

# Cabinet

Monday 23 July 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

**Large print version can be made available**



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
Mrs K Mason Billig	Shared Services, Waste and Recycling
Mrs L Neal	Regulation and Public Safety
Mr B Stone	Finance and Resources

**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, Blomefield 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 4)
4. **To confirm the minutes of the meetings of Cabinet held on Monday 11 June and Monday 2 July 2018;** (attached – pages 5 and 13)
5. **Performance, Risks, Revenue and Capital Budget Position Report for Quarter one 2018/19;** (report attached – page 19)
6. **Guidelines for Recreation Provision in New Residential Developments Supplementary Planning Document (SPD) - Revised Draft for Consultation;** (report attached – page 69)
7. **South Norfolk Health & Wellbeing Board Strategy;** (attached – page 245)
8. **Cabinet Core Agenda** (attached – page 269)

## 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 11 June 2018 at 9.00 a.m.**

### **Members Present:**

**Cabinet:** Councillors J Fuller (Chairman), M Edney, K Mason Billig, L Neal and B Stone

**Apologies:** Councillor Y Bendle

**Non-Appointed:** Councillors M Gray, T Lewis and G Minshull

**Officers in Attendance:** The Chief Executive (S Dinneen), the Director of Communities and Wellbeing (J Sutterby), the Director of Growth and Business Development (D Lorimer), the Head of Governance (E Hodds), the Accountancy Manager (M Fernandez-Graham), the Service Manager – CNC (S Fulcher), the Senior Governance Officer (E Goddard) and the Business Improvement Lead (E Pepper).

### **2648 URGENT ITEM – CLIFF JORDAN**

Cabinet expressed its sadness with regards to the recent passing of former Leader of Norfolk County Council, Cliff Jordan. The Chairman confirmed that a message of condolence would be forwarded to the Leader's Office at Norfolk County Council, on behalf of South Norfolk Council.

**RESOLVED:** That a message of condolence be forwarded to the Leader's Office at Norfolk County Council, following the passing of its former Leader, Cliff Jordan.

## **2649 DECLARATIONS OF INTEREST**

Cllr K Mason Billig declared an 'other' interest in the matter referred to below:

<b>Minute No.</b>	<b>Item</b>	<b>Declaration</b>
2655	CNC Building Control – Future Arrangements	Partner works in the building trade

## **2650 MINUTES**

The minutes of the meeting held 30 April 2018 were confirmed as a correct record and signed by the Chairman.

## **2651 PERFORMANCE, RISKS, REVENUE AND CAPITAL BUDGET POSITION REPORT FOR THE FINANCIAL YEAR 2017/18**

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

Members considered the report of the Business Improvement Lead, the Senior Governance Officer, and the Accountancy Manager, which detailed the Council's performance against strategic measures, risk position and the revenue and capital position at Quarter 4 2017/18.

Cllr B Stone introduced the report, explaining that the position at the end of Quarter 4 (31 March 2018) was very positive. Only 3 of the 33 performance measures had failed to reach the stretch targets, and corporate risk capacity remained positive. With regard to budgets, there was a revenue surplus of £2.6 million for 2017/18, and capital expenditure was £6.1 million against a budget of £29.5 million. Looking ahead, balanced budgets were predicted for 2018/19 and 2019/20.

The Accountancy Manager presented members with a detailed summary of the Council's performance. Members noted that the increase in the surplus since the Quarter 3 forecast, was principally due to business rates and the introduction of the Valuation Office Agency's "Check, Challenge Appeal" system. The Accountancy Manager explained that no one had reached the appeal stage at the end of Quarter 4. As the future was unclear, as to how many future appeals would be processed, it was felt prudent to use some of the surplus to increase the earmarked Localisation of Business Rates Reserve by £989,173. This approach would be revisited next year, when the Council would be better informed with regard to the impact of the new appeals procedure.

Officers went on outline performance under each of the corporate priorities, and responded to a number of questions on points of detail.

Discussion followed with regard to those performance measures that had failed to meet the stretch targets. Officers explained that CNC Building Control was facing increased competition and the adverse weather conditions in the final quarter had hindered construction. Members noted that working with reduced staffing levels had helped to mitigate the impact of this. Following on from this, Cllr M Gray explained that staff in CNC had recently advised him that they were no longer able to respond to customers within 5 working days (as stipulated on the website), due to these reduced staffing levels, and that customers should now expect a response within 10 days. Whilst sympathising with the pressures on staff, he wondered if this gave a good impression to members of the public. The Chief Executive agreed, and advised that this issue would be brought to the attention of staff, and the website, would, if required, be amended to reflect current response times.

Regarding the % of municipal waste recycled, reused and composted, members noted that this was not due to hit target due to the low totals of waste collected in March during the adverse weather conditions, and the increase in residual waste.

Concerning the % of major planning applications determined within 13 weeks or within the extended time, members noted that the three applications that had been determined out of time, had all been related, on the same site, and very complex. Members were pleased to note that these issues had since been resolved.

## The Decision

### RESOLVED:

#### 1. To Note:

- a) the 2017/18 performance for the year and the combined efforts across the Directorates to deliver the vision of the Council (detail contained in Appendix 1).
- b) the current position with respect to risks and to accept the actions to support risk mitigation (detail contained in Appendix 2).
- c) the capital and revenue provisional outturn position and the reason for the variances on the General Fund (detail contained in Appendices 3 and 4).

#### 2. **TO RECOMMEND THAT COUNCIL** approves:

- d) the budget virements which exceed £100,000 in accordance with the rules of financial governance (detail contained in Appendix 6).
- e) the movements in reserves as outlined in Section 2.3.5.
- f) the slippage requests of £333,447 on revenue and £22,318,465 on capital
- g) the amended Capital programme and its financing for the next four financial years as set out in Appendices 7 and 8.

## The Reasons for the Decision

To ensure processes are in place to improve performance, that the management of risks is sound, and that budgets are managed effectively and in line with the Council's corporate objectives.

## Other Options Considered

None



## **2652 TREASURY MANAGEMENT ANNUAL REPORT 2017/18**

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

Members considered the report of the Accountancy Manager which reviewed the treasury management activity during the financial year 2017/18, and reported on the prudential indicators, as required by CIPFA's Treasury Management Code of Practice.

The Accountancy Manager drew members' attention to the salient points of the report.

Members noted that investments rose by £1.84 million, from 1 April 2017, to £36.137 million at 31 March 2018. These investments included £13.5 million in loans/equity in to Council companies, in line with the Council's Commercial Investment Strategy. Members were pleased to note the positive performance of Big Sky, one of the Council's companies.

### **The Decision**

#### **RESOLVED: TO RECOMMEND THAT COUNCIL**

- a) notes the treasury activity for the second half of the year and that it complies with the agreed strategy;
- b) approves the 2017/18 prudential indicators for the latter six months of the year.

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

To ensure that the Council's investment strategy remains prudent.

### **Other Options Considered**

None

## **2653 CABINET CORE AGENDA**

Members noted the latest version of the Cabinet Core Agenda

## **2654 CNC BUILDING CONTROL – FUTURE ARRANGEMENTS**

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

Before consideration of the report, Cllr T Lewis drew attention to some bad press that had recently circulated with regard to issues with newly built properties in Costessey, where the building regulations had been approved through the National House-Building Council (NHBC). He explained that the NHBC had also provided the ten-year warranty on these properties and he questioned whether there was a conflict of interest. Members suggested that this was also the case in relation to some properties in Poringland. Officers explained that due to the deregulation of Building Control, developers were free to utilise whichever Building Control service they desired. Officers had recently investigated whether it was feasible for the Council to provide a warranty service through the Local Authority Building Control (LABC), but this was not currently a viable option for the Council.

Turning to the marketing of CNC Building Control, the Director of Growth and Business Development explained that details of the service provided were forwarded to all planning applicants. She further explained that she planned to provide a brief training session for members, with regard to the distinction between Planning and Building Control services, and the different roles and responsibilities.

It was then

**RESOLVED:** 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)

Members considered the *exempt* report of the CNC Service Manager, which sought Cabinet approval to align and renew all five participating authorities' agreements for CNC Building Control, and for South Norfolk Council to continue to host and manage the Building Control Service.

The CNC Service Manager presented the report to members, outlining the key issues and the associated risks. He explained that the four other authorities had already agreed to enter in to the new agreement under the proposed new terms.

During discussion, attention was drawn to CNC's current share of the market, and the Chairman stressed the importance of quality of service.

### **The Decision**

**RESOLVED:** To:

1. agree to continue to host and manage the Building Control Service on behalf of Broadland District Council, the Borough Council of Kings Lynn and West Norfolk, Fenland District Council and Norwich City Council;
2. delegate approval of the Participating Authority Agreement to the Director of Growth and Business Development in consultation with the relevant Portfolio Holder.

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

To ensure stability to the CNC Building Control Partnership.

**Other Options Considered**

As outlined in the report.

(The meeting concluded at 10.05 am)

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Chairman

## **CABINET**

**Minutes of a meeting of the Cabinet of South Norfolk District Council held at Broadland District Council Offices, Thorpe Lodge, Thorpe St Andrew, on Monday 2 July 2018 at 10.00 am.**

### **Members Present:**

**Cabinet:** Councillors J Fuller (Chairman), Y Bendle, M Edney, K Mason Billig, L Neal and B Stone

**Non-Appointed:** Councillors B Bernard, C Kemp, T Lewis and G Minshull

**Also in Attendance:** N Tullock (on behalf of SNC Staff Forum)  
P Grant and J Jackson (on behalf of SNC UNISON)

**Officers in Attendance:** The Chief Executive (S Dinneen), the Director of Communities and Wellbeing (J Sutterby), the Head of Business Transformation (H Ralph) and the Head of Governance (E Hodds).

## **2655 ANNOUNCEMENTS**

The Chairman referred to a reception held the previous evening to celebrate Cllr C Kemp's 50 years in public service. Cabinet applauded Cllr Kemp on this achievement, noting that he had also received letters of congratulation from the Prime Minister and the Chairman of the Conservative Party.

Cllr M Edney referred to the South Norfolk On Show, held the previous weekend. The day had been a great success and he thanked all staff who had supported the event, through its organisation, or assisting on the day.

Cllr Edney also made reference to the launch of the Pub of the Year Awards for 2018, and he urged members to nominate, and encourage others to nominate their local pubs.

## **2656 COLLABORATIVE WORKING – THE FEASIBILITY REPORT**

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

Members considered the report of the Chief Executive, which presented members with the Feasibility Study, addressing the opportunities and benefits of South Norfolk and Broadland Councils working closer together through shared services and one joint officer team.

Cllr K Mason Billig commended the report to members, and asked Cabinet to consider what the future held, should the Council choose not to follow the proposed route. She referred to financial uncertainties, and the possibility of changes being forced upon the Council at a later stage.

Mr P Grant, UNISON Branch Secretary, was then invited to address the meeting.

Mr Grant stressed that UNISON was not against the proposed collaboration, however, it was concerned for staff who were not only worried about their jobs, but also service delivery.

Referring to paragraph 6.17 of the report, Mr Grant expressed concern with regard to the results of the staff survey, drawing members' attention to the low response rate. He did not believe that the results of the survey were the views of the majority, and he stressed that any future surveys would need to be undertaken in a proper, timely manner, involving all trade unions and staff bodies. UNISON had received feedback from employees which had demonstrated that there was a great deal of concern and unease with the direction and pace of the proposals. He reminded members that staff buy-in was key to the success or otherwise, of the proposals.

Turning to paragraph 10.4, regarding a Joint Officer Team, Mr Grant felt that some members of staff did not understand what this meant. He felt that there were differences in culture between the two councils, and he hoped that UNISON would be involved in creating a new vision for both authorities, that was fair to both staff and residents. Regarding staff turnover figures, he hoped that this would not be used as a tool to create savings. UNISON understood the need for reasoned evaluations and hoped that they would be carried out in a timely manner, so as not to create stress for remaining staff.

Finally, Mr Grant raised the issue of a no compulsory redundancy agreement, which had been recommended by the Scrutiny Committee at Broadland District Council. He sought assurances that a “best of both” approach would be applied when considering terms and conditions, and he also requested that consideration be given to those staff with caring needs, should an officer be asked to work at a different location. Summing up, he hoped that as an “employer of choice”, these basic assurances would be provided, to give employees confidence for the future.

Mrs N Tullock, the Chairman of the Staff Forum was then invited to speak. She stressed that the Forum had tried to encourage more staff to complete the staff survey, and accepted that the response rate was low. She explained that some staff were concerned about the future and possible redundancies, however, she believed that staff at South Norfolk were generally accepting of change, and viewed it as “part of the day job”. Whilst she would like to see no redundancies, she did not envisage a no compulsory redundancy agreement as a realistic proposal, and she stressed that any broken promises would damage the trust between staff, management and members. Mrs Tullock did however raise concerns regarding the lower on average length of service at South Norfolk, and hoped that the Council would not be seen as a more favourable option, if redundancies were sought.

Summing up, Mrs Tullock explained that although there were concerns, the Forum wanted to work with Management, to ensure the best future for all staff.

The Chairman hoped that both UNISON and the Staff Forum would take comfort from the Council’s track record, where only a small handful of staff had been made redundant over the last twelve years. He did not think that it would be sensible to agree to a no compulsory redundancy agreement, but stressed that redundancies would only be considered as a very last resort. He reminded members that every vacant post was already assessed as a matter of course, and the Chief Executive explained that it was anticipated that only one in every four vacancies, would not be filled. Referring to concerns regarding staff with caring commitments, the Chairman referred to the Council’s current Flexible Working Policy. He believed that technology would allow more staff to work remotely, providing more flexibility for staff. A single staff core was, he believed the way forward, and would create a more seamless service for the customer.

Cllr B Stone expressed his support for the recommendations, explaining that he felt that this was an opportunity not to be missed. He believed that in the long term, the collaboration would create more opportunities and job security.

Referring to the concerns regarding terms and conditions of staff, Cllr C Kemp explained that he had worked in employment law and he assured the meeting that any changes to these, based on his experience, would need to be, on balance, neutral, or an improvement.

Cllr M Edney stressed that staff at South Norfolk were very valued and he was more fearful for their future, should the collaboration fail to go ahead. He knew that staff had done their very best in making savings, year after year, but understood that it was not feasible for this to continue indefinitely. He believed that the proposals would offer more security and career opportunities for staff.

Cllr Y Bendle concurred with the views already expressed by Cabinet members. She had seen many changes over the years, with posts being both deleted and created. Jobs always attracted many applications from both external and internal applicants., and the Council was viewed as a good place to work. She understood that staff might be concerned over terms and conditions, but felt that these needed to be looked at in more detail, at a later date.

The Chief Executive explained that she had been impressed by the active role played by both UNISON and the Staff Forum, and she recognised that UNISON had always tried to find a compromise, when disagreements had arisen. She understood that people were fearful of change, but she stressed that the Council would continue to value and support its staff. She hoped that both UNISON and the Staff Forum would play a big part in any shift to a new way of working.

Referring to the recommendations of the report, the Chairman suggested a change to recommendation 1 (e) in that the establishment of a growth delivery board be considered at the September meeting of the Cabinet, as opposed to being delegated to the Chief Executive. Cabinet agreed to this change, noting that Cllr Fuller had already discussed this proposed change with the Leader of Broadland District Council. The Chairman further explained that should the recommendations be agreed by Council on 12 July, a report would also be considered by Council concerning the process for the recruitment of a new Managing Director. He envisaged that this would involve a Committee of members, with a 3:1 split, for both South Norfolk and Broadland Councils

## **The Decision**

**RESOLVED:** To:

### **TO RECOMMEND THAT COUNCIL**

1. Agrees 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 that a report be brought to the September meeting of the Cabinet, detailing 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);
2. Approves 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)

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

To ensure a stronger voice, an increase in growth and delivery, and greater financial stability, which would benefit both Councils and residents.

### **Other Options Considered**

None

## **2650 CABINET CORE AGENDA**

The Chairman referred members to the latest version of the Cabinet Core Agenda.

Members noted that should it receive approval from the Council meeting to be held 12 July, a report would be considered at the September meeting of the Cabinet, regarding the operational approach and resource to establish a Growth Delivery Team.

(The meeting concluded at 10.49 am)

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Chairman

## **Performance, Risks, Revenue and Capital Budget Position Report for Quarter One 2018/19**

**Report of the Accountancy Manager / Business Improvement Programme Manager / Senior Governance Officer**

**Cabinet Member: Barry Stone, Finance and Resources**

### **CONTACT**

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## 1. Introduction

- 1.1 This report details the Council's performance against strategic measures, risk position and financial position for the first quarter of 2018/19, and seeks approval for other consequential matters.






## 2. Overview

- 2.1 **Performance:** In February 2018, Cabinet approved the annual Corporate Business Plan for the 2018/19 financial year which included a set of strategic measures aligned to our corporate priorities. These measures are monitored and reported on a quarterly basis to Cabinet. Appendix 1 provides the detailed performance report for quarter 1. The table below provides a summary.

Totals	
 Green Indicator	28 Measures met or exceeded the target.
 Amber Indicator	0 Measures are within an acceptable tolerance of target.
 Red Indicator	1 Measures did not reach the stretched target.
 Baseline	6 Measures are being 'baselined' in order to determine the target.

- 2.2 **Risk management:** Managers have undertaken a review of all Strategic, Directorate and Operational risks. In light of this, the current organisational capacity position is highlighted below; this demonstrates that at present all risk factors are positive, indicating the Council is proactively managing risks and capable of realising opportunities as they are identified. The table below presents a

position that will assist the organisation achieve its ambitious targets for the future. The Strategic Risk Register is outlined in Appendix 2.

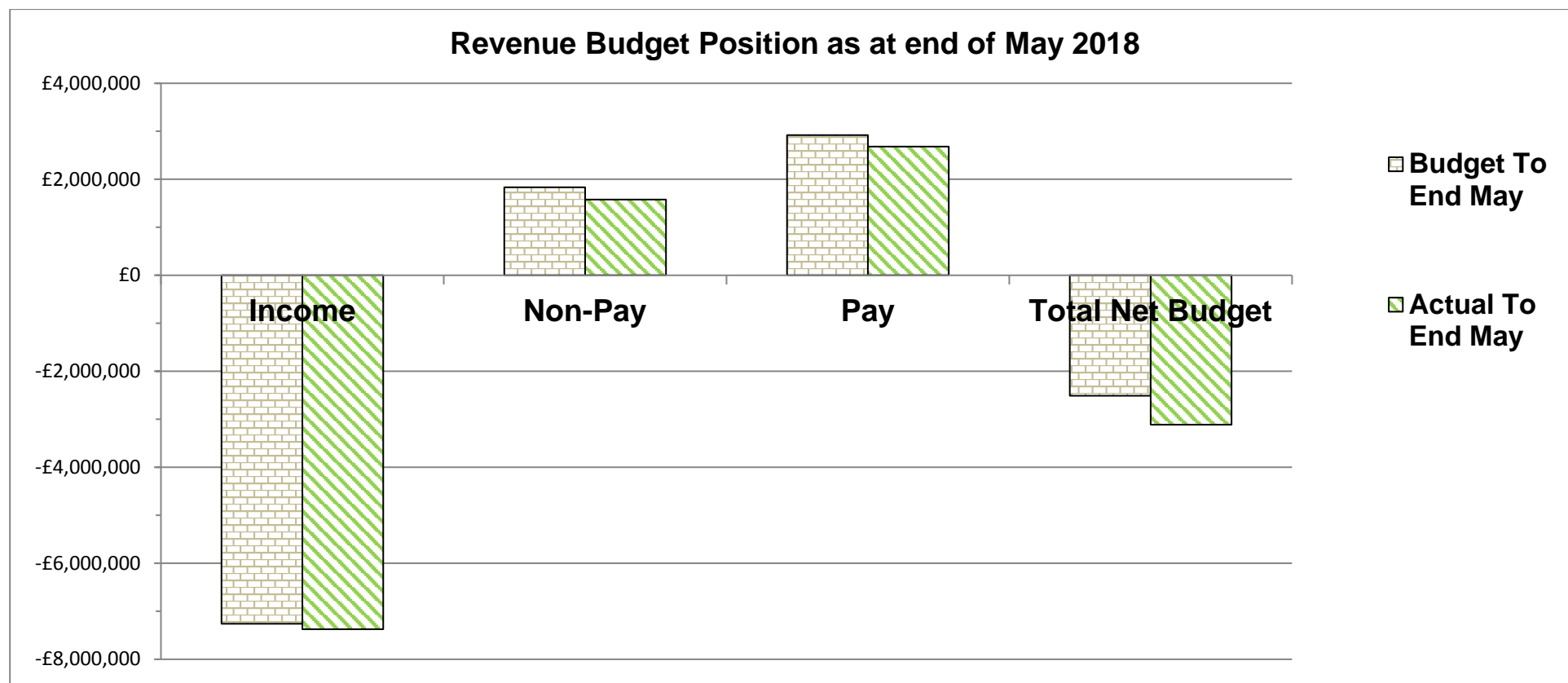
<b>Capacity Indicator</b>	<b>Present Position</b>	<b>Present Risk Acceptability</b>
<b>Financial</b>	The Medium Term Financial Strategy agreed in February 2018 shows that the Council's Budget is balanced for 2018/19 and 2019/20 after taking account of income and savings identified in those years. Work is ongoing to identify measures to balance the budget from 2020/21 onwards and an update will be brought to Cabinet in the autumn.	
<b>Service Delivery</b>	The Council continues to perform strongly against its suite of strategic performance indicators. The quarter 1 position 2018/19 is favourable with only two measures not meeting its target.	
<b>Legal / Compliance</b>	No significant legal / compliance issues have been raised over the past quarter and the status remains the same.	
<b>Reputation</b>	The Council has been awarded 'Outstanding' Housing Business Ready Status by the Housing and Finance Institute (HFI) and is only the second Council in the region to be recognised in this way.	
<b>Human Resources Capacity</b>	This remains strong and the Strategic Leadership Team continues to be in a position to drive the Council forward. It will continue to ensure that the Council has the right skills and resources in place to fulfil the needs of the organisation and make interim appointments where appropriate to ensure service continuity and delivery of key functions.	

### 2.3 Revenue Position Quarter One

The budget for 2018/19 was set by the Council in February 2018.

