear term of reference, on a six-monthly basis, to ensure that robust challenge is provided and to also scrutinise the decisions that are being made by officers.

Staff engagement has been a constant theme since the start of the work to look into collaborative working; staff side, staff forum and unison joint meetings have been held, there have been Joint Leadership Team meetings and early sight of the reports have been shared with these key groups. There have also been regular updates provided on shared service sections on the intranets, with key documents being added here and also a regular communication – Shared Voice – provided by both Chief Executives. It has been recognised from the start that regular and consistent communication to all officers is a key part of ensuring that this work progresses.

The early trial with the Planning service has been a good way of determining how collaborative working can actually work in practice and there have been regular internal reviews of progress made and lessons learnt, alongside more formal three-monthly review, and a six-monthly review. The joint team have been able to successfully attract Planning Delivery Fund monies, and there are clear objectives that need to be delivered as part of this.

As part of the joint Planning delivery service, there has of course been lessons learnt, and reflections made, which it is important to ensure that should collaborative working progress, other teams are to learn from.

Going forward it is key to ensure that should collaborative working be progressed there is a clear outcome based objective, with roles and responsibilities clear and regular review points built in, until the arrangements becomes business as usual.

Appendix 3 – External Quality Assurance Report

I have been asked to provide external quality assurance to the proposals contained within this feasibility report based on my experience of being a Shared Chief Executive across 2 councils for almost 10 years and chair of the LGA Shared Chief Executives Network.

I feel it is important to note that there is no one single approach to the success of a shared service partnership – it very much depends on local circumstances and what works, however I hope that this quality assurance will be of help to members and officers in their deliberations.

I have captured ‘lessons learnt’ for the two councils through the report as issues are highlighted.

Key factors for success for collaborative working across two councils

I have made this assessment against the LGA “Stronger together - Shared management in local government” publication and the success factors contained therein.

- **Political leadership** – the leaders have jointly set out their clear vision for these proposals and have invested a lot of time and energy in bringing this forward. It is important that this is continued throughout the implementation of these proposals with all councillors engaged.
- **Vision and culture** – as stated above the leaders have set out a clear vision for these proposals and there is a clear timeline for establishing a single culture. It will be important to have the new Managing Director and Single Management Team in place in order to develop this.
- **Managerial leadership** – it is crucial to the creation of a single workforce and its ultimate success that there is the right person leading this from a managerial leadership perspective. This role is fundamentally different to that of a chief executive serving a single local authority. The creation of a new role of Managing Director across the 2 councils will address this.
- **Trust, honesty and openness** – the relationship between the 2 leaders and the managing director is crucial. It is essential that this is taken account of in the recruitment to the new post.
- **Adaptability** – the new Managing Director needs to be very adaptable in their approach in order to maximise the opportunities afforded by these proposals. Again, it is essential that this is taken account of in the recruitment to the new post.
- **Councillor involvement** – the relationships between the 2 councils are absolutely crucial in order to make the shared service proposals a success. BDC / SNC have clearly done a lot of work with regard to this with a number of different groups established to consider the proposals. This should be continued as it will ease the transition to sharing a Managing Director / Single Management team and creating a single workforce.

- **Staff engagement / communication** – engagement and communication to all interested parties is absolutely crucial – particularly to staff who could quite easily be unsettled by the proposals. There has been a lot of work done with regard to this however based upon my visit in May I am concerned that all staff are not absolutely clear as to what is meant by a single workforce – I think this needs to be addressed when this report is published.
- **Joint Infrastructure Projects / IT** – this is a key enabler for a successful shared service partnership. Moving to single email addresses and calendars may seem a small issue but it is crucial, in my experience, to successfully operating within this environment. Use of technology to avoid travelling between 2 Council offices is also crucial. With regard to other systems is a radical enough approach being taken and will it happen quickly enough to enable you to achieve your vision?
- **Resourcing and pace of change** – it cannot be underestimated the level of resources that change of this scale will require. It will be key to be clear on what resources will be put in place to enable this. Whilst I accept that members want to avoid redundancies and take opportunities as and when they arise through vacancies will this deliver your level of ambitions, what you want to achieve, at the pace that you require? This is a very difficult balancing act and the pros and cons of the approach of the different approaches need assessing.

Stakeholder engagement – with unions, staff forum, staff side, key partners etc.

It will be really important to ensure good engagement with neighbouring Councils and the County Council so that they clearly understand what your proposals are and what they aren't so that there aren't any misconceptions.

Ambition

The 2 Councils have a clear vision as to what collaborative working will achieve – there is clear evidence of alignment though the proposals contained within this feasibility study and the routemap.

Delivery

There is a clear plan (routemap) in place for the delivery of the feasibility work and post-July, implementation. It will be important to consider if this is radical enough and will deliver the level and pace of change that you require.

Benefits realisation

I think the proposals will support the Councils to achieve the main aims of:

- Achieving greater influence – by having a single management team and ultimately workforce you will be better positioned to harness your resources and focus your attention. Having 2 councils speaking with one voice (where appropriate) I can testify from experience will afford you much greater influence.
- Improving services for customers, increase innovation. The proposals will undoubtedly enable this but I think it's worth setting out that one of the benefits

of these proposals will be as an enabler of transformation. From my perspective it's better to transform services before sharing them – just by sharing services it doesn't make them efficient and put the customer at the heart – you could end up doing the wrong things on a bigger scale.

- Financial savings/income generation – the proposals will help achieve these however they could be greater if members wanted to be less opportunistic in approach (being reliant on vacancies). As stated above the pros and cons of the different approaches need to be assessed. I think the proposal of a joint growth team is an excellent one and I can see how this will drive growth – I think the case for this is extremely convincing and very well made

Lessons Learnt

I have the following additional comments based upon my own experience which I would offer for your consideration:

- It will be important to be clear on the employment model early on, as this will be crucial to the success of the partnership. Options can include, amongst other things, a host employment model, or moving all staff to a single employer. The support from the East of England LGA will be helpful in developing this.
- Shared officer team – it's worth being very clear that ultimately the vision of the councils is to have one workforce serving 2 councils. Staff need to be clear on this.
- It will be important to have in place how any conflicts of interests that arise between the 2 councils will be managed. For example, at our Councils, where there were areas that may be contentious, for example the development of our Local Plans, there was a senior officer responsible for each council in order to manage any issues arising. The main example of this was the requirement for 3,000 houses to be built in Bromsgrove but to accommodate Redditch's growth. This was obviously a hugely contentious issue where the council would typically rely on its Head of Planning for advice – but this wasn't possible with the Shared Management Team.
- It will be important to address the terms and conditions at an early stage – certainly for the single management team.
- There may need to be some flexibility as to the timescales for the recruitment of the new Managing Director as these are ambitious. It will be key to be clear for the Managing Director and Joint Management Team roles how the posts will be evaluated, who the employer will be and what the terms and conditions will be. This will be supported through the work with EELGA.
- It would be helpful to analyse how much support service costs as a proportion of the total spend for each council and exploring the opportunity for reducing this as a result of shared services thus enabling more money to be spent on front line services.
- It will be helpful to review all HR related policies and procedures and give this priority to begin to align these.
- It will be important to track the savings attributed to these proposals so that the VFM of these proposals can be assessed. There is a risk identified within the risk

assessment regarding not meeting predicted levels of income/savings and mitigations for this.

- Proposals around report templates and meeting cycles I think is important and fully agree with the proposals.
- It will be critical to agree the splitting of costs between the two councils as soon as possible. I would suggest that it is set for a period of 3 years and I would agree to the principal of keeping it simple.

I think significant progress has been made to date and you have a clear view as to how these proposals should be taken forward however I do think that an assessment of the pros and cons of the different approaches (taking opportunities as and when they arise v a more planned consideration of sharing all services) should be explored further.

I hope this QA of your proposals is helpful and am happy to continue to act as a critical friend should that be of help.

Kevin Dicks
Chief Executive
Bromsgrove District and Redditch Borough Councils

Appendix 4: 6-month Planning Review

1. Introduction:

- 1.1. This report provides a 6-month review of the joint Planning service. It identifies the activities and achievements to date as well as advising Members of the current and future workstreams which represent the initial steps towards a fully integrated Planning function. The report notes a number of constraints which will need to be addressed in due course, but it also draws Members' attention to some joint projects and new initiatives which can be implemented without significant delay. Finally, the resource implications of the proposals contained within this report are considered.

2. Background:

- 2.1. In January 2018 Members of Broadland District Council (BDC) and South Norfolk Council (SNC) agreed to adopt a joint management team for the two councils planning services. The joint management team consists of 3 posts: Head of Planning; Development Manager and the Spatial Planning Manager, and it was implemented on 22 January for an interim period of up to 12 months. This time period was agreed to enable the new roles to have time to embed, whilst also acknowledging the potential for wider opportunities which may arise during the feasibility study.
- 2.2. The report considered by Members in January stated that:
 - *"Aligning the development management teams allows the sharing of specialisms, creates additional resilience and enables a consistent service across the two councils. This is a positive response to requests from the local development industry obtained through the recent PAS study and would allow the local development industry to progress schemes through the planning system more effectively"*
 - *'Aligning the spatial planning resources will further contribute to the work on the Greater Norwich Local Plan. This new team will also allow specialisms to be shared to augment some of the delivery aspects of the current local plan, and broaden capacity around neighbourhood plans.'*

3. Activities and achievements to date:

- 3.1. The three post holders of the joint management team, Phil Courtier, Helen Mellors and John Walchester, have split their working time between the two councils. This has allowed them to gain valuable insight and understanding of the authorities and the respective planning services. This has also enabled them to consider the most appropriate steps towards a joint Planning service based upon experience rather than assumptions and theories.

- 3.2. In addition to the day to day activities of the above mentioned interim management team a joint Community-Led Planning team has been established. The key role of this team is to ensure more rural communities in Broadland and South Norfolk districts are engaged in developing local initiatives that enable them to play a greater part (either working alone or in clusters) in shaping the growth and development of their neighbourhoods. This programme is based upon monthly workshops in both districts which will help communities consider how they can best shape growth and development in a manner that is appropriate to their needs. This work is currently being led by existing officers and it is funded by the successful £220k joint bid to the Government's Planning Delivery Fund. However, additional staff resources are likely to be required if the programme generates a lot of interest.
- 3.3. The two Councils also worked jointly on the Annual Monitoring Report for Greater Norwich and this has enabled the two planning authorities to take a much more robust and shared stance against predatory planning applications in the Norwich Policy Area. Members from both districts attended a joint briefing at SNC offices on this matter.
- 3.4. A Business Breakfast was held to engage with representatives of the development industry to help understand how the joint planning service can be shaped to serve our customers even better. There was a high level of attendance from a wide range of organisations and there was positive feedback in support of shared services and more collaborative working practices.
- 3.5. Workshops have been held with officers from both planning teams to inform future ideas and initiatives associated with the collaborative working arrangements.
- 3.6. The teams have also been sharing best practice across the two teams to improve processes and systems use for the benefit of the customer.
- 3.7. Both planning teams have existing service level agreements with Norfolk County Council for a number of services and functions including advice on ecology, arboriculture and the historic environment. BDC and SNC have been able to negotiate jointly with Norfolk County Council which has ensured we have secured an enhanced arrangement and/or service achieving a consistent approach where applicable to do so.

4. Roles and responsibilities of the interim management team

- 4.1. Members have previously requested clarification of the roles and responsibilities of the interim management team. The three officers have been able to shape their roles

and these will continue to evolve over the coming months. However, they are currently best described as follows:

- Head of Planning (Phil Courtier): Overall responsibility for the Planning function at BDC and SNC (see section 6.2 for a more detailed breakdown of the relevant functions). This includes helping to oversee and direct the progress of large strategic sites such as Long Stratton, Beeston Park, Rackheath, etc. The Head of Planning is also the arbiter for contentious and/or complex planning matters which require a clear steer or decision. This post is the officer lead for BDC's and SNC's oversight of the Greater Norwich Local Plan (GNLP) work and is the joint lead (with SNC's Director of Growth & Business Development) for oversight of the Greater Norwich Growth Board. Finally, the Head of Planning is leading the current collaborative working arrangements for the joint Planning service and the associated work towards a joint officer team, including the initiatives referred to in this report.
- Development Manager (Helen Mellors): Management responsibility for the Development Management service at BDC and SNC. This includes being the officer lead at both BDC's and SNC's Planning/Development Committees. This post is also leading on the work in identifying the similarities and differences between the two planning teams' organisational and development management processes to move towards a best new approach for the benefit of our customers through the most efficient service. This will include looking at how the two Development Management teams can be aligned.
- Spatial Planning Manager (John Walchester): Management responsibility for the spatial planning work of both districts. This includes oversight of the Community-Led Planning team. However, Members are advised that at present this post is also backfilling SNC's officer contribution to the GNLP team for 3 days per week, on a temporary basis.

5. Benefits for our customers

- 5.1. The development industry has voiced its concern at the inconsistent approach to planning across the region. A joint planning service across BDC and SNC will provide a consistent planning service across the two districts that have the highest proportion of growth in the county.
- 5.2. A joint planning service is more likely to attract and retain high quality staff and this will enable the two districts to maintain and even enhance the high-quality service already offered to customers.
- 5.3. There needs to be new, bold and innovative mechanisms to deliver the growth agenda for the benefit of a broad spread of customers including future homeowners; those who rely upon the economy of the area; and those living in existing communities which need to be sustained and allowed to continue to thrive. A joint approach to delivering growth enables the two districts to share ideas, teams and

resources and it provides a stronger platform on which to seek external funding, make representations to Government and engage with other external bodies, opening up opportunities to access specific funds previously not accessible due to the size of each individual district.

- 5.4. The potential to review the structure of the two departments and align the teams will offer opportunities for efficiencies and the natural attrition of posts will introduce savings which will offer a more cost-effective service for residents.

6. Current and future progress of the joint Planning team:

6.1. Joint Planning service

- 6.2. The most obvious progress in implementing a joint Planning service to date is the ongoing establishment of the interim management team. However, if further progress is to be made then it is important to understand the opportunities and challenges of establishing a joint service. To help inform this piece of work representatives of every team in the two departments have been meeting with their counterparts in the other district to consider the respective similarities and differences in one or more of the following areas of work:

- DM process: Booking in – validation; Allocation; Decision making; Site notices; Delegation - officer and member; Committee/delegated reports; Management reports; Use of consultees – internal/external; Master planning/Strategic Developments; Use of Specialists – Ecology, Landscape, Design, Heritage
- Appeals
- Conservation Area Appraisals
- Works to Tree applications (inc Dangerous Trees)
- Process TPO's
- Pre-apps Number; How recorded; Charging; Use of consultees – internal /external
- Enforcement How recorded; What is enforced; Enforcement plan; Delegation
- S106's
- CIL Spending advice; Governance and spending
- Street naming and numbering
- Management of amenity land
- Community engagement
- Planning Policy GNLP; DPDs, SPD's; Statement of Community Involvement; GI/GNIP etc – funding streams, COG, Sub-groups, Proformas
- Neighbourhood Planning
- Infrastructure Delivery
- Other work Monitoring – Land availability; 5 yrs; AMR; Custom Build; Brownfield Register

- Links to others – Economic Dev; Housing; Env Health; Recreation etc

6.3. These meetings and the associated work are progressing but it is too early to provide any detail regarding the opportunities. However, it is evident that the generic opportunities and benefits identified in the report to members in January are still applicable and achievable, notably:

- Sharing areas of expertise.
- Joint implementation of projects and areas of work (e.g. Community-Led Planning team)
- Consistency of service delivery across the two authorities.
- A 'shared voice' offers the potential for greater influence in the Greater Norwich partnership, at the New Anglia LEP and at Government.
- The opportunity to innovate is increased by working together due to the economies of scale associated with our combined growth ambitions. Although we could establish separate delivery teams, or Community-Led Planning teams, or bid for funding separately, the opportunities are far greater when we pool our plans for growth and our respective resources.
- Ability to attract high quality staff as a larger service offers greater career opportunities.
- Provides greater resilience across the service.

6.4. The "live" example of the joint planning management team has been helpful in identifying practical learning and opportunities which has been feed in to the development of organisation wide feasibility proposals. These include:

- IT: the two departments operate two separate IT systems with varying levels of reliance upon these systems. For a fully integrated joint service it will be necessary to commit to a single IT system. This is currently scheduled in the draft IT programme to be implemented in approximately 36 months.
- Geography: travel time between the two offices and across the two districts means that sharing work (e.g. shared planning application caseloads) is currently inefficient. However, this can be mitigated in the future by changes to working practices such as IT enhancements to enable more remote working, use of Skype, or fewer site visits for uncontentious proposals.
- Business improvement principles: in developing common processes a transformational approach is required to jointly design a new process.
- Structure: the two teams have very different structures and the interim management team is effectively 'bolted on' to the existing structure at each district. This is not having an adverse operational effect but there is an opportunity to establish a more efficient, joint structure in due course. However, this should

be considered in conjunction with the abovementioned need to establish a joint approach to business improvement.

- HR and T&Cs: as the two teams become a joint service officers will be carrying out the same job in the same office but they will be subject to different terms and conditions. It is anticipated that this will be considered and addressed as part of the HR workstream in order to avoid any sense of inequality in the long term. However, it should be noted that this does not present any short or medium-term constraint to the operation of the service.
- Delegated powers: at present delegated powers have not been transferred to officers in the interim management team and so none of the interim managers have delegated powers for their 'new' district. This has no immediate operational impact but it is a matter which is being investigated and will be addressed moving forward.

6.5. The abovementioned constraints are not an obstacle to achieving an effective shared service in the medium and long-term, but it would be counter-productive to seek to establish a shared service prior to these constraints being addressed (or at least a timetable for them to be addressed), notably the single IT system.

6.6. However, it is recommended that the joint management team referred to in section 4.1 continues and is more formally established with greater definition of roles and responsibilities.

7. Growth Delivery Team

7.1. BDC and SNC face unprecedented levels of growth, notably in the Broadland Growth Triangle, Long Stratton and the Norwich Research Park. In conjunction with this unprecedented growth, the planning system and the mechanisms by which growth is delivered have changed over the last 10 years. As a result, greater responsibility is given to the public sector to deliver the infrastructure required to support new homes and jobs. In order to help address these changes it is proposed to establish a Growth Delivery Team which would have responsibility for coordinating and leading a multifaceted programme of work associated the two districts' large strategic sites. This work will include: economic development and inward investment; infrastructure funding and delivery; planning; community engagement; land acquisition and/or development and project/programme management. Other specialist advice such as financial and legal advice can be procured from external consultants.

7.2. The team will consist of people with the professional expertise and skills to fulfil the abovementioned workstreams. However, it will also work closely with partners such as Norfolk County Council, Homes England, New Anglia LEP and other agencies.

7.3. This team will not duplicate or undermine the role fulfilled by the existing Development Management teams/officers responsible for the regulatory

consideration and determination of the large strategic planning applications because it will focus its work on the holistic delivery of these sites such as job creation, infrastructure funding and delivery, the enhancement of existing and future communities, etc. These roles and functions are outside the jurisdiction of the regulatory planning function.

7.4. It is also considered that the formation of a growth delivery team is consistent with the feedback received from the development industry at the business breakfast. Notably the industry wants to see a more joined up planning and delivery process.

7.5. There are a number of ways of establishing a growth delivery team. Three options are explored below:

The creation of a bespoke, core delivery team: This would establish a core team of approximately five people consisting of a team leader, other professionals and administrative support. The professional posts should include *inter alia*: economic development, planning, and project management officers.

The team would coordinate the programme of work and it would also allow for greater resource to be directed towards associated responsibilities such as bid writing, communications, marketing and liaising/lobbying Homes England, Government, the LEP, etc. The estimated cost of this team, including on-costs is approximately £250k. The delivery team posts would be advertised internally and externally but any posts left vacant as a result of internal appointments would be backfilled.

Establish a team from existing staff and backfill where appropriate: A number of existing staff are already heavily involved with the delivery of the large strategic sites and some of these officers could be used to form a more coherent and formal delivery team. This team would still require a team leader who would be offered an honorarium if the new role represented a higher grade than their substantive post. Furthermore, where the existing workstreams of team members are compromised then their roles will be backfilled.

Establish a virtual team from existing staff who will be required to incorporate strategic delivery into their current workstreams: This approach is the cheapest but least ambitious option. Whilst it is effectively maintaining the *status quo* it is unlikely to deliver the districts' more ambitious growth aspirations.

7.6. Members are advised that there are other options for establishing a growth delivery team, including a combination of the above options. For example, the economic development role in the team could also fulfil a wider economic growth role across the two districts, providing leadership and/or support to accelerate growth and increase productivity on agreed sites.

7.7. The key benefits of establishing a joint Growth Delivery Team are:

- It embraces the growing emphasis which is being placed on local authorities to proactively support and accelerate growth in their areas.
- It enables a team to develop its expertise in the delivery of strategic sites and to focus its efforts on such sites, working up infrastructure projects so they are 'oven ready' for funding bids.
- It strengthens bids for funding on the grounds that the Government often views joint bids more favourably.
- It will increase the likelihood that infrastructure will be delivered in a timely and coordinated manner.
- It demonstrates that the two districts are open for business and are prepared to work in an innovative manner.
- It will present opportunities for future investment for the two districts
- It will accelerate growth and thereby increase income via business rates, council tax, New Homes Bonus, CIL, etc

8. Resource implications:

8.1. This report does not offer either district any short-term savings, however it is anticipated that through the alignment of the two planning teams, savings will be realised in the medium and long term.

8.2. Financing the new growth delivery team is an invest to save exercise as the initial investment will be repaid through an acceleration in growth which will return increased levels of council tax, business rates, planning fees and New Homes Bonus which could be used to fund the team in the longer term. However, in the short term and until the increased growth is delivered there will be a need to fund the team. It is therefore proposed that a combination of funding elements is utilised:

- Funding from any vacant posts which may be integrated into the joint team would be available. Subject to further work around roles and wider economic development resource this could equate to circa £70k plus on costs, however this funding element will not be equally distributed between the two councils.
- Both districts are able to retain up to 5% of CIL receipts for administrative purposes and it is anticipated that this could release some funding which could be redirected to support the joint team.

