

# Cabinet

Monday 8 January 2018

9.00 am, Colman and Cavell Rooms

*South Norfolk House, Cygnet Court, Long Stratton, Norwich, NR15 2XE*

If you have any special requirements in order to attend this meeting,  
please let us know in advance

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Contact Claire White on 01508 533669 or [democracy@s-norfolk.gov.uk](mailto:democracy@s-norfolk.gov.uk)

**Members of the Cabinet****Portfolio**

John Fuller (Chairman)	The Economy and External Affairs
Mr M Edney (Vice Chairman)	Stronger Communities
Mrs Y Bendle	Housing, Wellbeing, Leisure and Early Intervention
Mr B Stone	Finance and Resources
Mr L Hornby	Regulation and Public Safety
Mrs K Mason Billig	Environment and Recycling

**This meeting may be filmed, recorded or photographed by the public; however anyone who wishes to do so must inform the chairman and ensure it is done in a non-disruptive and public manner. Please review the Council's guidance on filming and recording meetings available in the meeting room.**

**Group Meetings**

Conservatives – 8.00 am, Cabinet Office

Liberal Democrats – 8.15 am, Kett Room

## **Agenda**

1. **To report apologies for absence;**
2. **Any items of business which the Chairman decides should be considered as a matter of urgency pursuant to Section 100B(4)(b) of the Local Government Act, 1972. Urgent business may only be taken if, "by reason of special circumstances" (which will be recorded in the minutes), the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency;**
3. **To Receive Declarations of Interest from Members;** (please see guidance – page 6)
4. **To confirm the minutes of the meeting of Cabinet held on Monday 4 December 2017;** (attached – page 7)
5. **Management of Streetlights – Proposed Next Steps;** (report attached – page 21)

## 6. Broadland and South Norfolk – Collaborative Working Opportunities

(report attached – page 47)

To receive a report from the Joint Broadland and South Norfolk Feasibility Study Programme Team

Cabinet is **RECOMMENDED** to:

1. Agree the introduction of an interim shared planning management team between Broadland District Council and South Norfolk District on the basis set out in the report;
2. Agree that the new structure and post holders be in place by 22 January 2018; and
3. Review the impact of the interim arrangements 3, 6, 9 and 12 months after being established. Reviews will be taken back to the informal joint member groups at each reviewing stage. After 9 months, both Councils to consider whether as a result of the wider Feasibility Study outcomes the arrangement is made permanent and a formal recruitment process is undertaken;
4. Agree that officers be delegated authority to pursue other early opportunities without the need to go through the formal Member governance process;

**7. Guidelines for Recreation Provision in New Residential Developments Supplementary Planning Document (SPD)–  
Revised Draft for Consultation:**

(report attached – page 52)

[View Appendix 1 Revised Draft Supplementary Planning Document here](#)

[View Appendix 2 South Norfolk Council Community Assets Strategy 2016-2021 here](#)

[View Appendix 3 Summary of representations made on the first draft SPD, and the Councils proposed responses here](#)

[View Appendix 4 Strategic Environmental Assessment Screening Report for Draft Supplementary Planning Document here](#)

**8. Cabinet Core Agenda**

(attached – page 61)

### Agenda Item: 3

#### DECLARATIONS OF INTEREST AT MEETINGS

Members are asked to declare any interests they have in the meeting. Members are required to identify the nature of the interest and the agenda item to which it relates.

- In the case of **other** interests, the member may speak and vote on the matter.
- If it is a **pecuniary** interest, the member must withdraw from the meeting when it is discussed.
- If it **affects or relates to a pecuniary interest** the member has, they have the right to make representations to the meeting as a member of the public but must then withdraw from the meeting.
- Members are also requested when appropriate to make any declarations under the Code of Practice on Planning and Judicial matters.
- In any case, members have the right to remove themselves from the meeting or the voting if they consider, in the circumstances, it is appropriate to do so.

Should Members have any concerns relating to interests they have, they are encouraged to contact the Monitoring Officer (or Deputy) or another member of the Democratic Services Team in advance of the meeting.



## **CABINET**

**Minutes of a meeting of the Cabinet of South Norfolk District Council held at South Norfolk House, Long Stratton on Monday 4 December 2017 at 9.00 a.m.**

### **Members Present:**

**Cabinet:** Councillors K Mason Billig (Chairman for the meeting)  
Y Bendle, M Edney and L Hornby

**Apologies:** Councillors J Fuller and B Stone

**Non-Appointed:** Councillors D Bills, F Ellis, M Gray, N Legg, T Lewis, G Minshull and V Thomson

**Officers in Attendance:** The Chief Executive (S Dinneen), the Director of Growth and Business Development (D Lorimer), the Director of Planning and Environment (T Horspole), the Director of Communities and Well-Being (J Sutterby), the Head of Early Help (M Pursehouse), the Assistant Director – Resources (P Catchpole), the Head of Business Transformation (H Ralph), the Accountancy Manager (M Fernandez-Graham), the Planning Policy Manager (A Nicholls), the Senior Conservation and Design Officer (C Bennett) and the Housing and Enabling Strategy Officer (K Mitchell)

### **2596 CHAIRMAN'S ANNOUNCEMENTS**

Cllr K Mason Billig welcomed back Cllr M Edney, who had recently taken some time away due to illness. She explained that Cllr J Fuller had sent his apologies, as unfortunately he had a meeting in London which he was required to attend.

Cabinet agreed that in the absence of Cllr Fuller, Cllr Mason Billig should act as Chairman for the duration of the meeting.

The Chairman explained that this was the Planning Policy Manager's (Adam Nicholls) last Cabinet meeting, before leaving the Council at the end of December. Cabinet agreed that Mr Nicholls would be sorely missed, and wished him well in his new role at Great Yarmouth Borough Council.

Members also noted that this was the last Cabinet meeting for Tim Horspole, as the Director of Planning and Environment. The Chairman thanked Mr Horspole for his service to the Council, referring to his patient and supportive approach to members.

## **2597 MINUTES**

The minutes of the meeting held 30 October 2017 were confirmed as a correct record and signed by the Chairman.

## **2598 GREATER NORWICH LOCAL PLAN REGULATION 18 CONSULTATION: GROWTH OPTIONS**

### **The Subject of the Decision**

Members considered the report of the Planning Policy Manager, which sought Cabinet approval to agree the Greater Norwich Local Plan (GNLP) Issues and Options paper (Regulation 18) for public consultation, commencing in January 2018.

The Planning Policy Manager presented his report to members, and outlined the key issues. Members noted that views concerning the allocation of growth and the future of the Norwich Policy Area (NPA) were sought through the consultation. The Planning Policy Manager stressed that there would be no "preferred" sites at this stage, as this would depend on the chosen distribution strategy.

Members were informed that the consultation document would be widely publicised, with a number of roadshows taking place across the Greater Norwich area, and meetings for parish councils held at South Norfolk House. Members recognised that they played a key role in informing residents and the Chairman urged members to liaise with their local parishes.

Cllr M Gray expressed concern at proposals to allow small windfall sites to be developed adjacent to development boundaries, on sites that were not in the Local Plan. The Planning Policy Manager explained that the Housing White Paper had indicated that the Government was minded to introduce this approach, and members noted that concerns were raised as part of the Council's



response to that consultation. Comments regarding this approach were welcomed through the Regulation 18 consultation. In response to a further query, the Planning Policy Manager explained that windfall sites could technically count towards a local authority's five-year land supply, however, numbers were expected to be minimal, and this approach should be treated with caution.

In response to a query regarding the potential for a new settlement in Mangreen, members were informed that this site had not been put forward by landowners. During discussion, it was suggested that with only 7,200 new homes being required across the whole of the GNLP area, and with the potential for growth in more rural locations, there may not be a need for a new settlement in the South Norfolk district.

### **The Decision**

<b>RESOLVED:</b>	To
	<ol style="list-style-type: none"><li>1. Agree the Greater Norwich Local Plan Regulation 18 Growth Options (Appendix 1), the New Settlements Topic Paper (Appendix 2) and the Interim Sustainability Appraisal (Appendix 4), for consultation;</li><li>2. Delegate authority to the relevant Director, in consultation with the Cabinet Member for The Economy and External Affairs, to:<ol style="list-style-type: none"><li>a. Agree for publication, in advance of the start of the public consultation, the Site Proposals document, and specifically the proposed sites in South Norfolk; and</li><li>b. Agree any necessary minor corrections and presentational/formatting changes to the Growth Options, New Settlements Topic Paper and Interim Sustainability Appraisal and other documents</li></ol></li></ol>

### **The Reasons for the Decision**

To provide residents, consultees and infrastructure providers, the opportunity to comment on the draft proposals of the Local Plan.

### **Other Options Considered**

None

## **2599 UPDATE TO THE SOUTH NORFOLK LOCAL DEVELOPMENT SCHEME**

### **The Subject of the Decision**

Members considered the report of the Planning Policy Manager, which presented members with the updated South Norfolk Local Development Scheme (Appendix 1 to the report), for approval.

The Planning Policy Manager explained that the Local Development Scheme set out the timetable and details of the Local Plan production. Members noted details of the updates, and in particular, plans to cease work on the Gypsy and Traveller Local Plan, as this work was being progressed through the Greater Norwich Local Plan.

### **The Decision**

<b>RESOLVED:</b>	To agree the updated South Norfolk Local Development Scheme (attached at Appendix 1) and to bring it into effect immediately.
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### **The Reasons for the Decision**

To ensure that the Local Development Scheme is up to date, in line with statutory requirements.

### **Other Options Considered**

To continue to work on the South Norfolk Gypsy and Traveller Local Plan.

**2600 CONSERVATION AREA APPRAISALS AND BOUNDARY AMENDMENTS FOR BAWBURGH, DICKLEBURGH, HEMPSTALL, MULBARTON AND SCOLE CONSERVATION AREAS**

**The Subject of the Decision**

Members considered the report of the Senior Conservation and Design Officer, which proposed amended conservation area boundaries, appraisals and management guidelines for Bawburgh, Dickleburgh, Hempnall, Mulbarton and Scole conservation areas.

The Senior Conservation and Design Officer briefly outlined the proposed changes to each of the conservation areas.

**The Decision**

<b>RESOLVED:</b>	<b>TO RECOMMEND THAT COUNCIL:</b> <ul style="list-style-type: none"><li>(a) approves and adopts the amended conservation area boundaries for Bawburgh, Dickleburgh, Hempnall, Mulbarton, and Scole Conservation Areas;</li><li>(b) approves and adopts the conservation area appraisals and conservation management guidelines for the conservation areas of Bawburgh, Dickleburgh, Hempnall, Mulbarton, and Scole.</li></ul>
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**The Reasons for the Decision**

To support the preservation and enhancement of conservation areas.

**Other Options Considered**

None

## **2601 THE SELF BUILD AND CUSTOM HOUSEBUILDING REGISTER**

### **The Subject of the Decision**

Members considered the report of the Housing Enabling and Strategy Officer, regarding the future operation of the Self-build and Custom Housebuilding register.

The Housing Enabling and Strategy Officer presented his report and outlined the current position with regard to the numbers on the register, and the number of planning permissions required and granted. He further explained that following recent government guidance, legal advice had indicated that the Council could no longer justify applying a local connection test to applicants, and that this should be abolished and backdated to July 2017. Members noted that this change would result in a further 15 planning permissions being required arising from base period 2.

Cabinet noted that the Housing, Wellbeing, Leisure and Early Intervention Policy Committee had recommended that the Council continued to collect data to establish who on the register had a local connection test, but for monitoring purposes only. The Committee had also suggested, that as there was currently no direct link between those planning permissions granted and individuals on the register, that officers contact all applicants to establish how many had been successful in acquiring a plot of land in South Norfolk, on which to build a house to live in. Cabinet agreed with these recommendations, also agreeing that officers should also enquire as to how many housebuilders had started work on site.

Some members were sceptical as to how the scheme directly impacted upon planning permissions for self-builds, as it was likely that those planning permissions granted would have come forward in the absence of a register. It was noted that more sites suitable for self-build would come forward through the Greater Norwich Local Plan.

Concerning the Registration Fee and Financial Resources Test, Cabinet agreed that any benefits to their introduction, were outweighed by the disadvantages and risks.

## The Decision

<b>RESOLVED:</b>	<p>That:</p> <ol style="list-style-type: none"><li>1. The local connection test is abolished, backdated to 28 July 2017</li><li>2. No registration fee is introduced.</li><li>3. No financial resources test is introduced.</li><li>4. For monitoring purposes only, the Council:<ol style="list-style-type: none"><li>(a) Continues to collect data to establish who on the register has a local connection to South Norfolk;</li><li>(b) Contacts all applicants to establish how many have been successful in acquiring a plot of land in South Norfolk on which to build a house to live in, and how many of these have started work on site;</li></ol></li><li>5. The position is reviewed in 2 years' time unless circumstances provide reason for earlier review.</li></ol>
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## The Reasons for the Decision

To ensure a meaningful register, whilst adhering to statutory requirements.