Owing to the timing of Cabinet, detailed analysis of budgets in this report covers April and May 2018. Initial June figures are consistent with this detailed analysis. The total net budget to the end of May was (£2,509k). The actual total expenditure, net of income and excluding Housing Benefit payments, was (£3,113k). This therefore produced a positive variance against the revenue budget of £604k. The position at the end of May is set out in the graph below.

A more detailed analysis of the main areas of variance by service is attached as Appendix 3. These variances are the direct costs of each service and exclude recharging between services for overheads, depreciation charges and technical financial adjustments required for statutory reporting purposes at the end of the financial year.



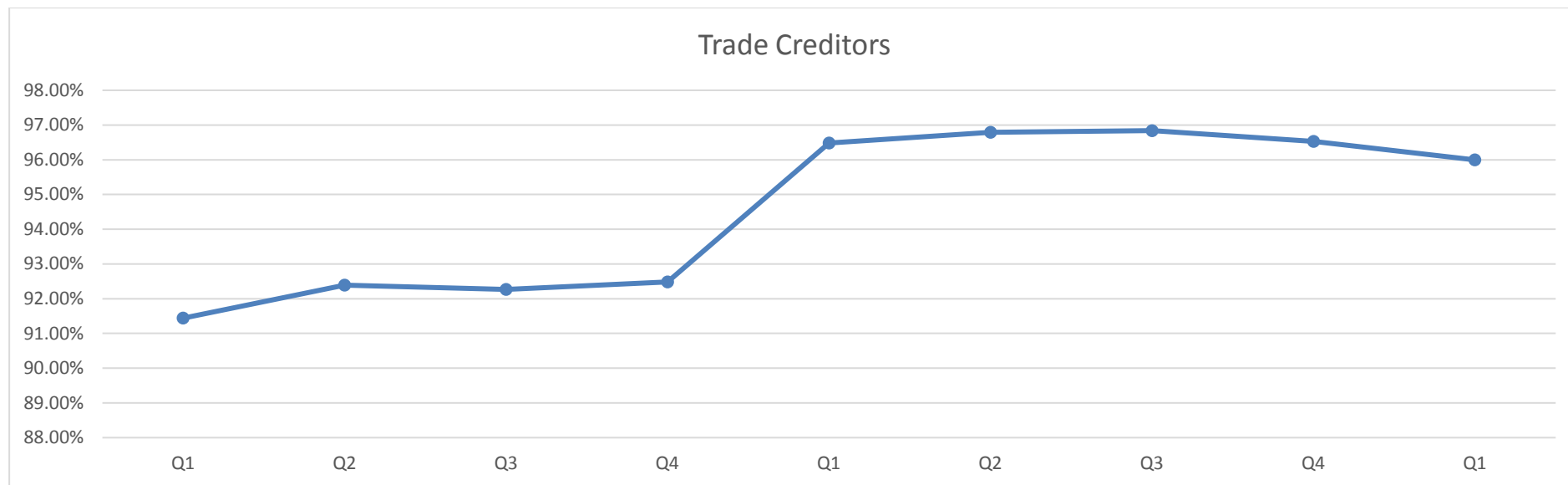
### **2.3.1 Pay and staffing budgets**

There have been vacancies in several areas across the Council, which include Building Control, Development Management, Business Improvement, HR, Finance, Housing and Public Health and Community Protection. Recruitment processes are ongoing, but interim staffing arrangements in these areas did not fully offset the savings from vacancies. The nationally agreed pay award of 2% was paid to staff in May 2018. The overall position on staffing budgets at the end of May is a positive variance of £236,000. This represents 8.09% of the pay and staffing budget, which is slightly lower than the proportion for quarter 1 last year (8.37%).

### **2.3.2 Non-Pay Budgets**

Non-pay budgets were reduced for 2018/19 as part of budget setting. Overall, there was lower than budgeted non-pay expenditure across the Council, resulting in a positive variance of £254,000. This represents 13.87% of the non-pay budget, which is considerably higher than the proportion for quarter 1 last year (6.55%). However, over a third of this positive variance (£90,000) reflects the fact that the Council has not yet had to borrow externally and therefore has not spent anything on interest payments.

Performance on payments is shown in the graphs below which show the total value of invoices approved on the finance system but not yet paid (these are referred to as 'Trade Creditors'). The Council pays most of its suppliers within 30 days. 96.21% of all undisputed supplier invoices have been paid within 30 days for Quarter 1.

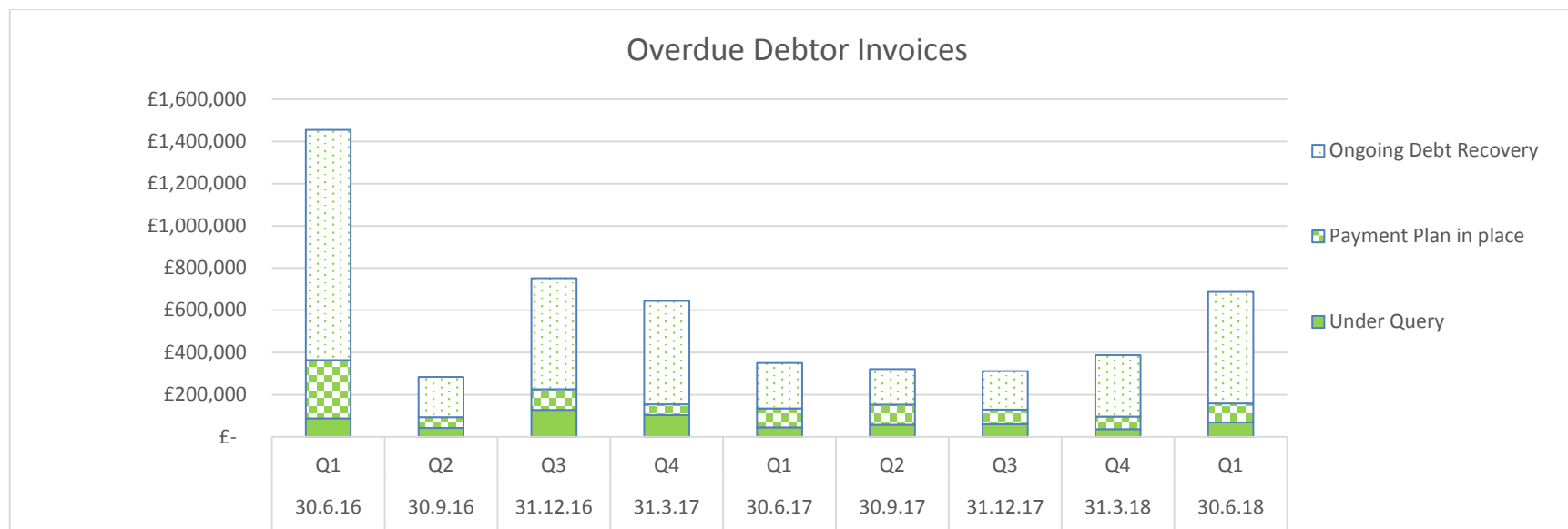


### 2.3.3 Income Budgets

Income budgets were increased as part of budget setting to reflect higher demand and increases to most fees and charges. Overall income was £113,000 higher than budgeted across the Council. This represents 1.56% of the income budget, which is greater than the proportion for quarter 1 last year (-0.39%). There is a positive variance on business rates income of £156k, reflecting the fact that overall NNDR receipts are ahead of the 2017/18 position, but this should be treated with appropriate caution, given that is based on only 2 months' worth of data.

Trade Debtors are all invoices raised by the Council and where we are awaiting payment. Performance on overdue invoices for Quarter 1 compared to historic performance since 2016/17 is shown in the graph below. These invoices include charges for CNC Building Control, Community Infrastructure Levy, Rent Assisted Deposits and charges for Sewerage Services. £383,365 has been raised in the current financial year in relation to Community Infrastructure Levy (CIL).



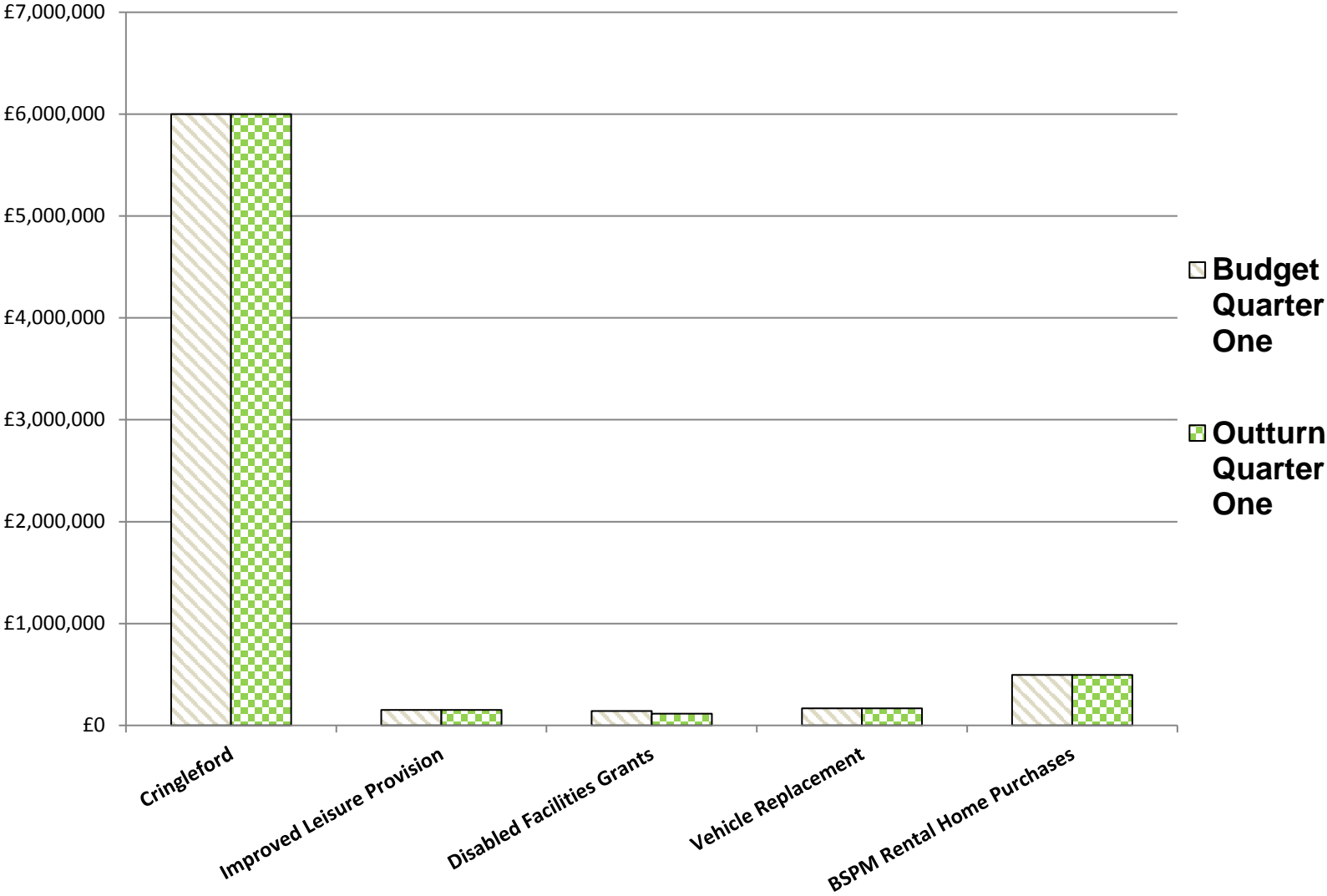


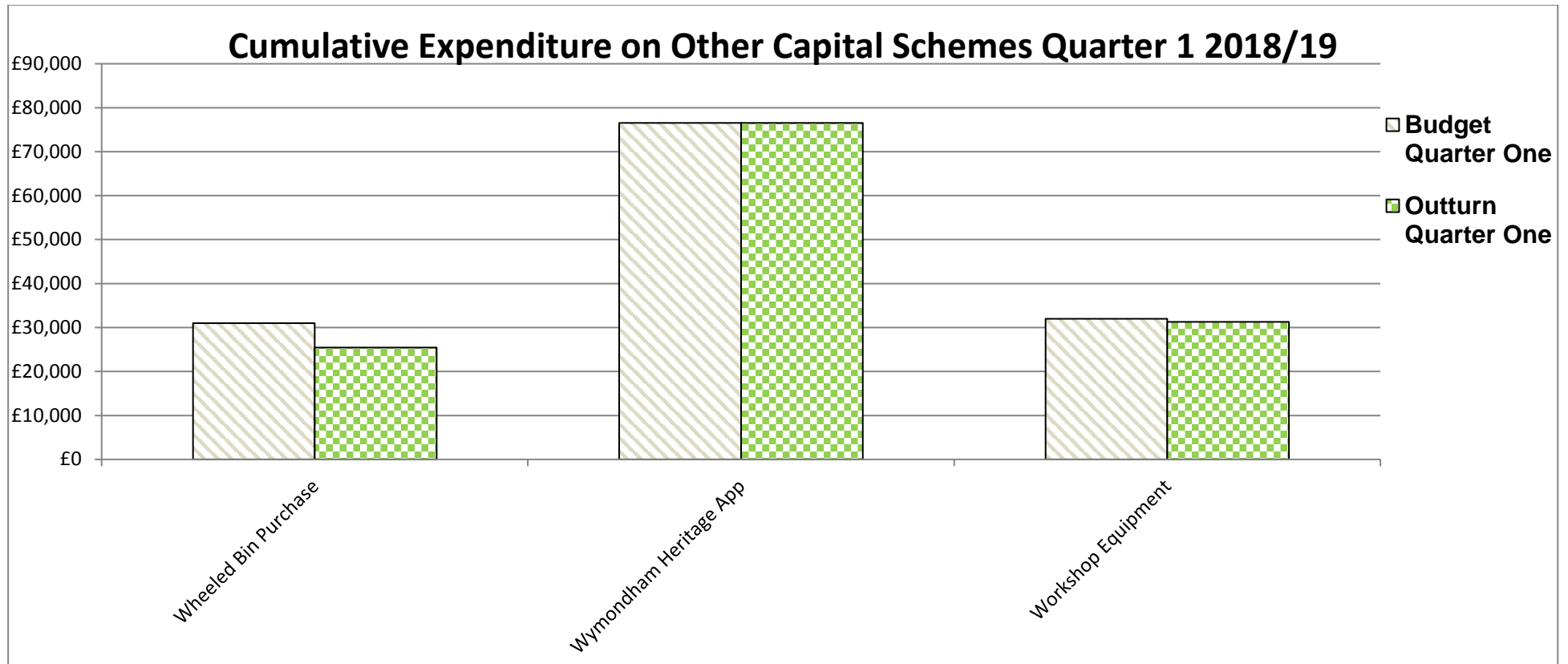
#### 2.3.4 Capital Budget and Expenditure Quarter One

The report details the overall position on the Capital Programme. Owing to the timing of Cabinet, detailed analysis of budgets in this report covers April and May 2018. Initial June figures are consistent with this detailed analysis. Expenditure to the end of May was £7.069 million compared to a budget of £7.096 million.

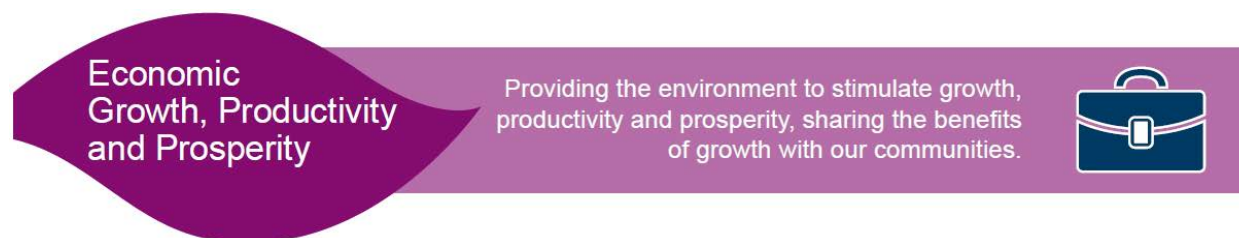
The two graphs below show the variances on the 2018/19 capital programme. There are no major variances to report on at this stage of the year.

Cumulative Expenditure on Major Capital Schemes Quarter 1 2018/19





### 3 Combined Performance, Risk and Financial Commentary by Corporate Priority



#### 3.1 Economic Development

The number of new business start-ups supported (LI 613) was 23 in quarter 1, this exceeds our target for Q1 and indicates that we are on track to meet the year-end target of 75. NWES have ceased providing start-up workshops in Poringland for new business due to a restructure of their business model. A new training model is therefore being considered as part of the BDC/SNC joint services work.

Progress with the Norwich Research Park Enterprise Zone is continuing. Capital expenditure is expected later in the year subject to decisions on related planning applications. Initial positive meetings have taken place with new CEX of Norwich Research Park LLP.

In Q1 we have had a total of 64 new apprenticeships placements (EG 1605) which is significantly higher than Q1 for the previous year. Relating specifically to our Council, in Q1 we have 23 apprentices and an additional 4 apprenticeships planned for Q2 and are therefore well on our way to achieving the target set by government of 36 by 2020.

The amount of external funding identified and brought into the local economy (LI 758) is £760,314, which has exceeded the quarter 1 target of £250,000 and is largely due to securing £650k for the Hempnall junction.

### **3.2 Business Rates**

Performance on non-domestic rates collected (BV010) in quarter 1 has met the target for Q1. The NDR team is working hard to identify new areas of income and to ensure the bills that are issued are accurate and are paid on time. The in-year collection rate target follows a flat profile and although collection rates can be influenced by several factors it is envisaged that we will continue to perform well.

There is an overall positive variance of £156,000 on South Norfolk Council's share of NNDR (business rates) income. South Norfolk Council's share of NNDR (business rates) income is slightly higher than anticipated when the budget was set owing to higher than budgeted receipts to date. Income from businesses on the Norwich Research Park Enterprise Zone is included in this variance and this income will need to be transferred to the Enterprise Zone Reserve at year end to cover the costs of further development on the site, with associated borrowing.

### **3.3 Market Towns**

The Wymondham Digital Trail was launched on 21<sup>st</sup> June 2018 and the full capital budget has now been expended. In the first 2 weeks following the launch there were 550 downloads of the app. The GoGoHare trail is live and is also proving popular. A full marketing plan for both projects is under way. Additionally, the Waveney Valley Tourism Action Group has been successful in its bid for funding to promote the area. This work ensures that the related risk of increased tourist numbers not being realised is being well managed.

### **3.4 Property Development and Management**

Overall the indicator for percentage of rental income returned from our property investments has exceeded quarter 1 target (LI358), reflecting high levels of occupancy and the lettings at Crafton House and 82% of occupancy at Rosebery Park.

Furthermore, in relation to residential dwelling developed through Big Sky Developments (EG1601a), only 6 properties remain at Rosebery Park and the handover of all dwellings at Maple Park continues with a total of 24 properties having been sold and a further 11 reserved.

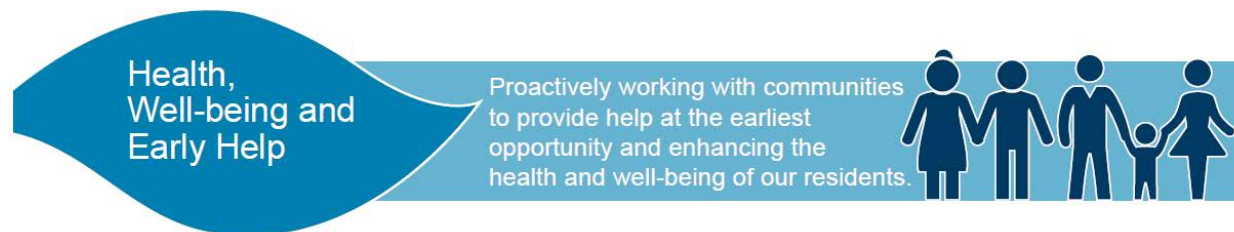
In line with the capital programme, in May funding of £495,000 was transferred to Big Sky Property Management Ltd (BSPML) to purchase two plots reserved for letting on Maple Park. At least three more properties on Maple Park will be transferred to BSPM for letting early in quarter 2.

The construction of Trumpeter House is now complete and its transfer from Big Sky Developments Ltd to SNC is expected to take place during Q2.

Loan funding of £6m to complete the land purchase at Cringleford was transferred to Big Sky Developments Ltd in May. At the same time, temporary loan funding of £2.4m was also granted to Big Sky Developments Ltd to fund the VAT on the land purchase. This VAT has now been reclaimed by BSDL from HMRC and the temporary funding of £2.4m has therefore now been repaid in full to SNC. There will be approximately £250k of extra expenditure incurred on infrastructure relating to the Cringleford site during 2018/19, however, this will be reclaimed from the Business Rates Pool. Big Sky Developments is set to assemble the Design Team to deliver housing at the newly acquired site in Cringleford, which will mitigate risk regarding property development.

### **3.5 CNC Building Control**

Following a difficult Q4, CNC has seen a positive increase in fee earning income for Q1 and met the income target for this reporting period (LI 1013). There remains strong competition from Approved Inspectors particularly in South Norfolk and CNC are working with new and established partners to address the situation. Despite a relative slowing in the construction sector, the fee increase that was implemented last year and continuing work with partners means that CNC will be seeking to build on this positive start to the year.



### **3.6 Leisure and Recreation**

There has been an overall 1.4% increase in memberships (HE1601) across the Leisure Centres since April 2018, equating to a net 49 new members. Although an increase has been seen this does fall short of the anticipated Q1 target for 2018/19 by 1.1%. The 10% annual membership increase target is currently profiled to be evenly spread across the 4 quarters. Historically, Q3 and Q4 the traditionally more productive periods in terms of membership growth and this year these periods will also include the new Long Stratton LC pre-sale and re-launch. The new spa at Wymondham and recent and current investments in Diss and Long Stratton leisure centres alongside the associated positive press and social media exposure will help to promote these centres to new and existing members over the summer.

Overall leisure centre income was below budget in Q1 with the required swim school refunds and the maintenance closure at Diss impacting on performance, however income for April to May across all Leisure Centres increased from £435,909 in April/May 2017 to £454,379 in April/May 2018 which is a 4% increase, reflecting price increases and continuing increases in memberships. The official launch of the Wymondham spa which took place in June is anticipated to generate additional income.