8.3. Depending upon the scale of the delivery growth team further funding is likely to still be required, although the above funding streams demonstrate that an element of the additional costs to establish the team can initially be covered, therefore it is recommended that Officers investigate other funding opportunities such as

submitting a funding bid from the pooled business rates fund alongside any national funding which becomes available. Alternatively, Members could look to utilise specific reserves such as SNC's Planning Delivery Reserve.

- 8.4. Please note that both districts have benefited from the Government's decision to increase planning fees by 20% from January 2018. This additional combined fee income could equate to up to £300k pa (based on fee income for 17/18) and Councils are required to use this money to reinvest in their Planning departments however in South Norfolk this funding has been used to retain temporary staff to deal with the increase in planning applications which would have not been retained had the increase not happened.
- 8.5. The proposals in this report represent an 'invest to grow' approach: There are unprecedented opportunities to secure funding for the delivery of growth. This includes the successful Expression of Interest for the 'Forward Funding' Housing Infrastructure Fund (HIF) which could secure circa £54m infrastructure funding for the Broadland Growth Triangle. It also includes an opportunity to secure funding for a significant proportion of the costs of the Long Stratton bypass.
- 8.6. Directing resources to the delivery of strategic sites, notably via the growth delivery team, will place to two districts in a stronger position to secure funding from the Greater Norwich partnership, the New Anglia LEP and Government. In addition, any acceleration in the delivery of growth secures greater income through Business Rates, Council Tax, New Homes Bonus and CIL.
- 8.7. Savings will arise in the medium/long term: It is anticipated that savings will arise in the longer term. Two obvious examples are savings in salaries and IT as the districts progress towards a joint Planning service.

9. Conclusions:

- 9.1. The benefits associated with a joint Planning team and the proposals incorporated in this report are undeniable. A joint Planning service will provide a more consistent service to our customers and it will allow roles to be shared. However, the greatest benefits are found in the increased opportunities to work together to lever in funding to support, accelerate and enhance the significant growth agendas in the two districts. This also enables the two districts to jointly take a holistic approach to growth which ensures that economic growth and community development have a key role alongside the planning function.
- 9.2. If this approach is to be fully embraced it will increase the two Council's costs initially, however, this is considered to represent an 'invest to grow' approach and income streams which can be utilised to cover the majority of extra costs. It is also anticipated that medium and long-term savings will be realised through the alignment of the planning teams across the two councils.

10. Recommendations

10.1 South Norfolk and Broadland Members are recommended to agree:

- That the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13 of the main Feasibility Report)
- The establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.

10.2 These recommendations are included as part of Recommendation 1 of the main Feasibility Report.

Appendix 5 – Finance information

This section provides more detailed background for the Financial section of the Feasibility report.

Central Government Funding 2018/19:

Aspect (Negative figures indicate income)	Broadland	South Norfolk
Revenue Support Grant	-£438,238	-£417,134
Business Rates	-£2,766,059	-£3,374,503
Efficiency Support for Sparse Areas	£0	-£285,203
New Homes Bonus	-£2,008,142	-£3,837,956
Total Government Funding	-£5,212,439	-£7,914,796

This table reflects amounts allocated to each Council by central government in the final settlement in February 2018, including the business rates baseline funding. South Norfolk attracts specific funding due to its sparsity and has built more homes than Broadland in the last 12 months, therefore qualifying for more New Homes Bonus.

Net Expenditure on Services (after recharges) 2018/19

(figures are based on Revenue Account, RA, returns submitted to central government)

Aspect	Broadland	South Norfolk	notes
Cultural and Leisure	£614,600	£1,773,962	
Environmental and Waste	£3,441,000	£3,287,962	
Planning and Economic Development	£1,802,500	£2,635,962	Inc CNC Building Control
Transport	£144,800	£173,000	Inc Street Lighting SNC £78,622 & BDC £88,600
Social Care (Early Intervention)	£0	£748,000	Inc Early Help (BDC's early help is funded through the use existing resources in housing etc)
Housing	£2,113,400	£978,962	
Central Services	£2,967,200	£2,786,892	
Revenue Financed from Capital Under Statute	£250,000	£0	
Total Net Expenditure on Services (*)	£11,333,500	£12,597,811	Inc Street Lighting SNC £78,622 & BDC £88,600
Contribution to (draw on) GF Reserves	-£147,100	£707,272	
Contribution to (draw on) Earmarked Reserves	-£459,500	£1,794,000	
Collection Fund Adjustment	£109,000	£0	

Government Funding	-£5,212,439	-£7,914,796	As shown in table above
Council Tax Requirement incl Special Expenses	£5,623,461	£7,076,217	
Council Tax Base	45,735	48,259	
District Council Tax including special expenses	£122.96	£146.63	

(*) Net figures include income (fees & charges)

Major differences in net expenditure between Broadland and South Norfolk

The following paragraphs set out the reasons for the largest differences between the 2 Councils on services areas based on the 2018/19 net expenditure budgets (including recharges). It should be noted that each Council has a differing size, structure and its own policy priorities. Comparisons of total budgets are therefore potentially misleading. For support services it can be helpful to take account of differing size by looking at the cost per member of staff supported and front-line services costs can be compared per head of population or in relation to activity levels.

Net Expenditure on Services (after recharges) per head of population 2018/19:

	South Norfolk	Broadland
Revenue Support Grant	-£3.14	-£3.44
Business Rates	-£25.41	-£21.69
Efficiency Support for Sparse Areas	-£2.15	£0.00
New Homes Bonus	-£28.90	-£15.75
Total Government Funding	-£60	-£41
Net Expenditure on Services (after recharges)		
Cultural and Leisure	£13.36	£4.82
Environmental and Waste	£24.76	£26.99
Planning and Economic Development	£19.85	£14.14
Transport	£1.30	£1.14
Social Care (Early Intervention) (*)	£5.63	£0.00
Housing	£7.37	£16.58
Central Services (inc Company income)	£20.99	£23.27
Revenue Financed from Capital Under Statute	£0	£1.96
Total Net Expenditure on Services (**)	£93	£89
Contribution to (draw on) GF Reserves	£5.33	-£1.15
Contribution to (draw on) Earmarked Reserves	£13.51	-£3.60
Increase / (Decrease) in Balances	£19	-£5
Collection Fund Adjustment	£1	£1
Council Tax Requirement incl Special Expenses	£53	£42

(*) Includes SNC Early Help; BDC Early Help is funded through the use of existing resources in housing etc

(**) Net figures include income (fees & charges)

Culture and Leisure

The higher net expenditure (by £1.16 million) at SNC can be attributed to greater expenditure by SNC on recreation and sport, owing to it running 3 leisure centres at Wymondham, Diss and Long Stratton plus Hethersett Academy. As a staff intensive service, leisure picks up a large allocation of support service recharges. The gap is exaggerated in 2018/19 by the refurbishment work on Long Stratton Leisure Centre which means that budgeted income has been reduced and net expenditure thereby increased.

Planning and Economic Development

The higher net expenditure at SNC (by £0.8 million) is primarily due to the size of the Council's development control service which results in a large allocation of recharged overheads (£888k compared to £480k for BDC). SNC deals with a higher number of applications. Higher income for SNC arises from charging for Pre-apps and higher income from Land Charges.

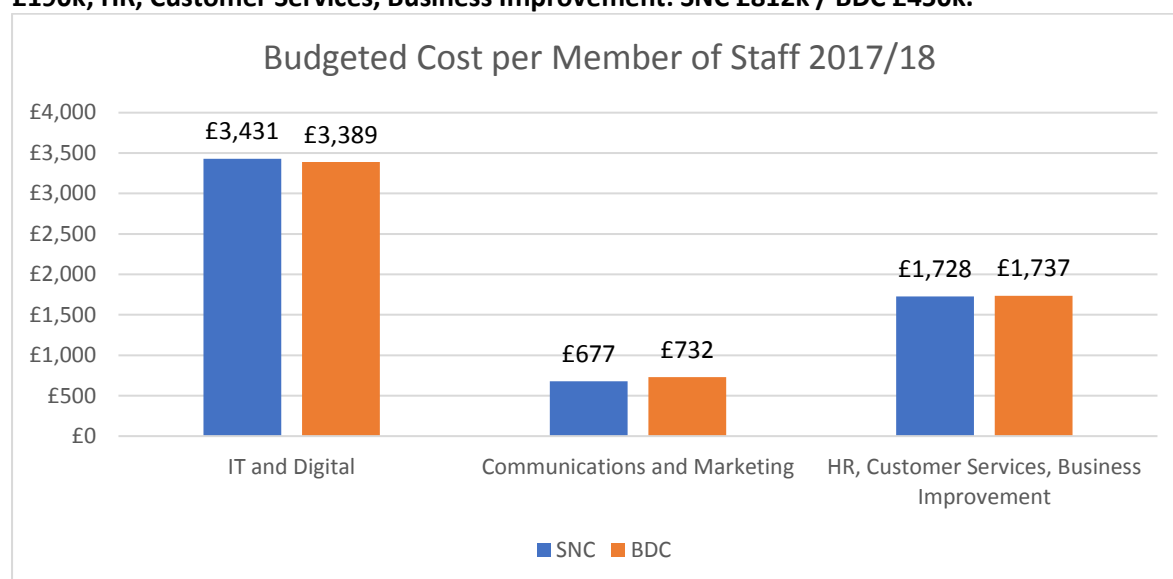
Housing

The higher net expenditure at BDC (by £1.1 million which is £9.21 per head of population) is because BDC budgets to spend more on various types of temporary or short-term accommodation (including self-contained units £100k, private sector leasing £300k and Bed and Breakfast £35k) compared with £50k for hostels directly owned and provided by SNC. BDC spends £197k on discretionary Housing Benefit rebates compared to £107k at SNC. Direct staffing expenditure is somewhat higher at BDC (£1,059k which includes homelessness staff) compared with SNC (£872k). BDC is also budgeting to make payments from S106 monies (£250k) to registered providers to build more social housing for 18/19, this is shown on the separate line entitled "Revenue Financed from Capital Under Statue". SNC's approach is to use historic S106 receipts to expand social housing options via its wholly owned company, Big Sky Property Management Ltd, and this is not included in these figures. In 2017/18 the total number individuals and families housed were 570 in South Norfolk and 483 in Broadland.

Support Services

The graph below shows cost of key support services on a comparable basis, giving the direct cost per member of staff supported. This means that where SNC has higher total budgets compared to BDC, for example IT and digital, these reduce to a similar level as BDC when the employee numbers for each Council is taken into consideration.

Total costs - IT/Digital: SNC £ 1,613k / BDC £ 878k; Communications & Marketing: SNC £318k / BDC £190k; HR, Customer Services, Business Improvement: SNC £812k / BDC £450k.



Both Councils have different IT and digital strategies. IT/Digital systems at SNC underpin services such as leisure, e.g. online class booking, and the depot, e.g. using online reporting of missed bins and route optimisation technology. South Norfolk also makes extensive use of cost effective digital channels for marketing and communications, which means that its cost per member of staff are on par with Broadland.

3-year Capital Programme:

Aspect	BDC 18/19 £	BDC 19/20 £	BDC 20/21 £	BDC 3-Year Total £	SNC 18/19 £	SNC 19/20 £	SNC 20/21 £	SNC 3-Year Total £
Cultural and Leisure	50,000	-	-	50,000	3,333,000	611,820	129,385	4,074,205
Environmental and Waste	30,000	30,000	30,000	90,000	963,000	970,945	1,077,000	3,010,945
Planning and Economic Development	285,000	35,000	35,000	355,000	14,540,000	5,570,000		20,110,000
Highways, Roads & Transport	35,700	34,300	50,600	120,600	480,000	35,000	35,000	550,000
Industrial & Commercial Trading	-	-	-	-	20,218,000	8,334,000	4,000,000	32,552,000
Housing	880,000	880,000	880,000	2,640,000	780,000	780,000	780,000	2,340,000
Central Services	171,000	184,000	170,000	525,000	516,000	225,000	225,000	966,000
Total Capital Programme	1,451,700	1,163,300	1,165,600	3,780,600	40,830,000	16,526,765	6,246,385	63,603,150
Includes Slippage from 17/18 £9.9m								

The Capital programme budgets are funded from a variety of sources including: Capital grants, Capital receipts and earmarked reserves. South Norfolk has included a forecast of borrowing into their funding.

South Norfolk is currently debt free, but has decided to borrow in the future to fund investment in property and economic development to generate ongoing revenue and capital receipts and therefore has a larger capital programme than Broadland. It is also investing in its leisure centres, particularly the refurbishment of Long Stratton Leisure Centre. South Norfolk spends capital on depot vehicles whereas the cost of these is included in the revenue contract price for Broadland's waste contractor. Broadland has currently a smaller capital programme and is debt free at this point but will consider borrowing in future for any further development opportunities.

Revenue Reserves:

Reserve Type	BDC At 1.4.17 £000s	BDC At 31.3.18 £000s	BDC At 31.3.19 £000s	BDC At 31.3.20 £000s	BDC At 31.3.21 £000s	SNC At 1.4.17 £000s	SNC At 31.3.18 £000s	SNC At 31.3.19 £000s	SNC At 31.3.20 £000s	SNC At 31.3.21 £000s
General Reserves	13,455	14,263	14,114	11,266	10,580	10,301	12,059	8,353	8,489	7,527
Broadland Growth Reserve	2,117	2,122	2,122	2,122	2,122	-	-	-	-	-
NNDR Appeals Reserve	705	1,303	2,157	2,157	2,157	1,500	2,489	2,489	2,489	2,489
Infrastructure Reserve	-	-	-	-	-	2,139	3,525	2,407	837	500
Other Earmarked Reserves	2,726	3,205	2,611	2,425	2,631	4,423	4,350	3,575	1,910	2,263
Total Revenue Reserves	19,003	20,893	21,004	17,969	17,489	18,363	22,423	16,824	13,725	12,779

Reserves reflect the historic financial performance of each Council and decisions on whether to spend reserves. South Norfolk has decided to use some its general reserves to fund its capital programme, which will reduce the level of its reserves. It also reflects additions to or withdrawals from general reserves to balance the revenue budget.

Description of natural staff turnover calculation for the indicative savings in One Joint Officer Team

Input figures used are shown below:

BDC Staff Establishment (WTE/FTE)	210	
BDC Natural Turnover rate	6.5%	
BDC average salary £29k plus 29% on-costs	£38,456	Inc 2% uplift for Year 1
SNC Staff Establishment (WTE/FTE)	371	This figure is excluding Leisure and CNC operational staff
SNC Natural Turnover rate	14%	
SNC average salary £26k plus 26% on-costs	£33,415	Inc 2% uplift for Year 1
Total Staff Establishment (WTE/FTE)	581	Totals for both councils
Percentage Vacant posts becoming a saving. ie, of all the natural vacant posts that arise, this percentage would be converted into savings.	25%	

Assumed uplifted average salaries for pay awards at 2% in subsequent years:

	Year 2	Year 3	Year 4	Year 5
Broadland	£39,225	£40,010	£40,810	£41,626
South Norfolk	£34,083	£34,765	£35,460	£36,169

The totals for indicative turnover vacancy numbers and savings for BDC and SNC are estimated:

	Year 1 (2019-20)	Year 2 (2020-21)	Year 3 (2021-22)	Year 4 (2022-23)	Year 5 (2023-24)
BDC estimated total turnover numbers of annual leavers	13.7	13.4	13.2	13.0	12.8
BDC estimated vacant posts from partial turnover total which become a saving	3.4	3.4	3.3	3.3	3.2
BDC estimated staff cost from these vacant posts	£130,750	£133,365	£132,033	£134,673	£133,203
SNC estimated total turnover numbers of annual leavers	51.9	50.1	48.4	46.7	45.0
SNC estimated vacant posts from partial turnover total which become a saving	13.0	12.5	12.1	11.7	11.3
SNC estimated staff cost from these vacant posts	£434,395	£426,038	£420,657	£414,882	£408,710
Total number of annual leavers (in both councils)	65.6	63.5	61.6	59.7	57.8
Total number of vacant posts that could become a saving	16.4	15.9	15.4	14.9	14.5
Applying salary & on-cost	£565,145	£559,403	£552,690	£549,555	£541,913
% Total FTE reduction (each year)	2.8%	2.7%	2.7%	2.6%	2.5%
% Total reduction (ongoing) of starting establishment salary cost	2.8%	5.5%	8.2%	10.8%	13.3%

The proportion of vacancies estimated to become savings is 25% (1 in 4 of natural turnover):

Establishment Savings	Year 1 (2019-20)	Year 2 (2020-21)	Year 3 (2021-22)	Year 4 (2022-23)	Year 5 (2023-24)
Additional each year (25%)	£565,145	£559,403	£552,690	£549,555	£541,913

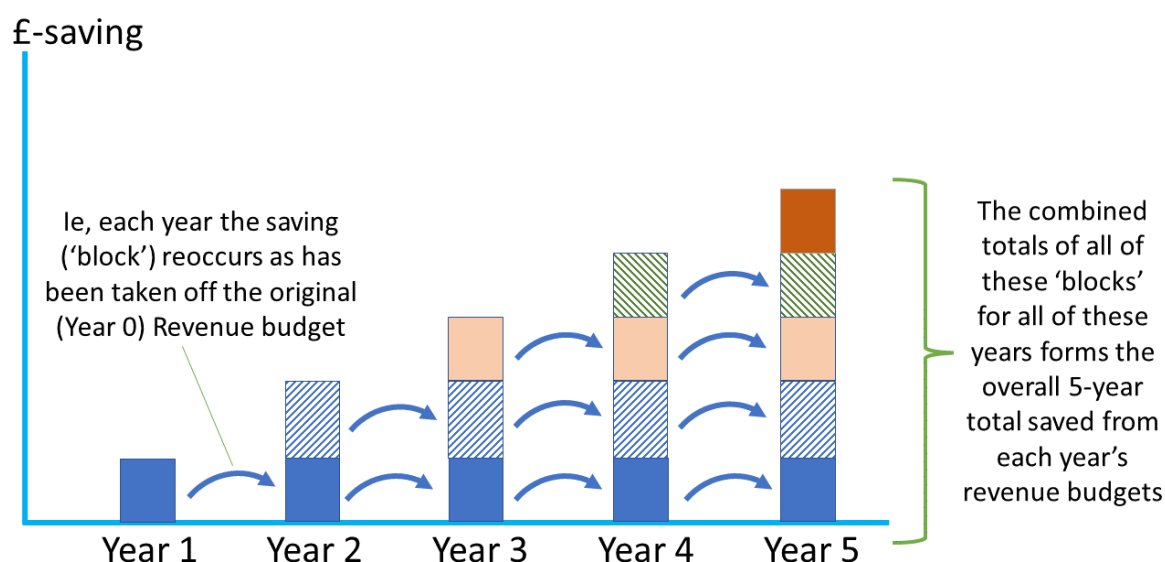
This leads to an indicative potential saving of:

Establishment Savings	Year 1 (2019-20)	Year 2 (2020-21)	Year 3 (2021-22)	Year 4 (2022-23)	Year 5 (2023-24)
Indicative potential saving (ongoing)	£565k	£1,124k	£1,677k	£2,227k	£2,769k

This means that by the 5th year of this period, the indicative total potential gross annual ongoing savings from natural staff turnover could be in the region of £2.8m. This is the calculation for the natural turnover-related indicative savings only and does not include other savings eg, from Joint Senior Management Team nor Contracts & Procurement.

The Year 5 total represents the difference in budget at year 5 compared to the Year 0 current budget. A 5-year total would represent the total of all these savings for each and every year combined.

The following graph illustrates the difference for revenue budgets between the Year 5 total figures provided and a 5-year total figure.



Appendix 6 – Commercial Opportunities

Commercial detail

This is a breakdown of our Commercial figures from annual statutory accounts for Broadland Growth Ltd and Big Sky:

	Broadland Growth 31.3.15 £000	Broadland Growth 31.3.16 £000	Broadland Growth 31.3.17 £000	Big Sky Developments 31.3.16 £000	Big Sky Developments 31.3.17 £000	Big Sky Property Mgmt 31.3.16 £000	Big Sky Property Mgmt 31.3.17 £000	Total SNC Companies 31.3.16 £000	Total SNC Companies 31.3.17 £000
Profit before Tax	-47	-34	258	-78	254	-12	-4	-90	250
Management Charges	1	0	51	26	103	5	5	31	108
Interest Paid	0	22	75	179	430	16	32	195	462
Charity Donations				0	22	0	0	0	22
Total Income to Council	1	22	126	205	555	21	37	226	592

The following is a summary of income streams from current Broadland and South Norfolk service areas.

Category	Aspect	BDC	SNC
Cultural and Leisure	Leisure centres	X	✓
	Recreational and Sport	✓	✓
	Tourism (Bure Valley Railway rental)	✓	X
Environmental and Waste	Pest Control - Fees & Charges	X	✓
	Dog Control - Fees & Charges	✓	✓
	Garden waste collection service	✓	✓
	Bulky waste collection service	✓	✓
	Dog bins – Fees & Charges	✓	✓
	Street Cleaning - Fees & Charges	✓	✓
	Commercial / Trade Waste	✓	✓
	Domestic Waste - New properties - initial bin charge	X	✓
	Community Assets - Fees & Charges	✓	✓
	Food & Safety - Fees & Charges (inc Public Health project work)	✓	✓
	Licensing - Fees & Charges	✓	✓

Planning and Economic Development	Development Management - Fees & Charges	✓	✓
	Development Management - Planning Pre-apps fees	X	✓
	Street Name/Numbering - Fees & Charges	X	✓
	Training provision (Economic Development team)	✓	X
Transport	Parking Services	✓	X
	Car Parks – Rental, Fees & Charges	X	✓
Social Care (Early Intervention)	Community Connectors - Grants	X	✓
	Care & Repair - Fees & Charges	✓	✓
	Handyperson Scheme - Fees & Charges	✓	✓
Private Sector Housing	Officer fee and Interests from Healthy Homes Loans	✓	X
Housing	Home Maintenance - Fees & Charges (inc Energy Deals)	✓	✓
Central Services	Land Charges – Fees & Charges	✓	✓
	External Comms Advertising – Fees & Charges	✓	✓
Other	Commercial property (eg industrial units and shops) – rental / income	X	✓
	Business Centres - income	X	✓
	Procurement	X	✓
	HQ offices’ rental income (eg, Early Help partners)	✓	✓

APPOINTMENT OF JOINT MANAGING DIRECTOR

Portfolio Holder: Policy
Wards Affected: All

1 SUMMARY

- 1.1 At their individual Cabinet meetings held on 2 July 2018, Broadland and South Norfolk Cabinets asked for a paper to be drafted for both Councils setting out the process for recruiting a Joint Managing Director.
- 1.1 In the event that the report received by Council earlier on the agenda, concludes that collaborative working between Broadland District Council and South Norfolk Council is to go ahead, then each Council needs to agree the outline process and the establishment of a Joint Appointment Panel to enable the recruitment of a Joint Managing Director.