## Other Options Considered

To introduce a registration fee and/or a financial resources test.  
Not to collect additional data for monitoring purposes.

## 2602 USING SECTION 106 RECEIPTS AND AFFORDABLE HOME OWNERSHIP

### The Subject of the Decision

Members considered the report of the Housing Enabling and Strategy Officer, regarding the using of Section 106 receipts to acquire properties for affordable home ownership.

The Housing Enabling and Strategy Officer presented his report and outlined the proposed arrangements.

Cllr Y Bendle commended the report and the innovative approach to spending S106 funds, whilst ensuring properties were available where there was a real need.

Cllr T Lewis, on behalf of Cllr V Bell (who was unable to attend the Cabinet meeting), suggested that, as the monies available had resulted from the Queens Hill development, these funds be reinvested in the Costessey area. The Housing Enabling and Strategy Officer explained that currently there were eight 3 bedroomed houses available in Costessey, with no current buyers, however, a current need for this property type had been identified in Diss. He suggested that officers could consider purchasing 2 bedroomed properties in Costessey, during the scheme's next phase.

### **The Decision**

<b>RESOLVED:</b>	<p>To agree that:</p> <ul style="list-style-type: none"><li>a) The Council uses S106 receipts to acquire properties for affordable home ownership.</li><li>b) The properties are acquired and owned by Big Sky.</li><li>c) Sales are on a shared ownership or shared equity basis.</li></ul>
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### **The Reasons for the Decision**

To ensure that S106 funds are used to provide affordable housing in areas that need it most.

### **Other Options Considered**

None.

## **2603 COUNCIL TAX SUPPORT SCHEME 2018/19**

### **The Subject of the Decision**

Members considered the report of the Head of Early Help, which presented Cabinet with proposed changes to the Council Tax Support Scheme for 2018/19.

The Head of Early Help presented his report, explaining that the proposed changes to the Scheme, would reflect the changes to the Housing Benefit rules.

Cllr Y Bendle commended the proposals, explaining that the proposed changes would in no way dilute the original principles of the scheme, which were to incentivise work while protecting the most vulnerable, and to enable the efficient management of the scheme.

### **The Decision**

<b>RESOLVED:</b>	<b>TO RECOMMEND THAT COUNCIL</b> agrees the proposed changes to the Council Tax Support Scheme for 2018/19.
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### **The Reasons for the Decision**

To ensure a fair scheme which continues to incentivise work and protect the most vulnerable.

### **Other Options Considered**

None.

## **2604 SOUTH NORFOLK COUNCIL RESPONSE TO NORFOLK COUNTY COUNCIL BUDGET CONSULTATION 2018/19**

### **The Subject of the Decision**

Members considered the report of the Head of Business Transformation and the Accountancy Manager, regarding South Norfolk's response to the Norfolk County Council Budget Consultation for 2018/19.

The Head of Business Transformation outlined the key areas of the Council's response to members.

During discussion, it was suggested that the response should include a reference to the proposed cuts in bus subsidies, which was likely to impact on bus services in the District. The Chief Executive suggested that it would be appropriate to reference this alongside the request for a balanced approach to resources, across both urban and rural areas. In response to a further request, Cabinet also agreed that under "Driving Economic Growth and Prosperity", reference should be made to the Hempnall roundabout, alongside the Long Stratton bypass

### **The Decision**

<b>RESOLVED:</b>	To agree the letter from the Leader of South Norfolk Council to the Leader of Norfolk County Council, subject to additional comments regarding cuts to bus subsidies and a reference to the new roundabout at the Hempnall crossroads.
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### **The Reasons for the Decision**

To work collaboratively with Norfolk County Council to deliver on key savings which can be made across a wider scale.

### **Other Options Considered**

None.



## 2605 RECOMMENDATIONS OF THE SCRUTINY COMMITTEE

### The Subject of the Decision

Cllr G Minshull, Chairman of the Scrutiny Committee, presented his report to Cabinet, outlining the recommendations of the Committee, made following its consideration of Member Grants, at its meeting on 15 November 2017.

Members noted that the Scrutiny Committee had concluded that the Community Action Fund (CAF) had worked well, with the total budget being spent at its first meeting in July. There were however a few concerns relating to the Member Ward Budget, and members noted that the majority of this budget for 2017/18, remained unspent.

Cllr G Minshull explained that some members were finding it difficult to spend their allocated budget, and when advice was sought from officers in relation to ideas / projects, they were often dissuaded from spending their Member Budget, in favour of other funding sources, such as Go For it Grants. The Chief Executive stressed the need to ensure that this advice was helpful and appropriate in each case.

Cllr M Edney reminded members that it was possible to pool Member Ward Grants, with that of fellow members, should projects require higher levels of funding. He stressed the need for members to take responsibility for completing decision notices correctly, and to ensure delivery of projects, once funds had been paid. He welcomed the suggestion that any unspent monies should be allocated to the CAF.

Members discussed the deadline for Member Grant spend, and it was agreed that 1 January was an appropriate cut-off date, however it was accepted that some flexibility would be required on occasions.

### The Decision

<b>RESOLVED:</b>	To agree the recommendations outlined at paragraph 3.1 of the report.
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### **The Reasons for the Decision**

To ensure compliance with the scheme, and that monies are spent effectively.

### **Other Options Considered**

None

#### **2606 GREATER NORWICH JOINT FIVE YEAR INFRASTRUCTURE INVESTMENT PLAN 18/19 – 22/23**

To note that the Greater Norwich Joint Five Year Infrastructure Investment Plan 2018/19 – 2022/23, would be considered at a future meeting of the Cabinet

#### **2607 FUTURE MANAGEMENT OF STREET LIGHTS**

To note that the Future Management of Street Lights would be considered at a future meeting of the Cabinet.

#### **2608 CABINET CORE AGENDA**

Members noted the latest version of the Cabinet Core Agenda

#### **2609 EXCLUSION OF PUBLIC AND PRESS**

It was

<b>RESOLVED:</b>	To exclude the public and press from the meeting under Section 100A of the Local Government Act 1972 for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act (as amended)
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## 2610 REVIEW OF BUILD INSIGHT COMPANIES AND FUTURE PLANS

### The Subject of the Decision

Members considered the *exempt* report of the Chief Executive, which outlined the opportunity to expand the Build Insight Companies, through a joint arrangement with Norfolk Property Services.

The Chief Executive advised members of the background to the report, explaining that a partnership with NPS would provide immediate access to existing NPS customers, and a national presence, both of which would help to accelerate the generation and level of profits to be made.

The Assistant Director – Resources, outlined the financial forecast for the proposed partnership, with effect from April 2018 (as tabled at the meeting).

Cllr T Lewis agreed that the proposals were the appropriate way forward, however he stressed the need for caution when involved in future commercial ventures. The Chairman agreed that caution should be exercised at all times, but reminded members of the need for local authorities to be more commercial, and that with this came an element of risk.

### The Decision

<b>RESOLVED:</b>	<p>To agree:</p> <ol style="list-style-type: none"><li>1. To sell 50% of the shares in the Build Insight companies to NPS and to enter into a joint arrangement;</li><li>2. To delegate to the Chief Executive as the Managing Director of the Build Insight companies, in consultation with the Shareholder's Representative, the finalisation of the Shareholders Agreement and associated legal documents and the financing arrangements with regard to establishing a neutral balance sheet position for all three Build Insight companies.</li></ol>
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### **The Reasons for the Decision**

To maximise and accelerate the delivery of profits.

### **Other Options Considered**

- To close the companies and set up new companies with Norfolk Property Service
- To continue with the Council being the sole trader
- To look for another external partner.

(The meeting concluded at 10.44 am)

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Chairman

**8 January 2018  
Cabinet**

**Agenda Item No.5**

## Management of Streetlights – proposed next steps

**Report of the: Director of Communities and Early Help and the Head of Environmental Services  
Cabinet Member: Councillor Kay Mason Billig - Environment and Recycling**

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## 1. Introduction

- 1.1 This report follows on from the report to Cabinet of the 17 July 2017 when the future management of the streetlights (technically so called footway lights) currently maintained by South Norfolk Council (SNC) in **nine** Town & Parish Council (TPC) areas was considered. **This report does not relate to highway lighting managed by Norfolk County Council nor other local lighting managed by TPCs or other organisations outside the nine TPC areas in question.**
- 1.2 The resolution of the Cabinet on 17 July was:
- That a more detailed report is considered by Cabinet to include:
- a) a detailed assessment of the future need of the Council's streetlights, based on the criteria for retention, outlined in the report;
  - b) a robust review of the calculation for "Special Expenses", paid through annual Council Tax bills and
  - c) to agree in principle, to an amendment to the capital programme to include an additional £600,000 for street lighting for the period 2017/18 to 2018/19.
- 1.3 This report details the further work that has been undertaken as a result of Cabinet's decisions and outlines options around future need, funding, condition and possible management arrangements and a timeline for next steps subject to Cabinet approval. As previously reported the Council has assessed the condition of the stock it manages and it is apparent that much of it is coming to the end of its useful life and this is a key driver for looking at the future of these assets and their sustainable future management. There is a backdrop of the Council having to face increasing financial pressure and make hard choices about the level and extent of service provision to secure sustainable services for the future. In the case of lighting there is a variable level of provision across the district with effectively a 'mixed economy' of different providers. In the stock we manage this is demonstrated by a legacy of local management of lighting in only 9 TPC areas but also on behalf of Saffron housing. The latter is beyond the scope of this report.

## 2. Background

- 2.1 As previously reported only nine of South Norfolk's 119 parishes have footway lights managed by South Norfolk Council. The Council is currently responsible for the management of 1,043 streetlights (including 191 which are managed on behalf of Saffron Housing Trust and on Council car parks/land). It should be recognised that most streetlights right across the district are managed by Norfolk County Council as a highway lighting authority. Some TPCs also make their own arrangements for footway lighting.

## 3. The need for streetlights and the assessment

- 3.1 **Changing times** - the majority of streetlights that the Council maintains were installed many years ago when new developments arose. Times have changed with social and economic conditions which are now different. Life and societal requirements have moved on to the extent that modern housing developments generally do not include street lights (unless they are necessary for Highways purposes as determined by Norfolk County Council, which is not a matter for us as a District Council). There are also a range of technological solutions and smart lighting which makes the need for traditional local lighting less pressing. Also given the financial headwinds we are facing we must question the expense of running and replacement costs of lighting funded by council tax payers unless absolutely necessary.
- 3.2 **Environmental factors** - it should also be recognised that a number of the nine TPC areas with lights are rural communities where 'dark skies' are valued and lights are not always welcome as an intrusion into the local tranquillity. There is also some evidence that lighting has an ecological impact on wildlife. There are other benefits in following this path e.g. lowering energy usage (reducing carbon footprint) and reducing light pollution (helping to have dark skies). Many of the nine parishes with lights are rural communities, where there is often a feeling that streetlights detract from the dark night sky. The Campaign for the Protection of rural England (CPRE), has an initiative that seeks to reduce the amount of light pollution in our towns and villages.
- 3.3 **Crime and streetlights** - there can be a perception that streetlights protect residents from crime and disorder. This belief is not backed up by any evidence we have found, and studies have consistently shown that the absence of streetlights does not have a detrimental effect on crime in unlit areas. These studies are local (Norfolk and Suffolk) as well as national research. For example, a study by the London School of Hygiene & Tropical Medicine, London found little evidence of harmful effects of switch off, part-night lighting, dimming, or changes to white light/LEDs on road collisions or crime in England and Wales. These results have been supported by studies undertaken by the Norfolk and Suffolk Constabularies. Advances have also been made in terms of designing out crime in housing settings with smart technology and surveillance. In any event as part of our further work on assessing the local 'need' for

streetlights we have undertaken, in conjunction with the police, an analysis of actual crime and anti-social behaviour(ASB) in relation to the siting of local lighting.