The Swim School performance at Wymondham LC is exceeding budget due to its expansion and will assist mitigating any potential fitness membership growth slowdown. The Kett's Park Management Agreement is currently under discussion with Wymondham Town Council with the aim of commencing operations in Q3. This will allow the Leisure Service to expand its fitness class and activity programme in the Wymondham area. Officers are currently considering options to expand the customer car park at Wymondham Leisure Centre as this is becoming a constraint on business growth.

The refurbishment of Long Stratton Leisure Centre is progressing; however, the programme is running slightly behind schedule due to some additional unanticipated works required on the building. Handover is now expected on 1st February 2019, rather than in

December 2018 as originally envisaged although the developers have indicated there is a possibility of gaining time back as long as the works progress well this summer. The project remains within budget at this stage.

Continuous maintenance and implementation of the Quality Management System and the newly installed poolview system at Diss Leisure Centre, with regular review of relevant policies and procedures will ensure that existing and newly identified risks are mitigated in relation to illness and accidents at the Leisure Centres.

### **3.7 Housing**

Finding sustainable and suitable housing is always a high priority and this is reflected in the % of those housed in temporary accommodation for 8 weeks or less (HE 1603). Due to the significant preparation completed by the Housing Solutions team in the 12 months running up to the implementation of the Homeless Reduction Act, the team has been able to be immediately proactive through their early prevention work.

A new measure (HE1801) for the % of successful interventions to prevent or relieve homelessness was introduced for 2018/19 to reflect the changes for the housing and homelessness provision and has exceeded its Q1 target by 4.2%. The increased profile of Housing and Homelessness has encouraged people to come in earlier thus providing us suitable time to prevent and resolve their housing issues. Being above this target despite the significant increase in footfall is a welcome outcome.

### **3.8 Independent Living**

In quarter 1, we supported 453 vulnerable people to maintain independence in their own homes (LI 323) and met our Q1 target. Welfare and debt advice has widened to include the FIRST officers, this provides an early opportunity to provide preventative support for those who find themselves in debt or have budgeting issues. The Handyperson figures included within this measure has seen a slight reduction, however this is being addressed through recruitment by Big Sky.

Expenditure on Disabled Facilities Grant/Aids and Adaptations of a combined total of £114,977 resulted in the Council making 23 grants during April and May 2018/19, compared to 17 grants approved in the same period of 2017/18. Expenditure to the end of May is relatively low compared to the budget to date, however, the team are confident that there is a sufficient level of activity to commit the full allocation of funding for DFGs in 2018/19, which has now been confirmed at £846,687.



### **3.9 Early Help**

This quarter we have helped 423 families and residents to achieve positive outcomes through our Help Hub service (HE 1607), which exceeded the Q1 target. We have secured additional funding from the Office of the Police and Crime Commissioner to extend our early help domestic abuse worker for another two years to support victims earlier, preventing expensive escalation of issues and improving outcomes for victims and their children.

### **3.10 Housing Benefit/Council Tax Support**

In quarter 1 the number of days taken to process new claims for Housing Benefit/Council Tax Benefit (HE1606) was 9 days which is a significant improvement from the Q1 period for 17/18 of 12.5 days. Traditionally the first quarter is a challenge however by separating the Benefits team from Revenues and placing them with Housing has meant that all the benefit officers have been able to focus exclusively on securing people's benefits and the success of this is reflected in Q1 performance.



### 3.11 **Development Management**

In quarter 1, we have delivered 230 affordable homes (LI 350) 30 more than the same period for 17/18. The majority of these were Help to Buy, many completions are expected from housing associations and Help to Buy during the rest of 2018/19, although possibly not at the same rate as within this quarter. It is therefore anticipated that the year-end target of 500 will be achieved.

72% of householder applications were determined within six weeks (MI 1037) in quarter 1 and determination of other minor applications within 8 weeks (PL1801) is at 97%.

There is a positive variance of £32k on Development Management Budgets to the end of May, owing to higher than budgeted fee income.

### 3.12 **Waste**

The cost of waste collection (LI 262) for Q1 is £32.19 per household which is slightly up on Q4 figures but a reduction in cost per household compared to the same position this time last year and remains under the Q1 target. This reduction is predominantly due to increased income from garden waste collection and recycling credits and is a positive result. In addition, for Q1 the number of missed bins per 100,000 collections (LI 263) remains 'green' at 11 and this quarter we have seen significant operational improvement in this area, although this has financial cost implications. As part of the depot review work we will be reviewing depot performance metrics including those relating to missed bins during Q2 to ensure these are driving forward the service.

The amount of municipal waste recycled, reused and composted has a provisional outturn of (NI 192a) 46.80%. This is a similar result to Q1 last year which was 46.47%. The strong quarter one performance is primarily a result of robust garden waste tonnages this quarter.

Against the Vehicle Procurement and Replacement budget for 2018/19, one refuse vehicle has been purchased and delivered. We are expecting the delivery of two further vehicles early in July and two more vehicles are on order for planned delivery in Q4 of 2018/19.

Depot operations continue to be reviewed, with the garden waste service currently undergoing optimisation to allow for better customer service and continued growth. This review assists the Council to mitigate against the Directorate Risk relating to: The refuse and recycling service does not provide a consistently effective operational service and 'best in class'.

The Depot's Business Continuity Plan has been updated to ensure we can cover any disruption. Waste collection guidelines have also been updated to include guidance for extreme weather recovery operations. This ensures that the Operational Risk relating to disruption at the Depot is well managed.

### **3.13 Public Conveniences**

The refurbishment of the public conveniences at Wymondham is now predominantly complete and is expected to remain within the £40k budget. We are currently awaiting a final quote for the refurbishment of the public conveniences at Harleston and are expecting work to commence in July.



**How we will deliver:** Customer focussed, Can do and collaborative, Business-like, efficient and entrepreneurial - Moving Forward Together

### 3.14 **Resources**

The positive variance against the revenue budget of £604,000 in Q1 is a positive sign of the present strength of the Council's financial position which needs to be maintained in the future. We recognise there is a strategic risk that the Council is unable to deliver priority services should revenue funding fall short of required expenditure. The Medium Term Financial Strategy will be updated over the coming months to provide an up to date picture of the longer term financial position for the Council, reflecting the decision on 12th July 2018 with respect to the Feasibility Study on collaboration with Broadland Council.

### 3.15 **Staff**

The number of working days lost due to short term sickness absence (BV012a) was 0.88 per FTE. The result is under the target for Quarter 1 although a slight increase from Q4 17/18. Despite this the overall days lost per FTE including long term sickness has reduced and is lower than the Q1 period for 17/18.

The "Being the Best you can be" Development Programme 2018 was launched in Q1 2018/19 which will support the Council's Moving Forward Together programme, continuous service development and collaborative working, which alleviates the Directorate Risk regarding: There is insufficient employee capability / capacity to deliver organisational priorities

### 3.16 **IT/Digital**

The measurement for on line self-service was revised to increase the target for 2018/19 to include all forms that have an online webform available. In Q1, 65.92% of services that have an online webform were made via online self-service. Work continues to identify further opportunities to improve the online and self-service journeys for our customers enabling us to link customers directly with the services they require.

The telephony project is progressing well and although no capital expenditure had been incurred on this project during April and May, soft phones and headsets have been ordered to facilitate a three-week testing period, which is expected to commence mid-July. Subject to satisfactory results from the testing programme, the rest of the budget will be committed by late August and the new system is expected to go live during September.

### **3.17 Data Protection**

The Governance Team has ensured that the Council was compliant with the new requirements of the General Data Protection Regulation (GDPR) when it was brought in on 25 May 2018. The Team will ensure ongoing compliance and monitor the Council's processing of personal data.

## **4 Recommendations**

4.1 It is proposed that Cabinet:

- a) Notes the 2018/19 performance for the quarter and the combined efforts across the Directorates to deliver the vision of the Council (detail contained in Appendix 1).
- b) Notes the current position with respect to risks and accepts the actions to support risk mitigation (detail contained in Appendix 2).
- c) Notes the capital and revenue position and the reason for the variances on the General Fund (detail contained in Appendix 3).


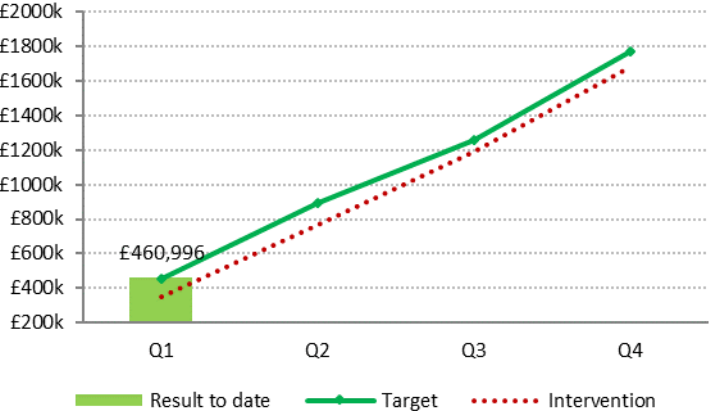
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

### Economic Growth, Productivity and Prosperity


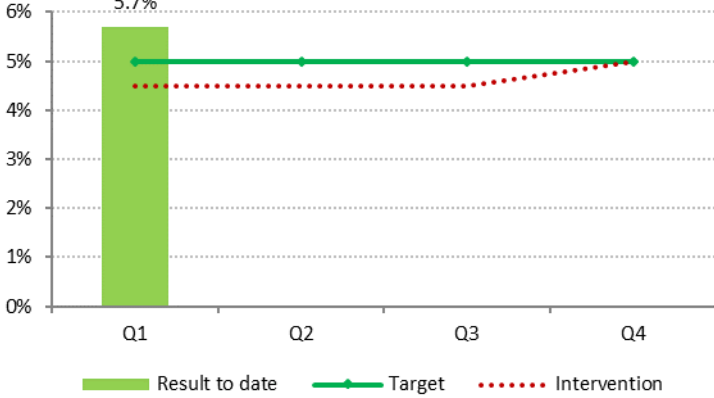

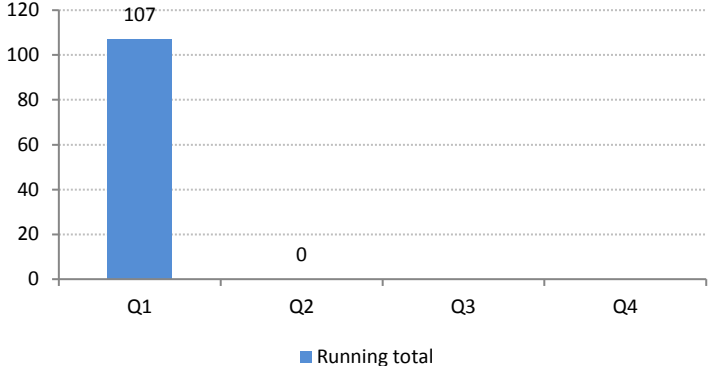
Providing the environment to stimulate growth, productivity and prosperity, sharing the benefits of growth with our communities.




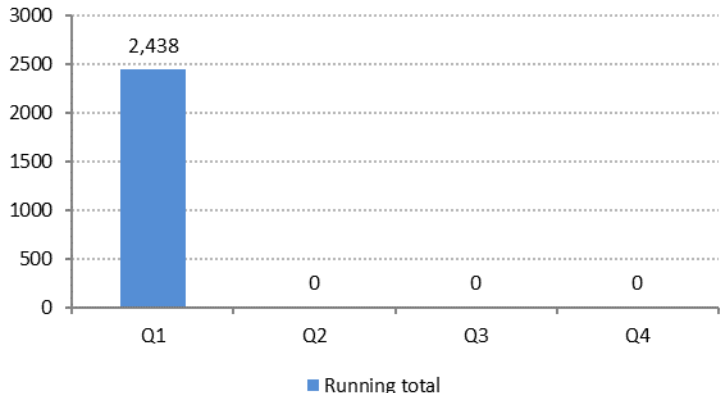

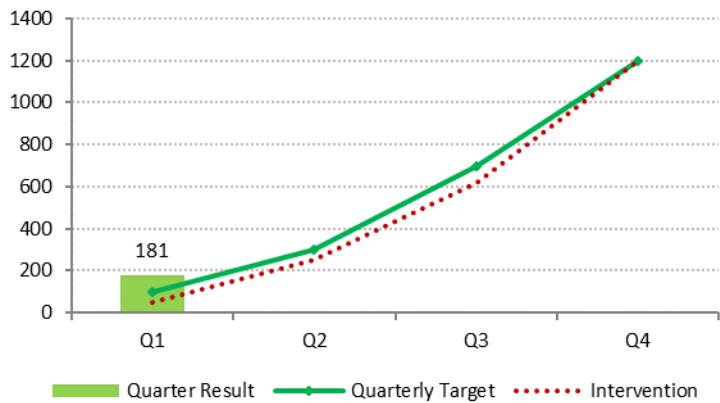
- Key:**
- = Met or exceeded target
  - = Within acceptable tolerance of target
  - = Stretch target not reached
  - = The measure is being 'baselined' in order to determine the target

Measure	Latest Data		Measure Owner	Operational Comments	Chart																				
Description	Quarter 1 Result / Indicator	Year End Target 2018/19																							
LI 1013: CNC Building Control fee earning income.	£460,996 	£1,770,000	Stephen Fulcher	<p>The poor weather adversely affected Q4 last year, with the weather improving we have seen an increase in our fee earning income which brings it back to the expected level for this time of year.</p> <p>There remains strong competition from Approved Inspectors particularly in South Norfolk and we are working with new and established clients to address the situation. Therefore because of this and our fee increase last year and despite the relative slowing in the construction sector we are confident the positive start to the year will continue.</p>	 <p>The chart displays the performance of the CNC Building Control fee earning income. The Y-axis represents the amount in thousands of pounds (£200k to £2000k). The X-axis shows the quarters Q1, Q2, Q3, and Q4. A green bar represents the Q1 result to date (£460,996). A solid green line with a diamond marker represents the Q2 target. A red dotted line represents the Q3 intervention. The Q1 result is significantly below the Q2 target and the Q3 intervention line.</p> <table><thead><tr><th>Quarter</th><th>Result to date</th><th>Target</th><th>Intervention</th></tr></thead><tbody><tr><td>Q1</td><td>£460,996</td><td>-</td><td>-</td></tr><tr><td>Q2</td><td>-</td><td>£1000k</td><td>£800k</td></tr><tr><td>Q3</td><td>-</td><td>£1200k</td><td>£1000k</td></tr><tr><td>Q4</td><td>-</td><td>£1800k</td><td>£1600k</td></tr></tbody></table>	Quarter	Result to date	Target	Intervention	Q1	£460,996	-	-	Q2	-	£1000k	£800k	Q3	-	£1200k	£1000k	Q4	-	£1800k	£1600k
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## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures


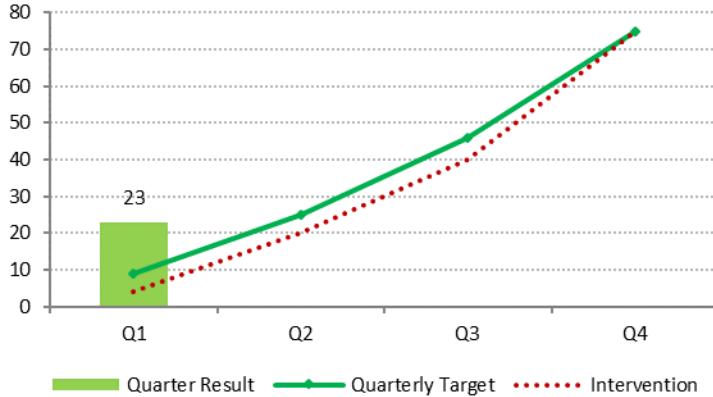

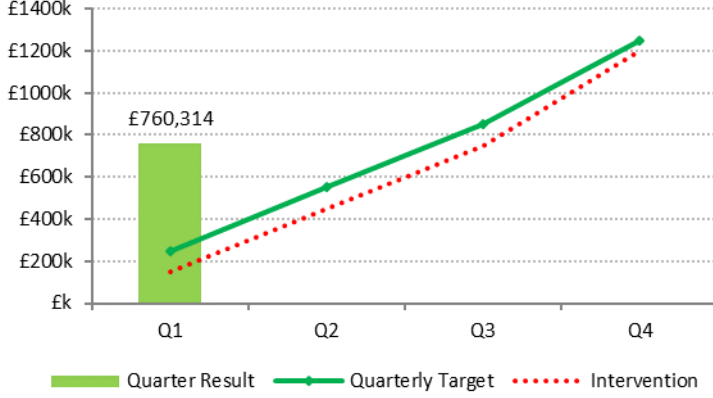
Measure	Latest Data		Measure Owner	Operational Comments	Chart
	Quarter 1 Result / Indicator	Year End Target 2018/19			
LI 358: % rental income return from property investment.	5.70% 	5.00%	Spencer Burrell	<p>Investment properties remain above budget. Occupancy at Rosebery Park has increased to 82%.</p> <p>A new tenant was found for the vacant unit at Wymondham Business Park, but pulled out at the last moment. Another prospective tenant has viewed the building, and liked it - negotiations are on-going.</p> <p>Investment properties saw a small reduction in income due to one void, however a new tenant is now in occupation and the rental income for the property has increased by 20%.</p>	 <p>5.7%</p> <p>Q1 Q2 Q3 Q4</p> <p>Result to date Target Intervention</p>
EG 1601a: Number of residential dwellings developed through our Big Sky Developments company.	107 	Baseline (Totals shown are multi-year running totals from Q1 2016/17)	Spencer Burrell	<p>Rosebery Park - only 6 properties to sell (3 shared equity and 3 open market). We have now been handed over all of the dwellings at Maple Park continues. A total of 24 properties have been sold with a further 11 reserved.</p>	 <p>107</p> <p>Q1 Q2 Q3 Q4</p> <p>Running total</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures




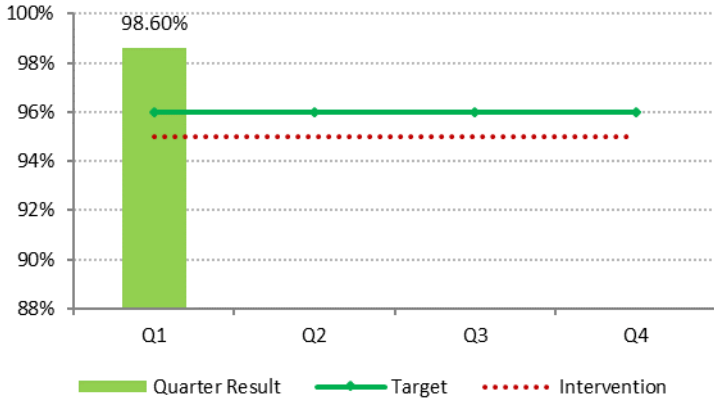
Measure	Latest Data		Measure Owner	Operational Comments	Chart																				
Description	Quarter 1 Result / Indicator	Year End Target 2018/19																							
EG 1601b: Sq Metre area of commercial space developed through our Big Sky Developments company.	2,438 	Baseline (Totals shown are multi-year running totals from Q1 2016/17)	Spencer Burrell	<p>The running total still remains at 2,438 sqm.</p> <p>Crafton House - The tenant has moved into the space in the ground floor following the fit out works in March.</p> <p>Maple Park - construction is all but complete and due for handover in early July . The office is being marketed and we are progressing with enquiries. Heads of terms have been agreed with the first tenant and we are working towards a lease start at the end of July.</p>	 <p>Running total</p> <table><thead><tr><th>Quarter</th><th>Running total</th></tr></thead><tbody><tr><td>Q1</td><td>2,438</td></tr><tr><td>Q2</td><td>0</td></tr><tr><td>Q3</td><td>0</td></tr><tr><td>Q4</td><td>0</td></tr></tbody></table>	Quarter	Running total	Q1	2,438	Q2	0	Q3	0	Q4	0										
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Q1	2,438																								
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LI 356: Number of SME's provided with advice and guidance in South Norfolk.	181 	1,200 (This is a cumulative total for the whole year which will be the sum of each quarter's result)	David Disney	<p>In Q1 we provided advice and guidance to 181 SME's</p> <p>The quarter one figures comprise:</p> <p>25 - via Wym Trails app. meetings 31- via Ec Dev engagement enquiries. 37- Food Team 88- Licensing</p>	 <p>Quarter Result   Quarterly Target   Intervention</p> <table><thead><tr><th>Quarter</th><th>Quarter Result</th><th>Quarterly Target</th><th>Intervention</th></tr></thead><tbody><tr><td>Q1</td><td>181</td><td>~100</td><td>~100</td></tr><tr><td>Q2</td><td>~250</td><td>~250</td><td>~250</td></tr><tr><td>Q3</td><td>~700</td><td>~700</td><td>~700</td></tr><tr><td>Q4</td><td>~1200</td><td>~1200</td><td>~1200</td></tr></tbody></table>	Quarter	Quarter Result	Quarterly Target	Intervention	Q1	181	~100	~100	Q2	~250	~250	~250	Q3	~700	~700	~700	Q4	~1200	~1200	~1200
Quarter	Quarter Result	Quarterly Target	Intervention																						
Q1	181	~100	~100																						
Q2	~250	~250	~250																						
Q3	~700	~700	~700																						
Q4	~1200	~1200	~1200																						