2 JOINT APPOINTMENT PANEL

- 2.1 A Panel, to be known as the Joint Appointment Panel, is formally established and takes ownership of the recruitment process for the Joint Managing Director.
- 2.2 Attendance at meetings held by the Panel are an approved duty for the purposes of the respective Council's Members' Allowances Scheme.
- 2.3 Broadland District Council shall appoint four Members to the Panel, with political representation applied 3 Conservatives :1 Liberal Democrat (with substitutes).
- 2.4 South Norfolk Council shall appoint four Members to the Panel, with political representation applied 3 Conservatives: 1 Liberal Democrat (with substitutes).
- 2.5 The meeting will appoint its own Chairman, who will not have a casting vote and who shall not be either Council's Leader
- 2.6 Any recommendation by the Panel for the appointment of the Joint Managing Director requires a clear majority from each Council.
- 2.7 In the event that any decisions are required outside of the remit of the Joint Appointment Panel, then any such matters be delegated to the respective Chief Executives in consultation with the respective Group Leaders.
- 2.8 The Panel will be authorised to agree statements specifying the job

description and person specification of the Joint Managing Director post (Head of Paid Service for both Councils) and be responsible for all matters relating to the recruitment process.

- 2.9 Both Councils are requested to approve the appointment of the East of England Local Government Association (EELGA) as recruitment advisor role for the process.
- 2.10 Wider Members will also have the opportunity to meet candidates as part of the selection process and an informal social opportunity will be held for Members and stakeholders to meet candidates.

3 EAST OF ENGLAND LOCAL GOVERNMENT ASSOCIATION (EELGA)

- 3.1 In order for the process of appointing the Joint Managing Director to be independent, EELGA has been asked to support the recruitment process.
- 3.2 EELGA has extensive experience of successful recruitment of senior staff in local authorities. The organisation specialises in providing support for the recruitment of senior and executive posts.

4 RECRUITMENT PROCESS

- 4.1 There will be four key stages to the recruitment process, which as noted will be led by experts who are independent of each Council's HR function. The stages are research, preparation, candidate screening and candidate selection.
- 4.2 The research stage will include market assessment and appraisal and analysis from other joint working arrangements to ensure that lessons can be learnt from other collaborative ventures.
- 4.3 The preparation stage will involve development of the subsequent job description, person specification and advertising.
- 4.4 Following this will be the candidate screening stage where the panel will consider the short list.
- 4.5 The final stage will be the candidate selection which will include an assessment centre and formal interviews.

5 PROPOSED TIMETABLE

Activity	Date
Decision on collaborative working	12 July 2018
Meeting of Joint Appointment Panel	w/c 23 July 2018
Executive search	July/August
Selection process for Joint Managing Director	September 2018
Appointment of Joint Managing Director	September 2018
Post appointment discussions with Managing Director	September 2018 to December 2018
Joint Managing Director starts in new post	January 2019

6 RESOURCE IMPLICATIONS

- 6.1 The costs incurred in the recruitment process will be shared equally between the two councils and met from the budget identified within the feasibility report, which is detailed as an earlier item on the agenda.

7 LEGAL IMPLICATIONS

- 7.1 There are no direct legal implications arising from this report.

8 RECOMMENDATION

- 8.1 The Council is **RECOMMENDED** to
- (1) agree the setting up of the Joint Appointments Panel for the recruitment of the Joint Managing Director post as set out in paragraph 2 with the membership of the Panel delegated to the respective Group Leaders of Broadland District Council and South Norfolk Council and
 - (2) agree to the appointment of EELGA as recruitment advisor for the process.

Martin Thrower and Emma Hodds
Monitoring Officer

Background Papers: None

For further information on this report call Martin Thrower on (01603) 430546 or e-mail m.thrower@broadland.gov.uk

DECISIONS ON APPLICATIONS – 6 JUNE 2018

App'n No	Location	Description of Development	Decision
20180464	Hill House, Norwich Road, Marsham	Change of use to Dog Rehabilitation Centre and erection of 10 no: kennels with 7ft chainlink security fence	REFUSED
20172132	Pyehurn Farm, Pyehurn Lane, Horsford	Erection of five no: detached chalet bungalows (outline)	REFUSED
20180332	70 Neylond Crescent, Hellesdon	Erection of outbuilding to form salon and domestic garden store	APPROVED subject to conditions
20180323	Manor House Farm, Reepham Road, Foulsham	Erection of single dwelling and detached garage and alterations to vehicular access	APPROVED subject to conditions
20180622	Taverham Nursery Centre, Fir Covert Road, Taverham	Variation of condition 3 following grant of planning permission 20081615 to allow open A1 (retail) use on units 1 and 2 only	Authority delegated to HoP to APPROVE following expiry of the consultation period and no new material issues being raised and subject to conditions
20180243	76 Gordon Avenue, Thorpe St Andrew	Raising of roof, rear extension and loft conversion	APPROVED subject to conditions
20180634	1 Roundtree Close, Sprowston	Change of use from B1/C & B8 to D2 Assembly & Leisure	APPROVED subject to conditions

HoP = Head of Planning

Minutes of a meeting of the **Licensing & Regulatory Committee** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Wednesday 2 May 2018** at **9.30am** when there were present:

Mrs S C Gurney – Chairman

Mrs J Copplestone

Mrs B Rix

The applicants (as identified in the exempt appendix to the signed copy of these Minutes) attended the meeting for their respective applications.

Also in attendance were Mr D Lowens (the Committee's legal advisor), the Food, Safety and Licensing Team Manager and the Committee Officer (DM).

38 DECLARATIONS OF INTEREST

None received.

39 APOLOGIES FOR ABSENCE

None received.

40 NON-EXEMPT MINUTES

The non-exempt Minutes of the meetings held on 22 November and 12 December 2017 were confirmed and signed as a correct record.

41 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED:

to exclude the Press and public from the meeting for the remaining business because otherwise, information which was exempt information by virtue of Paragraphs 1, 3 and 7 of Part I of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006, would be disclosed to them.

42 LOCAL GOVERNMENT (MISCELLANEOUS PROVISIONS) ACT 1976 – PRIVATE HIRE VEHICLE DRIVER LICENSING

The Committee considered matters in respect of a current licenced Private Hire Vehicle Driver, as detailed in the exempt appendix to the signed copy of these Minutes. After due consideration, it was

RESOLVED

to revoke the Private Hire Vehicle Driver Licence with immediate effect.

43 LOCAL GOVERNMENT (MISCELLANEOUS PROVISIONS) ACT 1976 – PRIVATE HIRE VEHICLE DRIVER LICENSING

The Committee considered an application for a Private Hire Vehicle Driver Licence, as detailed in the exempt appendix to the signed copy of these Minutes. After due consideration, it was

RESOLVED

to refuse the application for a Private Hire Vehicle Driver Licence.

44 EXEMPT MINUTES

The Exempt Minutes of the meeting held on 22 November 2017 were confirmed and signed as a correct record.

The meeting closed at 1:40pm

Minutes of a meeting of the **Licensing and Regulatory Committee** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 15 May 2018** at **8:00 pm** when there were present:

Mrs S C Gurney – Chairman

Mrs J K Copplestone

Mrs L H Hemsall

Mr I N Moncur

Mr S Dunn

Mr R J Knowles

Mrs B H Rix

Mr R F Grady

Also in attendance was the Committee Officer (DM).

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Mr K G Leggett MBE and Mr V B Tapp.

2 APPOINTMENT OF CHAIRMAN

One nomination was received for the position of Chairman and it was

RESOLVED

to appoint Mrs Gurney as Chairman of the Committee for 2018/19.

Mrs Gurney in the Chair

3 APPOINTMENT OF VICE-CHAIRMAN

One nomination was received for the position of Vice-Chairman and it was

RESOLVED

to appoint Mr Dunn as Vice-Chairman of the Committee for 2018/19.

The meeting closed at 8:10pm

Minutes of a meeting of the **Licensing & Regulatory Committee** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Wednesday 30 May 2018** at **9.30am** when there were present:

Mrs S C Gurney – Chairman

Mr R Knowles

Mrs B Rix

The applicants (as identified in minute no: 4 below and in minute no: 6 in the exempt appendix to the signed copy of these Minutes) attended the meeting for their respective applications.

Also in attendance were Mr D Lowens (the Committee's legal advisor), the Food, Safety and Licensing Team Manager, the Technical Officer (Licensing Enforcement) and the Committee Officer (DM).

1 DECLARATIONS OF INTEREST

Member	Minute No & Heading	Nature of Interest
Mrs Gurney	4 – Local Government (Miscellaneous Provisions) Act 1976 – Private Hire Vehicle Licensing	Non pecuniary, local choice interest, the representative from Desira was known to her.

2 APOLOGIES FOR ABSENCE

None received.

3 NON-EXEMPT MINUTES

The non-exempt Minutes of the meetings held on 2 May and 15 May 2018 were confirmed and signed as a correct record.

4 LOCAL GOVERNMENT (MISCELLANEOUS PROVISIONS) ACT 1976 – PRIVATE HIRE VEHICLE LICENSING

Mr Leon Davies and Mr James Phillips trading as Zero Taxis and Mr Alex Bilham from Desira were in attendance for this item

The Committee considered an application to make an exception to the Council's Private Hire Vehicle and Hackney Carriage Policy and Conditions (PHVHCPC) in respect of the engine size of an eco-friendly vehicle.

Section 7 of the PHVHCPCs stated: the Council encourages the use of eco-friendly vehicles. Any application to license a vehicle with an engine capacity of less than 1300cc will be considered on its own merits. On 23 March 2018, Mr Davies and Mr Phillips contacted the Licensing Office in respect of licensing a Nissan Leaf electric vehicle. Mr Davies and Mr Phillips were not currently an established Private Hire Operator but were intending to trade as Zero Taxis. The vehicle had been inspected by Licensing Officers who had determined that, other than the engine capacity, the vehicle complied with the standard licensing requirements. Mr Davies and Mr Phillips requested that the Committee gave consideration to licensing electric vehicles in line with their business model of providing zero emission Private Hire Vehicles.

The Food, Safety and Licensing Team Manager presented his report in full and commented that the Council currently had a number of operators using hybrid vehicles within their companies but this was the first application in respect of a fully electric vehicle.

It was noted that, in addition to the Nissan Leaf, a number of manufacturers were now marketing electric cars. The purchase cost of these vehicles was such that it was still prohibitive for some companies to consider them.

Mr Davies informed Members that he was ex-air force and had experience in the renewable energy sector working off-shore. He often used taxis in the Netherlands and Holland where use of electric cars was extensive. He felt there was a niche in the market to develop use of electric cars in Norwich. Mr Davies and Mr Phillips outlined the proposals for the company and explained how they would manage the work undertaken by their two electric vehicles by way of local contract work with a range of businesses and organisations (for example journeys to and from the airport and train station). A number of organisations had already been contacted some of which had direct access to charging points. A number of other charging points were available and easily accessible by electric payment methods and grants were available to help with the cost of installing points. The company was very mindful of the constraints on long distance journeys and work would focus in and around Norwich. Two charging points would be available at the proposed operating base both of which benefitted from connection to solar power which would allow for overnight charging at virtually no cost during the summer and for limited cost during the winter. The electricity company supplying power to the operating base used 100% renewable sources to supply electricity. Whilst he had not worked in the private hire industry before, Mr Davies confirmed that he had researched a company in Wales which now operated 5 electric cars and had shadowed a company in Cornwall to see how it was run. With regard to questions about the limited capacity of the battery and the safety of the travelling public, Mr Davies commented that the careful management of the work accepted would avoid any issues. In practice, the normal average daily mileage of a typical taxi driver was between 140-160 miles and the electric car was capable of 150-170 miles on one full charge. The daily operations would also allow for an overlap of the two cars. Mr

Bilham commented that the cars were capable of receiving up to 80% of their full charge in 40 minutes if they did need topping up during the day. When stationary, the cars did not use their charge, and so there would be no problem if they were held up in traffic. The cars had an air source heat pump and electric seats to provide heating. Air conditioning had a nominal drain on the car's battery. The life expectancy of the current cars was estimated to be 8 years or 100,000 miles. A first generation electric car used for taxi work and being charged three times per day had been driven for 160,000 miles. Despite the initial high purchase costs, the running costs associated with an electric car were low and this could be reflected in the fares charged to customers.

The Food, Safety and Licensing Team Manager invited Members to review the application and determine the matter.

Mr Davies commented that much research had been undertaken by him and his partner in conjunction with Nissan into the operation of a taxi company using electric cars and careful thought given to the management of the work and the use of contract work to avoid any issues.

After consideration of all the information presented to them about the Nissan Leaf and the company's management proposals, and having regard to public safety, Members agreed to grant an exception to Section 7 of the Private Hire Vehicle and Hackney Carriage Policy and Conditions in respect of vehicles with an engine capacity of less than 1300cc in order to licence Nissan Leaf electric vehicles with the specification set out on pages 39 – 40 of the report. The operating centre for any such vehicle shall have at least one charging point present and maintained during the period of the relevant Private Hire Vehicle Operating Licence.

RESOLVED

to grant an exception to Section 7 of the Private Hire Vehicle and Hackney Carriage Policy and Conditions in respect of vehicles with an engine capacity of less than 1300cc in order to licence Nissan Leaf electric vehicles with the specification set out on pages 39 – 40 of the report. The operating centre for any such vehicle shall have at least one charging point present and maintained during the period of the relevant Private Hire Vehicle operating licence.

5 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED

to exclude the Press and public from the meeting for the remaining business because otherwise, information which was exempt information by virtue of

Paragraphs 1, 3 and 7 of Part I of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006, would be disclosed to them.

6 LOCAL GOVERNMENT (MISCELLANEOUS PROVISIONS) ACT 1976 – PRIVATE HIRE VEHICLE DRIVER LICENSING

The Committee considered an application for a Private Hire Vehicle Driver Licence, as detailed in the exempt appendix to the signed copy of these Minutes. After due consideration, it was

RESOLVED

to refuse the application for a Private Hire Vehicle Driver Licence.

7 EXEMPT MINUTES

The Exempt Minutes of the meeting held on 2 May 2018 were confirmed and signed as a correct record.

The meeting closed at 12:20pm

Minutes of a meeting of the **Audit Committee** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Thursday 28 June 2018** at **10.00 am** when there were present:

Mr N C Shaw – Chairman

Mr P H Carrick

Mrs B H Rix

Mr V B Tapp

Mrs K A Vincent

Mr R J Knowles was also in attendance for the duration of the meeting.

Also in attendance were the Head of Finance and Revenue Services, Head of Economic Development, Head of Internal Audit, Internal Audit Manager and the Committee Officer (JO).

1 MINUTES

The Minutes of the meeting held on 15 March 2018 were confirmed as a correct record and signed by the Chairman.

2 SERVICE RISKS

The Head of Finance and Revenue Services confirmed that the Council was subject to both internal and external financial risks.

Changes to external funding from central Government was a major risk which the Council sought to mitigate by remaining in close dialogue with the Ministry of Housing Communities and Local Government.

The Council mitigated risks to internal funding by maintaining a Medium Term Financial Plan. Broadland was also working closely with officers at South Norfolk to ensure that the proposal to collaborate would not have a detrimental effect on either Councils' finances.

Ensuring that there was sufficient resource in place for Council Tax and Business Rates collection was another financial risk. Although currently 99% of Council Tax was collected, the Council was trying to improve this still further.

Universal Credit was set to be rolled out for new claimants in Norwich Job Centres shortly. This was likely to put an additional pressure on resources in the Benefits Department. The Council was working with the Department of Work and Pensions.

The Chairman noted that South Norfolk Council had a Risk Register, but that Broadland managed risk within each service. He suggested that a Risk Register was a better means of monitoring risk, as they were clearly identifiable in one document.

The Head of Economic Development informed the meeting that many of the services provided by his department such as leisure, tourism and business support were discretionary and therefore vulnerable to cuts if Council finances were reduced. The department reported on its activity on a quarterly basis to the Economic Success Panel and on a six monthly basis to the Overview and Scrutiny Committee, as well as annually in the Business Plan.

The economy was reasonably stable at the moment. In the past the Council had established a Recession Mitigation Fund to assist businesses in the district and could do so again if necessary. The recently agreed Business Rate Discount Policy was another useful tool that could be used for supporting existing businesses, as well as attracting new businesses into the district.

Economic Development was providing support to ensure that businesses in the district were compliant with the General Data Protection Regulation, as well as providing training on other aspects of Government legislation.

In response to a query about Broadland Growth Ltd, the Joint Venture Company that was 50 percent owned by the Council and 50 percent owned by NPS, the Head of Finance and Revenue Services confirmed that the only exposure to risk was the money that the Council loaned to the company to fund its development programme. The funding for the company's first project had been paid back, along with a profit that had resulted in a total of £1.2m being returned to the public purse.

There was a proposal in the Feasibility Study for the establishment of a joint Growth Delivery Team for development sites that would involve Economic Development working to increase the level of inward investment in both districts.

Broadland had developed a good relationship with the New Anglia Local Enterprise Partnership and was leading on an initiative to assist two foreign owned companies establish facilities in Broadland.

In answer to a query, the Head of Finance and Revenue Services advised Members that the Council had mitigated the risk from Business Rate appeals by making provision for it in the Medium Term Financial Plan. A test case for Business Rate relief by a number of NHS Trusts was currently going through the courts and could require the Council to use grants to fund the shortfall, if successful. A new Check, Challenge and Appeal Process that had been recently introduced should prevent speculative appeals in the future.

A question mark remained over whether appeals would be funded nationally or locally.

The Head of Economic Development confirmed that the Council was supporting the development of the former Anglian Windows Sports and Social Club into a multi-purpose sports and residential facility.

The Head of Finance and Revenue Services also confirmed that both Broadland and South Norfolk had similar accounting methods and were both part of the Internal Audit Consortium.

3 PROGRESS REPORT ON INTERNAL AUDIT ACTIVITY

Members were introduced to the new Internal Audit Manager, Faye Haywood, who would be reporting on most of the Council's internal audit activity in the future.

The report reviewed the work performed by Internal Audit in delivering the Annual Internal Audit Plan for 2017/18 during the period 21 December 2017 to 12 April 2018.

Progress made in delivering the agreed audit work to date was in line with expectations; with 144 days of programmed work completed, equating to 100 percent of the internal audit plan for 2017/18.

During the period the following final four assurance reports had been issued: Accounts Receivable; GP Referral Scheme; Key Controls and Assurance and Accountancy Services. As a result of these audits, 13 recommendations had been raised, and agreed by management. In addition, three Operational Effectiveness Matters have been proposed to management for consideration.

All audits concluded in a positive opinion being awarded indicating a strong and stable control environment to date, with no issues that would need to be considered at year end and included in the Annual Governance Statement.

In response to a query, it was confirmed that recommendation for the GP Referral scheme in relation to Council costs was to ensure Council staff salaries were allocated to the Why Weight programme to avoid any misconception in relation to the overall budget.

The Committee was advised that a General Data Protection Regulation Audit would commence shortly.

RESOLVED

to note the progress in completing the internal audit plan of work and the outcomes of the completed audits to date for the 2017/18 financial year.

4 FOLLOW UP REPORT ON INTERNAL AUDIT RECOMMENDATIONS

The report informed Members of the progress made in relation to management's implementation of agreed internal audit recommendations falling due by 31 March 2018.

All recommendations prior to the 2017/18 financial year had now been actioned by management and verified as complete by internal audit.

In 2017/18 internal audit raised 36 recommendations, with 26 now being closed. One important recommendation remained outstanding (the approval of the Business Plan of Broadland Growth Ltd by the Council). This recommendation should be completed by July 2018. Nine recommendations were not yet due.

Members were advised that excellent progress continued to be made in addressing audit recommendations that actions relating to historic audits had now been closed.

RESOLVED

to note the position in relation to the completion of agreed Internal Audit recommendations.

5 ANNUAL REPORT AND OPINION FOR 2017/18

The report concluded on the Internal Audit Activity undertaken during 2017/18 and provided an overall opinion, in line with the Public Sector Internal Audit Standards, on the framework of governance, risk management and control at the Council for the year ended 31 March 2018.

The Annual Report also commented on the Effectiveness of Internal Audit as well as providing key information for the Annual Governance Statement.

The overall opinion in relation to the framework of governance, risk management and controls at Broadland District Council was 'reasonable'. It was emphasised that this was a positive assurance.

Ten of the 11 assurance audits completed within year had concluded in positive assurances; with no priority one recommendations raised.

One assurance review received a limited assurance in relation to the password access to the Planning system, however the Council's own access controls were considered sufficient to mitigate this risk and the IT department continued to monitor this issue. There were, therefore, no Internal Audit considerations for the Annual Governance Statement.

Substantial assurance was concluded in the areas of Environmental Health, Accounts Receivable, Income, Accountancy Services and Social Media.