3.4 **SNC lighting ‘needs’ assessment based on crime and vulnerability** - following on from Cabinet of 17 July 2017 the following broad approach and principles, as outlined below, were agreed for assessing the ‘need’ for local lighting across the 9 TPC areas:

- The Council agreed that lights should only be retained where there is a convincing need, based on evidence based criteria resulting in retaining lights at those locations where:
  - there are safety reasons associated with dangerous road junctions or;
  - there are high levels of recorded crime (and specific Police advice is that individual light retention will make a real difference); and/or
  - groups of particularly vulnerable people specifically need footpaths lit (which will be assessed on a local risk assessed basis)

3.5 The summary outcome of this assessment of ‘needs’ is shown for each TPC area in **Table 1** below:

Parish/Town area	Total number of lights in TPC area managed by SNC	Road safety criteria – number of lights justify retention	Crime assessment – number of lights justify retention	Vulnerability assessment – number of lights justify retention	Total of lights where justification for retention has been identified *
Chedgrave PC	31	0	0	0	0
Costessey TC	226	27	41	17	69
Diss TC	235	32	139	9	148
Ditchingham PC	96	0	4	14	18
Ellingham PC	19	0	0	0	0



Gillingham PC	18	0	0	2	2
Kirby Cane PC	7	0	0	0	0
Loddon PC	33	0	0	5	5
Wymondham TC	180	6	62	7	70
<b>Total</b>	<b>845</b>	<b>65</b>	<b>246</b>	<b>54</b>	<b>312</b>

*Note – the assessment can mean that a light may meet more than one criteria.*

According to our criteria, there are 312 locations where light is ‘needed’. As a principle, SNC will look to provide the most efficient level of provision to maintain the service identified by ‘need’, which could result in fewer modern LED lights providing the same provision of light as the current number of older sodium lights. The ‘needs’ assessment methodology, the report by the police and our vulnerability assessment are attached as **appendices 1,2 and 3 respectively**.

- 3.6 TPCs can play a key role in establishing need for and management of services important to their local communities. It is important that TPCs are enabled to take a view on the appropriate level of needed provision in their locality. We will be asking for their cooperation and agreement to assume local management.

#### **Recommendation 1**

**SNC adopts the definition of ‘need’ of provisionally 312 locations requiring ongoing streetlight provision, subject to consultation with TPCs. Note - if the same level of light can be provided by fewer lighting points and use of more modern LED lights then SNC will pursue this as a more cost-effective model.**

#### **4. Position on condition and maintenance**

- 4.1 **Current Condition** – lights have been inspected both structurally and electrically according to best practice and using a Red-Amber-Green reporting methodology with red being lights coming to the end of their useful life and needing very prompt attention.

Lights that are in the amber category will require retests by April 2019 and green by April 2022. The further inspections will determine the action required in terms of structural integrity in the case of columns. SNC will look to replace required ambers and green condition lights as they come to the end of their useful life on the basis of as outlined above. It should be recognised that not all lights are mounted on steel or concrete columns – a number are low level bollards and wall/pole mounted (c 108). The current condition of the 845 lights is summarised in **table 2** below along with an indication of the provisional number of locations still ‘needed’ as described in section 3, in brackets.

<b>Table 2</b> Parish/Town area	Total number of lights in TPC area managed by SNC	RED - number of lights requiring prompt attention*	Amber - number of lights requiring replacement in next 2 years or so*	Green - number of lights requiring attention/replacement in next 5 years or so*
Chedgrave PC	31	0(0)	7(0)	24(0)
Costessey TC	226	74(34)	85(15)	67 (20)
Diss TC	235	12(9)	146 (89)	77(50)
Ditchingham PC	96	2 (0)	23(6)	71(12)
Ellingham PC	19	0(0)	3(0)	16(0)
Gillingham PC	18	0(0)	2(1)	16(1)
Kirby Cane PC	7	1(0)	2(0)	4 (0)
Loddon PC	33	0(0)	5(3)	28(2)
Wymondham TC	180	2 (1)	41(20)	137(49)
<b>Total</b>	<b>845</b>	<b>91(44)</b>	<b>314(134)</b>	<b>440(134)</b>

*\* in brackets number of lights in the TPC area in question assessed provisionally as ‘needed’ – total 312 locations.*

## Recommendation

**2) SNC crops all Red lights as a priority, as they have reached the end of their useful life. Following this and consultation with TPCs, 'needed' red lights will be replaced, and those not 'needed' will be fully de-commissioned**

## 5. Financial implications – cost and funding

- 5.1 **Special expenses** - as previously stated the cost of South Norfolk Council managing streetlights within Town and Parish Council areas is currently funded by raising 'Special Expenses' (SE), which are paid for through their annual Council Tax Bill by the individual households within the parish who directly benefit (this being the fairest way of charging for lights for those that use them). However, the current funding is set as a standard charge per household, irrespective of the number of lights in a locality or the number of taxable households. Special Expense levels have also not been increased for many years and now, in most cases (seven out of nine), do not cover the full-life cost of the lights within the TPC area. The total amount levied by Special Expenses for streetlights was £76,775 for 2017/18 against an annualised full life cost of £101,400. It is worth noting that the total Special Expense levied back in 2010/11 was £77,663 and that the amount charged has not kept pace with inflation due to Special Expenses being held within referendum limits.
- 5.2 Cost modelling has been undertaken for Special expenses which is summarised at **Table 3** below. This highlights the variability in SE. The costs also reflect column replacement costs at present cost 'written down' over 30 years. Where the TPC wishes to retain more lights then the costs that would need to be raised via special expenses or in due course by TPC precept. Equally if TPCs wish to retain fewer lights then the cost burden will reduce in that area for residents. It should be noted that where only the 'needed' lights are retained the SE or precept on the council tax bill will reduce accordingly. In addition, where new technology (LED) is adopted incrementally this will put further downward pressure on energy and running costs.

<b>Table 3</b>	<b>Current Special Expense Raised 17/18</b>	<b>Taxable households 17/18</b>	<b>Total number of lights</b>	<b>Estimated costs based on all lights</b>	<b>SE on tax base for all lights</b>	<b>Indicative number of lights 'needed'</b>	<b>Estimated Costs based on 'needed' lights</b>	<b>SE on tax base for 'needed' lights</b>
<b>Town/Parish Council</b>								
Chedgrave	£1887	382	31	£3,720	£9.62	0	£0	£0
Costessey	£24,774	5,015	226	£27,120	£5.08	69	£8,280	£1.55
Diss	£13,184	2,669	235	£28,200	£10.86	148	£17,760	£6.84
Ditchingham	£3077	623	96	£11,520	£18.22	18	£2,160	£3.42
Ellingham	£998	202	19	£2,280	£11.05	0	£0	£0
Gillingham	£1195	242	18	£2,160	£8.69	2	£240	£0.97
Kirby Cane	£657	133	7	£840	£6.11	0	£0	£0
Loddon	£4525	916	33	£3,960	£4.23	5	£600	£0.64
Wymondham	£26,478	5,360	180	£21,600	£3.97	70	£8,400	£1.54
<b>Grand Total</b>	<b>£76,775</b>	<b>15542</b>	<b>845</b>	<b>£101,400</b>	<b>£6.42</b>	<b>312</b>	<b>£37,440</b>	<b>£2.41</b>

- 5.3 **Running costs per light** – the cost modelling is based on average £120 per light per year for conventional sodium lighting - £32 electricity, £15 maintenance, £9 average inspection (periodic – not yearly), £8 management, £56 pa per light over 30 years – ‘write down’. Electricity and maintenance halve when LED units are installed due to lower energy usage and ‘solid state’ reliability.
- 5.4 **Costs of column replacement given where we are** – outlined in **Table 4** below are the capital (and revenue) implications of the ‘needed’ lights given their current condition. **Table 5** relates to the total existing stock that we manage.

**Table 4 - 312 lights**

<b>Financial implications of 'retained' lights - 312</b>	<b>Cost</b>
Cost of replacing 44 'red' lights@ up to £1700 each	£75k
Cost of replacing 134 'amber' lights@ up to £1700 each	£228k
Cost of replacing 134 'green' lights@ up to £1700 each	£228k
<b>Total for 312 lights</b>	<b>£531k capital (current cost)</b>
<b>Estimated revenue cost of decommissioning unnecessary lights and cropping red lights</b>	<b>£450k revenue</b>

**Table 5 - 845 lights**

<b>Financial implications of current lights – 845</b>	<b>Cost</b>
Cost of replacing 91 'red' lights@ up to £1700 each	£155k
Cost of replacing 314 'amber' lights@ up to £1700 each	£534k
Cost of replacing 440 'green' lights@ up to £1700 each	£748k
<b>Total for 845 lights</b>	<b>£1.437M capital</b>

If we were to replace all 312 lights as per retention criteria this requires at most £531k capital. If we were to pay for all the amber and red lights in the remainder of the stock this would be another £386k.

**In terms of column replacement at a TPC this is detailed in table 6 below.**

<b>Table 6</b> TPC area	Total number of lights to be retained	Cost of replacing RED - £/k	Cost of replacing AMBER - £/k	Cost of replacing GREEN - £/k	Total number of lights in TPC area managed by SNC	Cost of replacing RED - £/k	Cost of replacing Amber- £/k	Cost of replacing Green - £/k
Chedgrave PC	0	£0	£0	£0	31	£0	£11.9	£40.8
Costessey TC	69	£57.8	£25.5	£34	226	£125.8	£144.5	£113.9
Diss TC	148	£15.3	£151.3	£85	235	£20.4	£248.2	£130.9
Ditchingham PC	18	£0	£10.2	£20.4	96	£3.4	£39.1	£120.7
Ellingham PC	0	£0	£0	£0	19	£0	£5.1	£27.2
Gillingham PC	2	£0	£1.7	£1.7	18	£0	£3.4	£27.2
Kirby Cane PC	0	£0	£0k	£0	7	£1.7	£3.4	£6.8
Loddon PC	5	£0	£5.1	£3.4	33	£0	£8.5	£47.6
Wymondham TC	70	£1.7	£34	£83.3	180	£3.4	£69.7	£232.9
<b>Total</b>	<b>312</b>	<b>£74.8</b>	<b>£227.8</b>	<b>£227.8</b>	<b>845</b>	<b>£154.7</b>	<b>£533.8</b>	<b>£748</b>

**NOTE – not necessarily replaced on a ‘1 to 1’ basis but similar local provision as agreed with TPC.**

Given Cabinet on 17 July 2017 the Council is ‘minded to’ fund the replacement of ‘needed’ lights although this would not necessarily be based on a ‘1 to 1’ basis but would take a view on whether or not an alternative scheme would work in some circumstances given new technology, etc. We will look to provide the appropriate levels of light where necessary and take opportunities to reduce stock and running costs

#### **Recommendations –**

- 3) agree the capital budget to replace all ‘needed’ lights as they reach the end of their useful life, and the funding required to decommission all lights no longer needed as soon as possible and post TPC consultation. For the avoidance of doubt this will include ‘amber’ and ‘green’ lights no longer necessary.**
- 4) If the Council does retain any management of lights, increase special expenses to fund the full life of the asset, not just the revenue costs, to be split proportionally across the taxable households within the each TPC area.**
- 5) agree that the Council can fund the TPC to the tune of the cost of decommissioning any light, if the TPC chooses to retain and manage any lights beyond those ‘needed’.**

## **6. Future Management Arrangements**

- 6.1 SNCs preferred position would be that all 9 TPCs take on the management of the stock of footway lights and they fund the running of these lights through their precept. Given the opportunity for TPCs to exercise local choice in the provision of lighting we are keen to agree terms for an orderly transfer of stock in to each TPC on an area by area basis dealing with those lights which are most pressing given their condition initially. This approach is in line with our aspiration for local management, choice and funding by local precept for 19/20 with special expenses levied by us in 18/19. Funding will have to be set proportionate to agreed actual lighting provision in 19/20. However, we need to recognise that:
  - 1. Some TPCs have not got the expertise or the confidence to take on and run these assets
  - 2. SNC does not have the ability to require the transfer to some or all TPCs.

6.2 Nevertheless, in terms of the **principles** we are proposing to move forward with TPCs these are:

1. We need to consult with TPCs on our assessment of 'needed' lights to see if they have identified any others that meet the criteria we have used. We will replace these 'as and when' based on condition but not necessarily on a '1 to 1' basis as outlined above.
2. Ask TPCs – on behalf of their communities – if the TPC would like more lights – depending on the current SE funding – this may mean raising more precept – see table 3. We will offer an incentive of the equivalent of the decommissioning costs. Irrespective of consultation with TPCs we need to act now to address these 'red' lights quickly and then replace those that are 'needed' or equivalent and decommission those that are not – as agreed with the TPC- and irrespective of condition.
3. If requested, South Norfolk Council will assist the TPC in making their own arrangements for funding (via, for example, the Public Works Loan Board) of any replacement columns beyond those funded by this Council. It should be recognised that this funding can be offset over the life of a column which is at least 30 years. It should be recognised that Community Infrastructure levy (CIL) can be used 'in principle' for this purpose.
4. South Norfolk Council will support the TPCs in procurement of new columns and seeking competent contractors to maintain the stock, the supply of electricity, periodic surveys and everyday management if required.

6.3 In terms of engagement all TPCs have been written to and asked 'in principle' to take over local management. As a result, we are actively discussing their needs with a number and exchanging information pending the outcome of the assessment reported here and the outcome of this report. Some more detailed discussion has been held with Costessey TC in particular who have requested further detail before making a decision. The view expressed to date is that the TC would like all current lights to be retained in their area.