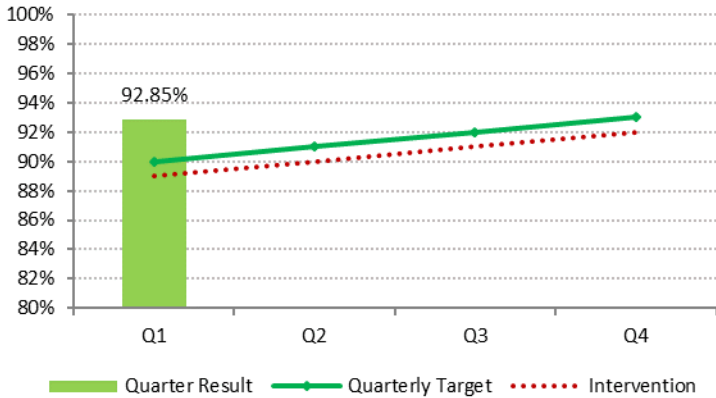
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart																				
Description	Quarter 1 Result / Indicator	Year End Target 2018/19																							
LI 613: Number of new business start-ups supported in South Norfolk.	23 	75 (This is a cumulative total for the whole year which will be the sum of each quarter's result)	David Disney	<p>In Q1 we supported 23 start-ups.</p> <p>The quarter one figures comprise:</p> <p>8- New Business referrals to Growth Hub/NWES from Ec Dev 15 - New businesses advised as part of the Growth Club programme at Poringland.</p> <p>N.B. NWES have ceased providing start-up workshops in Poringland for new business due to a restructure of their business model. A new training model is being considered as part of the BDC/SNC joint services work.</p>	 <table><caption>LI 613 Data</caption><thead><tr><th>Quarter</th><th>Quarter Result</th><th>Quarterly Target</th><th>Intervention</th></tr></thead><tbody><tr><td>Q1</td><td>23</td><td>10</td><td>5</td></tr><tr><td>Q2</td><td>-</td><td>25</td><td>20</td></tr><tr><td>Q3</td><td>-</td><td>45</td><td>40</td></tr><tr><td>Q4</td><td>-</td><td>75</td><td>75</td></tr></tbody></table>	Quarter	Quarter Result	Quarterly Target	Intervention	Q1	23	10	5	Q2	-	25	20	Q3	-	45	40	Q4	-	75	75
Quarter	Quarter Result	Quarterly Target	Intervention																						
Q1	23	10	5																						
Q2	-	25	20																						
Q3	-	45	40																						
Q4	-	75	75																						
LI 758: External funding identified and brought into the local economy.	£760,314 	£1,000,000 (This is a cumulative total for the whole year which will be the sum of each quarter's result)	Nina Cunningham	<p>The Q1 figure has significantly exceeded the Q1 target largely due to securing £650k for the Hemphall junction.</p> <p>The Q1 figures comprise of the following:</p> <p>Panel Graphics - £64,414 - Growing Buisness fund Food Forensics Ltd t £36,980 - Growing business fund Alpha Inclusion Ltd, a £5,150 -ERDF small business grant Hemphall Junction 650,770- NA LEP</p>	 <table><caption>LI 758 Data</caption><thead><tr><th>Quarter</th><th>Quarter Result</th><th>Quarterly Target</th><th>Intervention</th></tr></thead><tbody><tr><td>Q1</td><td>£760,314</td><td>£250k</td><td>£150k</td></tr><tr><td>Q2</td><td>-</td><td>£500k</td><td>£400k</td></tr><tr><td>Q3</td><td>-</td><td>£750k</td><td>£650k</td></tr><tr><td>Q4</td><td>-</td><td>£1,000k</td><td>£1,000k</td></tr></tbody></table>	Quarter	Quarter Result	Quarterly Target	Intervention	Q1	£760,314	£250k	£150k	Q2	-	£500k	£400k	Q3	-	£750k	£650k	Q4	-	£1,000k	£1,000k
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## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
	Quarter 1 Result / Indicator	Year End Target 2018/19			
BV 010: % of non-domestic rates collected.	27.88 	98.00%	Simon Bessey	<p>The NDR team is working hard to identify new areas of income and to ensure the bills that are issued are accurate and are paid on time. The in-year collection rate target follows a flat profile and although collection rates can be influenced by a number of factors I'm confident that we will continue to perform well.</p> <p>The total value of receipts during Q1 for 18/19 NDR liabilities collected is £8.845m (£8.609m 17/18).</p>	 <p>100% 90% 80% 70% 60% 50% 40% 30% 20% 10% 0%</p> <p>Q1 Q2 Q3 Q4</p> <p>27.88%</p> <p>Result to date Target Intervention</p>
LI 210: % of food premises which have an FHRS (Food Hygiene Rating Scheme) rating of satisfactory or above.	98.60% 	95.00%	David Disney	Q1 continues the over target performance of this measure, and reflects the hard work the team put into advice and guidance given to all businesses in South Norfolk.	 <p>100% 98% 96% 94% 92% 90% 88%</p> <p>Q1 Q2 Q3 Q4</p> <p>98.60%</p> <p>Quarter Result Target Intervention</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
EG 1605: Number of apprenticeship placements available in our local businesses for our young people.	64 	70 (This is a cumulative total for the whole year which will be the sum of each quarter's result)	David Disney	In Q1, 64 Live apprenticeships were advertised.	 <p>Legend: <span style="color: green;">■</span> Quarter Result <span style="color: green;">—●—</span> Quarterly Target <span style="color: red;">·····</span> Intervention</p>
MI 1039: % of units liable for business rates occupied.	92.85% 	93%	David Disney	The occupancy level is at its highest level since the end of Q4 of 2015/16 but the figures do tend to fluctuate by about 0.5% either way each quarter. There were less empty properties at the end of Q1 than there had been at the end of each of the previous four quarters.	 <p>Legend: <span style="color: green;">■</span> Quarter Result <span style="color: green;">—●—</span> Quarterly Target <span style="color: red;">·····</span> Intervention</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

### Health, Well-being and Early Help

Proactively working with communities to provide help at the earliest opportunity and enhancing the health and well-being of our residents.


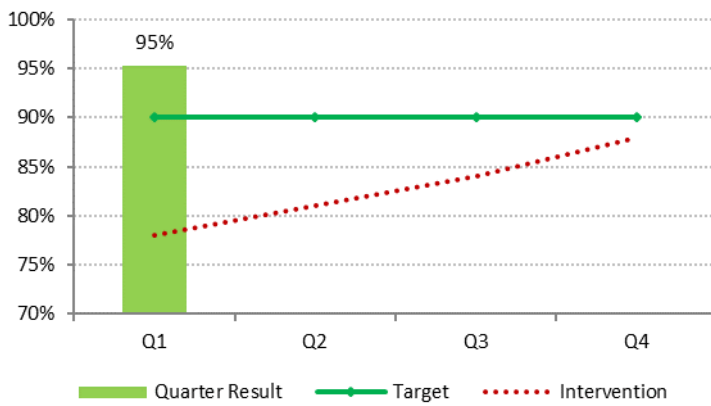


#### Key:


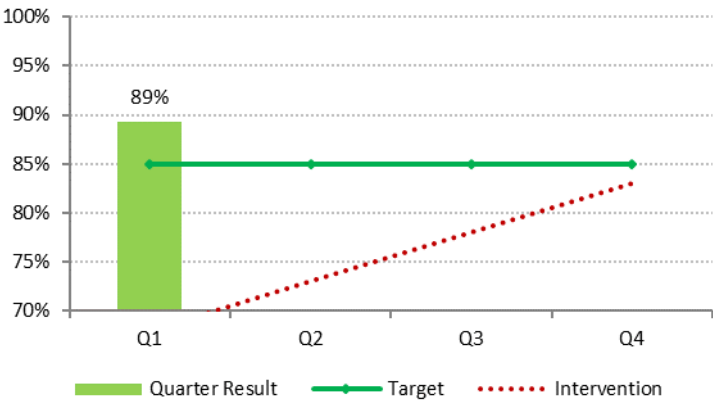

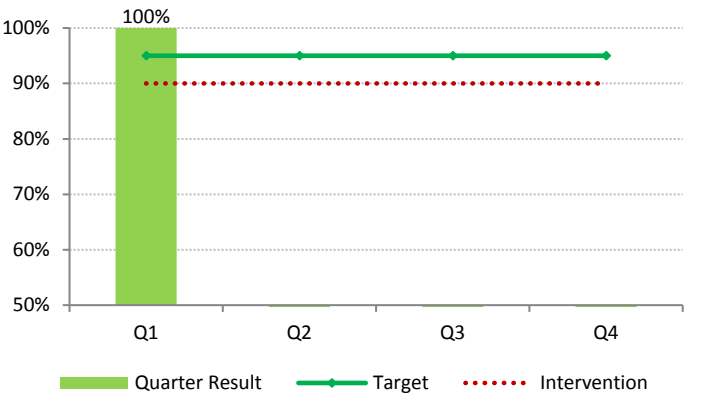
- = Met or exceeded target
- = Within acceptable tolerance of target
- = Stretch target not reached
- = The measure is being 'baselined' in order to determine the target

Measure	Latest Data		Measure Owner	Operational Comments	Chart
	Quarter 1 Result / Indicator	Year End Target 2018/19			
(NEW) HE 1601: % increase in our Leisure Centre members following the refurbishment of our three Centres.	1.4% 	10.00%	Steve Goddard	<p>There has been an overall 1.4% increase in memberships across the Leisure Centres since April 2018, equating to a net 49 new members. Although an increase has been seen this does fall short of the anticipated Q1 target for 2018/19 by 1.1%. The 10% annual membership increase target is evenly spread across the 4 quarters with Q3 and Q4 the traditionally more productive periods which also crucially include the new Long Stratton LC pre-sale and re-launch. The new spa at Wymondham and recent and current investments in Diss and Long Stratton leisure centres alongside the associated positive press and social media exposure will help to promote these centres to new and existing members over the summer.</p> <p>Q1 has seen Wymondham fitness monthly membership stand still, Diss move forward by 19 members and Long Stratton increase by 30.</p> <p>Overall the monthly financial direct debit line increased by +£1,335. A slightly lower increase overall than budgeted for but encouraging performance at Long Stratton during a refurbishment bodes well for the future.</p> <p>The Year on year performance continues to outline the benefits of the investment made</p>	


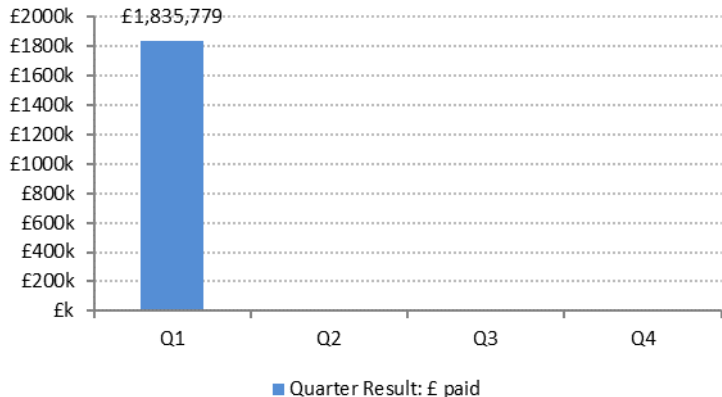

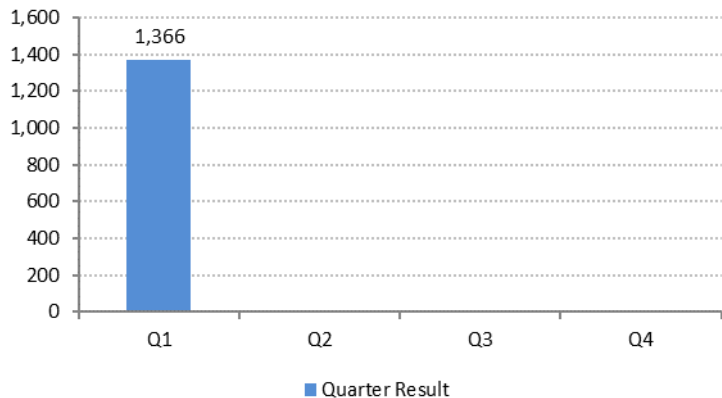
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart																				
Description	Quarter 1 Result / Indicator	Year End Target 2018/19																							
				<p>and the impact of a competitive pricing structure and great member retention. Wymondham has increased by £7,750 per month, Diss by £2,716 and Long Stratton by £1,251.</p> <p>The financial performance equates to 249, 95 &amp; 47 new members respectively.'</p> <p>The new Spa at Wymondham, investments at Diss and excitement regarding the newly refurbished Long Stratton centre with the associated press and social media exposure will work hard to promote the centres over the summer in Q2.</p>																					
HE 1603: % of households in temporary accommodation for 8 weeks or less from the date of the homelessness decision to housing solution.	95.24% 	90%	Mike Pursehouse	Due to the significant preparation completed by the Housing Solutions team in the 12 months running up to the implementation of the Homeless Reduction Act, the team has been able to be immediately proactive through their early prevention work. The increased public profile of Housing and Homelessness has also encouraged people to come in earlier allowing prevention work to start earlier thus reducing those in Temporary Accommodation. This allows the FIRST provision to focus on training and encouraging pro-active customer action to find long term sustainable housing.	 <table><caption>HE 1603 Performance Data</caption><thead><tr><th>Quarter</th><th>Quarter Result (%)</th><th>Target (%)</th><th>Intervention (%)</th></tr></thead><tbody><tr><td>Q1</td><td>95%</td><td>90%</td><td>~78%</td></tr><tr><td>Q2</td><td>-</td><td>90%</td><td>~81%</td></tr><tr><td>Q3</td><td>-</td><td>90%</td><td>~84%</td></tr><tr><td>Q4</td><td>-</td><td>90%</td><td>~88%</td></tr></tbody></table>	Quarter	Quarter Result (%)	Target (%)	Intervention (%)	Q1	95%	90%	~78%	Q2	-	90%	~81%	Q3	-	90%	~84%	Q4	-	90%	~88%
Quarter	Quarter Result (%)	Target (%)	Intervention (%)																						
Q1	95%	90%	~78%																						
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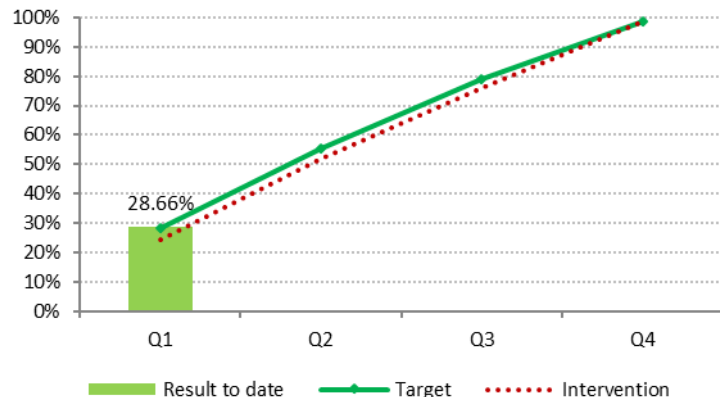

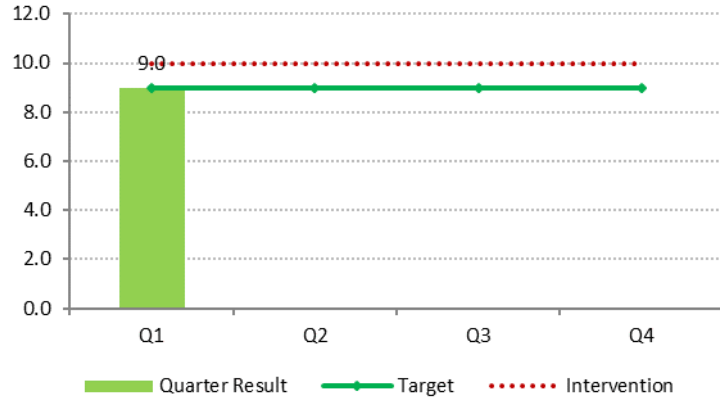
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
(NEW) HE 1801 % successful intervention to prevent or relieve homelessness for customers who are homeless or at risk of becoming homeless	89.29% 	85%	Mike Pursehouse	Following on from above the increased profile of Housing and Homelessness has encouraged people to come in earlier thus providing us suitable time to prevent and resolve their housing issues. Being above this target despite the significant increase in footfall is a welcome outcome	 <p>89%</p> <p>Quarter Result Target Intervention</p>
HE 1605: % of those housed by SNC Housing remain in the same, similar or improved accommodation after a 12 month period	100% 	95%	Mike Pursehouse	Finding sustainable and suitable housing is always a high priority and due to the housing delivery and availability within the council our customers, whatever their banding, find themselves being able to move into the home of choice. Coupled with our FIRST offer making sure people are tenancy ready has allowed for us to once again meet this target. During this period 201 people have been housed	 <p>100%</p> <p>Quarter Result Target Intervention</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures


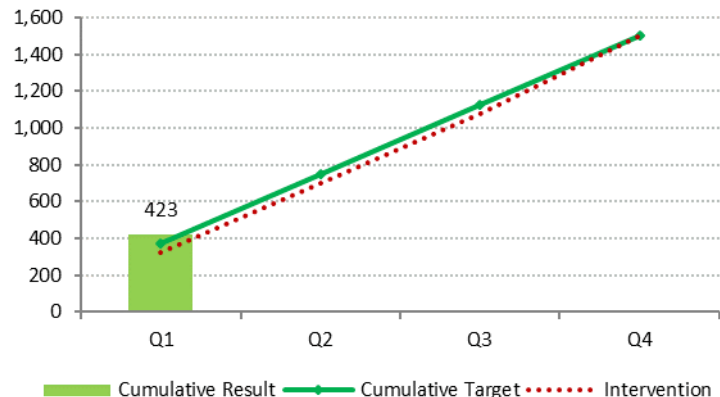

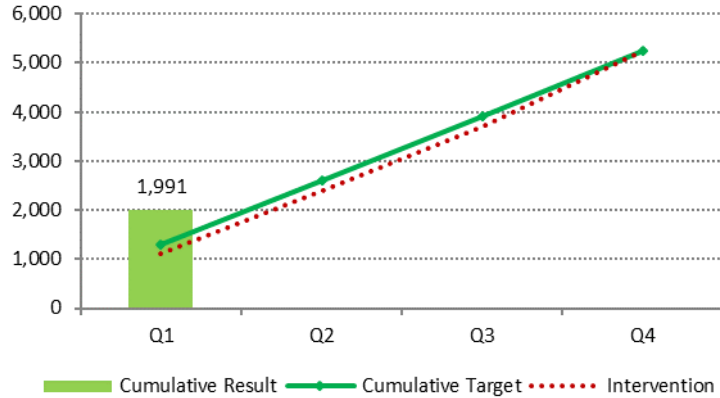
Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
HE 1607a: £pounds paid in benefits to people in work	£1,835,779 	Baseline	Mike Pursehous e	This figure has remained steady. There is an increase from last year however this is following the increase in Council Tax resulting in increased Council Tax Support being paid	 <p>Quarter Result: £ paid</p>
HE 1607b: Number of people in work receiving benefits	1366 	Baseline	Mike Pursehous e	The vast majority of working age people in South Norfolk who receive benefit are in work, but are low paid. This measure will help us to ensure that we continue to support people into work and staying in employment.	 <p>Quarter Result</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures


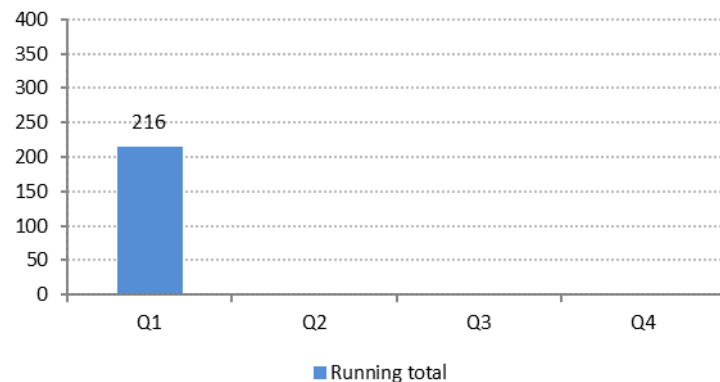

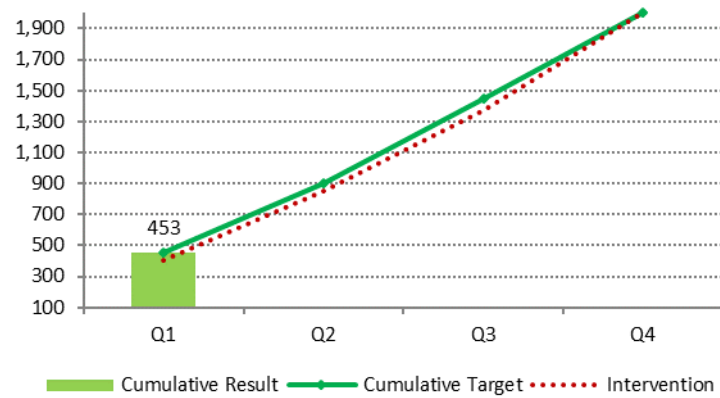
Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
BV 009: % of Council Tax collected.	28.66% 	98.50%	Simon Bessey	<p>The teams have performed really well during Q1 in order to maintain this level of collection.</p> <p>We've experienced high levels of customer contact mainly driven by the increases to 18/19 Council Tax charges, and by the increase in the number of residents that we serve.</p> <p>Actual collection during Q1 is £24.528m (£22.765m 17/18) against a collectible debit of £85.573m (£79.012m 17/18).</p> <p>Direct Debit payers 47,908 (46,593 17/18).</p>	 <p>Result to date    Target    Intervention</p>
HE 1606: Number of days taken to process new claims for Housing Benefit/Council Tax Benefit.	9 days 	9 days	Mike Pursehous e	<p>Traditionally the first 1/4 is a challenge. This time 12 months ago we stood at 12.5 days which meant we were largely playing catch up for the rest of the year. By separating the Benefits team from Revenues and placing them with Housing has meant all the benefit officers have been able to sustainably focus on securing peoples benefits</p>	 <p>Quarter Result    Target    Intervention</p>



## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
HE 1607: Number of families and residents helped to achieve positive outcomes through our Help Hub service.	423 	1,500 (This is a cumulative figure for the whole year)	Mike Pursehous e	We have secured additional funding from the Office of the Police and Crime Commissioner to extend our early help domestic abuse worker for another two years to support victims earlier, preventing expensive escalation of issues and improving outcomes for victims and their children.	 <p>Cumulative Result Cumulative Target Intervention</p>
HE 1608a: Number of residents who are assisted to access support within their community to meet low level need	1991 	5250 (This is a cumulative figure for the whole year)	Mike Pursehous e	Community Connectors have engaged with 1991 people in the quarter, offering assistance and support to meet a multiplicity of needs. 5 full time connectors are in post and are becoming increasingly well-known and valued in the communities they serve.	 <p>Cumulative Result Cumulative Target Intervention</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart																				
Description	Quarter 1 Result / Indicator	Year End Target 2018/19																							
HE 1608b: Number referrals from GPs to our social prescribing service via community connectors	216 	Baseline	Mike Pursehouse	<p>Quarter 1 has seen 216 referrals into the social prescribing scheme. The service has continued to grow throughout the quarter and, in June we reached our target of working in all GP surgeries in the District.</p> <p>The target was 75% in the first year of the service. We have achieved 100% in fourteen months. June saw the highest number of referrals in to the service (90) since inception. It is anticipated that the service will continue to develop as awareness is raised among colleagues working in Primary Care.</p>	 <table><caption>Chart Data: Running total</caption><thead><tr><th>Quarter</th><th>Running total</th></tr></thead><tbody><tr><td>Q1</td><td>216</td></tr><tr><td>Q2</td><td></td></tr><tr><td>Q3</td><td></td></tr><tr><td>Q4</td><td></td></tr></tbody></table>	Quarter	Running total	Q1	216	Q2		Q3		Q4											
Quarter	Running total																								
Q1	216																								
Q2																									
Q3																									
Q4																									
LI 323: Increase the number of vulnerable people supported to maintain independence in their own homes, with support from interventions.	453 	2,000 (This is a cumulative figure for the whole year)	Sam Cayford	<p>Q1 figures are meeting the target - Welfare and debt advice has widened to include the FIRST officers which has bolstered figures. This provides an early opportunity to provide preventative support for those who find themselves in debt or have budgeting issues. The Handyperson figure included within this measure has seen a slight reduction due to long-term absence however this is being addressed through recruitment by Big Sky</p>	 <table><caption>Chart Data: Cumulative Result, Target, and Intervention</caption><thead><tr><th>Quarter</th><th>Cumulative Result</th><th>Cumulative Target</th><th>Intervention</th></tr></thead><tbody><tr><td>Q1</td><td>453</td><td>453</td><td>453</td></tr><tr><td>Q2</td><td></td><td></td><td></td></tr><tr><td>Q3</td><td></td><td></td><td></td></tr><tr><td>Q4</td><td></td><td></td><td></td></tr></tbody></table>	Quarter	Cumulative Result	Cumulative Target	Intervention	Q1	453	453	453	Q2				Q3				Q4			
Quarter	Cumulative Result	Cumulative Target	Intervention																						
Q1	453	453	453																						
Q2																									
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## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

### Place, Communities and Environment

Improving the quality of life of our communities and enhancing the built and natural environment in our towns and villages.