The outcomes of the Effectiveness Review confirmed that Internal Audit was compliant with the Public Sector Internal Audit Standards; was continually monitoring performance and looking for ways to improve and was substantially compliant with CIPFA Statement on the Role of the Head of Internal Audit in Public Service Organisations.

These findings indicated that reliance could be placed on the opinions expressed by the Head of Internal Audit for Broadland, which could then be used to inform the Council's Annual Governance Statement.

The Head of Internal Audit drew Members' attention to the assurance chart which showed the Council had had a very positive control environment over the last few financial years.

Members were advised that an ICT audit had recently been completed and would be brought to the Committee in due course. The audit covered areas such as cyber security and back-up controls. A new ICT Strategy was also being drafted and would be brought before Members in the near future.

Members noted the high level of compliance with audit standards.

RESOLVED

to

- (1) receive and consider the contents of the Annual Report and Opinion of the Head of Internal Audit;
- (2) note that a reasonable audit opinion has been given in relation to the framework of governance, risk management and control for the year ended 31 March 2018;
- (3) note that the opinions expressed together with significant matters arising from internal audit work and contained within this report should be given due consideration, when developing and reviewing the Council's Annual Governance Statement for 2017/18;

- (4) note the conclusions of the Review of the Effectiveness of Internal Audit.

6 ANNUAL GOVERNANCE STATEMENT

The report presented the Annual Governance Statement 2017/18, which set out how the Council had complied with its responsibilities to ensure that its business was conducted in accordance with the law and that public money was safeguarded and used economically, efficiently and effectively. The report also noted that a review was being undertaken of the Local Code of Corporate Governance, which would be brought to the July 2018 Audit Committee.

The draft AGS was normally presented to the Committee prior to it being formally signed off by the Leader and Chief Executive by the end of June. However, this year because the timetable for the submission of the draft Statement of Accounts had moved forward to the end of May, the AGS had already been submitted with the draft Statement of Accounts.

Members were advised that the AGS gave a good view of the measures that the Council had in place to monitor the achievement of its strategic objectives and whether those objectives had led to the delivery of appropriate, cost-effective services.

In response to a query about the poor rate of completion by Members of the General Data Protection Regulation (GDPR) training, the meeting was advised that the GDPR audit would include an assessment of Member responsibilities and make recommendations accordingly. Similarly the Committee's the self-assessment could identify any shortcomings regarding the take up of mandatory training by Members later in the year.

The Committee was informed that the Feasibility Study into collaboration between Broadland and South Norfolk Councils included a proposal to introduce joint Member training sessions.

RESOLVED

to

- (1) approve the Annual Governance Statement; and
- (2) note that a revised version of the Council's Code of Corporate Governance was being prepared.

7 WORK PROGRAMME

The following items were added to the Work Programme:

26 July 2018 – Service Risks

20 September 2018 – Audit Committee Self-Assessment

The Self-Assessment form would be circulated ahead of the meeting and any comments would be collated for consideration at the 20 September meeting.

The meeting closed at 11.09 am

DRAFT

ADOPTION OF HORSFORD NEIGHBOURHOOD PLAN

Portfolio Holder: Planning
Wards Affected: Horsford & Felthorpe

1 SUMMARY

- 1.1 This report provides details of the Referendum to be held in relation to the Horsford Neighbourhood Plan. Assuming the referendum on 5 July 2018 results in a successful outcome, this report recommends that Council adopts the Horsford Neighbourhood Plan as part of Broadland District Council's Development Plan.

2 KEY DECISION

- 2.1 This is not a key decision and has been published in the Forward Plan.

3 INTRODUCTION

- 3.1 The Neighbourhood Plan for Horsford commenced December 2016 and was submitted to Broadland District Council in December 2017. The Neighbourhood Plan has been prepared by a steering group of volunteers (aided by a professional consultant) which has been overseen by the parish council.
- 3.2 The Neighbourhood Plan has been developed in consultation with residents and businesses in the parish, as well as landowners, developers and other stakeholder organisations. The Plan seeks to guide the future development of the parish over the next few years. It includes a vision and a set of objectives for the parish, as well as a series of policies that look to shape development within the respective time period.
- 3.3 The table below illustrates the date at which Broadland District Council approved the submitted documents, undertook the required six week publication of the Plan, and approved the subsequent recommendations of the appointed independent examiner (as detailed in their report).

Neighbourhood Plan	Approval of submitted Plan	Publication of Plan	Approval of examiners recommendations
Horsford	10/01/2018	22/01/2018 – 05/03/2018	11/05/2018

- 3.4 Following approval of the examiners recommendations and the necessary revisions being made to the Neighbourhood Plan, details of the Referendum were published on the Broadland District Council website. These details were

also made available at the Broadland District Council offices and at Hellesdon Library and Horsford Post Office.

- 3.5 The Electoral Services Team sent out polling cards to those on the electoral register within the parish and made other statutory preparations for the Referendum.
- 3.6 The Neighbourhood Plan Referendum is due to be held on Thursday 5 July 2018. Due to the timings of the Council meeting this report has been prepared on the assumption that the Referendum produces a result in favour to adopt the Neighbourhood Plan. The outcome of the result will be available at the Council meeting on 12 July 2018.

4 THE ISSUES

- 4.1 Following the result of the Referendum, Broadland District Council can now formally adopt the Horsford Neighbourhood Plan (included as Appendix 1).
- 4.2 Following a successful Referendum, the Plan will form part of the statutory development plan for Broadland District.
- 4.3 The Plan will therefore be used, alongside existing Local Plan documents, in the determination of planning applications that fall within the Neighbourhood Area (parish boundary).

5 DISCUSSION

- 5.1 Even if a Referendum results in a successful outcome, Broadland District Council can refuse to adopt that Neighbourhood Plan if it considers that the Plan would breach, or would otherwise be incompatible with any EU obligation or any of the Convention Rights (within the meaning of the Human Rights Act 1998). In this instance the Neighbourhood Plan would cease to be part of the Development Plan.
- 5.2 However, it is not considered that the Neighbourhood Plan is in breach of this legislation. Broadland District Council has already approved the Plan in this respect (through a delegated decision to the Head of Planning, in consultation with the portfolio holder), following submission of the documents to the authority.
- 5.3 In addition, the examiner of the Neighbourhood Plan has stated that, subject to the modifications recommended, they are satisfied that the Neighbourhood Plan meets the basic conditions and other statutory requirements.

6 PROPOSED ACTION

- 6.1 It is proposed that Council adopts Horsford Neighbourhood Plan (assuming a successful outcome at the referendum).

7 RESOURCE IMPLICATIONS

- 7.1 Adoption of the Neighbourhood Plan requires a small amount of officer time in order to publicise the fact that the Plan will now form part of the criteria for determining planning applications within the respective parish.
- 7.2 Planners will have to consider the adopted Neighbourhood Plan alongside existing Local Plan documents when determining planning applications within the parish. However, this will form part of the existing process in determining applications and should not require extra resources.
- 7.3 The costs of the Referendum has been met from the 'Neighbourhood Planning New Burdens funding' for local planning authorities, provided by MHCLG (currently amounting to £20,000 for each Neighbourhood Plan that reaches the Referendum stage) and therefore there is no direct cost to the Council.

8 LEGAL IMPLICATIONS

- 8.1 The steps outlined in this report comply with appropriate legislation within the Neighbourhood Planning (General) Regulations 2012 (as amended) and the Neighbourhood Planning (Referendums) Regulations 2012. If adopted, the Neighbourhood Plan will become part of the Development Plan and, where relevant, a major consideration in the determination of applications within the parish.

9 RISK IMPLICATIONS

- 9.1 There are no significant risks associated with the matters covered in this report.

10 EQUALITIES IMPLICATIONS

- 10.1 There are no significant equalities implications associated with the proposed Neighbourhood Plan. A full Equality Assessment was carried out following submission of the Plan to Broadland District Council. This assessment was approved by the authority alongside the Neighbourhood Plan documents.
- 10.2 There have been no substantial changes to the policies within each Neighbourhood Plan since their submission and so the result of the EQIA

assessment has not changed. The original EQIA has been included with this report as Appendix 2.

11 OPTIONS

- 11.1 The Council is **RECOMMENDED** to adopt the Horsford Neighbourhood Plan, following a successful outcome at the Referendum.

Phil Courtier
Head of Planning

Background Papers

None.

For further information on this report call Richard Squires / Vicky West on (01603) 430637 / 430112 or e-mail richard.squires@broadland.gov.uk / vicky.west@broadland.gov.uk.



Broadland Equality Assessment

Name of Policy	Horsford Neighbourhood Development Plan
Name of Officer responsible for Policy	Vicky West
Date of Assessment	22 nd June 2018

Aims of Policy (a brief summary)

The Horsford Neighbourhood Plan is a community-led document for guiding the future development of the parish. It is the first of its kind for Horsford and forms part of the Government's current approach of devolving planning powers to communities, as set out in the Localism Act 2011.

The Neighbourhood Plan is about the use and development of land over the next nine years. It sets out a number of policies, developed by the local community, to shape development for the period 2018 to 2038.

Early on in the process, the Neighbourhood Plan Steering Group established a vision for the Plan, as outlined below:

By 2038 Horsford will be a flourishing rural village, within a short distance of Norwich. It will be a place where people can enjoy the surrounding woodland and countryside. It will have a range of high quality homes, and essential public services that meet the growing needs of the community. There will be thriving local businesses, quality modern services and relevant infrastructure. Horsford will be a sustainable place where people want to live and work into the future.

The vision is backed up by a series of ten objectives. These objectives are, in turn, addressed through a series of land use policies, which form the backbone of the Neighbourhood Plan. There are twenty-one policies in total.

The Neighbourhood Plan has been prepared according to the Neighbourhood Planning (General) Regulations 2012 (as amended 2015 and 2016) and, if adopted following an examination and a subsequent local referendum, it will become part of the statutory Development Plan for the district.

1. Has the policy/procedure/strategy addressed one or more of the Equality Duty Aims? (Please provide a narrative explanation as to how your document relates to each aim of the Equality Duty – for instance does your document demonstrate that the Council is adhering to any or each of the aims?)

Does it "Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act"	The focus of any Neighbourhood Development Plan is on land use policies. The Plan does not seek to prevent future development, but, to influence it and, as such, the plan aims to benefit future residents of the parish as well as existing ones. The objectives of the Plan include the following aspiration ' <i>to provide opportunities for all parishioners to access community, cultural, leisure and sports activities within Horsford.</i> ' This demonstrates the commitment of the Plan to promote social cohesion and equality.
Does it "Advance equality of opportunity between people who share a protected characteristic and those who do not"	The objectives stated above, as well as the vision for a ' <i>flourishing rural village</i> ', demonstrate a commitment within the Plan to promoting equal opportunities for all groups within the community to access services and facilities. This is also reflected in objectives which focus on housing, the environment, services and access.
Does it "Foster good relations between people who share a protected characteristic and those who do not"	The objectives of the Plan, particularly the 'Community' objective mentioned above, and the policies that seek to address them, seek to encourage good relations and interaction between different groups of people within the community. Part of the Plan also focuses on enhancing walking and cycling connectivity between different residential areas and facilities within the neighbourhood, encouraging greater interaction. The Neighbourhood Plan policies seek to make improvements for all to share and enjoy.

2. Which protected characteristics does this Policy impact: (please tick all that apply)

Age	<input checked="" type="checkbox"/>	Sexual Orientation	<input type="checkbox"/>	Pregnancy/Maternity	<input type="checkbox"/>
Disability	<input checked="" type="checkbox"/>	Civil Partnership/Marriage	<input type="checkbox"/>	All of the Above	<input type="checkbox"/>
Race	<input type="checkbox"/>	Religion or Belief	<input type="checkbox"/>	None of the Above	<input type="checkbox"/>
Sex	<input type="checkbox"/>	Gender Reassignment	<input type="checkbox"/>		

3. Does the content of the document impact one protected group more than others? (Please describe how it impacts the protected characteristic group more than others and whether this is negatively or positively)

The Plan contains land-use and development management policies that do not focus on or particularly impact any one of the protected groups more so than others. Objectives and policies relating to connectivity, enhancing local amenities and delivering sustainability perhaps have most relevance for the characteristics of 'age' and 'disability', in terms of accessibility and suitability of facilities and services.

4. Are there any vulnerable groups that have not been identified that are relevant?

N/A

5. Are there any sources of evidence that have provided information on what impact your policy/procedure/strategy could have upon the protected groups?

(Possible sources of evidence are research reports, consultation activities, public surveys etc...) Please also describe what information is required to demonstrate the community or customer need for what this document is proposing

The NDP includes statements of evidence and justification alongside each of the proposed policies, explaining how public consultation with residents has informed the policy being proposed. One of the supporting documents published alongside the NDP is a Consultation Statement which provides more detail of how and when public consultation and engagement was carried out and what the results of this were. In addition, a sustainability appraisal has been carried out by the parish council, alongside the development of the Plan, which examines the potential economic, environmental and (most relevant in this regard) social implications of each different proposed policy within the Plan and how any potential negative impacts will be mitigated.

6. Demonstrate where you have engaged individuals or groups, both internally or externally, during the development of this policy (include who you have consulted).

If the document is Government driven indicate how you have communicated this fact to those who are likely to be impacted.

A Neighbourhood Plan Steering Group was formed by the Parish Council to lead on the project with the help of an external consultant. Throughout the process the steering group ensured that the local community and stakeholders were kept informed of the process and were able to get involved in the development of the Neighbourhood Plan.

Communications methods used during the process included local press releases in the parish magazine and other local media, posters and a dedicated website. During the Plan process, several public consultation events were held. The statutory, pre-submission Neighbourhood Plan consultation took place between October 2017 and November 2017.

Throughout this process the emerging policies were discussed, tested and updated with local residents and stakeholders, before the submission draft and accompanying documents were submitted to Broadland District Council in December 2017.

Following this, Broadland District Council undertook a further, statutory consultation with stakeholders and the public as part of the Regulation 16 publication requirements. As well as previous consultees being notified, the council also put up public notices around the parish and made the consultation available via the council website.

7. How has this engagement influenced the development of this policy? (if not, why not) Have you undertaken any analysis of the information gathered from engagement and made any changes to the document?

Supporting information alongside each of the NDP policies explains the evidence for and justification of that policy – in other words, demonstrating how consultation and engagement with residents and stakeholders has influenced the development of the policy in question. This is a statutory requirement of Neighbourhood Plans and is formally required through the production of a Consultation Statement, to be submitted alongside the Neighbourhood Plan. Legislation requires that such a Consultation Statement show how consultation and engagement has been carried out in the preparation of the Plan and how the main issues raised have been addressed within the document. In addition, any responses through the Regulation 16 publication are taken into consideration by the independent examination in their assessment of the plan and in formulating their recommendations.

8. Will it have a significant effect on how other organisations operate in terms of equality?

Yes ☐ No ☒

9. Have you worked with partner organisations to develop this policy and if so what has been their role?

As discussed above, the Parish Council has consulted with appropriate stakeholder bodies in the development of their Neighbourhood Plan, which would include Norfolk County Council, neighbouring parish and town councils, the Environment Agency, Natural England and Broadland District Council, amongst others. Support has been provided by Broadland District Council and financial support from Department of Communities and Local Government, through Locality. The document, however, has been produced and submitted by Horsford Parish Council, with the help of an external consultant.

10. Have you set up a monitoring/evaluation process to check the successful implementation of the policy/procedure/strategy?

Yes ☒ No ☐

11. Please explain how you will resolve any issues or gaps identified during this assessment.

(If you are unable to resolve the issues highlighted during this assessment please explain why and what alternative steps you can take)

This assessment does not identify any particular gaps or equalities-related issues concerning the Horsford Neighbourhood Development Plan. If successful, the Plan will be primarily monitored by the Parish Council but Broadland District Council will also be able to assess its implementation from a development management point of view and the determination of planning applications within the parish.

Signed by evaluator:

Vicky West

Signed by responsible head of department:



Horsford

Neighbourhood Plan

2018-2038

Final version for referendum
July 2018



Have your say on our future

*The Horsford Neighbourhood Plan is
dedicated to the memory of
Peter Hunnam
8 May 1944 – 4 September 2017.*

*Peter's willingness to take on the Neighbourhood Plan
project and to set up and be the first Chairman of the
Steering Group, will benefit the community of
Horsford for years to come.*

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**If you would like this document in large print
or in another format please contact
Horsford Parish Council,
horsfordpc@gmail.com, 01603 898621**

1. Introduction

The Horsford Neighbourhood Plan is a community-led document for guiding the future use and development of land over a 20-year period, 2018-2038. It is the first planning document put together by the community of Horsford. Once the Plan is made and adopted, Broadland District Council, Horsford Parish Council and planning applicants will use it.

The Neighbourhood Plan has been developed under the Localism Act (2012) and the Neighbourhood Planning (General) Regulation (2012), giving communities the right to shape future development at a local level. The Horsford Neighbourhood Plan complements existing local and national planning policy, providing a valuable level of local detail attained through consultation with residents and desk research.

The Horsford Neighbourhood Plan is not a means of stopping development; it is there to ensure development takes place in an appropriate way. It differs from the 2007 Parish Plan prepared by the Parish Council, as it is solely about the use and development of land, and once adopted, will become a statutory planning policy document. It provides clarity on what will be expected from development proposals, gives prospective investors confidence in how the area will change in the future, and ensures that the impact of development is anticipated and planned for.

This is the final version of the Neighbourhood Plan, prepared for 'referendum'. For the six-week period between 14 October and 25 November 2017, local residents, businesses and statutory agencies had an opportunity to comment on the first draft Plan. During December 2017 all comments were considered. The Plan was amended before submission to Broadland District Council. The Plan has been through independent examination and has been put forward for referendum.

Commissioned by Horsford Parish Council, the Horsford Neighbourhood Plan has been developed by a Steering Group of local residents (see Appendix A). Early on in the process, the Steering Group established a set of aims to drive the process. These were ratified through consultation with the community.

AIMS OF THE PLAN

By undertaking a Neighbourhood Plan, the community of Horsford aims to:

- Give a voice to residents to shape development.
- Integrate new Horsford developments within the existing village.
- Allow the village to grow sensitively, whilst retaining a village settlement and village feel.
- Retain existing access to locally important countryside for recreational use.
- Identify community needs for the use of developer contributions and other possible funds.

Accompanying supporting documents

The fundamental principle underpinning the planning system in England remains that of achieving sustainable development. Therefore, the Horsford Neighbourhood Plan was supported by a Sustainability Appraisal, a systematic process undertaken during the preparation of the Plan that assesses the environmental, social and economic impacts of the policies. The submission version of the Horsford Neighbourhood Plan is accompanied by the following documents:

- Basic Conditions Statement.
- Consultation Statement.
- Sustainability Appraisal Scoping Report.
- Sustainability Appraisal (with revisions).
- Strategic Environmental Assessment Screening Report.
- Habitat Regulation Screening Report.

Examination and referendum

The Horsford Neighbourhood Plan has been through independent examination. Minor modifications have been made. The next step is referendum. At referendum every resident of Horsford, who is entitled to vote in Broadland District Council elections and is 18 years or over, will have the opportunity to vote on whether or not they agree with the Neighbourhood Plan. At referendum residents will be asked, *'Do you want Broadland District Council to use the Neighbourhood Plan for Horsford parish to help it decide planning applications in the neighbourhood area?'.* If the Plan gets at least 50 per cent support from those that vote in the referendum, Broadland District Council and Horsford Parish Council will adopt the Neighbourhood Plan.



Figure 1 left: Members of the Horsford Neighbourhood Plan steering group.

2. Horsford

The parish of Horsford lies within the Norfolk district of Broadland, 10km from Norwich city centre. The B1149 (Holt Road) runs through the middle of the parish and the Northern Distributor Road runs through the south of the parish. The NDR may have a significant impact on the village. Horsford has a range of shops, public houses, a Post Office and a split site primary school. The Horsford Neighbourhood Plan area covers the same area as the Civil Parish of Horsford.

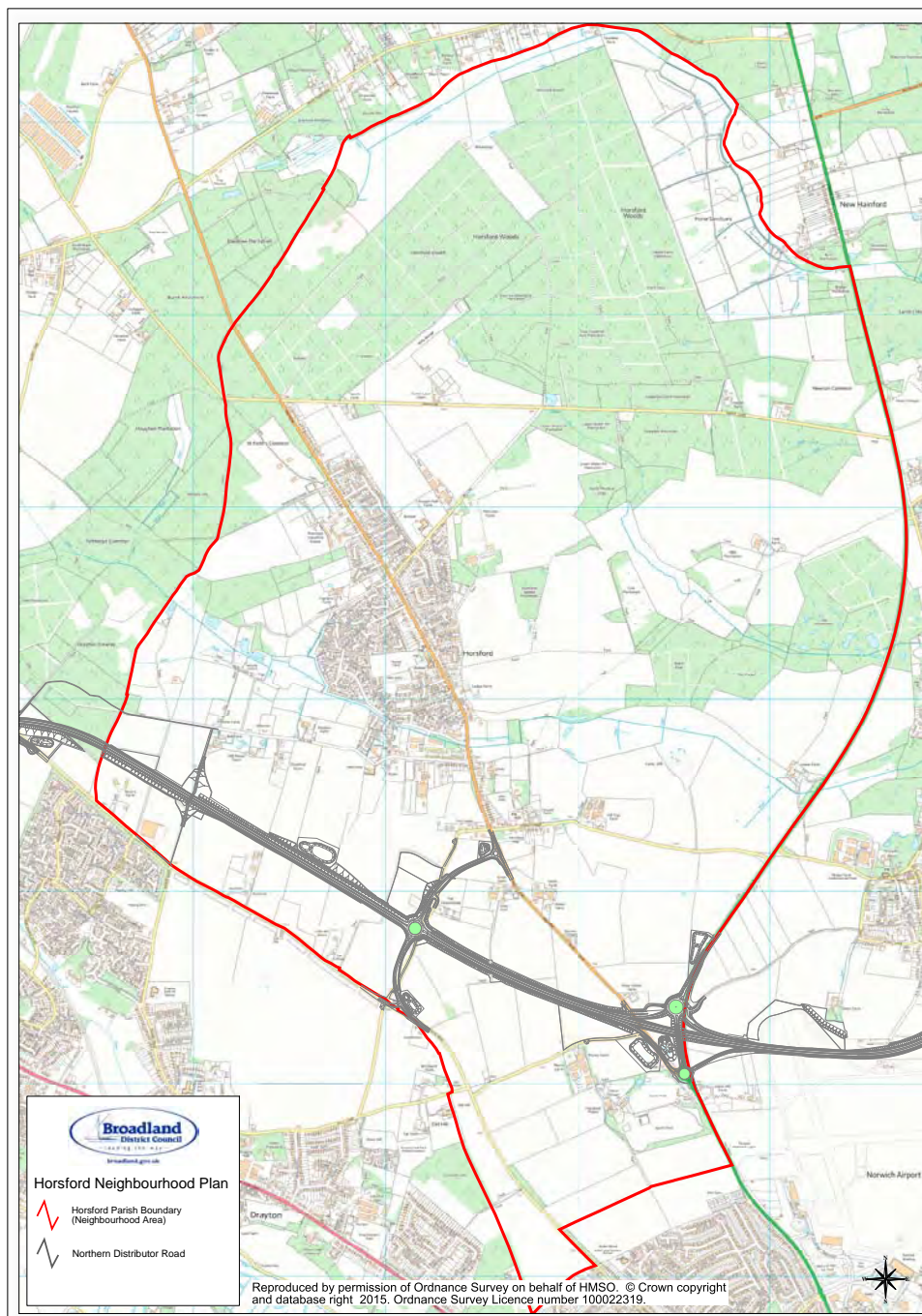


Figure 2 left:
Administrative
boundary of
Horsford
parish (source:
Broadland
District
Council).