7. **Proposed outline timetable for action** – see below - given there is a need for pressing action given the condition of a proportion of the stock and the financial prerogative. Subject to detailed planning and contractor availability. The approach is based on the rationale of decision making according to public safety risk management and justification of retaining lights given the criteria adopted and actioned.

Action	Timescale
Send letter to all TPCs affected outlining decision and next steps Crop all 'red' lights	WC 15 January 2018 Mid-February 2018
Replace all 'needed' reds.	By end of May 2018
Agree future management of street lights with TPC for remainder of stock – to allow for TPC budget making and precept setting. Inspect lights where appropriate.	By end of May 2018 for final transfer by March 2019
Decommission all lights 'not needed'	By end of October 2018

## 8. Risks and implications arising

- The assessment criteria have taken account of actual crime and disorder issues as well as the impact on vulnerable and disadvantaged groups, the proposed approach will also have a positive impact on the environment as it will reduce energy use.
- Not having an approach to deal with the streetlights has public health and safety considerations as corroded streetlights could fall and damage people or property.
- The proposed approach based on the lights identified to be retained will have a financial impact depending on the choice of TPCs regarding their future lighting provision. It is proposed that the capital cost is added to the Capital Programme, the impact of which will be to bring forward the requirement for borrowing. Assuming TPCs are willing to assume local management there could be no ongoing costs to South Norfolk Council, as locally managed costs for removal or replacement and long term maintenance would be covered through local precepts (which would be offset by the concurrent ending of the current Special Expenses scheme). The ability for District Councils to raise special expenses is contained in the 1992 Local Government Finance Act. However, under section 35(2)(d) of the act special expenses can be raised where a function is carried out by the district in only part of its area and the same function must be carried in another part of the district by one or more parish councils. As the proposal is that the Council will no longer provide this service anywhere within the district it will no longer have the ability to raise special expenses for this function. It should be recognised that a number of TPCs will need to raise their precepts above that currently raised from Special expenses if they wish to retain the whole current stock managed by this Council.

## 9. Summary of Recommendations

That Cabinet agrees the following:

- a. we adopt the definition of 'need' of provisionally 312 locations requiring ongoing streetlight provision, subject to consultation with TPCs. Note - if the same level of light can be provided by fewer lighting points and use of more modern LED lights then SNC will pursue this as a more cost-effective model.
- b. that SNC 'crops' all red lights as a priority, as they have reached the end of their useful life. Following this and consultation with TPCs, 'needed' red lights will be replaced, and those not 'needed' will be fully decommissioned. Commencing this programme post cabinet decision.
- c. that the capital budget of £531k to replace all 'needed' lights as they reach the end of their useful life, and the funding required to decommission lights no longer needed up to £450k. For the avoidance of doubt this will include 'amber' and 'green' lights no longer necessary.
- d. if the Council does retain any management of lights, increase special expenses to fund the full life of the asset, not just the revenue costs, to be split proportionately across the taxable households within each TPC area.
- e. that the Council can fund the TPC to the tune of the cost of decommissioning any light, if the TPC chooses to retain and manage any lights beyond those 'needed'.

## Appendix 1: Agreed Evidence Based Criteria for the Retention of Streetlights

Criteria	Objective Measure
Key road junctions with a proven history of accidents, where removal of lighting is likely to significantly increase future risk of incidence and there is no viable prospect of applying other control measures in mitigation (e.g. changes in local speed limit).	Number of recorded RTA's in proximity of junction (say 50m in all directions)
Areas with high levels of recorded crime, where removal of lighting is likely to significantly increase the potential for future offending and so materially and adversely affect public safety.	Number of recorded crime incidents in last 2 years as advised by local Police (suggested minimum 4 i.e. six monthly).
Areas with a high concentration of particularly vulnerable people, who have a demonstrable need to be able to use well-lit footpaths at night-time as part of their regular daily life.	Local risk assessment focussing on settings where there is an unusually high concentration of vulnerable people e.g. hospital/GP surgeries to bus-stop paths, sheltered housing schemes and so forth.

# Joint Performance and Analysis Department

## South Norfolk Street Lighting

*Police data analysis to inform street light assessment by South Norfolk Council (Parishes Version)*

*Produced: October 2017*

### HANDLING CONDITIONS:

This document is the property of Norfolk Constabulary and is provided to be used only for its requested purpose. It is to be viewed in its entirety at all times and no content should be separated from the methodology on page 2.



**POLICE**  
NORFOLK & SUFFOLK  
*working together for you*



# Methodology

- Street light locations have been provided by South Norfolk Council for assessment.
- The following police data has been compared to these street light locations on the following slides. No other criteria has been used to restrict this data (i.e. time of day).

Crime Type	
Arson	Bicycle Theft
Burglary	Criminal Damage
Other Theft	Public Order
Robbery	Sexual
Vehicle	Violence
(Domestic-related crimes are excluded from the data)	

Anti-Social Behaviour Type
Nuisance
Environmental
(The 'Personal' anti-social behaviour type has been excluded from the data)

- A circular buffer has then been placed around each street light, measuring 200m in diameter.
- Looking at crime and anti-social behaviour (ASB) incidents recorded in the last year (Sep 16 - Aug 17), each buffer is coloured based on the number of incidents within it. **Please note**, where buffers overlap, this often results in several buffers being coloured by a relatively small number of crimes/incidents.
- **Buffer breakdown:** Buffers containing less than 10 crimes/incidents are not coloured. Buffers containing 10-29 crimes/incidents are coloured, but cannot be analysed on this scale. The remaining buffers contain 30 or more crimes/incidents, and further comment is provided on each of these.
- Road Traffic Collision (RTC) data has also been compared to the street lights on the final slide.
- As well as considering the above, Norfolk Constabulary requests that it is noted that many of the areas where lights could be decommissioned have an elderly population, and that letting street lights reach the end of their lifespan could increase feelings of fear of crime amongst these vulnerable groups.

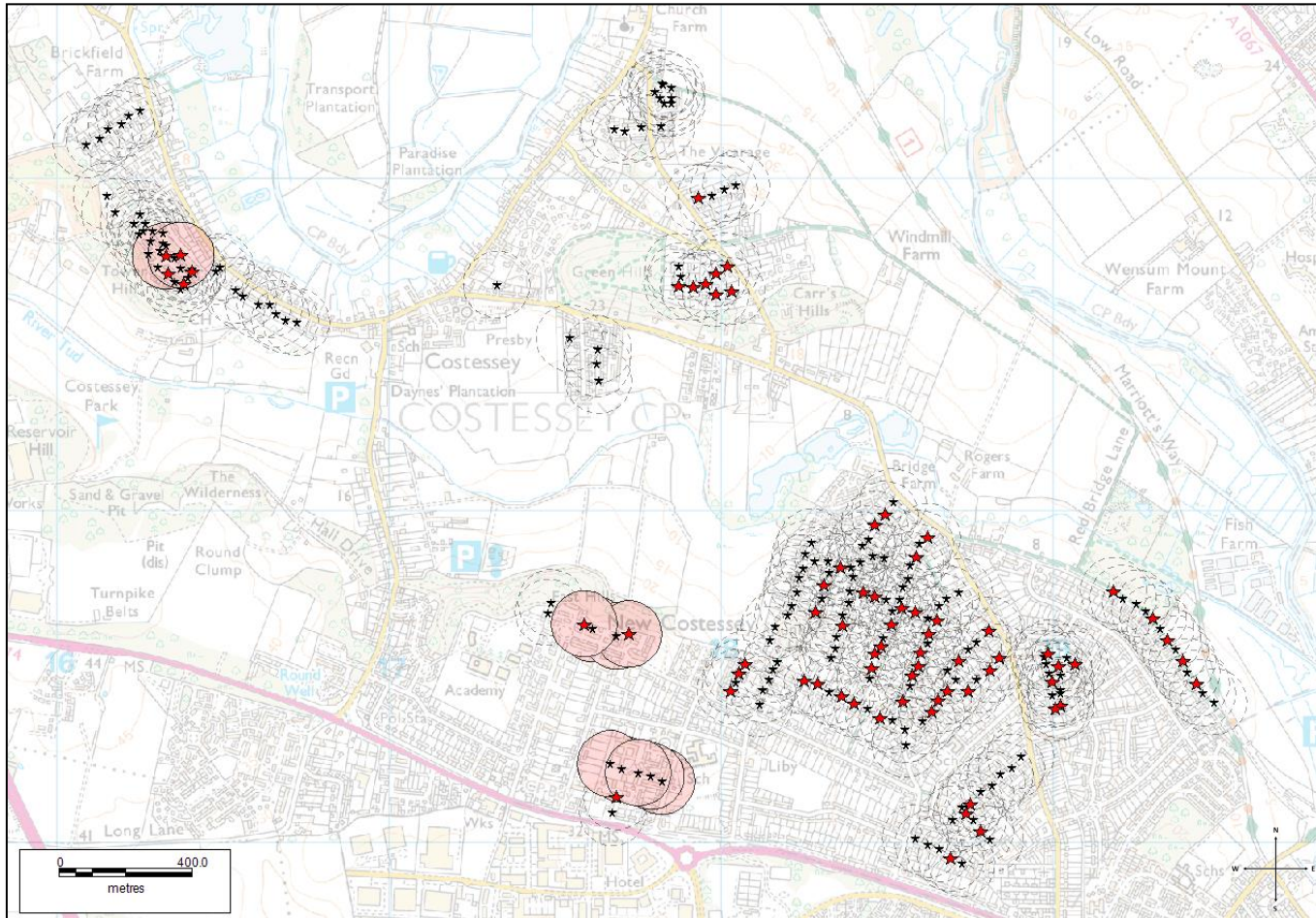
# Costessey

## Additional Comments:

Hot-spots:  
11

Hot-spots  
requiring further  
comment:  
**None**


(As per definitions  
explained on slide 2)








## Key:

  
 Street light

  
 Street light  
 (approaching  
 the end of  
 its useful life)

  
 Buffer around  
 each street light  
 (200m diameter)

 40 or more  
 30 to 39  
 20 to 29  
 10 to 19  
 Less than 10

Buffer colour  
 based on the  
 number of  
 crimes/ASB  
 incidents



# Wymondham

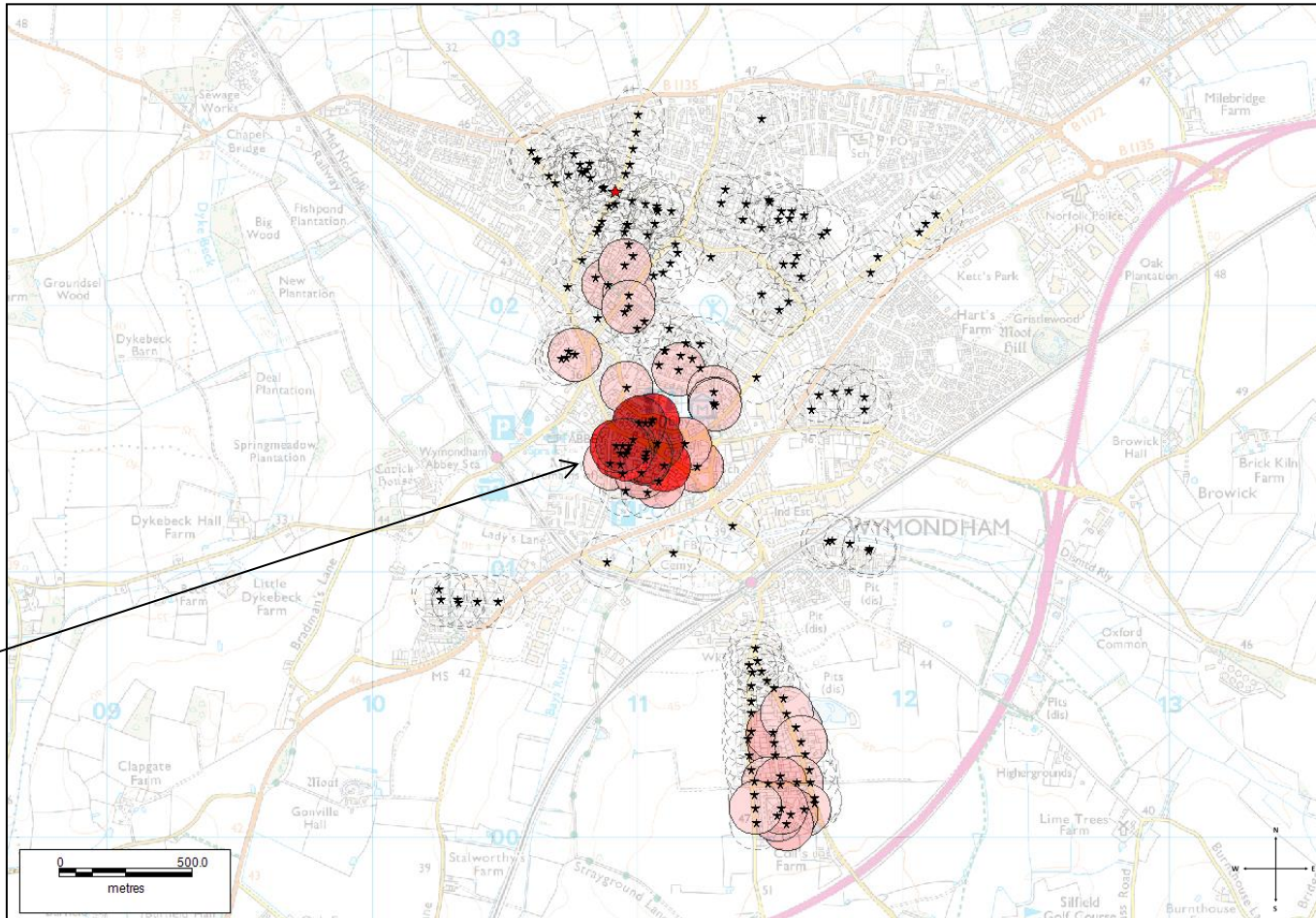
## Additional Comments:

Hot-spots:  
49

Hot-spots  
requiring further  
comment:  
19

(As per definitions  
explained on slide 2)

Comment:  
The 19 street  
lights hot-spots  
here are in  
Wymondham  
town centre.  
Other than  
being densely-  
populated, the  
market place is  
known for ASB,  
and there are  
public houses in  
the area.