#### Key:



= Met or exceeded target




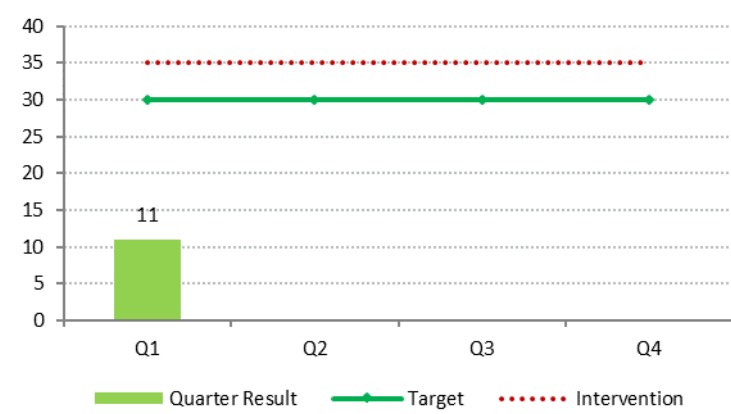
= Within acceptable tolerance of target




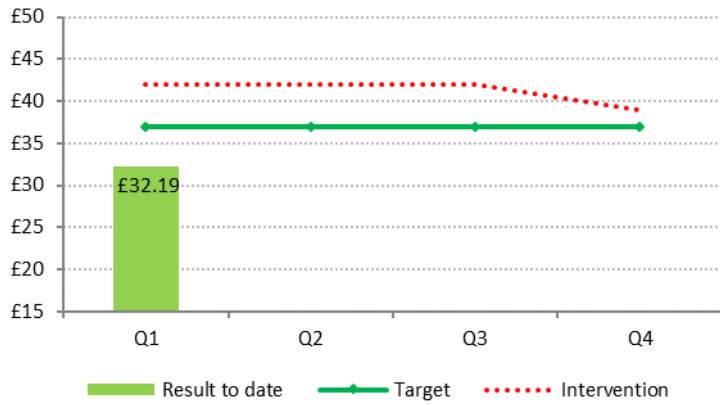

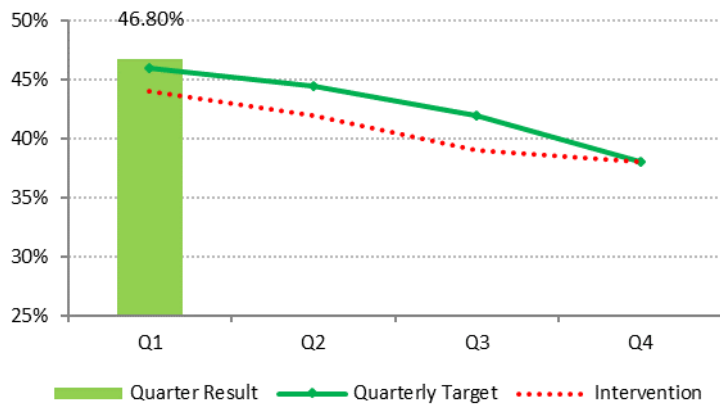
= Stretch target not reached




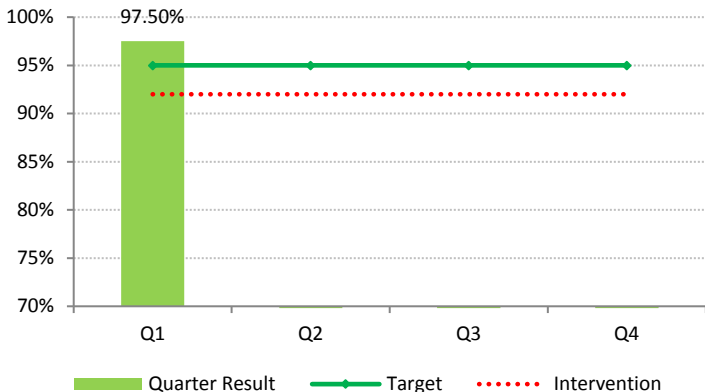

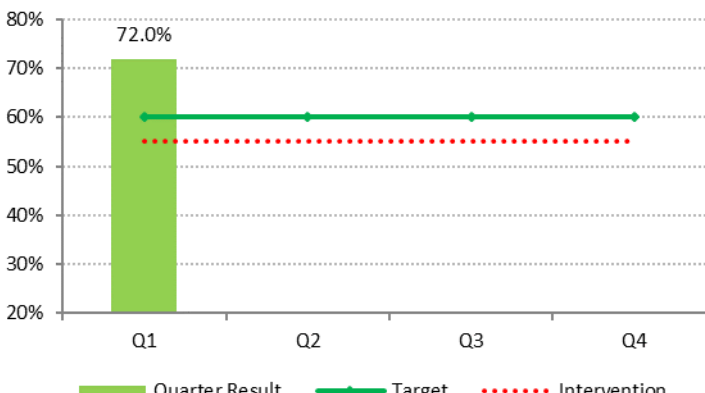
= The measure is being 'baselined' in order to determine the target

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
LI 263: Number of missed bins for all waste per 100,000 collections	11 	30	Simon Hawken	For Q1 the number of missed bins per 100,000 collections remains 'green' at 11 and this quarter we have seen significant operational improvement in this area, although this has financial cost implications. As part of the depot review work we will be reviewing depot performance metrics including those relating to missed bins during Q2 to ensure these are driving forward the service.	 <p>The chart displays the performance of Measure LI 263 over four quarters. The Y-axis represents the number of missed bins per 100,000 collections, ranging from 0 to 40. The X-axis shows quarters Q1, Q2, Q3, and Q4. A green bar for Q1 shows a result of 11. A green line with diamond markers represents the target at 30 for all quarters. A red dotted line represents the intervention level at 35 for all quarters. The legend indicates: Quarter Result (green bar), Target (green line), and Intervention (red dotted line).</p>


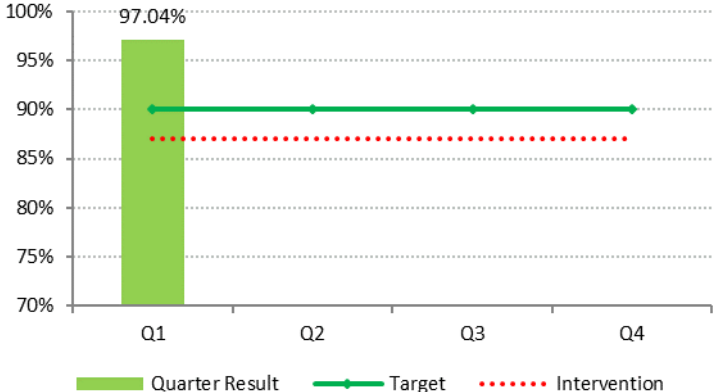

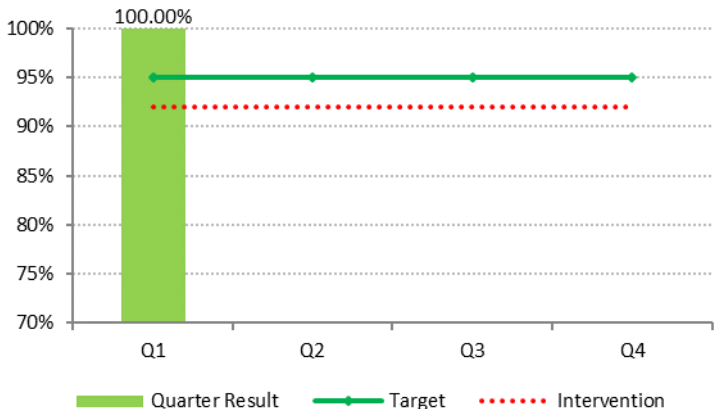
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
LI 262: Cost of waste collection per household	£32.19 	£37	Simon Hawken	The measure is still comfortably below the £37 target despite a rise in projected costs. The anticipated income boost from Garden Waste charges & recycling credits are swallowed up by the rising costs of disposal and fuel costs due to increased tonnages. This leaves the increase from the figure reported at 17/18 Q4 being caused by increases in salary costs for 18/19 and capital charges from newer vehicles.	 <p>£50 £45 £40 £35 £30 £25 £20 £15</p> <p>Q1 Q2 Q3 Q4</p> <p>Result to date Target Intervention</p>
NI 192a: % Municipal waste recycled, reused and composted	46.80% 	45.00% (This is a target for the year overall and is not the same as the Q4 quarterly target)	Bob Wade	Given provisional data we are slightly above the target for QTR1. This is primarily a result of robust garden waste tonnages this quarter. A good result.	 <p>50% 45% 40% 35% 30% 25%</p> <p>Q1 Q2 Q3 Q4</p> <p>Quarter Result Quarterly Target Intervention</p>


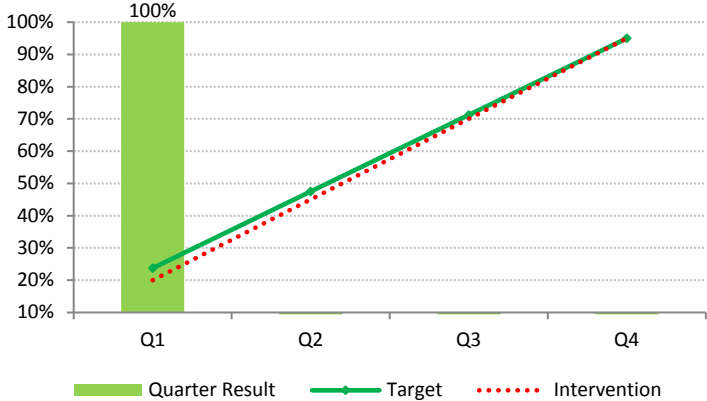

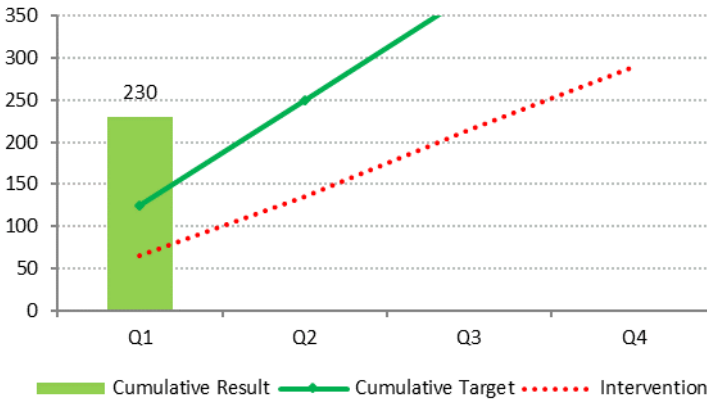
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
LI 302: % of householder applications determined within 8 weeks or in extension of time	97.50% 	95.00%	Helen Mellors	This relates to 203 applications, 185 of which (91%) were determined in the 8 week period with 13 being determined within an extension of time, resulting in 97.5% being determined in an agreed time period.	 <p>97.50%</p> <p>95.00%</p> <p>92.00%</p> <p>90%</p> <p>85%</p> <p>80%</p> <p>75%</p> <p>70%</p> <p>Q1 Q2 Q3 Q4</p> <p>Quarter Result Target Intervention</p>
MI 1037: % of householder applications determined within six weeks	72.00% 	60.00%	Helen Mellors	This relates to 203 applications, 146 of which (72%) were determined in the less than 6 week period. 185 (91%) were determined in the 8 week period with 13 were determined within an extension of time, resulting in 97.5% being determined in an agreed time period.	 <p>72.0%</p> <p>60.0%</p> <p>55.0%</p> <p>50%</p> <p>40%</p> <p>30%</p> <p>20%</p> <p>Q1 Q2 Q3 Q4</p> <p>Quarter Result Target Intervention</p>


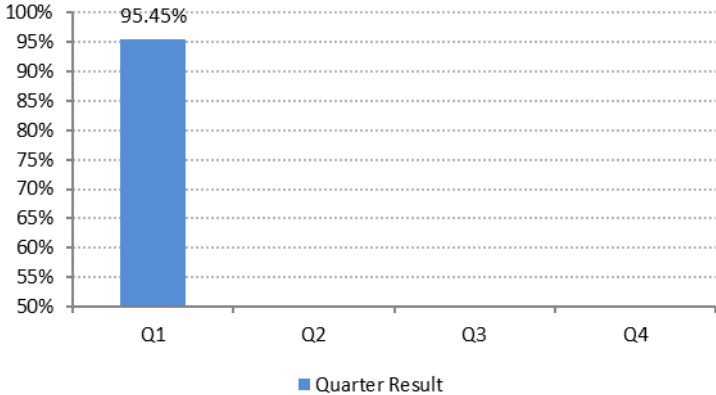
## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
(NEW) PL1801 : % of other and minor applications determined within eight weeks or extension of time	97.04% 	90.00% (Rolling two year figure)	Helen Mellors	This is a rolling 2 year figure and 97.04% (2628 / 2801) were determined in an agreed time period	 <p>100% 97.04%</p> <p>95% 90% 85% 80% 75% 70%</p> <p>Q1 Q2 Q3 Q4</p> <p>Quarter Result Target Intervention</p>
MI 1038: % of major applications determined within 13 weeks or in extension of time	100% 	95.00%	Helen Mellors	This relates to 12 applications, 2 of which (17%) were determined in the 13 week period with 10 being determined within an extension of time, resulting in 100% being determined in an agreed time period.	 <p>100% 100.00%</p> <p>95% 90% 85% 80% 75% 70%</p> <p>Q1 Q2 Q3 Q4</p> <p>Quarter Result Target Intervention</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
PL 1602: % of Community Action Fund (CAF) spent.	100% 	95%	Mike Pursehouse	The CAF panel met in June and allocated the whole years funding. The applications came from across the district and were oversubscribed. The applicants who did not receive funding will be supported by the community capacity team to find alternative funding,	 <p>100%</p> <p>100% 90% 80% 70% 60% 50% 40% 30% 20% 10%</p> <p>Q1 Q2 Q3 Q4</p> <p>Quarter Result Target Intervention</p>
LI 350: Number of Affordable homes delivered in this year (2018-19)	230 	500 affordable homes by 31 March 2019. (1,500 by March April 2020)	Keith Mitchell	80 homes were completed by housing associations (all through S106 agreements with developers), and one house (the first in a limited new programme) was acquired by Big Sky Property Management Limited using S106 receipts. In addition, MHCLG reported the sale of 149 homes through Help to Buy (equity loan) in the previous quarter. Many completions are expected from housing associations and Help to Buy during the rest of 2018/19, although not at the same rate, so it is expected that the target of 500 will be achieved.	 <p>230</p> <p>350 300 250 200 150 100 50 0</p> <p>Q1 Q2 Q3 Q4</p> <p>Cumulative Result Cumulative Target Intervention</p>

## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart
Description	Quarter 1 Result / Indicator	Year End Target 2018/19			
PL 1604: % percentage of people applying to register to vote online as opposed to on paper.	95.45% 	Baseline	Julia Tovee-Galey	During the Q1, 2,310 people registered online compared to 110 by paper application.	 <p>100% 95% 90% 85% 80% 75% 70% 65% 60% 55% 50%</p> <p>95.45%</p> <p>Q1 Q2 Q3 Q4</p> <p>■ Quarter Result</p>





## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures




Key:	
	= Met or exceeded target
	= Within acceptable tolerance of target
	= Stretch target not reached
	= The measure is being 'baselined' in order to determine the target

Measure Description	Latest Data		Measure Owner	Operational Comments	Chart
	Quarter 1 Result / Indicator	Year End Target 2018/19			
BV012a: Working days lost per FTE due to short term sickness absence.	0.88 	4.5 days (This is a cumulative total per FTE figure for the whole year)	Peter Catchpole	Short-term absence is showing an increase, 0.88 days lost, compared to 0.63 in Q1 2017/18. However, the overall days lost per FTE, including long-term sickness, has reduced to 1.83 cumulative and is lower than Q1, 2017-18 (2.05 days). Absence continues to be monitored monthly and return to work forms chased/quality checked. Formal procedures are also being monitored and managed closely by the Senior HR Advisor and line managers coached on the process and their responsibilities wherever appropriate	<p>Legend: Cumulative Result (green bar), Target (solid green line), Intervention (dotted red line)</p>


## APPENDIX 1 - Quarter 1 performance report 2018/19: Strategic Measures

Measure	Latest Data		Measure Owner	Operational Comments	Chart																				
Description	Quarter 1 Result / Indicator	Year End Target 2018/19																							
(NEW) HO1801 % of services that have an online web form that were self service	65.92% 	65.00%	Simon Smith	<p>This is a pleasing result, however we recognise more can be done and there are still a number of online forms that can be improved and we will be continuously monitoring and improving these over the coming year.</p> <p>Wymondham Leisure Centre are really driving digital forward with over 70% online self-service from a total of over 12,000 transactions.</p> <p>Take up of self service will improve as we introduce additional digital channels such as web chat where we can link customers directly to our self-service processes</p>	 <table><caption>Chart Data</caption><thead><tr><th>Quarter</th><th>Quarter Result (%)</th><th>Target (%)</th><th>Intervention (%)</th></tr></thead><tbody><tr><td>Q1</td><td>65.92</td><td>51</td><td>48</td></tr><tr><td>Q2</td><td>-</td><td>56</td><td>53</td></tr><tr><td>Q3</td><td>-</td><td>61</td><td>58</td></tr><tr><td>Q4</td><td>-</td><td>66</td><td>64</td></tr></tbody></table>	Quarter	Quarter Result (%)	Target (%)	Intervention (%)	Q1	65.92	51	48	Q2	-	56	53	Q3	-	61	58	Q4	-	66	64
Quarter	Quarter Result (%)	Target (%)	Intervention (%)																						
Q1	65.92	51	48																						
Q2	-	56	53																						
Q3	-	61	58																						
Q4	-	66	64																						

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
<div> <div> <b>Economic Growth, Productivity and Prosperity</b> </div> <div> Providing the environment to stimulate growth, productivity and prosperity, sharing the benefits of growth with our communities. </div> <div>  </div> </div>						
Growth & Business Development	S1	<p>Failure to secure Planning Permission for the MSCP could result in no further development in Zone 3 &amp; 4</p> <p>Failure to encourage business growth at Norwich Research Park Enterprise Zone (EZ) means the Council cannot recoup its investment in the site.</p> <p>Failure of landowners to deliver all of the required infrastructure on Zone 4 and 3 to enable end users to avail of the financial</p>	Director of Growth & Business Development	<p>On 23 May 2016, Cabinet agreed to invest £12.54m to support infrastructure development at Norwich Research Park Enterprise Zone. The accompanying report highlighted the opportunity to:</p> <ul style="list-style-type: none"> <li>- invest, unlock and enable new development</li> <li>- generate significant economic and financial benefits</li> <li>- accelerate business growth and attraction of inward investment</li> <li>- generate business rates income</li> </ul> <p>Also highlighted were several key risk areas, most notably that the development of the site does not occur, which could ultimately result in the Council's investment not being recouped.</p> <p>Work has been completed on a market assessment for a building</p>	Delivery of inward investment, new jobs and Business rates income from the NRP EZ	<ul style="list-style-type: none"> <li>• Planning permission decision from the MSCP remains outstanding which is impacting on the timeframe to deliver the remaining Zone 4 infrastructure and Zone 4 building.</li> <li>• Lead generation work programme to be commissioned to identify prospective tenants for the EZ</li> <li>• Assessment of most advantageous borrowing options for South Norfolk Council at point of borrowing</li> <li>• Develop and agree terms of the JV package for Zone 4 building.</li> <li>• Planning decision for the Multi-storey car park has been deferred and is expected Aug/ Sept.</li> </ul>

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
		<p>incentives from new developments.</p> <p>Interest rates are greater than expected and loan will take longer to repay.</p> <p>The EZ is not built out in a consistent manner leaving 'holes' within particular zones where infrastructure funding could not be secured.</p> <p>Opportunity to take forward a JV building on the NRP EZ with NA LEP is not delivered.</p>		<p>Zone 4 which shows a good level of demand for such an investment.</p> <p>Completion certificate has been issued on the first phase of infrastructure in Zone 4.</p>		<ul style="list-style-type: none"> <li>• Work in train to deliver the leads generation work – contract due to be in place by Sept. 18</li> <li>• Work in train to ascertain financial viability of infrastructure investment into Zone 1. Outcome expected in Summer 2018.</li> </ul>
Growth & Business Development	<b>S2</b>	Delivery of the Long Stratton Bypass is delayed	Director of Growth & Business Development	<ul style="list-style-type: none"> <li>• The Greater Norwich City Deal facilitates a commitment to pool CIL to help fund infrastructure across the Greater Norwich area, with the Long Stratton Bypass identified as a key project to be delivered. A multi-</li> </ul>	E3 Infrastructure Delivery	<ul style="list-style-type: none"> <li>• Two planning applications have been submitted, which include 1,800 homes, employment land, supporting infrastructure and the bypass. The timetable proposed by the</li> </ul>

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
				<p>year commitment to borrow £10m from the City Deals loan pot to help part-fund the bypass was agreed by the Greater Norwich Growth Board in 2016. Additional internal and external funding streams are also being investigated.</p> <ul style="list-style-type: none"> <li>• The Long Stratton AAP was adopted in May 2016, which requires developers/ landowners to contribute a 'substantive' amount of the funding required, adding certainty to the project happening</li> <li>• A successful bid to the National Productivity Investment Fund has secured £3.05m towards the improvements at Hempnall Crossroads and NCC have undertaken initial consultation in preparation for a planning application;</li> <li>• A successful bid for the Business Rates Pool is being used to develop costing for the bypass, a timeline for delivery and the economic case for the</li> </ul>		<p>developer anticipates consideration of the applications by Development Management Committee in December 2018 and this has been formally agreed with the Council.</p> <ul style="list-style-type: none"> <li>• The potential use of a Compulsory Purchase Order to ensure delivery remains an option if progress is too slow, Considerable internal resources would be needed if a formal CPO process is required for the Long Stratton bypass and 1800 houses plus associated employment land and infrastructure. A significant sum has been earmarked from the Council's reserves should additional costs be necessary to fund such work</li> <li>• SNC has supported the inclusion of the A140 as part of the Government's Major Roads Network, and will investigate any</li> </ul>

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
				bypass (to support future bids for capital funding);		subsequent funding opportunities that arise.
						