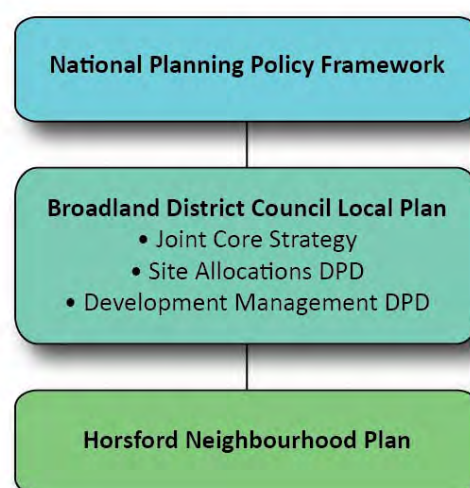
Land in Horsford is recorded in the Domesday Book. It is thought that the village of Horsford derives its name from the small stream Hor that flows through the village and can be translated from Old English to mean ‘ford over the Hor’ or ‘Ford for Horses’¹. An alternative suggestion is that it was named after a Saxon by the name of Horsa.

The population of Horsford has seen a steady increase since the Second World War when the population was just 750 in 1945. In the 2011 Census the population of Horsford was recorded as 4163, only a small increase from 3965 in 2001². The mean age of Horsford is 38.7 years old, compared to 42.7 across Norfolk³.

Spatial and strategic policy context

The ‘National Planning Policy Framework’ (NPPF) was published in March 2012 and sets out the Government’s planning policies for England and how these should be applied. The Horsford Neighbourhood Plan is believed to be in conformity with the NPPF, in particular taking a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF.

The ‘Joint Core Strategy for Broadland, Norwich and South Norfolk’ (JCS) is the key planning policy document for the sub-regional Greater Norwich area. It forms part of the Local Plans for the districts of Broadland, Norwich and South Norfolk, setting out the broad vision for the growth of the area and containing strategic policies for the period 2008 to 2026. The Horsford Neighbourhood Plan is also believed to be in conformity with the JCS. The Horsford Neighbourhood Plan goes beyond the plan period for the JCS.



JCS Policy 15 identifies Horsford as a ‘service village’. In each service village, land is allocated for small-scale housing development subject to form and character considerations. Small-scale employment or service development appropriate to the scale and needs of the village and its immediate surrounds will be encouraged. Existing local shops and services will be protected. Horsford is also in the Norwich Policy Area, which means it is a settlement that may be considered for additional development, if necessary, to help deliver the ‘smaller sites in the Norwich Policy Area’ allowance (JCS Policy 9)⁴.

¹ www.heritage.norfolk.gov.uk.

² Office for National Statistics Census data, 2011 and 2001.

³ Rural Services Online, Census 2011.

⁴ Joint Core Strategy for Broadland, Norwich and South Norfolk, adopted March 2011, amendments adopted January 2014.

Other Broadland District Council planning policy documents considered in the preparation of the Neighbourhood Plan included:

- Site Allocations Development Plan Document (DPD) (adopted May 2016) - this identifies areas of land in Broadland for specific types of development, for example housing, employment, community facilities, retail, recreation etc. It also shows boundary and settlement limits for places where development is expected to take place.
- Development Management DPD (adopted August 2015) – this aims to further the objectives set out in the National Planning Policy Framework (NPPF) and the Joint Core Strategy (Broadland, Norwich and South Norfolk)⁵.

Officers from Broadland, Norwich and South Norfolk Council are coordinating the emerging Greater Norwich Local Plan (GNLP). It will eventually replace the current Local Plan for the district. Like the JCS, the GNLP will include strategic planning policies to guide future development, and plans to protect the environment. It will look to ensure that delivery of development is done in a way that promotes sustainability and the effective functioning of the whole area⁶. The GNLP is expected to be adopted at the end of 2020.

The Northern Distributor Road

The Norwich Northern Distributor Road (NDR) is a 14km dual-carriage way linking the A47 to the east of Norwich city to the north of Norwich and Norwich International Airport. For Horsford it is a significant change to the road infrastructure linking to wider Norwich and potentially affecting traffic on the B1149 (Holt Road).



Figure 3 left: NDR route with Horsford parish boundary shown in red (source: Broadland District Council).

⁵ www.broadland.gov.uk/info/200139/policies_for_future_development/247/the_current_local_plan

⁶ <http://www.greaternorwichgrowth.org.uk>

3. How the Plan was prepared

The Neighbourhood Plan Steering Group has prepared the Plan with support from two independent consultants. The process started in early 2016, but in earnest from early 2017.

Funding

The Plan has been commissioned and part funded by Horsford Parish Council. Other funding has come from a Locality grant from central government, and a grant from Broadland District Council.

Community engagement and consultation

The Horsford Neighbourhood Plan has been undertaken with extensive community engagement, consultation and communication. There have been five stages in which the Neighbourhood Plan steering group has actively engaged the community through consultation. More details of all the consultation are outlined in the Consultation Statement, accompanying the submission of the Neighbourhood Plan to Broadland District Council. Full results of all consultation are on the Neighbourhood Plan website. Below is a summary of each of the 5 stages.

Consultation 1: Christmas School Fayre, Horsford

Friday, 9 December and Monday 12 December 2016

Purpose: to develop ideas for the Neighbourhood Plan vision

Parents and children were asked what they love about Horsford.

Community feel, services and the environment were highlighted as particularly important. Full results can be found here:

www.horsfordplan.wordpress.com/community-consultation

Consultation 2: Workshop and Walkabout

10am-3pm on Saturday, 21 January 2017

Purpose: to establish themes and ideas for objectives, and test the draft aims and draft vision for the Neighbourhood Plan. 121 people attended the event. From here a set of questions on the key themes were developed to explore the issues further.

The following issues were highlighted:

- Community – schools, Doctors’ surgery, outdoor activities, indoor activities, more information, allotments.
- Housing and the built environment – housing types, sheltered/supported housing, design, size and location of developments.
- Transport and access – traffic, roads and links, the NDR, parking, cycle ways, bus services, crossings, speeding.

- Environment – energy, the Beck, woods, green spaces, footpaths, public realm, rural village.
- Business and employment – local businesses, retail, new businesses.

Full results can be found here: www.horsfordplan.wordpress.com/community-consultation



Figure 4 above: Workshop and walkabout, January 2017.

Consultation 3: Stakeholder input

January – March 2017

Purpose: meetings and correspondence with interested groups and stakeholders to establish detail for policy. The Steering Group met with the following: Bowling Club; Knit Wits group; Visit to Allotments; Horsford coffee morning; Village Hall management committee; County and District councillors; Horsford Women's Institute committee meeting; Horsford Methodist Church; All Saints Parochial Church Council; Football Team committee; Horsford Players; Horsford Medical Centre; Horsford Pharmacy; Horsford Cricket Club; Horsford Preschool; Horsford Primary School Governors; freeholders of land and buildings; developers; Horsford businesses (online survey); Community Sports Foundation; Norfolk Constabulary. Workshops were held with 1st Horsford and St Faith's Scouts and four Horsford Primary School classes (years 5 and 6). Notes of meetings can be found here: www.horsfordplan.wordpress.com/community-consultation



Figure 5 above: Knit Wits group.

Consultation 4: Policy ideas workshops

10am-3pm on Saturday, 20 May 2017 and 5pm-8pm on Wednesday, 24 May 2017.

Also online survey with content of the workshop display material

Purpose: to check emerging policy ideas. 285 respondents (164 at the two events and 121 online). Most ideas were agreed with, with additional comments that helped shape the policy writing further. Full results can be found here:
www.horsfordplan.wordpress.com/community-consultation



Figure 6 above: Policy ideas workshops, May 2017.

Consultation 5: Pre-submission consultation on the draft Neighbourhood Plan

10am-3pm on Saturday, 14 October 2017

Purpose: to present the draft pre-submission Neighbourhood Plan to get comments from residents, included an exhibition of the policies with Consultation Response forms, the draft Plan available in community locations and online (with an online Consultation Response form).

Communication

Communicating with residents and businesses through the development of the Horsford Neighbourhood Plan was particularly important at consultation stages, but also in between as planning and writing took place.

The website **www.horsfordplan.wordpress.com** was used for describing the Neighbourhood Plan, holding documents as they were produced, details of steering group members, terms of reference, a project plan, meeting dates and agendas, minutes, Parish Council update reports, all details and results of community consultation, contact details, and the latest news on progress.

The Facebook group 'Horsford Life' **www.facebook.com/groups/HorsfordLife** was a useful communication channel for the Neighbourhood Plan, with over 2000 local members. Posters, updates and videos were posted. The Neighbourhood Plan group also had a Facebook group for communicating consultation events coming up. The Horsford Primary School Newsletter, Horsford News (the quarterly parish magazine), and an email listing of consultation attendees and businesses, was used for updates and links to online surveys. For all community consultation events there were posters around the village, a large banner outside the venues, a flyer through the door of every household (distributed by the Scouts) and an article in the Eastern Daily Press. For the policy ideas workshop Steering Group members stood outside the Co-op supermarket promoting the events. An update for the Parish Council on Neighbourhood Plan progress was presented at every monthly meeting.



Figure 7 above: event posters and flyer distributed to every household in Horsford.

4. The vision: 2038

The vision sets out what the people of Horsford wish their parish to be like in 20 years’ time. This was written in response to early consultation sessions with residents, offering their ideas and views on how the village could develop, with considered revisions incorporated after further community engagement. Note, after consultation 4 (the policy ideas workshop) the word ‘flourishing’ replaced the word ‘self contained’, and ‘within a short distance of Norwich’ was added.

The vision underpins the objectives and the policies of the Neighbourhood Plan. All planning applications in Horsford parish should demonstrate how they address the Neighbourhood Plan vision.

VISION	By 2038 Horsford will be a flourishing rural village, within a short distance of Norwich. It will be a place where people can enjoy the surrounding woodland and countryside. It will have a range of high quality homes, and essential public services that meet the growing needs of the community. There will be thriving local businesses, quality modern services and relevant infrastructure. Horsford will be a sustainable place where people want to live and work into the future.
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From the vision flows the different objectives of the Neighbourhood Plan and from there the policies. The diagram below outlines this relationship.

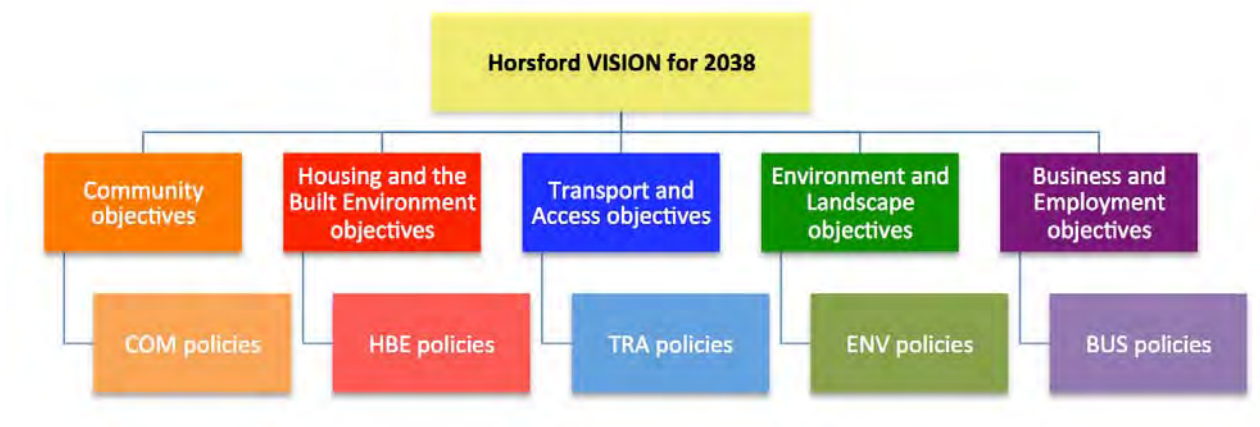


Figure 8 above: structure of the Neighbourhood Plan.

5. Objectives of the Plan

From the various consultations, a series of objectives were developed to deliver the vision in a sustainable way. The objectives address how to enhance the community, manage change and provided a starting point for the development of policies. It is expected that any future developers within the village will commit to achieving these objectives.

The objectives are set out below.

COMMUNITY objectives

Objective 1: To provide opportunities for all parishioners to access community, cultural, leisure and sports activities within Horsford.

Objective 2: To ensure sufficient provision of school and medical facilities within Horsford.

HOUSING AND THE BUILT ENVIRONMENT objectives

Objective 3: To provide high quality, diverse and affordable housing within Horsford.

Objective 4: To provide appropriate size, scale, density, design and layout of development, which complements existing dwellings and the surrounding environment within Horsford.

TRANSPORT AND ACCESS objectives

Objective 5: To provide and encourage safe walking, cycling and the use of public transport within and beyond Horsford parish.

Objective 6: To provide adequate private and public parking.

ENVIRONMENT AND LANDSCAPE objectives

Objective 7: To protect and enhance access to the countryside, woods and green spaces within Horsford and the surrounding area.

Objective 8: To improve and provide a high quality public realm in the village.

BUSINESS AND EMPLOYMENT objectives

Objective 9: To provide sufficient land and buildings to support local economic development.

Objective 10: To enable an economically attractive and viable village.



Figure 9: Horsford Heath

6. Policies and projects

To deliver the Plan's objectives (Section 5), sets of policies and projects have been developed with the community to ensure Horsford Parish develops in a sustainable way.

Policies

The Neighbourhood Plan is first and foremost a land-use document for planning purposes. Policies in the Neighbourhood Plan are based on a series of consultation events, detailed stakeholder sessions and desk research. Policies seek to achieve the vision and objectives of the Plan and are separated into the same five themes – Community, Housing and the Built Environment, Transport and Access, Environment and Landscape, and Business and Employment.

The Neighbourhood Plan policies follow the government's guidance, they exist to:

- Set out requirements in advance for new development in an area.
- Inform and guide decisions on planning applications.
- Ensure that the multitude of individual decisions add up to something coherent for the area as a whole⁷.

To aid interpretation for decision makers and planning applicants, each policy is accompanied by supporting text, which includes context for the theme, the views of residents, guidelines and reference to strategic plans.

Projects

As expected, during consultation events, the local community identified a number of projects that fall outside the remit of the planning system. These appear in boxes below the policies and will be taken forward outside the Neighbourhood Plan process. These are included only for topics where relevant. This is not an exhaustive list. Over the lifetime of the Neighbourhood Plan, the Parish Council will also develop a range of projects as a result of development. See Chapter 7 for more details.

Through the process of producing a Neighbourhood Plan, the village playing field children's play area has been added to and updated in Summer 2017, a project that emerged as a result of the Neighbourhood Plan steering group coming together to work on the Plan.



Figure 10 above: new play equipment.

⁷ Tony Burton, Writing Planning Policies, Locality.



6.1 Community

Horsford residents have the opportunity to enjoy a vibrant community life. There are a range of active community groups, community meeting spaces and a valued primary school. When asked ‘What do you love about Horsford?’, the sense of community and friendliness came out as top attributes. Maintaining an active, inclusive and safe community is important to residents who have lived in Horsford for many years, and also for those who are newer to the area.

The sense of living in a village, with community activities going on, is of great importance. However, there is concern that with the speed of development, there is a need to keep up with a demand for community services. Community consultation showed unanimous support for further access to community, culture, leisure and sports activities within Horsford. This needs to be planned for as the village develops.

Objective 1: To provide opportunities for all parishioners to access community, cultural, leisure and sports activities within Horsford.

Horsford parish is served by a number of community buildings that play an important role in facilitating a wealth of community activities. These include:

- Horsford Primary School at Mill Lane and Holt Road.
- Horsford Village Hall.
- Horsford Church Room.
- All Saints Church, Horsford.
- Horsford Methodist Church.
- 1st Horsford and St Faith’s Scouts Headquarters.
- Horsford Bowls Club.

Broadland District Council's Development Management DPD Policy RL1 states, 'Residential development consisting of five dwellings or more will be expected to make adequate provision and subsequent management arrangements for recreation. The provision of formal recreation should equate to at least 1.68 ha per 1,000 population and the provision of children's play space should equate to at least 0.34 ha per 1,000 population'⁸. Observation of formal green spaces on estates in Horsford and elsewhere has shown that community use is encouraged by the provision of simple play equipment, seating, rubbish bins and pathways through. Pinelands is a good example of this.

There should be formal and informal green spaces throughout new development, which incorporate existing features of the landscape, established and new trees, and contribute to a green public realm. Where public green spaces are simply a patch of grass with a barrier round, they tend to be uninviting, underused and provide little amenity value. The green space at Pinelands has an inviting pathway into the area with some children's play equipment. This has been observed on other estates in Norfolk.



Figure 12: Pinelands green space.

Consultation with residents also showed that there is a desire for more outdoor amenity space. Comments could be divided into formal and informal recreation space. Formal recreation space ideas came in the form of a skate park; play areas; outdoor gym equipment; football pitches; swimming pool; netball; cricket; hockey; rugby and dedicated cycle ways. The most popular of these have been addressed in policy COM2. Informal recreation space was mostly addressed in consultation by comments about access to Horsford's surrounding woodland. This is addressed in policy ENV1.

Horsford has a range of sports clubs, including the Bowls Club, Cricket Club and Football Clubs. At the time of writing, Horsford Football Club is one of the largest village clubs in Norfolk with some 27 teams needing more facilities for people of all ages. The Football Club has boys and girls from aged 4, all the way through to veterans football. The club train during the winter months outside of the village at 7 different venues, and are short of space to host matches on a weekend; with 3 teams playing outside of Horsford. It is the desire of local sports clubs to use 'the Nest', the Manor Park site, run by the Norfolk Community Sports Foundation, although this is not believed to be able to accommodate all local Horsford needs.

At the time of writing the Horsford allotments have a small waiting list. With a growing population there is recognition that further allotment provision may be

⁸ Broadland District Council Development Management DPD, adopted 2015.

needed, thus contributing to Horsford being a flourishing attractive rural village. This is encouraged by the Parish Council.

POLICY

COM1: Community meeting space

The extension of a current community building or the provision of a new community centre is supported. Any new community meeting space should have pedestrian access, be linked to cycle ways, have good public parking provision and complement existing provision (shown in figure 11).

POLICY

COM2: New outdoor recreation space

All large developments⁹ should make generous provision for further formal and informal outdoor recreation space in Horsford, as follows:

- Informal, open, high quality green spaces which are linked to the wider natural environment, with a range of trees and plants, and which are accessible to the public.
- New landscaped areas with a range of play, exercise and leisure equipment for different age groups, seating, rubbish bins and pathways through.
- New outdoor sports facilities. There is particular support for a skate park and an outdoor gym.
- New football facility.

Formal recreation space should be located within a reasonable distance of main link roads, cycle and footpaths and public transport, as well as providing sufficient parking. There should also be good natural surveillance to ensure community safety.

POLICY

COM3: Allotments

Major developments should make available the provision of land and services for further allotments.

Projects

- Investigate the potential and implications of building a new community centre in Horsford. Also investigate the potential for extending one of the existing community buildings, and the provision of a café.

⁹ Large scale major development is one where the number of residential units to be constructed is 200 or more, <https://data.gov.uk/dataset/planning-applications-decisions-major-and-minor-developments-england-district-by-outcome>

- Identify land and support for a potential new Scout Headquarters for Horsford.
- Consider the need and potential for new recreation ground space.
- Establish a coherent maintenance programme through a framework agreement for formal outdoor recreation space in Horsford.
- Provide more seating on existing outdoor recreation space.
- Investigate the potential for providing public toilets adjacent to the recreation ground.
- Aim to work with 'the Nest' (the Manor Park site run by the Norfolk Community Sports Foundation), to reach a beneficial outcome reflecting the needs of the residents of Horsford.
- Identify potential allotment sites within Horsford parish. Seek to secure sufficient allotment sites for the long term.
- Develop a 'welcome to Horsford village' pack to be distributed to every new dwelling.
- Work with relevant bodies to enhance green infrastructure provision.

Objective 2: To ensure sufficient provision of school and medical facilities within Horsford.