## Key:

★  
Street light

★  
Street light  
(approaching  
the end of  
its useful life)

○  
Buffer around  
each street light  
(200m diameter)

40 or more  
 30 to 39  
 20 to 29  
 10 to 19  
 Less than 10

Buffer colour  
based on the  
number of  
crimes/ASB  
incidents



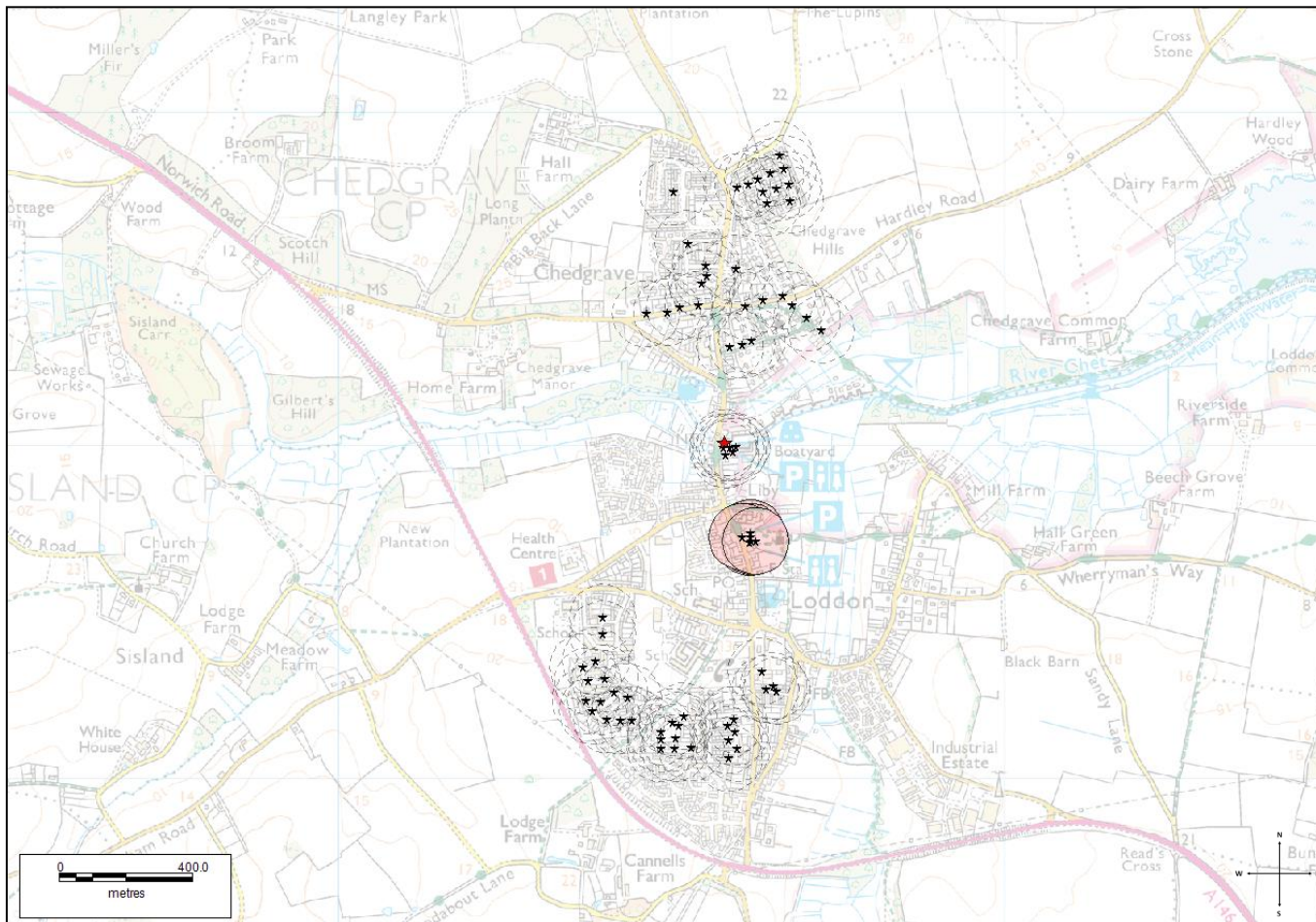
# Chedgrave & Loddon

## Additional Comments:

Hot-spots:  
6

Hot-spots  
requiring further  
comment:  
**None**

(As per definitions  
explained on slide 2)



## Key:



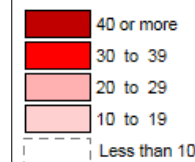
Street light



Street light  
(approaching  
the end of  
its useful life)



Buffer around  
each street light  
(200m diameter)



Buffer colour  
based on the  
number of  
crimes/ASB  
incidents

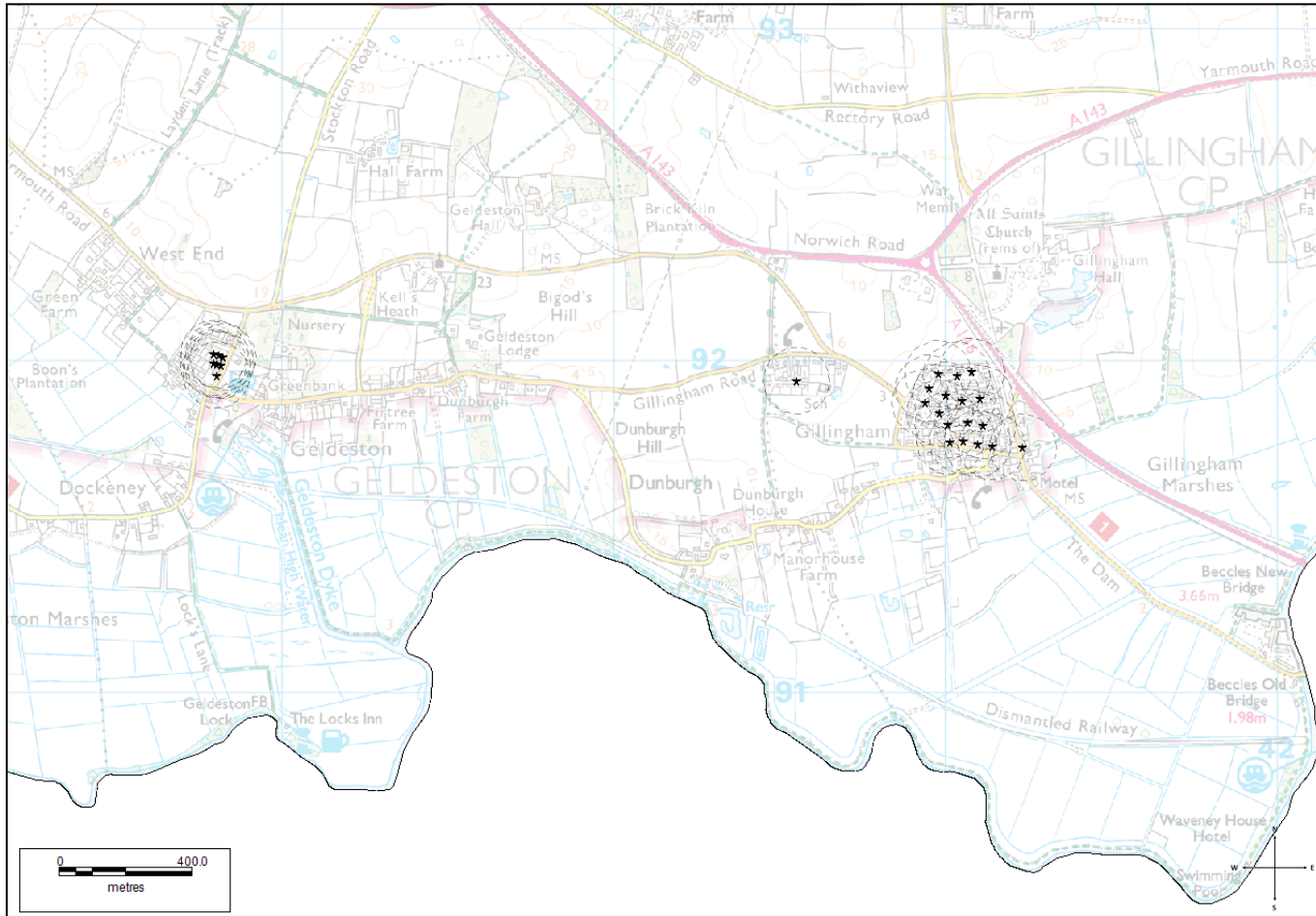
# Geldeston & Gillingham

## Additional Comments:

Hot-spots:  
**None**

Hot-spots  
requiring further  
comment:  
**None**


(As per definitions  
explained on slide 2)








## Key:

  
 Street light

  
 Street light  
 (approaching  
 the end of  
 its useful life)

  
 Buffer around  
 each street light  
 (200m diameter)

	40 or more
	30 to 39
	20 to 29
	10 to 19
	Less than 10

Buffer colour  
 based on the  
 number of  
 crimes/ASB  
 incidents



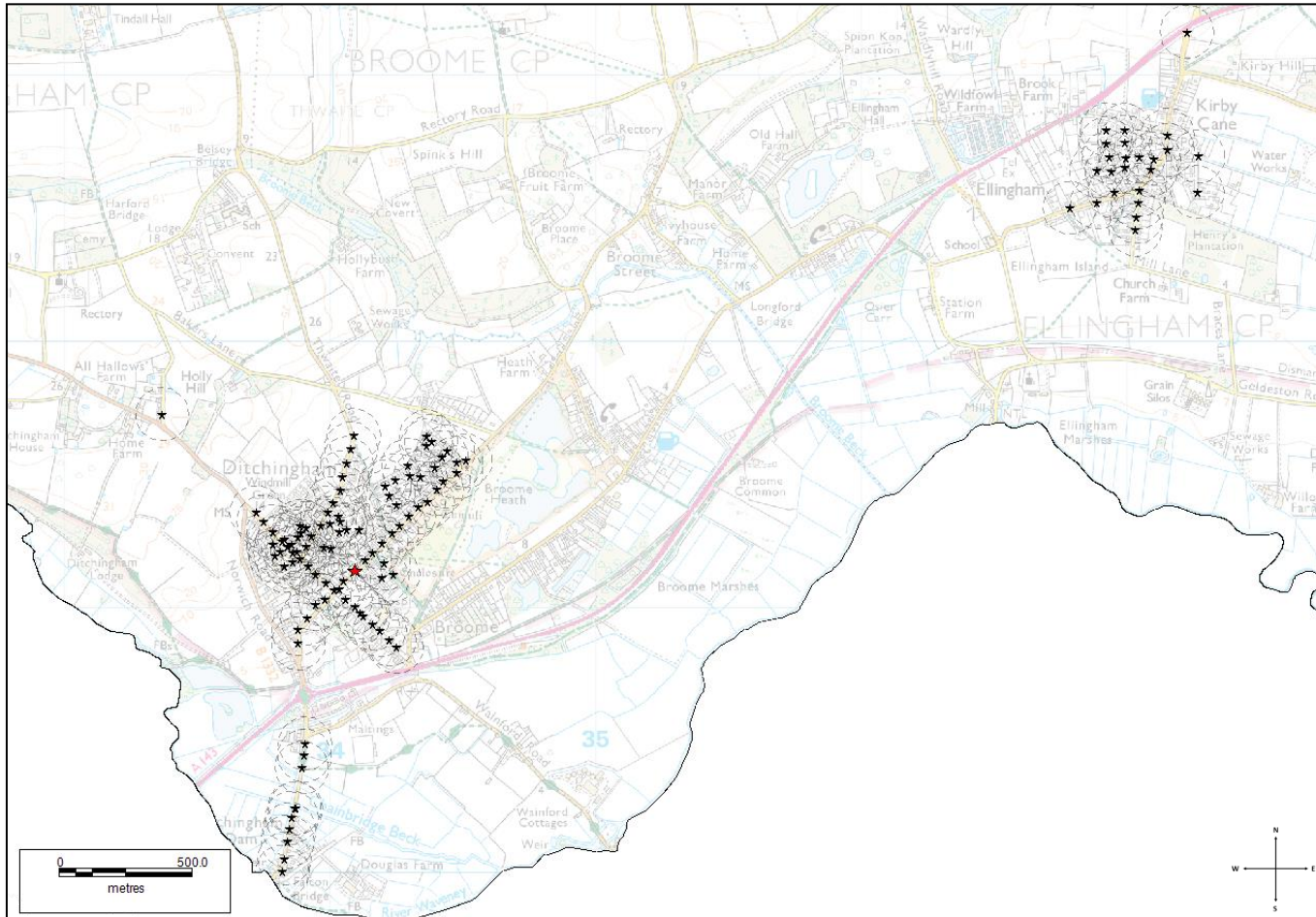
# Ditchingham, Ellingham & Kirby Cane

## Additional Comments:

Hot-spots:  
**None**

Hot-spots  
requiring further  
comment:  
**None**


(As per definitions  
explained on slide 2)