Growth & Business Development	<b>S3</b>	Shortage of 5-year land supply results in uncoordinated development across South Norfolk, with pressure to approve housing applications on unallocated sites and housing planning appeals more likely to succeed when applications are refused on land supply grounds	Director of Growth & Business Development	<p>Housing land supply figures for April 2017 have been published in the JSC Annual Monitoring Report (AMR) for 2016/17. The AMR takes the JCS figures as the starting point for land supply calculations, but also presents figures based on the 2017 Central Norfolk SHMA.</p> <p>The Council will remain under pressure to approve residential development proposals on unallocated sites.</p>	E2 – Adopted Local Plan delivery and implementation	<ul style="list-style-type: none"> <li>All Greater Norwich Local Plan documents allocating sites have been adopted, but continuing to approve appropriate planning applications on unallocated sites will add to the housing land supply. Each application will be considered on its own merits. Planning applications for housing need to be considered having regard to the current five-year supply situation set out in the AMR – including both JCS and SHMA-based calculations.</li> <li>Officers across Greater Norwich are continuing to</li> </ul>

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
						<p>work with housebuilders and landowners and undertaking research to identify the reasons why some sites are not progressing as quickly as desirable, and explore whether any assistance (via the LEP, the Local Infrastructure Fund, the National Productivity Investment Fund, the Housing Infrastructure Fund and other sources) could help speed up delivery of such sites. In March 2017 the Greater Norwich Growth Board asked officers to explore the potential for a Local Delivery Vehicle (LDV) to assist in the more rapid delivery of infrastructure and housing in Greater Norwich, and this work has progressed</p> <ul style="list-style-type: none"> <li>• Officers will continue to take legal advice on various aspects of the current housing land supply situation, to</li> </ul>

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
						ensure the position across greater Norwich is robust and defendable.
<b>How we will deliver:</b> Customer focussed, Can do and collaborative, Business-like, efficient and entrepreneurial - Moving Forward Together						
						
Chief Executive	<b>S4</b>	The Council is unable to deliver priority services as revenue funding falls short of required income	Accountancy Manager	<p>The Council's Medium Term Financial Strategy (MTFS) was updated in February 2018 and shows a balanced budget for 2018/19 and 2019/20. Further work is required to identify measures to balance the budget from 2020/21 onwards. The plan contains two major risks, around income.</p> <p>Firstly, it includes reduced revenue income from the New Homes Bonus (NHB) of £551k in the revenue budget for 2018/19 compared to 2017/18. The reduction up to 2022/23 years is £1.5 million. The actual level of NHB received is dependent on continued delivery of planned housing growth in the District.</p>		<ul style="list-style-type: none"> <li>Balanced budget beyond 2019/20</li> <li>Delivery of Long Stratton Leisure Centre Enhancements (2018/19)</li> <li>Delivery of the Enterprise Zone</li> <li>Implementation of increases to fees and charges (2018/19)</li> <li>Delivery of further property developments (2018/19)</li> <li>Model impact of funding changes (2018/19)</li> </ul>



Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
				Secondly, the government will be carrying out its Comprehensive Spending Review during 2019 which will determine the total amount of funding available for local government from 2020/21 onwards. In addition, changes to the funding formula for local government will be introduced from 2020/21, along with the move to 75% local retention of business rates. The impact of these changes is as yet unclear as there is insufficient detail available.		
Chief Executive	<b>S5</b>	Council assets are not managed effectively and do not support service delivery	Assistant Director - Resources	The Council's key operational assets need to be maintained adequately to support effective service delivery. These assets can assist the Council in improving services offered and increasing income generation. The repairs and maintenance of these assets is managed by the services responsible. Technical advice is provided by the Facilities and Technical Services Manager.	E10: BAU: Management of the Commercial Property Portfolio:	<ul style="list-style-type: none"> <li>• Delivery of Long Stratton Leisure Centre enhancements (2018/19)</li> <li>• Rationalise floor space at South Norfolk House for rental income – office space has been created with a view to let (2018/19)</li> <li>• The Lodge is to be refurbished, with a view to providing rental income</li> <li>• Trumpeter House to be handed over to SNC in Q2 2018/19 and is already being actively marketed</li> </ul>

Directorate	Code	Risk/Opportunity	Owner	Commentary (including outcomes / benefits that may be gained)	2018/19 Business Plan Activity	Required/outstanding actions to support risk mitigation
Chief Executive	<b>S6</b>	Property Development activities are not successful and income generation is not realised	Development Project Manager	Through the Council's wholly owned property development company, Big Sky Developments Ltd, the Council is seeking to utilise its own land to develop a range of residential and commercial property. The commercial units will be retained within the Council to enable revenue income to be generated from rents. While the majority of the residential homes will be sold to generate profit, it is envisaged that a number will be retained in the Council's wholly owned property rental company, Big Sky Property Management Ltd. These homes will generate a rental income and the company's profits will be returned to the Council's revenue income.	E10: BAU: Management of the Commercial Property Portfolio:	<ul style="list-style-type: none"> <li>• Maximise opportunities by seeking to gain planning consent for development</li> <li>• Respond to market conditions, supply and demand</li> <li>• Feasibility appraisal of 5 potential development sites has led to pre-application discussions in relation to 4 sites, with a view to submit full planning applications in relation to two sites in Q3 2018/19.</li> <li>• Search for additional sites for development in progress (2018/19)</li> <li>• Assembling Design Team to deliver housing at the newly acquired site in Cringleford, purchased by Big Sky Developments</li> </ul>

### Appendix 3: Analysis of Major Variances on Service Areas – April to May 2019

Service Area	Direct Budget £	Direct Net Expenditure/ (Income) £	Variance £	Commentary
Business Rates (NNDR) Income	(397,533)	(553,670)	156,137	This reflects strong performance on collection of business rates in the first two months of the financial year.
Building Control	(4,476)	(130,432)	125,956	<p>Stronger than budgeted performance is predominantly down to savings on employment costs of £67k. This is due to vacancies carried into the new financial year for which suitable applicants have not yet been found.</p> <p>A further positive variance of £30k has also occurred on Equipment spend due to a programme of upgrading employees' handheld devices which has now been pushed back into later in the year.</p> <p>Income has slightly exceeded budget, by £10k so far this year.</p>
Interest Payments on External Borrowing	90,333	0	90,333	The positive variance results from the fact that no external borrowing has yet taken place as the authority's cash balances are being used to avoid the need to borrow prematurely
Development Management	32,503	(26,250)	58,753	<p>Positive variance achieved due to increased income from fees (£43k) being received against budget.</p> <p>Additionally, savings on employment costs of £21k were also realised due to vacancies within the service, which are in the process of recruitment.</p>

Investment Income	(85,000)	(122,667)	37,667	This reflects the outstanding loans to the Council's wholly owned companies and additional interest from the temporary loan required to cover the VAT payment on the land at Cringleford.
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**Cabinet 23 July 2018**

**Agenda Item 6**

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

**Report of the Interim Joint Spatial Planning Manager  
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 A**.
- 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 during the May 2018 consultation.

## 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. Subsequently the Council adopted the Development Management Policies document in October 2015, which contains policy DM 3.15 relating to the provision of recreational open space. 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. Legal advice recommends updating the document to make it more relevant; 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 often been adopted and managed by South Norfolk Council. A Community Assets Strategy for South Norfolk was agreed at Cabinet in January 2017 (see **Appendix B**), which sets out how community assets will now be managed in the period up to 2021; the Strategy will come into effect fully when

the Recreational Open Space Requirements for Residential Areas SPD is adopted, which is likely to be in Autumn 2018. 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 robust arrangements for the adoption and long-term management and maintenance of such assets, with responsibility being taken on by either the relevant parish/town council (preferred), an appropriate community group or a designated management company.
- 2.5 The January 2017 Cabinet concluded that 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 during summer 2017. As a result of the responses received the document was substantively amended and a second consultation took place in May 2018. 15 responses were received during the second consultation, ranging from parish councils, planning consultancies and developers to statutory consultees. **Appendix C** details the comments made and the Council's response to these comments. Subsequently the document has been subject to some redrafting to address the issues raised.
- 2.7 The current SPG can be found at <https://www.south-norfolk.gov.uk/open-space-spg>. The 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> and the Cabinet report on the most recent draft SPD can be found at [https://www.south-norfolk.gov.uk/sites/default/files/downloads/cabinet-minutes-30-april-2018\\_docx\\_0.pdf](https://www.south-norfolk.gov.uk/sites/default/files/downloads/cabinet-minutes-30-april-2018_docx_0.pdf).

### 3. Current Position

- 3.1 The SPD has been produced by South Norfolk Council officers, taking into account legislative requirements, best practice and legal advice. Some comments were made on particular elements of the draft SPD, for example suggesting that opportunities are

maximised for connectivity between new open spaces and existing footpaths and Public Rights of Way. Where appropriate these changes have generally been made to the document.

- 3.2** A second main area of comments came from Parish/Town Councils. In common with the first set of consultation comments some expressed concerns about the costs and implications of taking on the maintenance of recreation spaces, highlighting worries about the long-term financial liability as well as a perceived obligation to take on open space from developers. The Council's clear position (as expressed in the SPD) is that the new recreational open space must be offered first to the relevant Parish/ Town Council, with a 10-year maintenance commuted sum, however there is no requirement for the Parish/Town Council to take on this role should they not wish to do so. In this instance the developer would be required to set up a maintenance company to take on this function.
- 3.3** The only exception to this may be if another body is prepared to take on the recreational 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"; however, 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 concerns were also raised about the practical implications of land passing to a management company for maintenance. A new paragraph has been inserted into the SPD in response to these comments setting out the Council's expectations for the responsibility and behaviour of management companies. However, 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 securing new recreational open space cannot be overly-prescriptive 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. Prospective purchasers should be made aware, by their solicitors, of any ongoing costs, before buying a property.



- 3.5** Some Parish Councils stated that if they are to take on the ownership and maintenance responsibilities for new open space within their parishes they would expect to have earlier involvement in the planning process, including in discussions with developers. It is recognised that there will need to be earlier engagement with the Parish Councils to initiate these discussions and it is expected that the relevant Development Management Case Officer will start these discussions during the application process. Within the context of the requirements of the SPD, developers are also encouraged to contact Parish Councils to discuss their potential future role in the adoption and management of the open space to be delivered.
- 3.6** Two comments querying the scale of the costs set out in the SPD, particularly the ongoing maintenance costs, were received as part of the consultation process. These figures have been reviewed and as a result a change to the grass-cutting figure has been made, as per the table below:

	<b>Consultation unit price (£)</b>	<b>Revised unit price (£)</b>
Equipped playspace grass areas	0.23	0.20
Amenity grass areas	0.23	0.03

This amendment to the grass cutting figure is necessary as the unit price in the consultation document was incorrect. This resulted in an overly inflated maintenance figure for the open space which is likely to have been subject to significant negotiation pressure from developers and may have impacted upon the viability of development sites, affecting the provision of other associated infrastructure that would be required. The corrected figure is a blended rate of current South Norfolk Council costings and the requirements of other comparable authorities. It is clearly noted in the SPD that the maintenance figures will be index linked to the Retail Price Index (RPI) and may be subject to change as unit prices for individual items and/or services fluctuate. Whilst it is expected that developers will use the provided equipment and maintenance figures as a basis for off-site contribution payments and/or commuted sums there is provision for developers and the adopting body to agree alternative costings should this be appropriate.

- 3.7** A further period of consultation following this amendment is not considered to be required as the amendment has been made in response to comments resulting from the recent consultation process. Furthermore, it is highly unlikely that the grass-cutting unit prices would revert back to those set out in the recent consultation document as these figures were incorrect and could not be

substantiated by supporting evidence. Should there be a change in circumstances in the future the SPD could be updated as appropriate.

- 3.8** To reflect the correction made to the cost of grass cutting within areas of open space the following sections of the SPD have been amended: Table 7 (Chapter 4), Appendix 1 and Appendix 2.

## **4. Proposals**

- 4.1** The revised draft SPD is attached as **Appendix A**. 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 design standards. It also takes into account representations received during the consultation processes.
- 4.2** The draft document was subject to substantial redrafting following the feedback from the 2017 consultation and has been subject to some amendments following the May 2018 consultation. The proposed approach is now broadly based upon the most recent 2015 Fields in Trust (FiT) recommended standards which in turn build upon the 2008 'Six Acre Standard' by the National Playing Fields Association. Fields in Trust was formerly known as the National Playing Fields Association and 'The Six Acre Standard' was instrumental in setting the standards in the 1994 SPG.
- 4.3** In recognition of this approach the SPD seeks three main categories of recreational open space ((a) Children's Playspace; (b) Older Children and Adult's Recreation Space; and (c) Informal Recreation Space). Informal Recreation Space is a new addition to the Council's requirements but is based upon the updated FiT recommendations. As a consequence, the document now proposes an increased quantity of recreational open space - 4.9ha of recreational open space per 1,000 population. However, the SPD also recognises that open space can be multi-functional, and that informal space in particular can also form part of the landscaping, buffering to neighbouring uses and/or green infrastructure that is also necessary to make development acceptable.
- 4.4** 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 quantitative standards, referring only to the provision needing to be commensurate to the needs of the development. In 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 bespoke new standards is not pragmatic. The FiT standards are widely recognised as being good practice and used by many local planning authorities in England.

- 4.5** Following concerns raised during the 2017 consultation period regarding the practical application of the SPD, an alternative strategy based on average household sizes and numbers of bedrooms (an occupancy multiplier) has been used to simplify the approach. Appendix 1 of the revised SPD sets this out clearly.
- 4.6** Appendix 1 also illustrates the costs for equipping and maintaining Children's Playspace, Older Children and Adult's Recreation Space and Informal Recreation Space. These costs are derived either from a blended rate of current Council costings and figures provided by comparable authorities, as well as Sport England figures for the formal pitch provision. Worked examples have been set out in Appendix 2, illustrating the costs for a range of site sizes (15, 51, and 200 residential units). It is important to note that the precise cost for each site will vary depending on a number of factors which include (but may not be limited to) the numbers of residential units and the housing mix of units on site, the proximity and nature of existing recreation space and any viability considerations. The cost of land has not been included in these calculations due to the complexities of seeking a standardised land value. This is clearly stated in the SPD.
- 4.7** The SPD seeks to retain a degree of flexibility, particularly relating to the provision of off-site recreational open space. However, it also makes clear that the on-site provision of recreational open space is likely to be the Council's preferred option in order to directly mitigate the impact of development. The document also makes clear that the viability implications of the Recreational Open Space requirements will, where appropriate, be taken into account and that the Council will adopt a pragmatic approach.
- 4.8** The original 2017 SPD "screening" consultation on whether a Strategic Environment Assessment (SEA) would be required for the SPD concluded on 12 May 2017. This concluded that the SPD did not require a full SEA (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 was re-screened for SEA purposes (see **Appendix D**). It is concluded that the SPD still does not pass the tests for a full SEA.
- 4.9** A Public Participation Statement has been prepared as part of the overall process and is attached as **Appendix E**.

- 4.10** In April 2018 the Regulation and Planning policy agreed that minor modifications may be made in consultation with the Chairman of the Regulation and Planning Policy Committee however should substantive changes be required these would be referred back to the Committee for review. The Chairman of the Regulation and Planning Policy Committee is currently reviewing the changes that have been made to the SPD as a result of the May 2018 consultation, including the corrections to the grass cutting unit prices, and if required the SPD will be referred back to the Regulation and Planning Policy Committee for further consideration.
- 4.11** Following its return to Cabinet, the SPD will then continue to Full Council for formal adoption. As stated above in paragraph 2.3, 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.

## **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 undertake appropriate 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 control of open space and play space assets (for example, Parish/ Town Councils).

- 5.4** Following the amendments to the grass cutting maintenance costs there is a small risk that the adoption of the SPD could be challenged by a Parish/Town Council (or other adopting body) however this risk is considered to be minimal and it should be noted that the original figures proposed can not be substantiated by evidence.
- 5.5** 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 screened for SEA purposes, and the Council's opinion remains that an SEA does not need to be undertaken.
- 5.6** 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 decide that following amendments to the draft SPD following the consultation, a further period of consultation should be undertaken; however, for the reasons noted above, this is not considered necessary.

## **7. Recommendation**

- 7.1** To agree the following recommendation to 23 July Cabinet (and subsequently to 17 September Council)

That Cabinet resolves to:

- (1) Note the representations received on the second draft Guidelines for Recreation Provision in New Residential Developments Supplementary Planning Document (SPD) and agree the Council's proposed responses, set out in Appendix (ii) of the Public Participation Statement (Appendix E);
- (2) Agree any further changes to the Public Participation Statement following the 'Maintenance Cost Update Position' note to town and parish councils; and
- (3) Recommend that 17 September 2018 Council adopt the SPD, attached as Appendix A.

## **Appendices**

- A: Draft Supplementary Planning Document: ‘Guidelines for Recreation Provision in New Residential Developments’**
- B: South Norfolk Council Community Assets Strategy 2016-2021**
- C: Summary of representations made to the consultation on the second draft SPD, and the Council’s proposed responses**
- D: Strategic Environmental Assessment Screening Report for Draft Supplementary Planning Document: ‘Guidelines for Recreation Provision in New Residential Developments’**
- E: Public Participation Statement**

**South Norfolk Council**

**GUIDELINES FOR RECREATION  
PROVISION IN NEW RESIDENTIAL  
DEVELOPMENTS**

**Supplementary Planning Document (SPD)**

**July 2018**



## FOREWARD

One of the duties of a Council is to ensure that infrastructure is built alongside new development of new homes and businesses. Examples of infrastructure can include new roads, flood defences and community halls and other buildings. But the Council has a duty to ensure that a full range of infrastructure, that can benefit residents of all ages, is also provided, with the aim of maximising the quality of life for residents. The provision of recreational open spaces and play facilities for younger children is one such example of the necessary social infrastructure.

Things have changed since the Council last looked at this over twenty years ago in 1994. In that time planning rules have changed and the types of development have altered too, as have the ways in which infrastructure is delivered. The use of management companies and the involvement of Town and Parish Councils has increased, giving the potential to reflect the desire for the residents of new developments to more actively influence the way in which their immediate environment is looked after and maintained. This document aims to respond to these changes.

We're asking for views on this draft 'Supplementary Planning Document', which is a particular type of planning document that gives further guidance on the application of adopted planning policies in the Development Plan.

This draft follows on from an earlier draft document that was consulted on in 2017. Following the consultation on this revised document, the comments received will be considered and any necessary amendments made to the document before it progresses to adoption by the Council. Once adopted it will be used in the consideration of relevant planning applications for residential development."

Following consultation on this draft SPD, it is proposed to update and replace the Council's Supplementary Planning Guidance 'Recreational Open Space for Residential Areas' with the clear objective that ensures sufficient recreational and play infrastructure is delivered as an integral part of new developments and to assure the maintenance of it so that future generations can continue to benefit from it long into the future.



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## CHAPTER 1: INTRODUCTION AND PURPOSE

1. This Supplementary Planning Document (SPD) sets out guidance for the provision, adoption and future maintenance of outdoor recreational facilities directly needed as a result of new residential development across South Norfolk. This space includes children's playspace as well as formal and informal recreational open space for older children and adults. This SPD is intended to supplement the Council's Development Management Policy DM3.15: '*Outdoor play facilities and recreational space*' and provides a tool to calculate the open space requirement a development will generate.
2. Developments proposing 15 residential units or more will be expected to provide play and recreation space and informal recreational space in accordance with the criteria set out within this SPD to meet the requirements of Policy DM3.15. The 15-unit threshold is a continuation of the Council's previous working practices. It is reasonable to expect sites delivering 15 residential units or more to accommodate on-site recreational open space provision. South Norfolk Council also considers that sites of 15 residential units or more are of sufficient scale to start impacting upon existing community facilities therefore this should be mitigated for within the proposed development.
3. The requirement for play facilities and recreational open space is separate from the provision of landscaping and other amenity spaces which form an equally important element of the design of new developments, although the dual use of land may be considered acceptable provided the land uses do not prejudice one another.
4. Larger scale facilities, including formal sports pitches, courts and greens, swimming pools and sports halls, may also be provided on-site as part of strategic scale developments; however, they are more likely to be funded (at least partly) through the pooled Community Infrastructure Levy (CIL) pot and timetabled for delivery through the Greater Norwich Infrastructure Plan. Such facilities may also utilise funding from other organisations, such as Sport England and sports' governing bodies.
5. It is important that the provision and composition of the open spaces and recreational facilities in a settlement/ community are well related to need. It is recognised that quality open spaces and play areas have benefits in terms of health and wellbeing and supporting sustainable communities. This is acknowledged through planning policy and reflects the cross-cutting importance of effective provision. The Council's Corporate Plan 2016-2020 recognises as a priority the need to enhance health and wellbeing and improve the quality of life of our communities. This is also reflected in the current Health and Wellbeing Strategy which requires that future developments should take account of health and wellbeing through public health and planning approaches.