The Neighbourhood Plan seeks to safeguard the provision for further primary school places, to ensure local children can attend their local school, meeting the needs of a growing population. Community consultation showed that the school is well loved but some improvements are needed. Should appropriate land be needed, or additional education facilities on existing school sites be required, these will be supported subject to compliance with other Development Plan policies.

Horsford Primary School is a split-site school, located on Holt Road and Mill Lane. Reception, Year 1 and Year 2 are based on Holt Road and Years 3, 4, 5 and 6 are based on Mill Lane. Merging the two sites is a long-standing community priority. Should the opportunity arise, it will be supported by the Neighbourhood Plan.

Most secondary school aged children go to Hellesdon High School. Access to the high school is limited to bus and private transport, as current routes are deemed too dangerous for most cyclists. Policy TRA1 supports improvements.

At the time of writing Horsford residents were concerned that Horsford Medical Centre (under Drayton Medical Practice) would soon be unable to meet demand, with a larger building and more staff required. Consultation responses made reference to long waiting times for appointments, too few doctors and inadequate parking. As the Neighbourhood Plan is concerned with the use and development of land, physical expansion of the property is dealt with and the projects list picks up the need for more medical staff.

POLICY

COM4: Primary school

The provision of additional education facilities, new or expanded, is supported, with appropriate parking.

The merging of the two sites of Horsford Primary School onto one site will also be supported (see figure 11 showing the two sites).

POLICY

COM5: Primary health care provision

A planning application that seeks to expand primary health care provision will be supported. Expanded parking provision should be part of any application. There should also be improved cycle access and cycle storage.

Please note, at the time of writing, a planning application for the extension of the surgery has been submitted to Broadland District Council, but not determined.

Projects

- Work with Norfolk County Council (Local Education Authority), Diocesan Board of Education, Horsford Primary School, and other interested parties to consider the potential for the unused school building and site should policy COM4 be realised.
- Work with the Clinical Commissioning Group and deliverers of Primary Health Care to consider provision of sufficient health care to meet the needs of the current and growing population of Horsford.



Figure 13: Recreation ground looking towards the play area and Village Hall.



6.2 Housing and the built environment

It is the desire of Horsford residents that housing is well designed and constructed, ensuring any new development enables residents to feel a part of one cohesive village community, attractive in its built form.

There are 1617 dwellings in Horsford parish according to the 2011 census¹⁰. There are 1,592 households. 80.8 per cent of households own their accommodation, 6.5 per cent live in socially rented accommodation and 11.4 per cent of households live in privately rented accommodation.

98.9 per cent of households in Horsford parish live in houses or bungalows. 49.6 per cent of households live in detached houses or bungalows, 40.8 per cent live in semi-detached houses or bungalows and 8.5 per cent live in terraced houses or bungalows. A total of 0.8 per cent of households live in flats, maisonettes or apartments.

Since the 2011 Census, further developments have been constructed. Significant developments include Pinelands of 73 dwellings and Butterfly Mill Phase I (Sharps Hall Farm site of 125 dwellings). Other sites recently receiving full planning permission are land East of Holt Road 259 dwellings, Mill Lane 8 dwellings and outline planning permission for 84 dwellings at Crown Hill. Currently under consideration are an unknown number of dwellings proposed by Wellington Homes on land off the Holt Road towards the Southern end of the village. Please note, none of the above developments appear on Ordnance Survey Maps at the time of writing.

¹⁰ www.nomisweb.co.uk.

There is currently no sheltered housing or housing with care provided in Horsford¹¹ and feedback from the consultations with residents indicate a desire for further provision of this type of housing. There are two residential care homes in Horsford. New Dawn situated on Dog Lane is a care home for twenty adult residents with learning disabilities, physical disabilities and sensory impairment. Grenville Court on Horsbeck Way has 64 rooms for adults aged over 65.

Objective 3: To provide high quality, diverse and affordable housing within Horsford.

The consultation exercises showed little support for further housing in Horsford. 'Enough is enough' was one comment. However, there was a recognition that it is inevitable that Horsford will grow. Should housing be built, a wide choice of high quality homes is essential to support a sustainable, mixed and inclusive community. HBE1 reflects the desire of the community for a mix of housing as Horsford grows. Those listed are types of housing that arose through consultation with the community.

Many consultation comments referred to the rurality of the parish, and that flats are therefore inappropriate, unless built to look like houses (such as those built as part of the Pinelands development in Horsford and on the Holt Road near Brooks Road).

It is important to address the local need for older persons' housing. This can occur through the provision of bungalows, smaller homes, specialist housing or housing that can be adapted for different stages of life, all suggested through consultation with the community.



Figure 14 above: Pinelands flats.

¹¹ A guide to sheltered housing and housing with care in the Broadland District Council area.

HBE1: Mixed housing

Across Horsford there should be the provision of mixed type and tenure of housing to meet the needs of the community. The following should be included:

- Starter homes (small home intended as the first step on the housing ladder for young people).
- Family homes, with a range of garden sizes.
- Affordable housing, including social housing.
- Housing for older people and the disabled, suitable for independent living, preferably located near village amenities.
- Homes suitable for downsizing.
- Supported housing (a range of housing types for people with support needs).
- Bungalows.

The provision of housing specifically for the elderly or disabled will be particularly supported where there is access to village amenities.

Objective 4: To provide appropriate size, scale, density, design and layout, including mixed-use developments, which complement the character of Horsford.

Horsford is an eclectic mix of different ages of houses and estate development. It has distinct character areas that have been identified by the Neighbourhood Plan steering group through a Character Assessment process. This is found in Appendix B. Stefan Kruczkowski, of Nottingham Trent University states that, 'with so few large housebuilders now, the same houses are built all over the country to the point where every new community is starting to look the same. As a result, the distinctiveness of places gets forgotten and communities lose their identity. With a bit of encouragement, many housebuilders can tailor houses to better reflect local characteristics.'¹² Horsford residents are keen that the village doesn't grow to look like 'just anywhere else' in the country.

Horsford is a distinct village, surrounded by woodland and agricultural land. It is separate from suburban greater Norwich, and residents are keen to maintain this separation, whilst being within a short distance of Norwich. Overall Horsford has a 'village character' rather than an urban grain, mostly as low-density housing that relates to its surrounding environment.

¹² www.theguardian.com/housing-network/gallery/2014/dec/17/new-housing-development-problems-pictures.

The Neighbourhood Plan seeks to maintain and enhance the rural image of the parish, respecting the current character of the local area. Appendix B: Character Assessment should be referred to. Horsford residents wish to see new development that positively contributes to the rural image through sympathetic and visually attractive design. The Neighbourhood Plan supports the National Planning Policy Framework's (NPPF) objective to achieve excellence in design, especially design that will help establish a 'strong sense of place' and 'create attractive and comfortable places to live, work and visit' (paragraph 58). Whilst the main focus of HBE3 is residential development, the policy is also intended to apply to commercial development.

Stefan Kruczkowski, also states that, 'housing developments can often be insular with just one way in and one way out. Without good roads and paths to other areas, getting around can take an unnecessarily long time – making it harder to encourage people to walk and cycle. Clean, linear streets, are easy to navigate and promote healthier lifestyles.'¹³ Residents are keen that any new developments feel a part of Horsford village, and not developed as separate estates which could produce a 'them and us' feeling. Connectivity is key to achieving this, enabling residents to freely move between developments on foot, bicycle and by car. Desire lines through developments and into other parts of Horsford should be followed, avoiding detours and inconvenience which means residents are more likely to use private cars.

Developments should be navigable and link with essential public services, in particular the village centre (especially shops and village amenities on the Holt Road) and the primary school sites. A single route into an estate is discouraged.

POLICY

HBE2: Connectivity

Where possible, all developments should be laid out in a way that is simple to navigate and have good connectivity to other parts of Horsford. Main routes through developments and residential cul-de-sacs should incorporate efficient vehicle, cycle and pedestrian connections.

Routes must follow desire lines and clearly link potential destinations. Road crossings and changes in level must be kept to a minimum.

¹³ www.theguardian.com/housing-network/gallery/2014/dec/17/new-housing-development-problems-pictures.

HBE3: High quality design

Throughout the parish, all development proposals should be of high quality design and should seek to demonstrate how they will respect and enhance the character of the local area (see Appendix B: character assessment). Regard should be given to the density, footprint and separation of buildings in the locality.

All new development should respect the character, height and massing of surrounding properties. Wherever possible, development should deliver enhancements to the landscape character.

Large areas of uniform type and style of housing will not be supported. To avoid estate development that is uniform in look, a range of surface coatings and colours is encouraged across an estate.

Note, massing is the ‘the combined effect of the arrangement, volume and shape of a building or group of buildings. Also called bulk’¹⁴.



Figure 15: Butterfly Mill looking from Horsford Primary School, Mill Lane.

¹⁴ Cowan R. (2005), ‘The Dictionary of Urbanism’, Streetwise Press Limited.



6.3 Transport and access

As Horsford grows, the community is concerned about the impact that more houses will have on local traffic and transport infrastructure. The volume and speed of traffic through the village (particularly on the Holt Road) is a key issue that has arisen through consultation with residents and businesses. Whilst this is not an issue that can be directly addressed through the Neighbourhood Plan, the policies that follow go some way to making the parish a safer environment for pedestrians and cyclists. It is yet to be seen how the Northern Distributor Road will impact on traffic volume and speed.

As a rural parish, there is high dependency on the car. Car ownership is high compared to the data for Broadland and Norfolk, with only 5.5 per cent of households having no car or van. 40.7 per cent of households have one car or van, 41.1 per cent of households have two, 8.6 per cent have three and 4.1 per cent have four or more cars or vans per household.

The policies that follow are designed to ensure that new and existing residents in the parish are not reliant on the private car to the same extent, but have realistic sustainable transport options. Cycle ways and safe walking routes are a key component of this. However, there is also recognition that new developments need good parking provision for those who are car dependent, particularly for work.

Objective 5: To provide and encourage safe walking, cycling and the use of public transport within and beyond Horsford parish.

The Neighbourhood Plan encourages development that addresses the impact of climate change by reducing the reliance on the private car, particularly within the parish, for accessing local amenities. Development that is not located near to public transport provision, or with safe walking and cycling access, will not be supported.

It is an aspiration of Horsford residents, particularly young people, that Horsford becomes a walkable and bikeable community. Horsford seeks to advance in building and designing infrastructure for pedestrians and cyclists through the provision of new routes around the village. New development provides an opportunity to do this. A link to the Marriot's Way is desirable for recreational walking and cycling, as well as a potential route through to Norwich for accessing work and education.

At the time of writing the bus services are considered only adequate, with no evening service and limited weekend services. Current bus services do not meet the needs of the whole community, in particular for those working irregular working hours and travelling into Norwich in the evenings. Therefore there is, and always will be, a requirement for privately owned transport within Horsford. Future bus service provision should take account of potential increased population in the village. There are no taxi companies based in Horsford but there are taxi companies based in nearby Drayton and Hellesdon. There is no demand responsive community transport provision (dial-a-ride or community car schemes).

In order to ensure good traffic flow, proposals for large developments that incorporate bus routes should include bus-stopping lay-bys. The Neighbourhood Plan will support proposals to improve and extend existing commercial bus services and facilities. As bus services are not a land use issue, this has been picked up in the projects list.

POLICY

TRA1: Walkable and bikeable community

Where appropriate, developments should contribute to an enhanced and joined-up network of high quality footpaths, rights of way and cycle ways to improve access to village amenities and the countryside, including to the Marriot's Way. This should also include:

- New footpaths, opening up local connections between housing and following natural desire lines between amenities.
- Footways within developments that are wide enough to accommodate wheelchairs and pushchairs, in line with regulations.
- The provision of adequate crossing points (particularly on the Holt Road).
- New cycle paths within the village, providing access to schools, businesses, key services and facilities, and for commuting to Norwich city. The loss of existing footpaths and cycle paths will be resisted.
- Secure cycle storage on new developments, businesses and at village amenities.

Planning applications for large developments should identify the level of additional traffic that is likely to be generated, and the impact of this traffic on pedestrians, cyclists, road safety, and private and public parking within the parish. Measures to mitigate any impacts should be demonstrated.

TRA2: Public transport

The infrastructure of significant developments¹⁵ should be built to accommodate a bus route, through the provision of sufficiently wide roads, bus-stopping lay-bys and designated private parking that does not affect the flow of traffic.

Projects

- With neighbouring parishes, work with the bus operators to encourage the provision of an evening bus service.
- Investigate the potential for providing a demand responsive community transport service (dial-a-ride bus or community car scheme).
- Work with the relevant transport authorities to review the impact of the NDR on the traffic in Horsford, particularly the Holt Road.
- Review the effectiveness of the speed limit warning signs, and improve the safety for pedestrians crossing the Holt Road.

Objective 6: To provide adequate private and public parking.

On-street parking can cause problems on estate roads and affect the street scene. It is therefore necessary to incorporate parking into the overall design of the local environment, minimising the visual impact of the car and allowing free flowing traffic. 'Modern streets are crammed with parked cars, which is not only unsightly but blocks pavements, makes streets more dangerous for children and is also often the source of argument with neighbours'¹⁶.

Community parking is also an important consideration in the development of a well functioning place, in particular for easy access to shops, schools and community facilities, particularly for those who are unable to walk or cycle. Whilst the Neighbourhood Plan encourages sustainable transport options, it is also a reality that private cars will be used within Horsford, a large village. If local shops are to be supported, there needs to be adequate community parking for cars and bicycles. This is linked to policies BUS1, BUS2 and BUS3.

¹⁵ Large scale major development is one where the number of residential units to be constructed is 200 or more, <https://data.gov.uk/dataset/planning-applications-decisions-major-and-minor-developments-england-district-by-outcome>

¹⁶ www.theguardian.com/housing-network/gallery/2014/dec/17/new-housing-development-problems-pictures.

POLICY

TRA3: Private parking

New housing developments should be designed to minimise the visual impact and dangerous obstruction of cars parking on the streets. They should provide sufficient off road parking through parking bays, drives and garages.

Visitor parking spaces should also be designed into all developments.

POLICY

TRA4: Public parking for non-residential use

Schemes to improve public parking for cars and bicycles within the village will be supported.

Provision must be made for sufficient off-road parking for non-residential uses, including adjacent to schools, community facilities, amenities, shops and industrial units.



Figure 16: Green Lane.



6.4 Environment and landscape

The natural environment is very important to the residents of Horsford, who recognise the privilege it is to have accessible woodland on the edge of the village, where it is already permitted. It is the countryside surrounding the village that gives the parish its rural rather than suburban or urban feel. It also gives the feeling of being distinct as a settlement, but still within a short distance of Norwich.

It is the overwhelming view of residents that the parish should only grow in an environmentally sustainable way, providing places for people to live that are considerate of the natural environment and address antisocial behaviour (particularly trespassing on private land, litter, fly tipping, dog fouling and motorbikes). The conservation, enhancement and creation of wildlife habitats have an important role to play in the achievement of Horsford being a sustainable place. The prospect of further development in Horsford provides an opportunity not only to conserve the precious environmental assets, but also to enhance what is already there and to create new areas.

Broadland District Council's Landscape Character Assessment identifies Horsford as 'Woodland Heath Mosaic'¹⁷, where the overall strategy for management should be to conserve and enhance the mature blocks of woodland and patches of remnant heathland, which have strong biodiversity value and are recognisable landscape features.

There are no international or national designations falling within Horsford parish. There are however, eight County Wildlife Sites in the parish, most of which are in private ownership. County Wildlife Sites (CWS) are 'areas of land rich in wildlife: a tract of heath, a meadow, a copse or a village pond. CWSs can be found throughout Norfolk and outside of the nationally protected areas (such as Sites of Special

¹⁷ Landscape Character Assessment Supplementary Planning Document (SPD) September 2013.

Scientific Interest and National Nature Reserves) they are the best areas for wildlife in the County'¹⁸. In Horsford these are:

- Horsford Woods – two connected blocks of mature pine plantation to the north of Horsford, with an area of open, maintained heath.
- Whinny Hills and Commons (part of) – a large area of common land supporting mature acid woodland and patches of heathland.
- Pyehurn Lane Woodland – most of the site is broad-leaved semi-natural woodland.
- The Wilderness – a dense neglected area of young scrub, with trees, occupying a shallow depression with several shallow pools. The northern end of the site is mature oak.
- Black Park and The Thicket – a large area of oak dominated woodland with varied ground flora. The eastern end of the site has several ponds.
- Horsford Heath – a mixture of moderately diverse, neutral or slightly acid grassland on sandy soils and thick tall scrub of Scot's pine and oak.
- Horsford Rifle Range – a mosaic of dry dwarf-shrub heath and acidic grassland adjacent to Horsford Woods. The site is privately owned and is used as a shooting range, leased to Smallburgh Rifle and Pistol Club.
- Botany Bay Farm – a mosaic of marshy grassland and remnant heath-acidic grassland with scrub and scattered trees. There is a history of grazing on the site, which is currently horse grazed from May to October¹⁹.

¹⁸ www.norfolkwildlifetrust.org.uk/documents/cws/cws-info-sheet-2016.

¹⁹ www.norfolkbiobiodiversity.org



Figure 17 left: Woodland within Horsford (source: Parish Online). Blue line denotes parish boundary. Please note, not all land has public access.

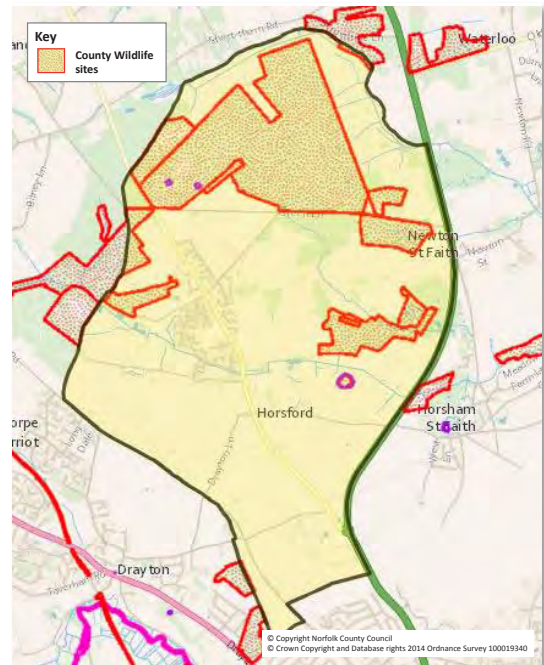


Figure 18 above: County Wildlife sites (source: Norfolk County Council). Yellow shading and green line denotes parish boundary. Please note, not all land has public access.

The rare silver-studded blue butterfly has a colony in Horsford Woods and Horsford Rifle Range. And a population of the turtledove bird, in decline, is found in Horsford²⁰. There are five different species of deer found within Horsford.

Objective 7: To protect and enhance access to the countryside, woods and green spaces within Horsford and the surrounding area.

There is more that could be done to open up community access and enjoyment, but overwhelming community consultation showed the need to ensure the woods are kept for future generations.

²⁰ www.magic.gov.uk.

A written comment from a resident at the May consultation event said, ‘Definitely preserve the woodland. We are lucky to have beautiful woods on our doorstep. They must be preserved at all cost’, and another comment, ‘Horsford is a village with a country feel, keep it that way. I live in Horsford because of access to so many lovely walks with my dogs, don’t take them away’. There is concern about how close development may be built up to the edge of the woodland. The Sussex Wildlife Trust recommends landscape buffer strips for the protection of trees, woods and other wildlife habitats, so as development does not cause (either directly or indirectly) the continuing loss of environmental assets²¹. A buffer zone would be a means of mitigating the effects of development on woodland²².

The emerging West Broadland Green Infrastructure Plan will inform and identify potential projects in the parish, including the creation of a new circular footpath. The Neighbourhood Plan supports this Plan. At the time of writing footpaths in Horsford are largely unconnected. Of importance, is acknowledgement of Horsford’s heritage assets and making them accessible via a linked footpath. The following heritage assets have been identified as having particular local importance (shown in figure 19):

1. Horsford Castle (on private land).
2. Two round Barrows in Horsford Woods, Bronze Age burial grounds (on private land).
3. All Saints Church, Horsford.
4. St Helena Mill (on private land).
5. The War Memorial, Horsford churchyard.
6. The Horsford village sign.

There are eight Grade II listed buildings in Horsford. These are St Helena Mill, Horsford Hall, Little Orchard, Lower Farm House and attached Barn, Poplars Farm House, The Dog Public House, The Lindens and Horsford War Memorial. There is one Grade II* listed building, which is the Parish Church of All Saints²³. These listed buildings do not appear on Historic England’s Buildings at Risk Register. Horsford Castle and two round barrows on Horsford Heath are scheduled ancient monuments, nationally important archaeological site – these scheduled ancient monuments are on private land.

²¹ <https://assets.sussexwildlifetrust.org.uk//Files/buffers-leaflet-final.pdf>.

²² ‘Impact of nearby development on ancient woodland’, The Woodland Trust, December 2012.