## Key:

  
 Street light

  
 Street light  
 (approaching  
 the end of  
 its useful life)

  
 Buffer around  
 each street light  
 (200m diameter)

 40 or more  
 30 to 39  
 20 to 29  
 10 to 19  
 Less than 10

Buffer colour  
 based on the  
 number of  
 crimes/ASB  
 incidents

# Diss

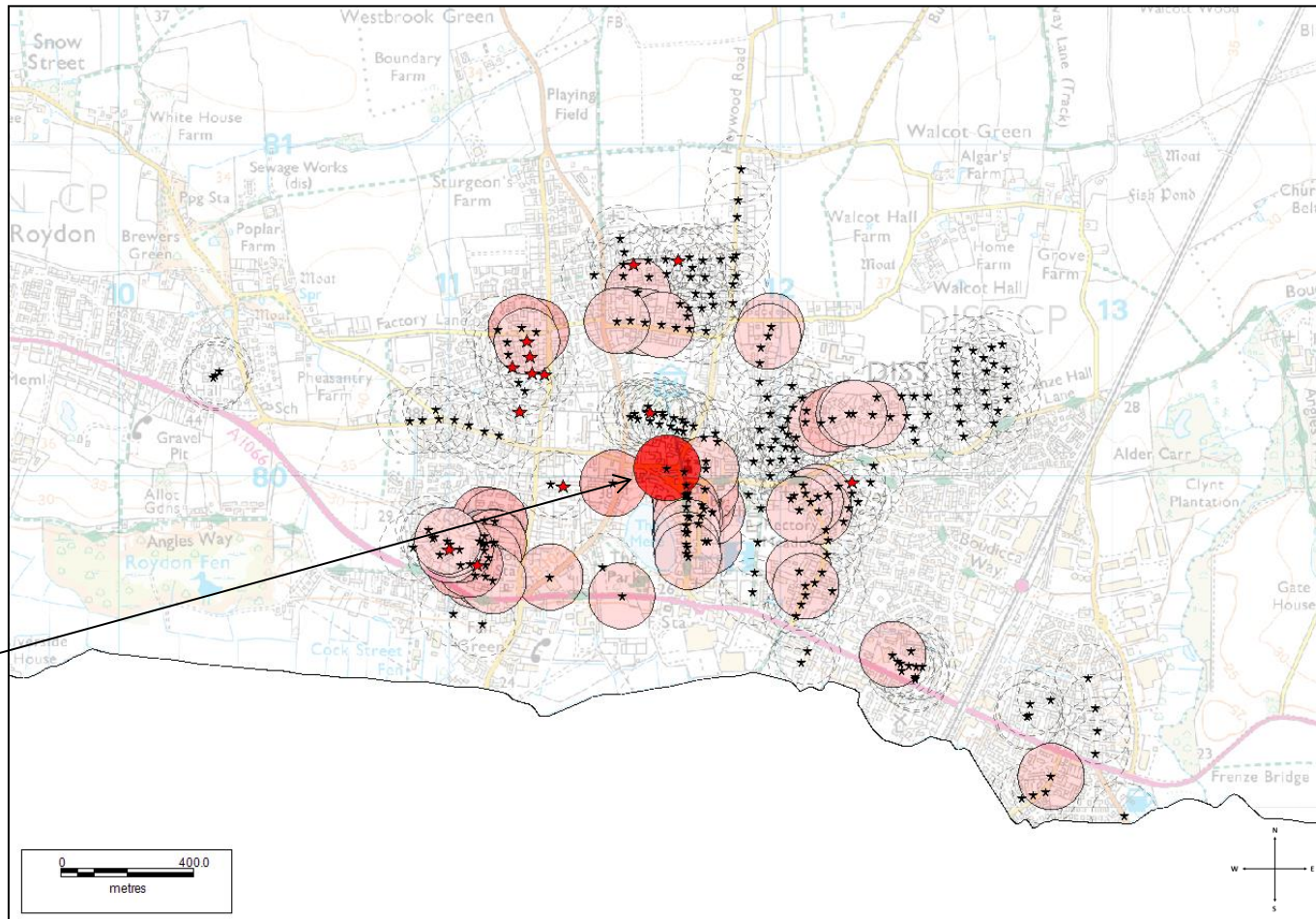
## Additional Comments:

Hot-spots:  
73

Hot-spots  
requiring further  
comment:  
1

(As per definitions  
explained on slide 2)

Comment:  
This hot-spot  
contains  
multiple public  
houses and one  
neighbourhood  
issue. Other  
than that, the  
incidents are  
varied, but this  
hot-spot is in  
the market  
place area of  
Diss.



## Key:

★  
Street light

★  
Street light  
(approaching  
the end of  
its useful life)

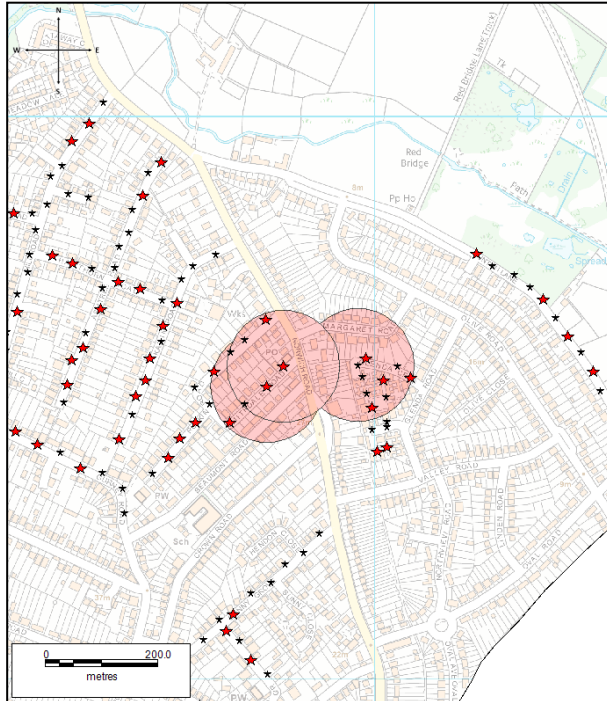
○  
Buffer around  
each street light  
(200m diameter)

40 or more  
30 to 39  
20 to 29  
10 to 19  
Less than 10

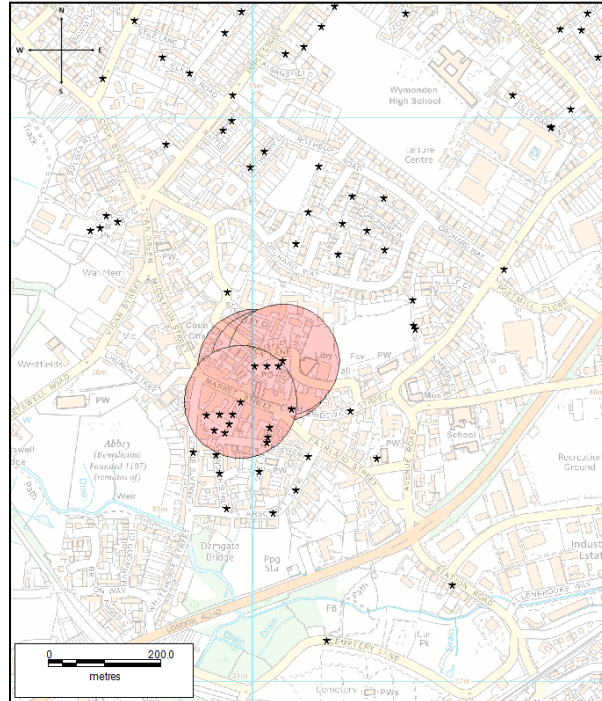
Buffer colour  
based on the  
number of  
crimes/ASB  
incidents



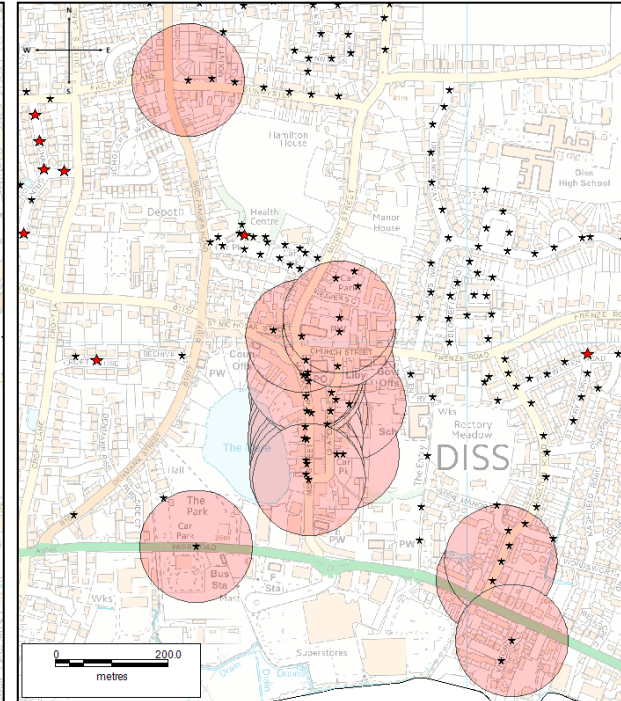
# Road Traffic Collisions



Costessey



Wymondham



Diss

- This slide works on the same basis as those previous but, rather than crime and anti-social behaviour, the buffers are now based on the number of road traffic collisions. The buffer colour does **not** indicate incident volume on this slide.
- In this case, a buffer is only shown where a hot-spot has been created by three or more road traffic collisions in the last three years (Sep 14 - Aug 17). Three years of data has been used rather than one due to the low levels of RTCs.
- Across South Norfolk, the three maps above show the only hot-spots generated. **Please note**, in each case, multiple hot-spots are generated due to the overlap of closely-concentrated buffers, rather than a large number of collisions.

### Appendix 3 – ‘vulnerability’ assessment

Town/Parish Council	No. of vulnerable locations	No. of lights	List of roads	Type of lights
Costessey	3	17	Beechcroft, Grays Fair, Tower Close, Linalls Drive	Column Column Column Column
Chedgrave	0			
Diss	4	9	Bloomfield Road, Mount Street, Rectory Meadows, The Entry	Column Column Column Column
Ditchingham	5	14	Hollow Hill Road, Rider Haggard Way, Beevors Gardens, Loddon Road	Column Column Column Column
Ellingham	0			
Gillingham	2	2	The Boundaries Loddon Road	Column Column
Harleston	0			
Kirby Cane	0			
Loddon	2	5	Davy Place, Drury Lane.	Column Column
Wymondham	4	7	Edwins Close Cemetery Lane Melton Road Northfield Gardens	Column Column Column Column

## **Broadland and South Norfolk - Collaborative Working Opportunities Report to Joint Lead Members Group**

### **Summary**

The paper outlines the opportunity for a shared planning management team to support the delivery of an effective and efficient planning service at both Broadland District Council and South Norfolk Council. The paper follows on from the agreement of both Councils to develop a feasibility study to explore the opportunities for a shared culture and shared management team and the commitment to explore opportunities that emerge during the period of the feasibility study. The paper sets out the background to the feasibility study, the rationale for the early adoption of a shared management team for the two councils planning services, the proposal, benefits and any implications.