6. Sufficient facilities should be provided in appropriate and convenient locations to cater for the normal leisure activities of local residents. It is key that new residential developments contribute towards the provision of recreational facilities, either through Section 106 obligation/ planning condition and/or more strategically through the payment of CIL. This will ensure that appropriate levels of provision are maintained within settlements and that new communities have sufficient opportunities for recreation.
7. This SPD refreshes the Council's Supplementary Planning Guidance (SPG) '*Recreational Open Space for Residential Areas*' which was published in 1994. It has been updated to provide standards based on current Local Plan policy, the recommended 2008 and updated 2015 Fields in Trust standards and to reflect the Council's policy on the adoption and maintenance of land. **Appendix 3** also provides guidance on design standards.
8. Whilst consistency is an important consideration in planning decisions, proposals will be assessed on the basis of their individual circumstances. The guidance and standards of this SPD should be read in this context and will be applied accordingly. Where appropriate the Council will take account of clearly evidenced viability and/or practical considerations concerning the delivery of the levels of recreational open space and playspace anticipated by this SPD, or the feasibility of the on-site delivery normally required by Policy DM3.15.
9. Historically, community assets such as open space and play areas have usually been taken on and managed by South Norfolk Council. In January 2017 a Community Assets Strategy for the Council was agreed at Cabinet. This document sets out how new open spaces, play areas and other public community assets in South Norfolk will be managed in the period up to 2021. The Community Assets Strategy should be read alongside this SPD and it will come fully into effect on the date this SPD is adopted. The Community Assets Strategy is not a statutory document, but nevertheless sets out a structured corporate approach which enables a more sustainable and progressive management regime.
10. The effect of this SPD, read in conjunction with the Community Assets Strategy, is that South Norfolk Council will no longer take on the ownership or maintenance of new recreational open space or play areas provided pursuant to planning permissions granted after the date of adoption of this SPD, unless there are exceptional circumstances. Developers will need to make robust arrangements for the adoption and long-term management and maintenance of such assets in line with the guidance in this SPD. This responsibility could be taken on by the relevant Parish/Town Council or appropriate community group, or a designated management company (see **Chapter 6** for further details). The agreed details will be specified in a legal agreement. The Council cannot dictate who ultimately adopts or maintains these assets. Whilst it is the Council's preference for these recreational open spaces to be adopted by the Parish Council or appropriate community association, the most important objective is that the availability and maintenance of the facilities are effectively and permanently secured.

11. The success of playspace and recreational areas in fulfilling their intended role will depend in practice on the engagement and commitment of everyone contributing to their management. It will therefore be important that home purchasers are made aware of the responsibility for making any ongoing financial contributions towards the maintenance of playspace and recreational areas in instances where the maintenance management role resides with a management company. This information will be obtained via the home purchasers solicitor during the conveyancing process

12. In the context of this SPD the following recreational open space definitions have been applied:

<b>South Norfolk Open Space Classifications</b>	
Recreational open space	An umbrella term used to describe all of the different components of the open space requirements within the South Norfolk area.
Children's Playspace	Equipped areas of playspace aimed at children aged up to approximately 11 years, as well as areas of informal unequipped children's playspace (play equipment is considered to be ability based rather than age specific therefore any reference to age is indicative only).
Older Children & Adult's Recreation Space	Recreation space typically aimed at ages 11 years and above which may take a number of forms and could include facilities such as formal/informal pitches and courts, kick-about areas, outdoor gyms, trim trails, skate parks, bowls greens and Multi Use Games Area (MUGAs).
Informal Recreation Space	This could include areas such as natural green space, allotments, informal recreation areas (such as grassed areas, woodland and trails) as well as wider landscaping of the site and development buffer zones. Green infrastructure requirements resulting from new development may also contribute towards the informal recreation space provision provided that the land uses do not prejudice one another and full access to the land is achievable at all times.

*Table 1: South Norfolk Open Space Classifications*

13. The standards for the provision of recreational space are applicable throughout the South Norfolk District Area, irrespective of the location of the development site. The Broads Authority will have regard to the requirements set out within this SPD for relevant applications determined by the Authority.
14. The document has been prepared using a m<sup>2</sup> (square metre) figure however a hectare (ha) conversion tool may be found in **Appendix 1**.
15. This SPD will be monitored through indicators relating to open space provision in the Council's Annual Monitoring Report (AMR). The SPD will be kept under review and amended as appropriate. Costings included within this SPD will be increased annually in accordance with the Retail Price Index (RPI) and applicants are advised to make these adjustments when calculating the financial liability generated by a development.

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## **CHAPTER 2: POLICY CONTEXT**

### **National Policy**

1. Paragraph 70 of the National Planning Policy Framework (NPPF, March 2012)<sup>1</sup> requires local authorities to plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments. It emphasises the need for communities to have access to high quality open space, and of recreation as an important contributor to health and well-being.
2. The Planning Practice Guidance (PPG) provides additional guidance to support the NPPF and also contains information in relation to the provision of open space, sports and recreation.

### **Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk**

3. The strategic context for the provision of open space and play facilities in South Norfolk is set by the Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk (January 2014).
4. The JCS vision states that 'there will be excellent public open space, sport and recreational facilities and community centres'. Objective 9 states that 'Development must provide environmental gains through green infrastructure...' and objective 11 states that the 'accessibility of open space, the countryside, sports and recreational facilities will be improved'.
5. JCS Policy 1 requires the development of a multi-functional green network which provides opportunities for formal and informal recreation, walking and cycling, as well as encouraging and promoting biodiversity and acting to mitigate flood risk and combat the effects of climate change. Where there is no conflict with biodiversity objectives, enjoyment and use of the natural environment will be encouraged. JCS Policy 8 expects development to provide for access to green space, including formal recreation, country parks and the wider countryside.

### **South Norfolk Council Policy**

6. The South Norfolk Council Corporate Plan 2016-2020 sets out the Council's vision to "retain and improve the quality of life and prosperity of South Norfolk, for now and future generations, to make it one of the best places to live and work in the country". In part, this vision is to be achieved by enhancing the health and well-being of South Norfolk communities and enhancing the built and natural environment in our towns and villages.

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<sup>1</sup> In March 2018 the Government published proposed revisions to the National Planning Policy Framework (NPPF). As proposed the content referred to above at paragraph 1 above will remain at NPPF paragraphs 92 and 97. The SPD will be revised as necessary to reflect the published form of the replacement NPPF.

7. The South Norfolk Council policy for the provision of recreational open space is contained within the Development Management Policies Document (October 2015), specifically Policy DM3.15, '*Outdoor play facilities and recreational space*', as set out in **Table 2** below. Paragraph 3.105 of the Development Management Policies Document and the supporting notes to Policy DM3.15 refer to the use of the standards in the 1994 SPG or any subsequent/successor documents.
8. Individual site allocation policies in the Council's Site Specific Allocations and Policies document (October 2015), the Wymondham Area Action Plan (October 2015), Long Stratton Area Action Plan (May 2016), and any successor documents, will outline if there are any additional recreational requirements on allocated sites. If site specific requirements have not been identified it is expected that recreational open space provision will be in accordance with the details set out in this SPD.
9. Recreational requirements may also be contained within adopted ('made') Neighbourhood Plans, which can be found on the Council's website <http://www.south-norfolk.gov.uk/neighbourhood-plans>.

<p><b>Policy DM3.15: Outdoor play facilities and recreational open space</b></p>
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<p>New housing development will be required to provide adequate outdoor play facilities and recreational open space commensurate with the level of development proposed in order to meet the needs of the occupants.</p>
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<p>Development must not result in a net quantitative or qualitative loss of existing open space unless it can be demonstrated that there is a surplus of amenity space.</p>
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*Table 2: Development Management Policy DM3.15*



### CHAPTER 3: LEGAL MECHANISMS FOR SECURING PROVISION

1. New recreational provision in South Norfolk will be secured/ funded in a number of ways, at both the strategic and local level. At the strategic level, outside the scope of this SPD, Community Infrastructure Levy (CIL) income will be used to help provide sport and play provision to serve the needs for the wider South Norfolk and Greater Norwich communities. At the more local level, Section 106 agreements or planning conditions will be used to secure the elements of playspace and recreational open space necessary to make a development acceptable in planning terms. It is this aspect of provision which is covered by this SPD. More information about CIL, Section 106 agreements and planning conditions is given below.

#### **Community Infrastructure Levy**

2. The Community Infrastructure Levy (CIL) was introduced by the Government to ensure that when land is developed it contributes the necessary infrastructure to support it, such as schools, public transport and leisure facilities. CIL is charged on almost all new buildings to ensure that development contributes towards the infrastructure needed to support growth in an area. Local Authorities set their own CIL charge, subject to independent examination, and the priorities for what the money is to be spent on. A portion of the CIL funds is payable to local communities for the purpose of localised spending on priority infrastructure projects. CIL funds may be used to fund the provision of sport and recreational facilities.
3. South Norfolk Council implemented a CIL from 1 May 2014 and, apart from any exceptions set out in legislation, all new residential development is liable to pay CIL. Further information about CIL (such as the Charging Schedule and the Charging Zones) can be found on the Council's website at <http://www.south-norfolk.gov.uk/how-does-cil-affect-me>. The majority of CIL (70-80%) is pooled by the Greater Norwich authorities to fund strategic infrastructure across the area, and it is from this pot that funding bids for specific strategic infrastructure projects are made. In line with national requirements, 15% of CIL is passed to the parish council within which the development takes place, this rises to 25% in areas covered by an adopted 'made' Neighbourhood Plan. The remaining 5% of CIL is set aside to cover administrative costs. Also, Parish/ Town Council's may spend the CIL income that they receive on recreational provision for their own communities.
4. The Council's published CIL Regulation 123 list ([http://www.south-norfolk.gov.uk/sites/default/files/123\\_list.pdf](http://www.south-norfolk.gov.uk/sites/default/files/123_list.pdf)) sets out what type of infrastructure will be funded, or part funded, through CIL. In terms of sport and play provision this includes outdoor sports pitches, courts and greens, informal recreation open space, equipped and unequipped space for children and teenagers, swimming pools and indoor sports halls, apart from any element of such provision that may be provided on-site as part of a development.

5. Where the need for additional formal sports resources are identified it will be important that such provision, as well as the associated amenities (for example, changing rooms, storage facilities and car parking areas), are provided to the Sport England quantitative and qualitative standards (see 'Natural Turf for Sport' (2011) or any successor document). In some instances, the land for such infrastructure may be provided on-site through S106 agreements with the facilities themselves being brought forward by CIL.
6. Specific schemes for green infrastructure and sport and play provision that are required to meet strategic needs are identified individually within the Greater Norwich Infrastructure Plan (GNIP) as projects that could potentially be funded, or part funded, from CIL contributions. A number of priorities were identified through the Playing Pitch Strategy and Indoor Sports Facilities Strategy that were produced for the Greater Norwich authorities in 2014. Further information on the GNIP and the Strategies can be found on the Greater Norwich Growth Board website at <http://www.greaternorwichgrowth.org.uk>.

### **Section 106 Agreements**

7. Planning obligations made under Section 106 of the Town and Country Planning Act 1990 (as amended) – commonly known as Section 106 obligations – are legally binding promises made by developers to local planning authorities (and other signatories, for example Parish/ Town Councils) which make a development acceptable (that would otherwise not be acceptable in planning terms). S106 obligations focus on site specific measures to mitigate the impact of individual developments. Recreational open space and play facilities are thus often secured by such obligations with trigger points specified for the provision of the infrastructure. If the S106 obligation is not complied with it is legally enforceable against the person that entered into the obligation and any subsequent landowner. The Section 106 can be enforced by injunction.
8. Section 106 agreements should only be sought where they meet the following tests:
  - Necessary to make the development acceptable in planning terms;
  - Directly related to the development; and
  - Fairly and reasonably related in scale and kind to the development.
9. From April 2015 the use of Section 106 obligations became more restricted as local planning authorities are prohibited from pooling contributions from five or more sources to fund a particular project or piece of infrastructure<sup>2</sup>.

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<sup>2</sup>In March 2018 the Government proposed through its consultation document 'Supporting Housing Delivery Through Developer Contributions' that this pooling restriction may be removed where there is CIL in place and that the requirement for a Regulation 123 List is also removed. The SPD will be revised to reflect these reforms if they are taken forward.

10. In terms of recreational open space and play provision, the CIL Regulation 123 List states that the type of infrastructure and other items to be funded through a Section 106 agreement (or secured through planning condition) include the on-site provision of formal open space and play space in accordance with development plan policies in force at the time, or a commuted sum to cover the off-site provision of such facilities. The provision of maintenance for such facilities and any necessary transfer of land to secure the long-term future of such facilities are also necessary.
11. CIL contributions and money secured through a Section 106 agreement ("double-dipping") cannot be used to fund the same piece of infrastructure.

### **Planning Conditions**

12. Paragraph 203 of the NPPF (2012) states that planning obligations (i.e. Section 106 obligations) should only be used where it is not possible to address the unacceptable impacts of a development through a planning condition.
13. Planning conditions can only be imposed where they are:
- Necessary; and
  - Relevant to planning and to the development to be permitted; and
  - Enforceable; and
  - Precise; and
  - Reasonable in all other respects.
14. A condition might require additional approvals for specific aspects of the development (such as the colour of the materials) or might restrict the use of the site (for example, limiting operating hours). Some conditions are self-contained but others require the submission of further details to the Council. The wording of the condition may require these details to be approved in writing prior to commencement or occupation of the development and these conditions need to be discharged by the local planning authority. It may be possible to secure the open space and play facilities required to make a development acceptable through planning conditions. However, this may not always be practicable, for example where the process and nature of delivery may be complex and mean that the tests of precision and enforceability would not readily be met by condition. If so, a section 106 obligation will be expected.

## CHAPTER 4: APPLICATION OF THE SOUTH NORFOLK STANDARDS

### Applying the standards

1. Following adoption, this SPD will apply to all new residential developments delivering 15 units or more.
2. The guidelines will apply to all new residential development (under Class C3 of the Town and Country Planning (Use Classes) Order 1987 (as amended)).
3. Development proposals consisting entirely of non-institutional sheltered and retirement housing will be exempt from the requirement to provide children's playspace.
4. Development proposals that are within the Town and Country Planning (Use Classes) Order 1987 (as amended) categories that are likely to be exempt from the guidelines in this SPD include those set out below. Applicants for these forms of development should contact the Development Management team at the earliest opportunity to confirm whether the development would generate a requirement for recreational open space.
  - Hotels, boarding and guest houses under Class C1: Hotels;
  - Secure residential institutions in Use Class C2A.
5. Any recreational open space requirements for these types of development will be negotiated and assessed separately through the planning application process. Further advice can be obtained from the Council's Development Management team prior to the submission of an application.
6. The artificial sub-division of larger sites in an attempt to avoid the minimum 15 residential unit threshold will not be acceptable. In the instance an application for a smaller part of a larger site is submitted, (for example, part of a Local Plan allocation), the Council will have regard to the potential recreational open space requirements for the whole site in assessing the proposals for development on any part. It is not reasonable to defer play and open space requirements necessary for early phases of development to a later phase and agreement will be sought with the developer/landowner regarding the location, timing and delivery of provision appropriate to the whole site.
7. For large sites where a masterplan or design brief is to be prepared by the Local Planning Authority, more precise calculations and diagrammatic layouts can be incorporated and the developer made aware that open space of a certain size is required.
8. For outline applications where the precise dwelling mix is unknown an assumption in accordance with the current Strategic Housing Market Assessment (SHMA) (or equivalent

evidence base document) will be made. Full details of the quantity and occupancy calculations can be found in **Tables 3 and 4 and Appendix 1**. Worked examples based upon the 2017 SHMA figures are included in **Appendix 2**. Developers will be required to update the SHMA figures as appropriate to reflect the most up-to-date dwelling mix.

9. Maintenance contributions will be required for all sites, whether the recreational open space is provided on-site, at an off-site location or by off-site contributions (see later sections regarding the use of off-site provision). **Table 7** provides summary costs per 1,000 population.

**Chapter 7** provides further information relating to the application of the maintenance costs and **Appendix 1** provides detailed equipment and maintenance costs.

### **South Norfolk Council Standards**

10. South Norfolk Council expects all development to provide the stated amount of 'Children's Playspace' and 'Older Children and Adult's Recreation Space', as set out in **Table 3**, in order to meet the requirements of Policy DM3.15.
11. In addition, the Council also requires developers to provide appropriate levels of Informal Recreation Space to meet the needs of the development, unless circumstances dictate otherwise. The Council has therefore set out the standard it expects developers to comply with, based on the Fields in Trust (FiT) 2015 figure for Informal Outdoor Space.
12. **Table 3** sets out the South Norfolk Council classifications and standards.
13. The following section of the SPD will deal with each of these components in turn.

Recreational Open Space Classification	Standards - m <sup>2</sup> per 1,000 population (ha per 1,000 population)
Children's Playspace (including a minimum Activity Zone of 400m <sup>2</sup> )	6,000 m <sup>2</sup> (0.6 ha)
Older Children & Adult Recreation Space: (a) Open Space; and (b) Playing Pitches and Courts	(a) 3,000 m <sup>2</sup> (0.3 ha)
	(b) 16,000 m <sup>2</sup> (1.6 ha)
Informal Recreation Space	24,000 m <sup>2</sup> (2.4 ha)
<b>Total</b>	<b>49,000 m<sup>2</sup> (4.9ha)</b>

Table 3: South Norfolk Classifications and Standards

### **Children's Playspace**

14. For children's playspace, South Norfolk Council has set a standard of 6,000m<sup>2</sup> (0.6 ha) per 1,000 population. This figure blends the requirements of the previous SPG, as well as the 2008 and 2015 FiT guidance. It recognises the importance of children's playspace for children's health and wellbeing.. The Council has translated this into an equivalent amount per dwelling based upon a standard occupancy multiplier, as set out in **Tables 4 and 6**.
15. In accordance with the FiT recommendations, playspaces must have a minimum activity zone of 400m<sup>2</sup>. On those smaller sites that do not naturally provide the required minimum activity zone it will be necessary for developers and the Council to agree a reduction in the provision of other recreational space to ensure this requirement is met.
16. The Council will normally expect on-site delivery of children's playspace. Age ranges are indicative, however playspaces aimed at children up to the age of 11 years are particularly important as places where children can safely play away from traffic. New housing

developments should include adequate areas of land in the right places to meet this objective.

17. In some circumstances it may be appropriate for the Council to agree the off-site delivery of children's playspaces, and commuted sums for the same where on-site delivery proves to be impractical or unreasonable (for example, the presence of an established playspace that is accessible to the proposed development site).

18. Children of different age groups and abilities require different types of play facilities and therefore two types of playspace will be sought by the Council:

- Small informal areas appropriate for low-key games, provided with one or two smaller features to encourage use by younger children, including the under-5's. Attendant adult seating and adequate fencing will also need to be provided.
- Larger areas capable of more intensive use for the under-11's. These should incorporate appropriate fixed play equipment and a suitable hard playing surface or grassed area for informal/ casual activities.

These areas should be near to one another and laid out to enable supervising adults to observe mixed-age children easily. Detailed design guidance is set out in **Appendix 3**. Developers are advised to contact the Council to agree the precise split between formal and informal children's playspace.

#### **Older Children and Adult's Recreation Space**

19. Open space that caters for the recreational requirements of older children and adults will also be required on-site to meet the demands of residents of new development unless it can be clearly demonstrated and agreed that an off-site contribution or commuted sum would be a more appropriate option.

20. Fields in Trust recommends a total combined provision of 1.9 ha (19,000m<sup>2</sup>) per 1,000 population of both older children's playspace and playing pitches. Reflecting this guidance, as well as the Council's previous approach, South Norfolk Council has combined both categories to create a single classification, 'Older Children and Adult's Recreation Space', which will deliver both the requisite play space as well as the formal pitches as appropriate.

21. The Council has translated the above requirement into an equivalent m<sup>2</sup> amount per dwelling based upon a standard occupancy multiplier as set out in **Tables 4 and 6**. Further detailed information about the equipment and maintenance costs by open space type can be found in **Appendix 1**.

22.Examples of the types of appropriate facilities within this category are set out in **Table 1** of this SPD. These suggestions are not exhaustive and developers may choose to enter into discussions with the Council about additional/ alternative recreational equipment and pitch provision.

23.Developers will be expected to incorporate 'Older Children and Adult's Recreation Space' within the development site unless site-specific considerations and/or site constraints preclude on-site delivery. In such circumstances, off-site delivery and/or commuted sums will need to be agreed following the submission of robust evidence by the developer at the planning application stage to support a departure from the Council's requirement for on-site provision.

### **Informal Recreation Space**

24.Following the broad principles of the FiT guidelines, South Norfolk Council expects developers to provide appropriate levels of on-site 'Informal Recreation Space' as an essential component of the overall open space provision.

25.Informal Recreation Space is recognised as being a critical element of the overall open space provision and can play a vital role in meeting the casual recreational and amenity needs of local residents, boosting health and wellbeing and providing an important function in enhancing the biodiversity of the District.

26.The Fields in Trust recommended standard is 3.2 ha (32,000m<sup>2</sup>) of Informal Outdoor Space per 1,000 population. This figure is broken down into three separate elements including Parks and Gardens. However, in recognition of the rural character of the district, South Norfolk Council has deducted this component from the Informal Recreation Space recommendations and as such an overall figure of 2.4 ha (24,000m<sup>2</sup>) per 1,000 population is sought, as set out in **Table 3**. Although the District is predominantly rural in character much of this land is not publicly accessible. For this reason the Council considers it to be important to retain the Natural and Semi-Natural Green Space component of this category to facilitate public access to areas of natural and semi-natural space.

27.Informal Recreation Space can take a number of different forms and may, in some instances, have a multi-purpose role within the development site. Careful planning can, for example, enable the dual function of informal recreation space for landscaping, buffering adjacent uses or the delivery of green infrastructure objectives, as well as recreational use. In these instances, it will be the developer's responsibility at the time of the planning application to demonstrate to the satisfaction of the Council that the dual use of the land does not inhibit or prejudice either function.