²³ www.britishlistedbuildings.co.uk

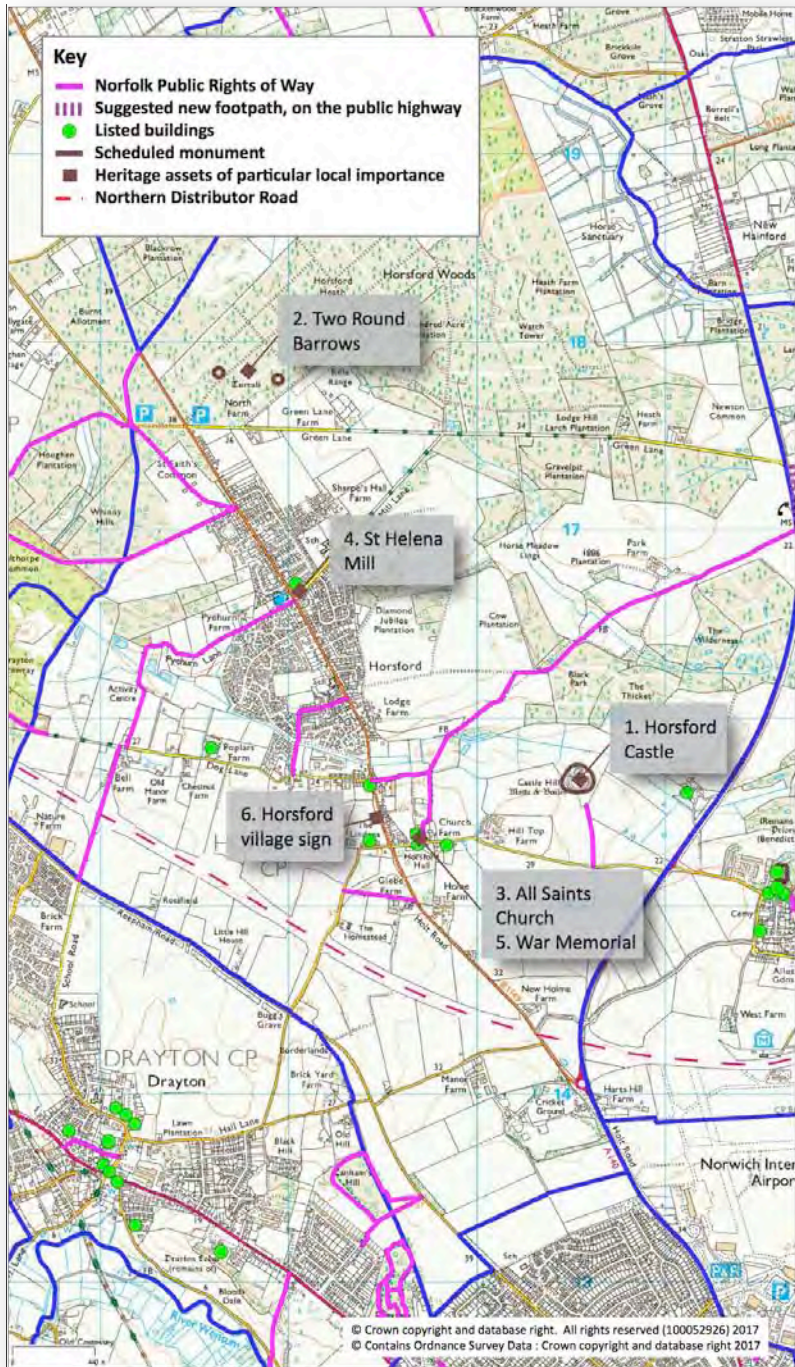


Figure 19 left: Public Rights of Way, proposed new footpath, Listed buildings, scheduled monument and heritage assets of particular local importance (source: Parish Online with own annotations). Blue line denotes parish boundary.

The Neighbourhood Plan has the opportunity to designate areas as Local Green Space for special protection (i.e. where the community is able to rule out new development other than in very special circumstances, for example, for reasonable expansion of the existing facilities to meet growing needs). The list in ENV3 has come through community consultation and is in conformity with the National Planning Policy Framework (paragraph 77), where designation should only be used:

- Where the green space is in reasonably close proximity to the community it serves;
- Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic

significance, recreational value (including as a playing field), tranquility or richness of its wildlife; and

- Where the green area concerned is local in character and is not an extensive tract of land²⁴.

By designating these areas, there is an attempt to keep Horsford an attractive rural village. The Watering Pit on Green Lane is of particular local and historical importance. Since 1997 the pits have been leased by Horsford Parish Council who have undertaken to manage and maintain them as havens for wildlife and as amenity areas for the parishioners of Horsford.

There are a number of views across the parish that are of particular community significance. To contribute to the rural village feel, residents need to maintain a connection with the countryside within the parish and beyond.

POLICY

ENV1: Woodland and heathland

Development proposals that protect or enhance the natural environment will be supported. Of particular significance is St Faith's Common and the County Wildlife sites. Any new development proposal located near woodland should demonstrate how it would protect, and where possible, enhance the current natural environment (increasing biodiversity and recreational opportunities).

New dwellings should be built at a sufficient distance from woodland so that the biodiversity and amenity value of the area is not adversely impacted.

POLICY

ENV2: New circular footpath

Development proposals should seek to maintain and enhance the connectivity of all green corridors wherever possible to enable walking and cycling within the parish.

Improvement to the existing network of public rights of way will be supported by the creation of appropriate links. The Neighbourhood Plan supports the provision of a new circular footpath that joins up other footpaths within the parish. Of particular importance is access to heritage assets, open spaces, shops and community facilities within the village.

²⁴ National Planning Policy Framework (adopted March 2012).

ENV3: Local Green Space

Existing recreational space, including school playing fields and land used for outdoor sport and recreation should not be built on, except for buildings that would enhance education, sporting or recreational activities on the land. Proposals for the development of such buildings will be supported provided that their scale and design would be in keeping with the character of the location and that the impact on the amenity of surrounding properties would be acceptable.

The following areas are designated as Local Green Space for special protection:

1. Horsford Recreation Ground (behind Horsford Village Hall).
2. The Butterfly Mill green.
3. The Pinelands green.
4. That part of the strip of land that has the village sign on it (a green gateway to the village) and lies to the north of the access permitted by planning permission 20170409 and west of the footway envisaged by that application.
5. The Horsford Pits
 - i. Green Lane
 - ii. Pyehurn Lane
 - iii. Dog Lane.

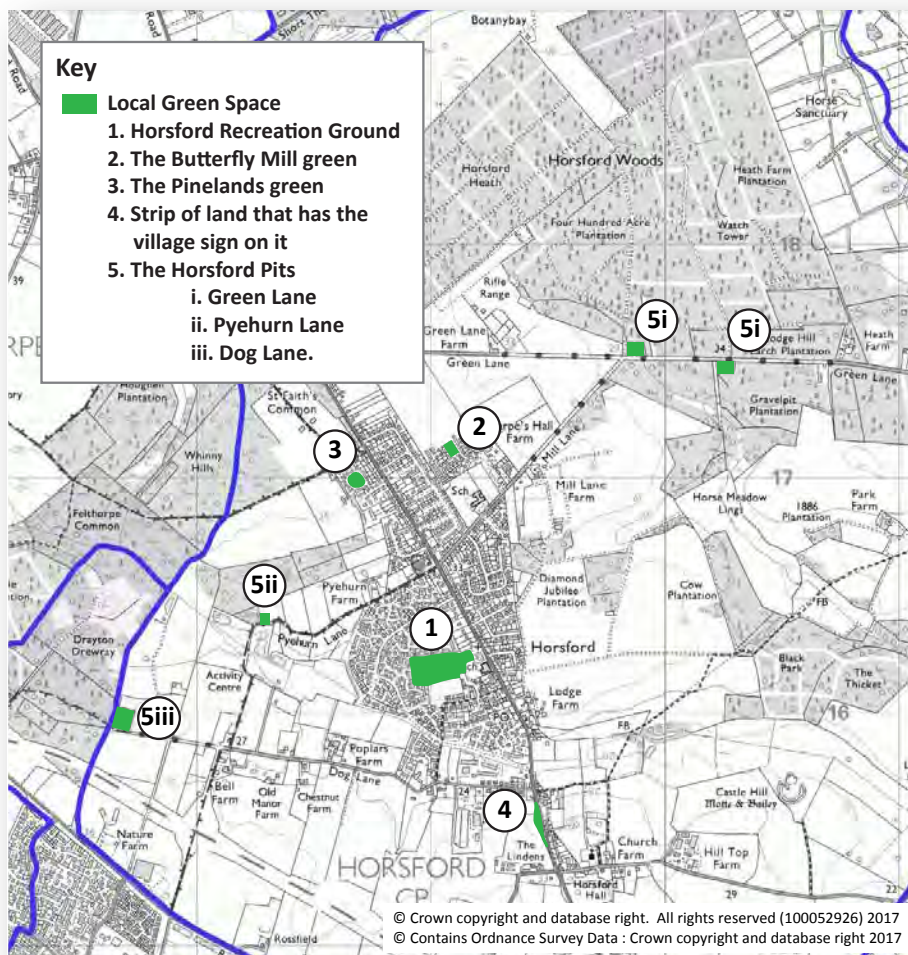


Figure 20 left:
Local Green
Spaces (source:
Parish Online with
own annotations).
Blue line denotes
parish boundary.

ENV4: Views and vistas

The Neighbourhood Plan seeks to protect views across the parish that are of particular community importance, which include:

1. Green Lane Watering Pit towards the Cromer Road.
2. Green Lane looking northeast towards the rifle range and Horsford Woods.

Development within these views that is overly intrusive, unsightly or prominent will not be supported.

Views and vistas along streets and/or open spaces to the surrounding countryside should be created or kept within new developments, to ensure the rural feel and connection with the countryside is maintained.

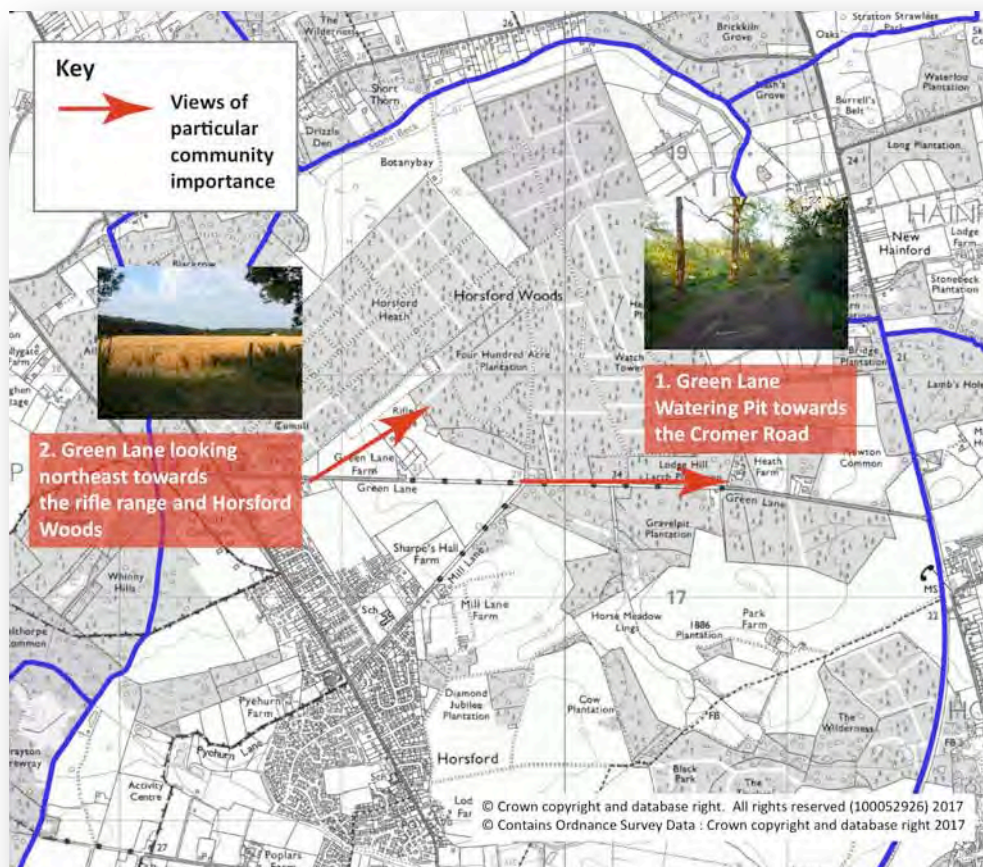


Figure 21 left: Views of particular community importance (source: Parish Online with own annotations). Blue line denotes parish boundary.

Projects

- Develop a set of recreation walks.
- Further tree planting.
- Signage for locally important heritage assets, that are accessible and not on private land’.

Objective 8: To improve and provide a high quality public realm in the village.

The public realm is ‘the parts of a village... (whether publicly or privately owned) that are available, without charge, for everyone to see, use and enjoy, including streets, squares and parks; all land to which everyone has ready, free and legal access 24 hours a day²⁵’. The public realm should be of the highest quality within Horsford.

A key contributor to the ‘rural village’ feel is the quantity of trees within the village settlement. Where new development is being planned, mature trees should be maintained and a significant number of new trees planted, giving a softness and rural feel to the public realm. The Forestry Commission’s document ‘The Case for Trees’²⁶ outlines how important trees are in transforming the built environment, environmentally, economically and socially. To improve the entrances to the village, particularly on the Holt Road, any new development located here should improve the aesthetic feel of the village with new tree, shrub and flower planting.

In accordance with the National Planning Policy Framework (paragraph 125) any new developments should limit impact on dark skies. There are mixed views on the need for street lighting within the village. On the one hand residents want to limit the impact on dark skies. However, there was also concern for safety, and so a compromise has been reached to have street lighting on main roads and low-level lighting for safety on side roads. It was also felt critical that no street lighting has an impact on woodland, so as not to impact the biodiversity and amenity value of the woods.

²⁵ Cowan R. (2005), ‘The Dictionary of Urbanism’, Streetwise Press Limited.

²⁶ www.forestry.gov.uk/pdf/eng-casefortrees.pdf/%24file/eng-casefortrees.pdf

POLICY

ENV5: Trees and site boundaries

Development proposals should seek to retain mature or significant trees, groups of trees or woodland, where appropriate. New developments should incorporate significant tree planting to retain the rural feel, improve biodiversity, extend amenity value and soak up rainwater.

Where site boundaries and entrances are adjacent to the countryside or near woodland, they should be soft, using trees and native hedgerows, giving a rural character to the development edge. New developments located at the village entrances should be enhanced with trees, shrubs and flower planting.

POLICY

ENV6: Street lighting

Street lighting should be restricted to main roads only. Side roads should only have low-level lighting for safety of residents. Developments that provide intelligent or adaptive street lighting will be supported. There should be no street lighting adjacent to woodland which may impact the biodiversity and amenity value of the woods.

Projects

- Develop a maintenance programme for additional planting.
- More seating around the village and on formal green spaces.



Figure 22: Pit on Green Lane.



6.5 Business and employment

Of the Horsford population aged 16–74 years old, 77 per cent fall into the ‘economically active category’, of which 41 per cent are in full-time employment, 18 per cent are in part-time employment, 12 per cent are self-employed. 3 per cent are unemployed and 3 per cent are students. Horsford has a higher proportion of the population who are economically active, 77 per cent, compared to Broadland’s 71.1 per cent and Norfolk’s 68.1 per cent²⁷.

The main employment areas are Horsbeck Way Industrial Estate and Holt Road Industrial Estate. There are other businesses in their individual premises. There are also a growing number of businesses which operate from people’s homes.

According to the Joint Core Strategy, ‘research suggests that the local economy has the potential to provide sufficient jobs to support the level of housing growth proposed’ (within Broadland, Norwich and South Norfolk district). ‘Jobs and employment potential should be a key priority when considering any form of development, especially rural development’²⁸. The Neighbourhood Plan is positive about new business and employment, provided it is on a scale appropriate to a growing rural village. The more job opportunities there are locally, the greater the chances of Horsford being a flourishing and attractive rural village. The Northern Distributor Road has the potential to open up economic opportunities for Horsford.

²⁷ Office for National Statistics Census data, 2011.

²⁸ Joint Core Strategy for Broadland, Norwich and South Norfolk.

Objective 9: To provide sufficient land and buildings to support local economic development.

There is overwhelming support from the community for more shops and cafés within Horsford. Young people, in particular, want more within the village. This would contribute to the vision for Horsford, continuing to be a flourishing attractive rural village. New retail units need to have good pedestrian and cycle access, be near a bus stop and have good parking provision if they are going to be the first choice for shopping by local residents.

As the parish grows, sufficient space within new dwellings and technological requirements must be considered in the planning of new developments and business units, in line with the government's aim for universal broadband across the country. It is recognised that technology has provided greater opportunities for home working than ever before – child minding, hair dressers, chiropody, buying and selling for example. Within Horsford broadband speeds and mobile phone reception needs improvement.

Through community consultation, local residents expressed concern that the existing supermarket and convenience stores are not adequate in size for meeting the needs of the current population, and a new or expanded supermarket is needed as Horsford grows. A new supermarket should not be overly dominant in size, and so needs to be in proportion to the service area of Horsford. The Post Office is an important asset within the community and should be retained.

The following list of businesses relate to the areas on the map overleaf:

1. Church Street: includes Spice of India, Nick Arnull, Church Farm Guest House.
2. Holt Road/Dog Lane junction and Dog Lane: Dog Pub, Hats Franchise, Aerographics, Pronto Joinery, CL Caravan site, Bramley Lakes, Bell Farm Livery, Scott Sheds, Superior Products, Jerry March Funerals.
3. Horsbeck Way: Norfolk China, Aquatics Express, Impact Handling, Warnes Freight, Rubberizeit UK, 3 x Motor Engineers, Anglia Sign Casting, Hong Kong Chinese, Harry Hydro, Exocetus Marine Ltd, Grenville Court, Becklands.
4. Holt Road: Holt Road Garage, Naga Indian TA, Kebab and Pizza, Dental practice.
5. Holt Road: Sargents Store, Coop supermarket, Post Office, Fairview Nursery, Keelers Butchers, Serenity Beauty, Kellys Bakery, Launderette, Fish and Chip shop, Social Club.
6. Holt Road: Pledgers Pharmacy, Brickmakers Public House.
7. Pinelands and nearby businesses: B&H Windows, Norfolk Drywall, Norfolk Precision Engineering, DPD Local, M. Holdings Motor Engineer, Sergeants Auto Trim, ECS Power and Control.
8. Holt Road: All Creatures Healthcare, RPI Engineering.

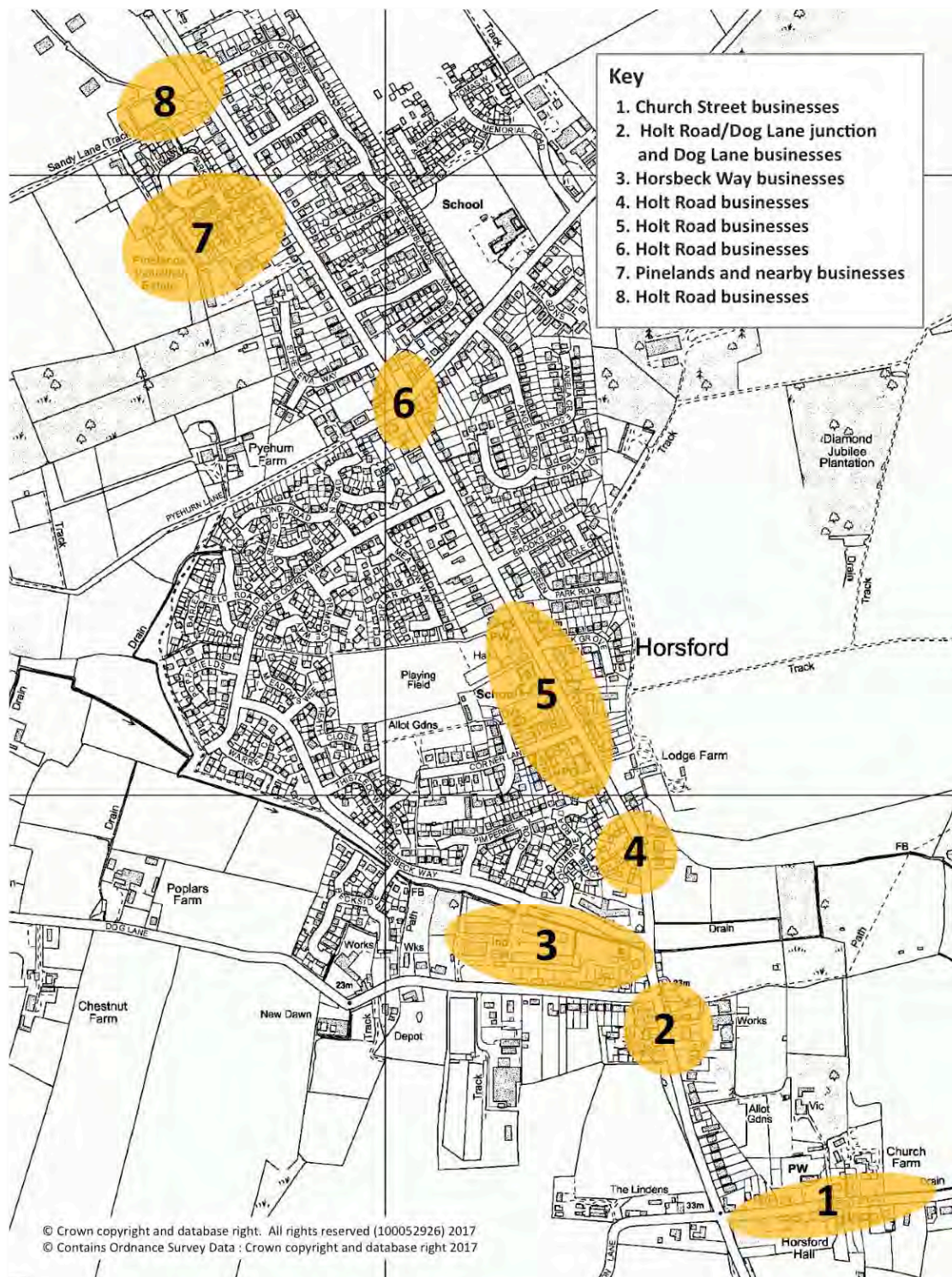


Figure 23 above: Horsford business areas (source: Parish Online with own annotations).

POLICY

BUS1: New businesses

The Neighbourhood Plan supports planning applications for new businesses and employment that fit within the surroundings and which are appropriate both in scale and environmental impact. The provision of land for new starter units will be encouraged, enabling local employment. Any new business units should enhance pedestrian access, and be linked to cycle ways, be near a bus stop and have good parking provision.

Planning permission for development that enables home working will be encouraged, where it does not conflict with other Development Plan policies. Technology infrastructure (fast broadband and car charging points) should be incorporated into the design of residential developments and business units.

Proposals that seek to retain commercial premises in the parish will be supported. The loss of existing retail premises on Holt Road will be resisted, unless the current use is demonstrably no longer viable. More shops (particularly class A1)²⁹ and more cafés (class A3)³⁰ will be encouraged to locate within the parish, within easy access of housing and employment.