### **Background**

At their Full Council meetings in September, Broadland District Council and South Norfolk Council unanimously agreed to support the development of a feasibility study to explore the opportunities for collaborative working including shared management, whilst maintaining individual council autonomy.

The rationale for undertaking this project is:

- To drive forward economic growth in Broadland and South Norfolk and strengthen the profile of Greater Norwich as a place in which to invest;
- To provide the capacity and resilience within the organisations to deliver good quality services to our residents;
- To address and respond to the challenges around financial sustainability given the uncertainty around the future funding of local government

The councils have agreed to explore the potential for shared arrangements as opportunities arise during the process of the feasibility study and this paper sets out the proposal for such an opportunity within the planning service.

### **Rationale for early introduction of a shared planning service**

The councils have agreed to explore potential shared arrangements that present themselves during the collaborative working project, which support the rationale, but would not prejudice the outcome of the wider project. In respect of the planning function, South Norfolk will shortly have a vacancy in a senior post which presents an opportunity to consider whether a 'shared service' would be an appropriate interim arrangement.

- Both councils have economic and housing growth as a key objective; planning plays an important role in the growth agenda;
- Both councils have a history of collaborative working on strategic planning across Greater Norwich going back over ten years; and
- The two councils already have similar structures for the planning service;

Due to the established collaborative history around strategic planning, a 'shared planning service' would appear to present a natural 'fit' to the rationale for undertaking the collaborative working project and provide an early indicator as to the potential success of the wider project.

## **Proposal**

It is proposed to combine the planning teams from Broadland and South Norfolk together, under a joint management team comprising 3 posts:

- Head of Planning;
- Development Manager – responsible for the running of the Development Management service.
- Spatial Planning Manager - responsible for running the Spatial Planning service.

The Head of Planning post will report to the Chief Executive at Broadland, and to the Director of Growth and Business Development at South Norfolk and will be responsible for the planning service for both Councils. The post holder will also represent both Councils in the senior Greater Norwich officer group. The manager posts will report to the Head of Planning. A proposed structure chart can be found in Appendix A.

It is suggested that the proposal is an interim arrangement lasting initially for up to 12 months. This time period has been proposed 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.

The structure below the management posts will initially remain largely as current in the two councils. This will maintain capacity within the councils and increase resilience at this time when the planning service is under increasing pressure.

Appointments to the new interim posts will be from existing staff. It is proposed that Phil Courtier will take on the role of Head of Planning, Helen Mellors will take on the role of Development Manager and John Walchester will take on the role of Spatial Planning Manager.

The next stage will be for the Head of Planning and the managers to review team structures, and identify if there are any opportunities for expanding service delivery, driving efficiencies and delivering further savings. The service will continue to be delivered from the respective council offices. The autonomy of the Planning Committees will remain as at present.

Any vacancies which arise during the interim period will first be reviewed to see if they need to be filled or whether they present opportunities for further collaborative working. If there is an established need for posts to be recruited to, then these will be advertised internally between the 2 councils, before considering external recruitment.

Should the interim arrangements be confirmed as permanent after 12 months, there would be formal processes put in place to recruit into the new permanent structure.

Principles for the interim arrangements for sharing services between Broadland and South Norfolk can be found in Appendix B.

## **Benefits**

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.

### **Financial implications**

It is proposed that those roles taking on additional responsibilities will be given honoraria to recognise the additional responsibilities that they will be taking on. The below table sets out the additional costs, savings and overall financial implications of the proposed changes.

<b>Current salaries for 3 posts affected</b>	£213, 835
<b>Increased staffing costs for 3 posts affected to reflect additional responsibilities</b>	£32,075
<b>Savings from SNC Planning Policy Manager post to be used to cover increased staffing costs (2 days a week)</b>	£26,272
<b>Remaining additional cost to cover increased staffing costs (to be split equally by SNC and BDC)</b>	£5,803

Whilst the initial new structure has a small increase in overall staffing costs it is anticipated that in the medium and longer term opportunities will be identified to deliver savings through further collaborative working across the two planning services.

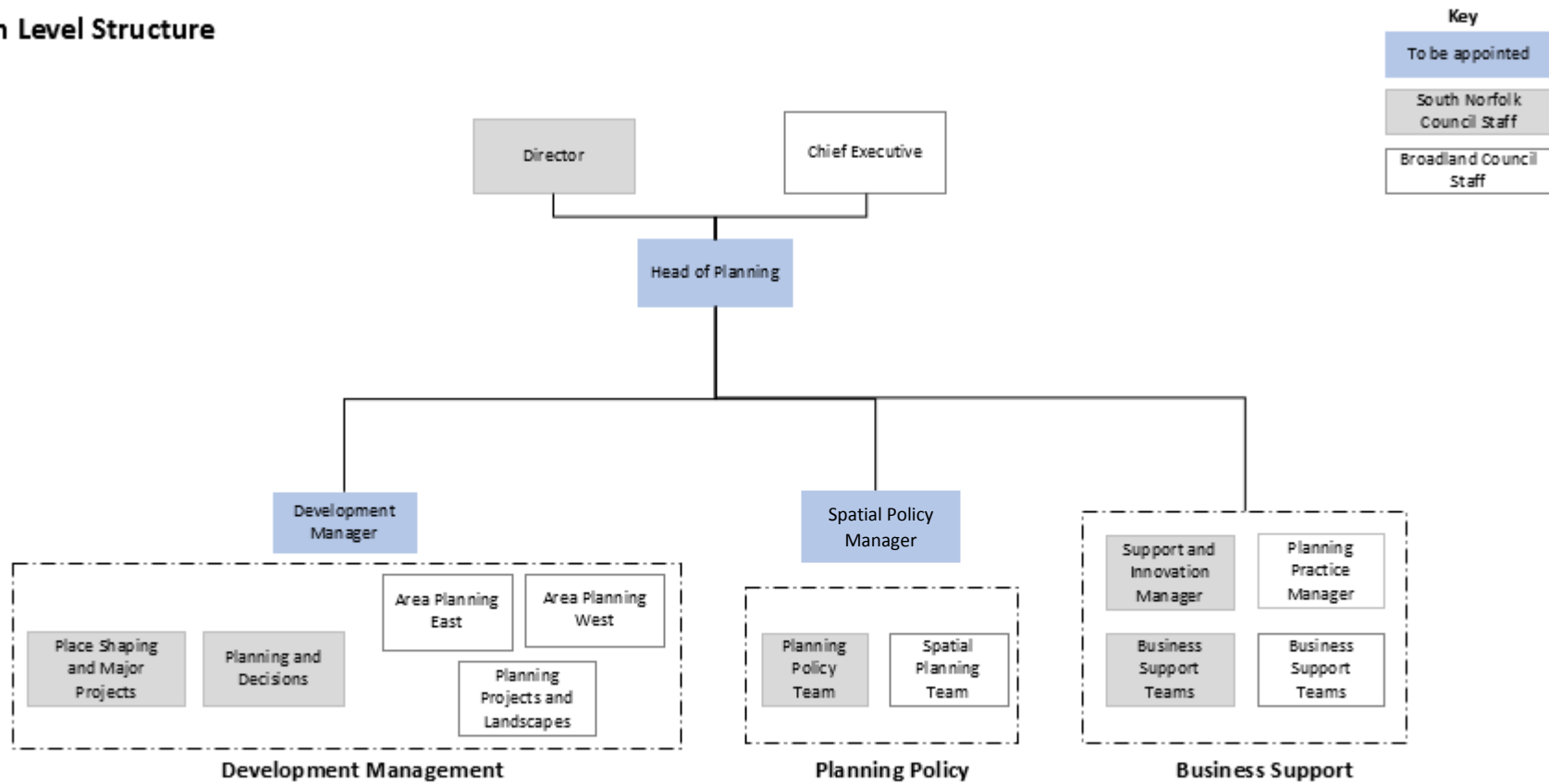
### **Risks**

A move to a shared service in advance of the wider project being completed carries an inherent risk, in the event that the eventual decision is taken not to proceed down this route. However, it could be argued that the planning service is such an integral part of the growth ambitions of both councils that such a move would be a sensible approach to take regardless of other service alignments.

**For the recommendations please refer to page 4 of the agenda.**

## Appendix A

### High Level Structure



## **Appendix B - Interim Arrangements for Sharing of Services**

The Councils shall always co-operate with each other and shall observe the following key principles, to meet future business need:

- trust, transparency, integrity and respect
- effective working relationships
- co-operation, collaboration, and information-sharing whilst respecting the confidentiality of the other Council
- shared/consistent communication and messaging
- accountability
- openness to change with focus being on improved outcomes
- respect of the commercial sensitivity of relevant data

Staff may be employed by either one of the Councils and having been so employed can be placed at the disposal of the Council who is not their employer, in accordance with their terms and conditions of employment and following consultation, if a business need is identified.

Those officers identified as the lead managers will divide their time fairly and reasonably between the two Councils and will not demonstrate bias towards one Council vis-à-vis the other. The teams below will remain unchanged, initially, however there will be an expectation that resources are shared to ensure the business need of both Councils are fully met. Improvements identified through working together may influence future structures.

Interim structures will normally be in place for up to 12 months with 3 monthly reviews to ensure the core business need is met, take learning and the opportunity to make identified changes that will contribute to the success of the shared arrangement.

Where possible interim structures will be supported by current staff of both Councils, without the need for a recruitment process. Any recruitment process will be ring fenced to current staff in the areas of work at both Councils prior to wider recruitment.

If an interim structure is made permanent then a formal recruitment process will follow, again ring fenced to current permanent staff.

If a vacancy arises in an interim structure, consideration will be given by both Councils as to how to proceed with this and the post will not be advertised unless both Council agree to this.

Officers will be reimbursed normal travel rates for any work undertaken at the partner Council's base or on behalf of the other Council.

Some interim arrangements may be short and very informal to allow each Council to clearly identify a resourcing gap and agree how to fill this. As a result one Council may be providing more support to the other at any given time, this is accepted to ensure continuity of business in both Councils; however, over time with give and take should balance out. If this approach is consistently benefitting one council, then by mutual agreement a financial arrangement could be entered into.

An exit strategy will be agreed at the commencement of each individual arrangement.

**Cabinet 8 January 2018**

**Agenda Item No. 7**

**Guidelines for Recreation Provision in New Residential Developments  
Supplementary Planning Document (SPD)  
Revised Draft for Consultation**

**Report of the Senior Planner  
Cabinet Member: John Fuller, The Economy and External Affairs**

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## 1. Introduction

- 1.1 The purpose of this report is to present the revised draft Guidelines for Recreation Provision in New Residential Development Supplementary Planning Document (SPD), which is attached as **Appendix 1**.
- 1.2 The draft SPD will replace the Council's 'Recreational Open Space Requirements for Residential Areas' Supplementary Planning Guidance (SPG), which was originally published in 1994. The document has been updated to refresh the Council's recommended standards, refer to current adopted Local Plan policy, reflect the Council's current policy on adoption and maintenance and to give guidance on new recommended safety and design standards. It has also been amended in response to comments received on the first consultation in summer 2017.

## 2. Background

- 2.1 Supplementary Planning Documents (SPDs) are non-statutory planning documents prepared by a Local Planning Authority following public consultation. SPDs are intended to provide more detailed advice or guidance to assist with the interpretation and implementation of the policies in a Local Plan but cannot set new policy.
- 2.2 There is a need to update the 1994 SPG document to reflect current adopted Local Plan policy. Policy 1 of the Joint Core Strategy states that areas of open space are important as an integral part of development and the Council adopted the Development Management Policies document in October 2015, which contains a policy relating to the provision of recreational open space (DM Policy 3.15). The supporting text to DM Policy 3.15 refers to the need for regard to be given to the 1994 SPG "or any subsequent version" and so although the 1994 document still carries "weight" and is used in development management decision-making, it is now very dated. New SPGs have not been able to be prepared for some years, having now been replaced by SPDs. Legal advice recommends updating the document to make it more relevant and up-to-date: an updated document would carry greater planning weight in decision making, and would reflect the high priority that the Government and Council gives to recreation provision in the context of the health and wellbeing agenda.
- 2.3 Historically new community assets such as recreational open space and play areas have, in a number of cases, been taken on and managed by South Norfolk Council. It should be stressed however that has always been the case that it is the decision of the

developer who adopts open spaces and play areas – hence there is already a ‘mixed economy’ of town and parish councils along with management organisations caring for amenities. The Community Assets Strategy makes it clear that, following adoption of the SPD, the Council will accept no further transfer of Section 106 infrastructure, other than in exceptional circumstances, meaning that they will no longer routinely take on ownership or maintenance of new recreational open and play areas provided through new developments.

- 2.4** This means that for all planning decisions made after the adoption of this SPD, the developer will need to make arrangements for the adoption and long term robust management and maintenance of such assets, with responsibility being taken on by either the relevant parish/town council (preferred) or a designated management company.
- 2.5** Cabinet made clear at their meeting in January 2017 that the Recreational Open Space Requirements for Residential Areas SPD should include useful guidance to parish/town councils considering taking on the adoption and maintenance of new open space and play space areas.
- 2.6** Consultation on the first draft ran from June to August 2017. A total of 25 responses were received, ranging from parish councils, planning consultancies and developers to statutory consultees. Some responses were on a small number of points: others made comments on many different sections of the document. **Appendix 3** details the comments made, the Council's response to these comments, and the details of any consequent changes made.
- 2.7** The first draft of the SPD and the current SPG can both be found at <https://www.south-norfolk.gov.uk/open-space-spg>, and the original Cabinet report on the first draft SPD can be found at <https://www.south-norfolk.gov.uk/sites/default/files/Cabinet-Agenda-12-June-2017.pdf>.

### **3. Current Position**

- 3.1** The first draft SPD was produced by a team of South Norfolk Council officers, taking into account legislative requirements, best practice advice and legal advice. A number of detailed comments were made on particular elements of the draft SPD, for example,

asking for it to reflect more clearly the needs of children with disabilities when planning play areas (wheelchair-accessible play equipment, for example). Where agreed with, these changes have generally been made to the document.

- 3.2** A second main line of comments came from parish councils. Some expressed concerns about the costs and implications of them taking on the maintenance of recreation spaces, highlighting worries about the long-term financial liability. The Council's clear position (as expressed in paragraph 9.3 of the revised SPD) is that, barring exceptional circumstances when South Norfolk Council itself will agree to take on land itself, the new recreation space must be offered first to the relevant parish council, with a 10-year maintenance commuted sum. In some locations a community association might provide an alternative. However, if these bodies do not wish to take it on – and there is no requirement to do so – then it must pass to a management organisation or company.
- 3.3** The only exception to this may be if some other bodies are prepared to take on open space. The Land Trust ([www.thelandtrust.org.uk](http://www.thelandtrust.org.uk)) is a national charity “that is committed to the long-term sustainable management of open space for community benefit”, although the body tends to deal with larger areas of open space rather than that associated with smaller developments. Occasionally there may be a local play area/playing field committee (independent of the parish council) which (with the 10-year commuted sum maintenance payment) will agree to take on the maintenance in perpetuity – Hingham is one such example in South Norfolk.
- 3.4** Some parish councils also raised worries about some of the practical effects of land passing to a management organisation or company for maintenance. It is important to note that the SPD can only cover planning matters, not property matters. In this context, it is appropriate to take account of the advantages which transfer to a parish council or community body may offer over the long term in terms of permanence and accountability, and for that reason the revised draft SPD proposes that a hierarchy be applied. However, it would be not appropriate to rule out the use of a management company, where costs of ongoing maintenance will normally fall on the householders of the associated development and, moreover, whilst the Section 106 legal agreement to secure new recreation space will require it be maintained, it would not be appropriate for it to specify the detail of the administration and operation of the management company in carrying out maintenance work. These matters are covered in the management company's articles of association, and the Board of Directors of any management company will often include representatives of the residents. It is for the Directors to determine the operation of the management regime and the application of costs. It is also for property buyers to check what they will be committed to when purchasing property.

- 3.5** Some parish councils also raised worries about some of the practical effects of land passing to a management company for maintenance. It is important to note that the SPD can only cover planning matters, not property matters. Concerns about the costs of ongoing maintenance (which will normally fall on the householders of the associated development on an annual basis) are recognised as being an important matter, but the Section 106 legal agreement to secure new recreation space cannot be over-proscriptive about particular costs and standards of maintenance. These matters are covered in the management company's articles of association, and the Board of Directors of any management company will normally include at least some of the residents. It is for the Directors to help determine the appropriateness of the management regime, and costs.
- 3.6** Comments criticising the scale of the costs required by developers were made by several planning consultants and one housebuilder. The overall magnitude of the costs was asserted to be above reasonable expectations, and also with no ability for any impact on overall scheme viability to be taken into account. These concerns have been noted, and various appropriate changes to the SPD have been made in reflection (see below and Appendix 3).

## **4. Proposals**

- 4.1** The revised draft SPD is attached as **Appendix 1**.
- 4.2** The document has been updated to refresh the Council's recommended standards, reflect the Council's current policy on adoption and maintenance, refer to current Local Plan policy and to give guidance on new recommended safety and design standards, taking into account representations received on the first draft of the SPD.
- 4.3** The standards in the draft document are basically a refresh of the standards used in the 1994 SPG and in this respect the document has not been changed greatly; it is still based on the National Playing Fields Association's 'Six Acre Standard', which proposes 2.4 hectares of new open space per 1,000 population. The SPD cannot set new policy and can only provide guidance on the implementation of adopted policy, in this case Development Management Policy DM 3.15. Policy DM 3.15 does not set policy standards, referring only to them needing to be commensurate to the needs of the development. In the light of the ongoing production of the Greater Norwich Local Plan, and the need for a timely current review of the SPG, it has been concluded that



basic primary research to identify precise new standards is not pragmatic at the current time. The NPFA standard is widely recognised as being good practice and is a standard used by many local planning authorities in England.

- 4.4** However, in the light of concerns raised of the approach taken in the first draft of the SPD, an alternative approach has now been taken based on average household sizes and number of bedrooms, using the same basic standards to try to simplify the approach. Appendix 1 of the revised draft SPD sets this out clearly, giving the costs per dwelling for equipping and maintaining play spaces, informal sports areas and formal sports areas. It also evidences the costs, which typically are derived from either blended rates of South Norfolk-operating grounds contractors or Sport England. It should be recognised that there are no 'off the shelf' standardised definitive local costs and rates that can be used. Example costs have been given for a 50-dwelling and a 200-dwelling scheme, but it is very important to note that the precise cost for each site will vary, depending on the numbers and mix of dwellings, the proximity (or otherwise) and nature of existing recreation space nearby, whether the land will be provided for the recreation space or a commuted sum will be required, and any viability considerations.
- 4.5** The revised draft SPD highlights the fact that formal sports provision may, on occasion, be sought on-site instead of some play space or informal recreation areas (paragraph 5.20). The document also makes clear that the viability implications of the Recreation and Open Space requirements will, where appropriate, be taken into account (paragraph 5.21).
- 4.6** A "screening" consultation on Strategic Environment Assessment (SEA) of the SPD concluded on 12<sup>th</sup> May 2017. The original SPD consultation document concluded that the SPD does not pass the "tests" for a full SEA to need to be undertaken (see <https://www.south-norfolk.gov.uk/open-space-spg>); neither of the two consultation responses received (from Natural England and Historic England) disagreed with this conclusion, and Cabinet agreed that an SEA need not be undertaken. Whilst the substance of the revised draft SPD has not changed significantly, the SPD has been re-screened for SEA purposes (see **Appendix 4**). It is concluded that the nature and effects of the SPD continue to be such that SEA is not required. Nonetheless, this will be subject to consultation alongside the draft SPD to seek the views of consultees on this matter.
- 4.7** Once agreed by Cabinet, the revised draft SPD will be subject to four weeks' public consultation, commencing later in January. The consultation will include all those previously consulted, such as developers, housebuilders and all parish/town councils in South Norfolk. All consultation comments will be considered, appropriate modifications made and the SPD will then return to Cabinet for formal adoption (probably in April 2018, but this will be dependent on the volume and significance of representations received). As stated above in paragraph 4.6, from the date that the SPD is adopted, South Norfolk Council will not accept the transfer of any new

open space and play space (unless the “exceptional circumstances” test set out in section 6 of the Community Assets Strategy is met).

- 4.8** Regulation and Planning Policy Committee considered the draft revised SPD at their meeting on 14<sup>th</sup> December 2017, and were generally content with it, with only one main change proposed (adding a further location criterion to Appendix 2 of the SPD seeking that new play space areas should be .

## **5. Risks and implications arising**

- 5.1** There will be no direct financial impact as the work to produce the SPD is covered within the current budget. However, when the Community Assets Strategy is formally adopted, the fact that the Council will no longer taking on maintenance responsibilities for new open space and play space will no longer increase the longer-term maintenance liabilities to the Council.
- 5.2** There may be increased risks if management companies fail or do not satisfactory undertake their responsibilities, or appointed parish/town councils do not appropriate undertake maintenance. However, the Council will ensure that appropriate maintenance arrangements are in place in principle through the S106 agreement for new development proposals (either to a parish/town council or management company). It must also be noted that Cabinet has already agreed (in January 2017) to the principle of the Council no longer taking on new open space and play space once the SPD has been adopted.
- 5.3** As the SPD cannot (and is not) introduce(ing) new policy, there will not be any significant equalities impacts. However, as stated in Appendix 4 of the revised draft SPD, there can be a number of advantages to more local (parish-council) control of open space and play space assets.
- 5.4** There are not likely to be any significant new environmental impacts, as the SPD is not proposing new policy. As noted in paragraph 3.2 above, the SPD has been re-screened for SEA purposes, and the Council’s opinion remains that an SEA does not need to be undertaken.

- 5.5** It is not considered that there will be any negative impact on crime and disorder. Indeed, the draft SPD contains guidance to 'signpost' the better designing out of crime on open spaces.

## **6. Other options**

- 6.1** Cabinet could choose to make different changes to those proposed by .

## **7. Recommendation**

- 7.1** Cabinet is recommended to resolve to:
- i) Note the representations received on the first draft of the SPD, and agree the Council's proposed responses (Appendix 3);
  - ii) Agree the revised draft 'Guidelines for Recreation Provision in New Residential Developments' SPD (Appendix 1) for four weeks' public consultation, to commence in January 2018;
  - iii) Agree that a Strategic Environmental Assessment of the 'Guidelines for Recreation Provision in New Residential Developments' SPD does not need to be prepared, but seek consultation views on the revised Screening Opinion (Appendix 4); and
  - iv) Delegate authority to the Director of Growth and Business, in consultation with the Cabinet Member for Economy and External Affairs, to make minor changes to the revised draft SPD prior to consultation where the Director considers this necessary or desirable.

## **Appendices**

- 1: Revised Draft Supplementary Planning Document: 'Guidelines for Recreation Provision in New Residential Developments'**
- 2: South Norfolk Council Community Assets Strategy 2016-2021**
- 3: Summary of representations made to the consultation on the first draft SPD, and the Councils proposed responses**
- 4: Strategic Environmental Assessment Screening Report for Draft Supplementary Planning Document: 'Guidelines for Recreation Provision in New Residential Developments'**



### CABINET CORE AGENDA 2018

	<b>Decisions: Key, Policy, Operational</b>	<b>Key Decision/Item</b>	<b>Lead Officer</b>	<b>Cabinet Member</b>	<b>Exempt Y/N</b>
<b>Council 11 December</b>					
<b>8 Jan 18</b>	K	Shared Services Update	S Dinneen	J Fuller	N
	K	Future Management of Street Lights	B Wade	K Billig	N
	O	Guidelines for Recreation Provision in New Residential Developments – Revised Consultation Draft	T Horspole	J Fuller	N
<b>5 Feb</b>	O	Performance Risks and Finance Budget Position Q3	E Goddard / A Mewes / M Fernandez-Graham	B Stone	N
	O	Proposed 2018-19 Business Plan	A Mewes	B Stone	N
	O	Budget Consultation 2018/19	M Fernandez-Graham	B Stone	N
	K	Revenue Budget, Capital Programme and Council Tax 2017/18	M Fernandez-Graham	B Stone	N
	O	Treasury Management Strategy April 2018 to March 2021	M Fernandez-Graham	B Stone	N
	K	Adoption of Norfolk Strategic Planning Framework	S Marjoram	J Fuller	N
	K	Greater Norwich Joint Five Year Infrastructure Investment Plan 18/19 – 22/23	S Marjoram	J Fuller	N
	O	Leisure Pricing 2018/19	S Goddard	Y Bendle	N
<b>Council 19 February 2018</b>					

<b>19 Mar</b>	K	Legal Services	E Hodds	B Stone	N
	O	Response to Changes to the National Planning Policy Framework	S Marjoram	J Fuller	N
<b>30 April</b>	O	Statement of Co-operation with Waveney District Council	S Marjoram	J Fuller	N

Key decisions are those which result in income, expenditure or savings with a gross full year effect of £100,000 or 10% of the Council's net portfolio budget whichever is the greater which has not been included in the relevant portfolio budget, or are significant (e.g. in environmental, physical, social or economic) in terms of its effect on the communities living or working in an area comprising two or more electoral divisions in the area of the local authority.