POLICY

BUS2: New or expanded supermarket

The provision of a new or expanded supermarket or convenience store is encouraged to meet the needs of the parish, and to reduce additional journeys out of the village. This should be in an accessible location for walking and cycling, provide sufficient parking provision, and take advantage of the existing public transport routes.

Objective 10: To enable an economically attractive and viable village.

Townscape is the 'urban form and its visual appearance; the appearance of streets, including the way the components of a street combine in a way that is distinctive to a particular locality'³¹. In the case of Horsford, more could be done to make it a more visually attractive village, along what appears from the Holt Road to be a ribbon development that has grown organically. The Norfolk market towns of Aylsham, Watton and Holt have enhanced the aesthetic qualities of the retail outlets, which have made a difference to regenerating the town centres. Horsford needs to be a shopping destination of choice for residents of the parish and beyond

²⁹ Class A1 is shops and retail outlets.

³⁰ Class A3 is food and drink.

³¹ Cowan R. (2005), 'The Dictionary of Urbanism', Streetwise Press Limited

if it is going to be a sustainable place where people want to live and work into the future.

POLICY

BUS3: Attractive village

Development proposals that respond positively to creating an attractive local townscape and enhance the village's aesthetic qualities will be supported.

Project

- Develop a programme of activity to improve the aesthetic qualities of the village, particularly for the public realm on Holt Road, and existing and new retail units, where possible enhancing the rural feel of the village.



Figure 24: Retail units on Holt Road.

7. Implementation

Delivery of policies and projects

As part of the preparation of a Neighbourhood Plan, Horsford Parish Council and a group of local residents are developing a five-year plan. This will set out how policies are to be addressed and how projects, identified through community consultation, can be delivered locally. This will require the coordinated input of the wider community, the Parish Council and other agencies.

The Community Infrastructure Levy (CIL) is a planning charge, introduced by the Planning Act 2008, to help deliver infrastructure to support the development of the area. New development that creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy. 15 per cent is passed directly to the Parish Council to be spent on local priorities. Once the Neighbourhood Plan is in place, Horsford Parish Council will benefit from 25 per cent of the levy revenues arising from development that takes place in Horsford.



Monitoring the use of the Neighbourhood Plan

It is important to note that further development is likely to take place during the Neighbourhood Plan period 2018-2038. Each development will differ and will need to consider the Neighbourhood Plan policies as they stand. It will be the role of the Parish Council to promote and monitor the use of the Neighbourhood Plan for all planning applications.

Updates to the Neighbourhood Plan

The Neighbourhood Plan spans a period of 20 years. It is likely to need reviewing within that timeframe. It will be the role of the Parish Council to update the Neighbourhood Plan.

Appendix

Appendix A: Neighbourhood Plan Steering Group members

- **Kathryn Clarke** – Horsford resident and Parish Councillor.
 - **Peter Hunnam** – Horsford resident and Parish Councillor.
 - **Katrina Johnson** – Horsford resident.
 - **Angela Makinson** – Horsford resident.
 - **Revd Margaret McPhee** – Horsford resident and Rector of All Saints Church Horsford.
 - **Neil Medler** – Horsford resident and Parish Councillor.
 - **Sharon Richardson** – Horsford resident and Horsford Primary School Secretary (Holt Road site).
 - **Adrian Scott (Chair)** – Horsford resident and business owner.
 - **Virginia Sokalsky (Secretary)** – Horsford resident and Parish Councillor.
 - **Dennis Woodcock** – Horsford resident.
-
- **Rachel Leggett** – Principal independent consultant for the Neighbourhood Plan.
 - **Emma Harrison** – Independent consultant for the Sustainability Appraisal.
-

Appendix B: Horsford Character assessment

Horsford parish character areas, as defined through consultation and by Steering Group members

Horsford parish character areas of development

1. Pinelands

- 2000s residential, mixture of detached and semi-detached, soft red brick and render
- No front gardens, built straight up to path line
- Wide footpaths, parking bays, private off road parking
- Central green space with children's play area
- Small employment area behind residential

2. Mill Gardens

- 1960s residential, mixture of detached and semi detached bungalows. Some roof space and extensions added
- Access from Mill Lane
- Homes set back from road with garages and off road parking. Half homes have backdrop of woodland view

<ul style="list-style-type: none"> • Lighting over wide footways
3. Butterfly Mill, Memorial Way and side roads <ul style="list-style-type: none"> • 2015 residential development, mixture of type and tenure • Access from Mill Lane • Narrow paths • Pockets of green space, including central green and play area at entrance to development
4. Probable future development between Mill Lane and Green Lane <ul style="list-style-type: none"> • 2020s residential • Access from Green Lane
5. Land off Sandy Lane including the chicken farm and Bowls club <ul style="list-style-type: none"> • Mainly heathland, St Faith's Common • Access from Holt Road, no made up road simply a track • Frontage leased by Horsford Bowls Club on 20 year lease • Farmed fields, some land used as chicken farm • Veterinary surgery at rear of Pinelands estate that forms border
6. Angela Road and side roads <ul style="list-style-type: none"> • 1960s residential, mixture of detached and semi detached bungalows. Some roof space used and extensions added • Access from Mill Lane • Homes set back from road with garages and off road parking • Half homes have backdrop of woodland view • Lighting over wide footways
7. Gordon Godfrey Estate (including Pond Road) <ul style="list-style-type: none"> • Early 2000s residential, mixture of detached, semi detached and terraced houses. Each cul-de-sac has several different designs of buildings • Trees, green verges, hedges and hedgerows • Two roads, Horsbeck Way and Gordon Godfrey Way that come off the Holt Road • Cul-de-sacs are linked together by a network of foot and cycle paths, which in turn link with footpaths out of the village. Bus route through the development
8. Crown Hill estate and properties on Crown Hill up to the Indian Restaurant <ul style="list-style-type: none"> • 2010 properties, residential and commercial, east side of Holt Road consists of semi detached and detached bungalows with chalet bungalows • Access from Holt Road, wide footway on east side with vehicular layby • Undertaker's business, and warehouses • Single track leading to allotments • Indian restaurant
9. Houses along Holt Road from Mill Lane up to and including the recreation ground, allotments and Horsford Primary School (Holt Road site) <ul style="list-style-type: none"> • Residential and commercial • Main route from Holt to Norwich via NDR • East side bungalows and houses built during 20th Century with large detached houses

built during 1970s. Some flats

- Gardens in proportion to home size with garages and off road parking
- Good side footways both on East and West side of road
- West side are mainly 1950 bungalows built set back from Holt Road
- Chemist, medical centre, Methodist Chapel, Village Hall and early 20th century school. The play field and village hall adjoined by allotments

10. Brooks Road and side roads, including Oak Grove, the old School lke down to the row opposite the Coop supermarket

- Residential 1950 to 1980s
- Brooks Road, side roads and Green Park Road 1930s/1950s are accessed from Holt Road
- Local authority built many homes after WWII, including Brooks Road and Green Park Road with garages
- 1990s further development off Brooks road with single bedroom properties
- Oak Grove built 1980s, chalet bungalows with garages and more off road parking
- Good size footways

11. The Shrublands, including Millers Way, Olive Crescent & Barrett-Lennard Road

- 1970s residential, mixture of detached bungalows, detached houses and semi detached houses
- Accessed from the Holt Road
- Footway lighting
- Some open planned gardens

12. Activity Centre down Dog Lane, including the Scout hut

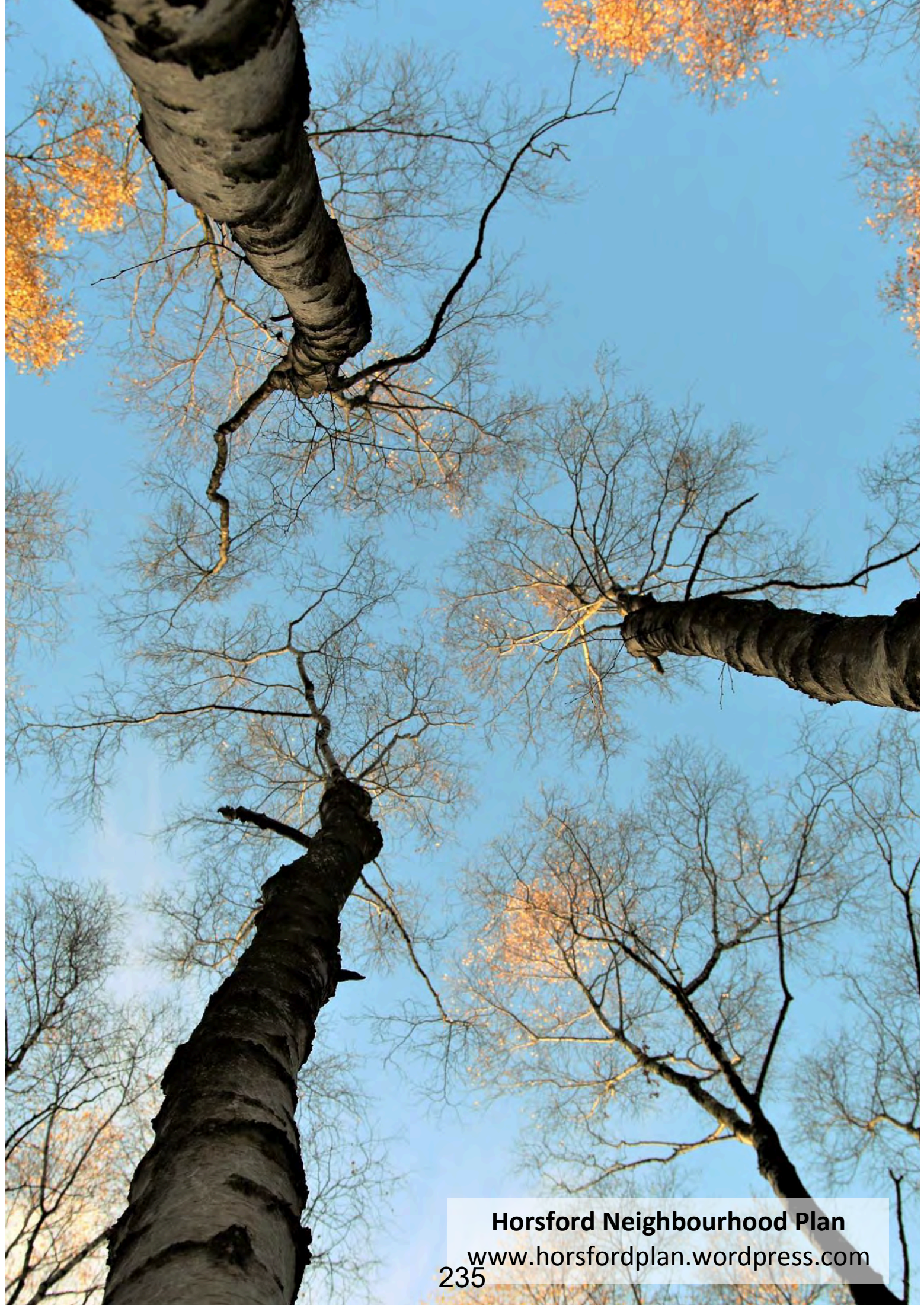
- Mixture of recent build and 100-year-old properties. The original main street of Horsford on what we now call Holt Road. Caravan sites and farms along lane. End Of Dog Lane is Activity Centre and Scouts HQ
- Rural outlooks expanding as go down the lane, surrounded by green areas and field views
- Some late 20th Century dwellings, well-spaced with large gardens

13. The Green Lane Watering Pit

- Woodland and pits originally used for cattle to drink, situated at eastern end of Mill Lane where it joins Green Lane. An amenity area with picnic table and area to study nature
- Un made-up road

14. Corner Lane to roundabout south of village

- Main route from Holt to Norwich, busy road. Pavements on both sides, but only one side from Dog to Spice of India
- New Row, approximately early 1900s, is terraced housing with parking at rear. Also farm house and various businesses
- Mainly bungalows going up Crown Hill
- Dog public house was originally centre of the village with the Old Post Office opposite.
- Hors stream flows under the road beside the junction of Horsbeck Way



COUNCIL

Thursday 12 July 2018

Final Papers

Item	Details	Page No
11	<u>Cabinet</u> To receive the Minutes of the meeting held on 2 July 2018	237 – 242
14	<u>Planning Committee</u> To receive the Decisions of the meeting held on 4 July 2018	243

DEMOCRATIC SERVICES

Broadland District Council
Thorpe Lodge, 1 Yarmouth Road, Norwich, NR7 0DU
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Minutes of a meeting of the **Cabinet** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Monday 2 July 2018** at **10.00 am** when there were present:

Mr A J Proctor – Policy (Chairman)

Portfolio holders:

Mr S M Clancy	Economic Development
Mr R R Foulger	Communities and Housing
Mrs T M Mancini-Boyle	Finance
Mr S A Vincent	Planning

Mrs Bannock, Mr Leggett, Mr Peck, Mr Snowling, Mr Tapp and Mr Woodbridge also attended the meeting for its duration.

Also in attendance were the Chief Executive, Deputy Chief Executive, Head of Democratic Services and Monitoring Officer, Head of Corporate Resources, Private Sector Housing Manager and the Committee Officer (JO).

The Branch Chairman of UNISON attended the meeting for item 19 - Broadland and South Norfolk Feasibility Study.

12 APOLOGY FOR ABSENCE

An apology for absence was received from Mr Fisher.

13 MINUTES

The Minutes of the meeting held on 5 June 2018 were confirmed as a correct record and signed by the Chairman.

14 REPRESENTATIONS FROM NON CABINET MEMBERS

The Chairman agreed that, at his discretion, all non-Cabinet Members in attendance be allowed to join the debate at the relevant point of the proceedings on request.

15 OVERVIEW AND SCRUTINY COMMITTEE

The Vice-Chairman of the Overview and Scrutiny Committee advised Members on the views expressed by the Committee when it reviewed the Cabinet Agenda on 26 June 2018, as each item was considered.

16 ECONOMIC SUCCESS PANEL

The Panel received the Minutes of the meeting held on 5 June 2018. The Portfolio Holder for Economic Development advised the meeting that the key item considered at the meeting was the Economic Growth Prospectus, which was being developed jointly with South Norfolk Council.

17 SERVICE IMPROVEMENT AND EFFICIENCY COMMITTEE

Cabinet received the Minutes of the meeting of the Service Improvement and Efficiency Committee held on 14 June 2018. The Chairman of the Committee informed the meeting that Members had commended the hard work involved in drafting the Feasibility Study and had recommended that Cabinet support the recommendations contained in the report.

18 PLACE SHAPING PANEL

Cabinet received the Minutes of the meeting of the Place Shaping Panel held on 18 June 2018.

19 BROADLAND AND SOUTH NORFOLK FEASIBILITY STUDY

This item had been considered in an informal joint briefing of the Cabinets of Broadland and South Norfolk, which had immediately preceded this meeting. Members had received a presentation on the Feasibility Study, as well as feedback from the Joint Lead Members Group, the Overview and Scrutiny Committee and South Norfolk's Scrutiny Committee.

The Chairman of the Broadland Branch of UNISON advised the meeting that Members had already received a joint Broadland / South Norfolk UNISON response, which had requested that both Councils agree the following points:

- a no compulsory redundancy agreement;
- to adopt a best of both approach when considering changes to terms and conditions;
- to have consideration of caring needs should an officer be requested to work at a differing location.

UNISON had received further feedback from employees at both authorities, subsequent to the staff meetings, which had confirmed that there was still concern and unease with the direction, pace and understanding of how the proposed changes would affect both them and service delivery.

It was felt that although regular staff briefings were being held at both authorities, it was not a two way communication process and it was suggested that future staff briefings should be delivered to each department, as staff feel more comfortable in smaller groups with close colleagues.

It was also felt that the indicative timeline for changes to a common set of terms and conditions was unrealistic and should be subject to full consultation prior to implementing the terms and conditions for the Joint Management Team. Greater clarification regarding the concept of one joint officer team was also required.

In respect of moving towards one culture, UNISON agreed the need to address differences and create a new vision that was fair for both the public and employees. Therefore, it was recommended that the Local Government Association (LGA) facilitated sessions should be deferred until the Joint Managing Director was in post, so that he or she could bring their experience to help develop a joint culture. The proposed sessions with the LGA should also include the views of staff and UNISON, to inform this crucial stage of the collaboration process.

Broadland staff had also confirmed that they wished to continue with the 'Systems Thinking' approach that had been used to improve service delivery and UNISON would encourage exploring the concept of the '21st Century Public Servant' developed by the University of Birmingham and supported by the LGA.

The Vice-Chairman of the Overview and Scrutiny Committee informed the meeting that the Committee had commended the Feasibility Study. Members had noted that collaboration was a tried and tested approach and both authorities were very similar, which made them a 'good fit'. However, there were also some Members who thought that collaboration should be deferred until a full business case could be made. There was a lack of understanding about what exactly a joint officer team was, as well as a desire to have a non-compulsory redundancy agreement in place.

The Chairman noted that the joint officer team issue had been clarified by the Head of Corporate Resources, who had explained that the one joint officer team would be employed by either South Norfolk or Broadland and irrespective of which Council was the employer, there would be a common set of terms and conditions and the development of a joint culture across both local authorities. Staff would work for a 'joint service' except where the service was specific to just one council, such as a South Norfolk Leisure Centre.

The Chairman also noted that the routemap clearly set out that work on terms and conditions could not commence until the Joint Managing Director was in place and any proposals put forward would be ratified by each council as part of an evolutionary and carefully considered process.

In relation to staff buy-in the Chairman emphasised how the level of involvement by staff since the project commenced in September had shown an excellent level of cooperation and was an example of the increased capacity and resilience that could be achieved through collaboration.

In answer to a question about the Growth Delivery Team, the meeting was informed that it was proposed to finance the Team through funding from any vacant posts, as well as through Community Infrastructure Levy receipts.

It was proposed and **AGREED** that recommendation 1 (e) be amended to require approval by Cabinet for establishing the most appropriate operational approach and resource for the Growth Delivery Team within an agreed budget.

The Chairman also advised Members that a report should be drafted to set out the process for the recruitment of a Joint Managing Director.

RECOMMENDED TO COUNCIL

- (1) **Recommendation 1 (includes agreement of a – g below):** to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:
 - (a) the routemap for delivery of the collaborative working; (Sections 9 to 19)
 - (b) the deletion of both Councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report; (Sections 10.4 to 10.8)
 - (c) subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils;
 - (d) that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report;
 - (e) the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and for a report to be

brought to Cabinet to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget;

- (f) the budget for the one joint officer team transition costs, and the other identified implementation costs; (Sections 20.33 to 20.37)
 - (g) the provisional costs / savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost / saving split between the two councils will be made as part of the budget setting process for 2019/20;
- (2) **Recommendation 2** (South Norfolk Council approve, Broadland District Council note): South Norfolk Council to approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period;
- (3) that a report be drafted for consideration by both Councils setting out the process for the recruitment of a Joint Managing Director.

Reasons for decision

To enter into a strategic collaboration with South Norfolk Council.

20 ENERGY EFFICIENCY REGULATIONS

The report proposed that the Council adopt an enforcement procedure in line with The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015, which anticipated amendments to the Regulations that would allow local authorities to impose financial penalties where landlords failed to maintain minimum standards of energy efficiency.

The Regulations were designed to tackle the least energy-efficient properties (those rated F or G on their Energy Performance Certificate) and established a minimum standard for both domestic and non-domestic privately rented property, affecting new tenancies from 1 April 2018.

The existing Regulations were based on a zero cost to the landlord, which significantly reduced their effectiveness.

A consultation process had been initiated by the Department for Business Energy and Industrial Strategy to amend the Regulations and remove the zero cost element of the regulations. In anticipation of a change in the regulation the report sets out a procedure and guidance acceptable for current regulations and possible changes implemented as a result of the consultation.

The Regulations were intended to ensure that those tenants who most need more efficient homes, particularly vulnerable people, were able to enjoy a much better living environment and lower energy bills.

The consultation process might lead to a new procedure where works could be enforced to a proposed maximum value. It was anticipated that the maximum value would be set at £2,500.

The Council would liaise with landlords of properties in breach of the regulations informally at first, but where a breach of the Regulations could not be resolved informally the Council would initiate the penalty process.

RESOLVED

to adopt the proposed enforcement procedure (attached at Appendix 1 to the signed copy of these Minutes).

Reasons for decision

To update the Council's energy efficiency procedure.

The meeting closed at 10.29 am

DECISIONS ON APPLICATIONS – 4 JULY 2018

App'n No	Location	Description of Development	Decision
20172209	Land west of Salhouse Road, Little Plumstead	Residential development of 84 dwellings with access details (outline)	REFUSED
20172148	Land off Beech Avenue, Taverham	Residential development of up to 93 dwellings with associated access, parking and open space (outline)	Authority delegated to HoP to APPROVE subject to conditions and subject to securing a Section 106 Agreement
20180598	94 Fakenham Road, Drayton	Sub-division of residential plot and erection of five additional detached dwellings & re-positioning of access (outline)	APPROVED subject to conditions
20180722	Hoot Hollow, Dumbs Lane, Hainford	Erection of semi-subterranean dwelling and detached shed, greenhouse and carport	APPROVED subject to conditions
20180688	Oak Farm, Acle Road, South Walsham	Demolition of agricultural buildings and erection of one dwelling house & garage	APPROVED subject to conditions
20180777	Perownes Farm, Bullacebush Lane, Blofield	Subdivision and erection of 1 no: self-build dwelling, including new vehicular access and associated soft and hard landscaping and other ancillary works	REFUSED
20180631	Witton Hall, Witton Lane, Postwick	Change of use of land from agricultural to residential curtilage and erection of tennis court	APPROVED subject to conditions
20180503	93 Newton Street, Newton St Faiths	Change of use of land to residential and erection of detached garage	Authority delegated to HoP to APPROVE subject to conditions

HoP = Head of Planning