28. **Table 1** sets out some of the possible components of the Informal Recreation Space. As part of this provision, developers are encouraged to consider the routing of existing and proposed footpaths, trails and green infrastructure corridors and take opportunities to maximise connectivity with the open space being provided.

#### **Off-site Provision and Commuted Sums**

30. South Norfolk Council requires the on-site provision of recreational open space where practicable (in accordance with the above standards) because this is considered by the Council to be the best option to meet the needs of new communities occupying the development. This means the direct provision of a space or facility within the agreed boundary of the development site.

31. The Council recognises that on occasion the guidelines in this SPD may be difficult to adhere to, so negotiation may take place on individual sites regarding the type of space to be provided on the site, taking into account the needs of the area and the existing provision and deficiencies. This approach is supported by Paragraph 3.106 of the Development Management Policies document which allows for off-site provision in certain circumstances.

32. Off-site provision of children's playspace will only be considered where on-site provision is agreed to be unacceptable or unreasonable. Off-site provision will need to be easily accessible from the proposed development, taking into account the young age of the children using the facilities. Off-site provision may be through the delivery of a new facility or the enhancement of already established play facilities. The latter will allow the developer to contribute by way of a financial payment to upgrade or improve those facilities.

33. Financial contributions for the off-site provision of all forms of recreational open space will be based on the size of the development and calculated in accordance with the equipment costs set out in **Appendix 1**, with specific terms to be negotiated and agreed in writing by all interested parties. A commuted sum will also be required to be paid to cover the cost to establish/refurbish and maintain recreational open space for a ten-year period (for further details see section on 'Ongoing Maintenance Costs'). Detailed breakdowns of these figures are set out in **Appendix 1**.

34. For those development sites where off-site contributions are considered to be an acceptable means of securing recreational open space, developers will also be required to agree and pay the appropriate land value equivalent to the value of providing the land on-site.

35. This cost is variable, depending significantly on the precise location and situation of the proposed development and this will also be subject to change over time as the market value of land alters. For this reason, the cost will need to be negotiated on a case-by-case basis. However, the cost will be calculated on an assumed cost of acquiring and laying out the

area, based on a notional agricultural land value as improved to become recreational open space of the appropriate form.

Number of Bedrooms	Occupancy per dwelling
1 bedroom	1.5
2 bedrooms	2
3 bedrooms	2.5
4 bedrooms	3
5+ bedrooms	3.5

*Table 4: South Norfolk Occupancy Multiplier*

Open Space Type	Amount (m <sup>2</sup> per 1,000 population)	(Amount (ha per 1,000 population)	Amount (m <sup>2</sup> per person)
Children's Playspace	6,000	0.6	6
Older Children and Adult's Recreation Space: (a) Open Space; and (b) Playing Pitches and Courts	(a) 3,000	0.3	3
	(b) 16,000	1.6	16
Informal Recreation Space	24,000	2.4	24

Table 5: Open Space Quantity Multiplier by Person

No. of bedrooms	Equipped Children's Playspace (m <sup>2</sup> )	Older Children and Adult's Recreation Space (m <sup>2</sup> ) (a) and (b)		Informal Recreation Space (m <sup>2</sup> )
		(a)	(b)	
1 bedroom	9	4.5	24	36
2 bedrooms	12	6	32	48
3 bedrooms	15	7.5	40	60
4 bedrooms	18	9	48	72
5+ bedrooms	21	10.5	56	84

Table 6: Open Space Requirement by Dwelling Size (m<sup>2</sup>)

Open Space Classification	Amount (per 1,000 population) m <sup>2</sup>	Equipment Cost (£)	Maintenance Cost (£), per annum	Commuted 10-year Maintenance Cost (£)
Children's Playspace	6,000	118,130	15,688	156,880
Older Children and Adult's Recreation Space:				
(a) Open Space	3,000	57,780	5,036	50,360
(b) Playing Pitches and Courts	16,000	184,516	19,358	193,580
Informal Recreation Space	24,000	121,616	17,129	171,290

Table 7: Summary Equipment & Maintenance Costs (per 1,000 population)

## CHAPTER 5: MAKING A PLANNING APPLICATION AND SUBSEQUENT REVISIONS

1. The location of on-site recreational open space shall be determined as part of the overall site layout of new residential developments and consideration must be given to the guidance in this SPD. The Council welcomes and encourages early pre-application discussion, prior to the submission of any planning application. Larger development schemes would also benefit from public pre-application consultation so that the early views of residents can be obtained and taken into account when preparing the planning application.
2. Developers are encouraged to make use of the Council's chargeable pre-application advice service (<https://www.south-norfolk.gov.uk/do-i-need-planning-permission>) to discuss options for providing for the open space and recreational needs of their development (alongside other relevant matters such as highways or heritage assets) at an early stage and to clarify what level of detail will need to be submitted with any planning application. Developers are also encouraged to initiate discussions with the relevant Parish/ Town Council at an early opportunity, within the context of this SPD, to identify the Parish Council's potential role in the future management of the recreational open space to be delivered.
3. Establishing play and open space requirements at an early stage in the planning process is important as it can affect the overall design and layout of a proposed development scheme. Developers are required to give due consideration to the integration of the recreation and play space within the development site, as well as landscaping, buffering and green infrastructure/ecological enhancements that could be achieved on the site.
4. Where outline planning applications show an illustrative layout of the houses, they will also need to show (indicatively) where the open space will be located on the site and how this relates to the housing. Full and reserved matters planning applications will need to show the precise details of the on-site provision. In both cases, it is likely that the principle would be secured through a Section 106 agreement, although it could be through a planning condition if appropriate. Where off-site provision is accepted this would be covered in a similar way. Trigger points in the development for the delivery of recreational open space will be included in planning permissions.
5. Developers will need to provide drawings clearly showing the location of the recreational open space provision for application purposes. At the time of either full- or reserved matters applications plans will need to be submitted at a scale of 1:250 (or similar) showing the detailed layout of hard and soft works and landscaping, boundary treatments, contours, proposed drainage of the site and any other information deemed to be necessary to the project. This should include a complete list of all materials, lighting, safety surfacing and equipment. Design guidance is given in **Appendix 3**.

6. The main points of contact within the Council will be the Development Management case officer and the Technical Advisor (where appropriate), until such time as all relevant conditions of a planning consent are complied with and/or all obligations are fulfilled in accordance with any Section 106 Agreement or similar between the Council and any other party.
7. Any changes to the proposed scheme after planning permission has been granted must be agreed in writing by South Norfolk Council. Depending on the level of change, this may require an amendment or variation to the Section 106 legal agreement, or variation of the relevant planning condition. Some minor non-material amendments may be acceptable without the need for a new planning application to be made. Developers will be expected to seek advice from the Development Management case officer at the earliest opportunity regarding this. Amendments to an approved scheme post-consent may also be subject to discussion with the relevant Parish/ Town Council if they have indicated that they will be taking on the ownership and management responsibilities of the recreational open space.
8. Before any on-site works can commence by the nominated contractor, a full method statement shall be submitted to the Council along with full details of the construction. These details will need to be discussed and approved and a start date for site construction agreed, with details to include on-site information, times of construction, materials and working practices.

## CHAPTER 6: OPTIONS FOR ADOPTION

1. As explained above, the effect of this SPD, in conjunction with the Council's Community Assets Strategy, is that the Council will no longer take on the ownership or maintenance of new recreational open space or play facilities, unless there are exceptional circumstances.
2. From the adoption of this SPD there will be three main options for the adoption and maintenance of new recreational open space and play facilities within new residential developments:
  - Transfer to the relevant Parish or Town Council, along with the agreed commuted sum (maintenance contribution).
  - Where appropriate to the location of the development, transfer to a community association or similar body, along with the agreed commuted sum (maintenance contribution); or
  - Maintenance of the recreational open space and play facilities by the developer, either directly or through the use of a management company.

(An advice note for Parish/Town Councils and community groups considering adopting recreational open space can be found at **Appendix 4.**);
3. Unlike Parish/ Town Councils, management companies are not statutory bodies and adoption by the Parish/Town Council is thus likely to provide advantages in terms of performance, increased protection against vulnerability to financial or management failure and greater accountability over the longer term. Management by a community association or similar body may also provide some of these advantages so this may be an appropriate option in some locations where the Parish/Town Council does not wish to take on the land. All developers required to provide recreational open space will therefore be expected to follow the 'hierarchy' of management:
  - i. The land must be offered (with the ten-year maintenance sum) to the relevant Parish/Town Council;
  - ii. If the Parish/Town Council does not wish to take on the land, it must then be offered (with the ten-year maintenance sum) to any community association or similar body in the area nominated by the Council; and
  - iii. If none of the foregoing bodies wishes to take on the land the developer will either then retain it or pass it to a management company approved by the Council.
4. Where the management company route results, the ongoing costs of the management and maintenance of the recreational open space will be met by the management company. Normal practice is for the company to then recharge its costs to residents of the development

which has generated the need for the additional facilities. Initial and subsequent purchasers of such properties would normally be required to enter into an obligation to meet these charges as part of the conveyancing process and should therefore ask their conveyancer to investigate the details of how any arrangement will operate.

5. Whilst the Council can not prescribe either the structure or the detailed functions of management companies it is expected that those that are established will be effectively and efficiently run to ensure that they operate in the best interests of the local residents. Membership of a management company by local residents is encouraged as this will promote both accountability and the proactive management of the recreational open space.
6. South Norfolk Council recognises that the management and maintenance responsibility for the recreational open space may not have been agreed at the time of the planning application. In this instance, the S106 Agreement will require agreement of the management entity at an appropriate trigger point, in accordance with the Council's preferred hierarchy (as set out above).
7. It is important that residents of new housing schemes have the use of all of the facilities associated with the development following a reasonable period of occupation. Therefore, before recreational open spaces or play facilities are adopted by either the Parish/Town Council, a community association or a management company South Norfolk Council will ensure the following:
  - That the play area is operational and functional in accordance with the agreed Section 106 agreement trigger points/ planning conditions; and
  - That the play area has been issued with a post-installation inspection to the RoSPA standard of safety. (This inspection will be at the expense of the developer); and
  - That all papers required to demonstrate regulatory compliance and other outstanding issues have been completed to the satisfaction of the Council.



## CHAPTER 7: ONGOING MAINTENANCE COSTS

1. All recreational open space and play facilities within new developments must be designed with ease of long-term maintenance in mind.
2. From the adoption of this SPD, barring exceptional circumstances, South Norfolk Council will no longer take on any maintenance liabilities for such areas. As outlined in Chapter 6 above, this will fall to either the relevant Parish/Town Council, community association or designated management company.
3. If the Parish/Town Council (or community association or similar) is intending to take on the responsibility for recreational open space and play facilities within a new development then it is recommended that they make an arrangement to cover the maintenance and management costs of the recreational open space areas provided on the site for a period of ten years from the date of the adoption. This will normally be in the form of a commuted sum / maintenance contribution paid to the adopting body in advance, based on rates calculated as at April 2017, and increasing annually in line with the Retail Price Index (RPI) or with actual maintenance costs if these are found to be significantly different. See **Table 7** for an overview of suggested maintenance costs. Full details of the maintenance and equipment costs breakdown are set out in **Appendix 1**<sup>3</sup>. Following the expiry of this ten-year period the longer-term management and maintenance cost will be the responsibility of the Parish/Town Council or community association.
4. If a management company is appointed/ established, then it will be for the developer and management company to arrange the funds to allow for the management and maintenance to take place. In most cases, this will take the form of an annual financial charge to those householders on the new development who will benefit from the recreational open space and play facilities.
5. Until adoption of the recreational open space, (including the children's playspace), the Council expects maintenance of the equipment and general tidiness of the area to remain the legal responsibility of the developers/ appointed maintenance contractors, unless otherwise agreed. At present the Council favours a one-year period following completion and implementation of the site. Parish/Town Councils or community groups who are taking on responsibility may wish to make an alternative agreement with developers. This responsibility does not stop adoption by a Parish/Town Council, community group or a designated management company.

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<sup>3</sup> These figures may be subject to fluctuation due to changes in the costs for these services and products, in addition to the noted RPI increases. Developers and the identified adopting bodies may choose to enter into discussions based upon the developer's schedule of costs for these items and services.

6. Irrespective of the management arrangements, the Council will expect that public access to the recreational open space and play facilities will be permanently maintained to a standard appropriate to enable them to fulfil their intended functions.

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## CHAPTER 8: SUSTAINABLE DRAINAGE SYSTEMS (SuDS)

1. Sustainable drainage systems (SuDS) comprise a range of water management measures designed to deal with surface water in a manner that is more in keeping with the natural process of water management, rather than the conventional system of piping surface water to a watercourse. Common SuDS features include:
  - Permeable surfaces;
  - Filter strips;
  - Filter and infiltration trenches;
  - Swales;
  - Detention basins;
  - Underground storage;
  - Wetlands; and
  - Ponds.
2. For recreational open spaces containing SuDS features these must be robustly designed and have planning obligations or conditions placed on them to manage risk into the future. To avoid compromising the intended use of the recreational open space, such features should not be sited on the recreational components of open spaces unless it can be demonstrated that they will not affect the use of that space for recreation and amenity purposes.
3. Developers must demonstrate at the planning application stage that the installation of such features will not have an adverse impact on safety (open water bodies, for example). Tree pits or dry swales may be acceptable within playspaces however items such as basins should be kept separate from equipped areas of playspace. Developers are encouraged to seek relevant guidance on how to assess health and safety for SuDS in open spaces as part of the design process.<sup>4</sup>
4. SuDS features should be designed to be as low maintenance as possible. Anglian Water may opt to take on the maintenance responsibilities for at least some SuDS features in the future, so applicants are advised to ensure that Anglian Water (and other interested bodies, for example the Environment Agency or the Lead Local Flood Authority) are included in any pre-application discussions. This will provide Anglian Water with a full opportunity to comment on proposals. For further information please see Development Management Policy DM4.2: *Sustainable drainage and water management*.

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<sup>4</sup> RoSPA and CIRIA have produced specific guidance on this matter that may be of relevance to developers.

## CHAPTER 9: ECOLOGY, BIOVIERSITY AND CONNECTIVITY

1. Open spaces do not just contribute to the community they serve but also have wider benefits in terms of wildlife habitats and the management of ecosystems. The protection and enhancement of ecology and biodiversity is a key thread running through all the South Norfolk Local Plan documents. In assessing planning applications that provide for recreational open space and play facilities, a high priority will be given to schemes that provide good quality green spaces, enhance ecology and biodiversity and promote green infrastructure connectivity.
2. Opportunities to increase biodiversity and wildlife corridors should be maximised across all development sites, and is particularly relevant to those sites contributing towards the recreational open space provision throughout the district. Careful consideration of existing local sites and facilities and their connectivity can help to alleviate pressures on existing sensitive current sites that are currently meeting recreational demands.
3. The potential for new open space to contribute to improvements to Green Infrastructure (JCS Policy 1, the Greater Norwich Infrastructure Study and Development Management Policy DM4.9) and, where practicable, public rights of way (NPPF, paragraph 75) should also be explored for every potential new area of recreational open space, and especially relating to existing and/or required new landscaping.
4. To maximise the potential benefits of recreational open space, the Council recommends that developers review the local Public Right of Way (PROW) network and consider connectivity and linkages between open space and the existing PROW network.

## APPENDICES

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## APPENDIX 1 – SOUTH NORFOLK COUNCIL MULTIPLIERS & STANDARDS (DETAILED BREAKDOWNS)

Broadly following the Fields in Trust recommendations, the following tables provide the basis of the calculations that will determine the quantitative amounts of recreational open space to be delivered on those development sites delivering in excess of the Council's threshold of 15 dwellings. Table 1 (Chapter 1) provides a detailed breakdown of the recreational open space classifications.

- M<sup>2</sup>/ Ha Conversion Table
- South Norfolk Occupancy Multiplier
- SHMA Housing Mix Multiplier Figures (2017)
- Open Space Quantity Multiplier by Person
- Open Space Requirement by Dwelling Size (m<sup>2</sup>)
- Detailed Children's Playspace Equipment Costings
- Detailed Children's Playspace Maintenance Costings
- Detailed Older Children & Adult's Recreational (a) Open Space Equipment Costings
- Detailed Older Children & Adult's Recreational (a) Open Space Maintenance Costings
- Detailed Older Children's & Adult's Recreational Playing Pitch Equipment & Maintenance Costings
- Detailed Informal Recreation Space Equipment Costings
- Detailed Informal Recreation Space Maintenance Costings

### Conversion Rates

m <sup>2</sup>	Hectare (ha)
1,000	0.1
5,000	0.5
10,000	1
15,000	1.5
20,000	2
24,000	2.4
45,000	4.5

### South Norfolk Occupancy Multiplier

Number of Bedrooms	Occupancy per dwellings
1 bedroom	1.5
2 bedrooms	2
3 bedrooms	2.5
4 bedrooms	3
5+ bedrooms	3.5

South Norfolk Housing Mix Multipliers (SHMA, 2017)

Dwelling Size	SHMA % by site
1 bedroom	4.12%
2 bedrooms	17.32%
3 bedrooms	53.91%
4 bedrooms	19.38%
5+ bedrooms	5.23%

(The above table provides an indicative breakdown of site composition for those development sites where housing numbers have not been identified. This figure is an illustrative one, based upon the 2017 SHMA figures, and developers will need to provide an updated position based upon the relevant year's published data).

Open Space Quantity Multiplier by Person

Open Space Type	Amount (m <sup>2</sup> per 1,000 population)	(Amount (ha per 1,000 population)	Amount (m <sup>2</sup> per person)
Children's Playspace (equipped and unequipped)	6,000	0.6	6
Older Children and Adult's Recreation Space: (a) Open Space; and (b) Playing Pitches and Courts	(a) 3,000	0.3	3
	(b) 16,000	1.6	16
Informal Recreation Space	24,000	2.4	24

Open Space Requirement by Dwelling Size (m<sup>2</sup>)

No. of bedrooms	Equipped Children's Playspace (m <sup>2</sup> )	Older Children and Adult's Recreation Space (m <sup>2</sup> ) (a) and (b)		Informal Recreation Space (m <sup>2</sup> )
		(a)	(b)	
1 bedroom	9	4.5	24	36
2 bedrooms	12	6	32	48
3 bedrooms	15	7.5	40	60
4 bedrooms	18	9	48	72
5+ bedrooms	21	10.5	56	84

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## CHILDREN'S PLAYSPACE – EQUIPMENT AND MAINTENANCE COSTS

The figures in the tables below are a blended rate of current South Norfolk Council costings and the requirements of comparable authorities. Actual costings may vary between suppliers and contractors, as well as fluctuations in unit prices, however unless otherwise agreed developers will be required to provide off-site contributions and/or commuted sums based on the details set out below.

The figures presented in the tables below are presented as illustrative costs for equipping (supplying and installing) and maintaining a 6,000m<sup>2</sup> (0.6 ha) area of children's playspace. The required playspace includes an activity zone (minimum 400m<sup>2</sup>) and is calculated in accordance with the requirements set out in this SPD. Developers will be required to adjust the overall costings to reflect the level of provision of children's playspace generated by each development. Not all items will be necessary on all sites, nor in the given quantities, and there may be additional items sought on specific sites that have not been identified in the table below. Costings included within this SPD will be increased annually in accordance with the Retail Price Index (RPI) and applicants are advised to make these adjustments when calculating the financial liability generated by a development

NOTE: The 'Equipment' cost provided in the key tables below relate to equipment suitable for younger children. Older children will require larger, more complex pieces of play equipment and the costs should be adjusted accordingly based on the multipliers set out below. The number of pieces of play equipment to be provided will be determined by the overall size of the playspace (a minimum area of 400m<sup>2</sup> is required in all instances) and advice should be sought from the Council at an early stage in the process to clarify precise requirements. These requirements will inform the overall costs of equipping and maintaining areas of children's playspace.

### Typical Equipment Costings for Children's Playspace

Equipment Type	Works/ Goods	Unit No.	Cost (£)
Younger children	Supply and install	1	6,400.00
Older children	Supply and install	1	7,100.00

### Typical Equipment Costs for Children's Playspace

Item	Works/ Goods	Cost as provided by contractor (£)	Unit	No.	Cost per play area (0.6 ha) (£)
Equipment	5x items of equipment, supply and install	32,000.00	1	1	32,000.00
Fencing	Bow top galvanised, supply and install	100.00	Lin m	90	9,000.00
Seating	DDA compliant recycled seating, supply and install	1,375.00	1	2	2,750.00
Gates	Mono-hinge gates (1x access and 1x maintenance/ access), supply and install	4,900.00	No	1	4,900.00
Bin	Supply and install	300.00	1	2	600.00
Safety surfacing (Activity zone)	Wetpour, supply and install	98.00	m <sup>2</sup>	150	14,700.00
Signage	2 informational signs, supply and install	185.00	No	2	370.00
Drainage (Activity zone)	(a) Excavate and lay new soakaway	195.00	m <sup>3</sup>	3	585.00
	(b) Excavate and lay new land drain	115.00	Lm	15	1,725.00
Tarmac path	Constructed (5% of overall area)	85.00	Lm	300	25,500.00
Landscaping costs	Clearance of the site within the activity zone & preparation of site for handover	7.80.00	m <sup>2</sup>	400	3,120.00
	Clearance of site outside the activity zone	4.00	m <sup>2</sup>	5,600	22,400.00
Post installation inspection	Supply with written report	480.00	No	1	480.00

### Typical Annual Maintenance Costings for Children's Playspace

Maintenance Works Description	Cost per m <sup>2</sup> / lm/ visit (£)	No.	Quantity/Area (where applicable)	No. visits per annum	Cost per annum (£)
Grass: Mow and strim (Activity zone)	0.20	m <sup>2</sup>	400	15	1,200.00
Buffer zone: Mow and strim	0.03	m <sup>2</sup>	5,600	15	2,520.00
Shrubs & Hedges: Cut	2.29	Lm	90	2	412.00
Litter pick: Before every cut	2.00	As required		18	36.00
Bin: Empty bins	5.30	2		52	551.00
Path: Sweep path	0.50	m <sup>2</sup>	300	18	2,700.00
Technical Maintenance: Equipment inspection, pressure wash, parts & labour	7% of overall equipment cost	As required		As required	8,269.00

The summary costs of supplying and installing children's playspace in accordance with the details set out in this SPD are as follows:

**Total cost per Children's Playspace (per 6,000 m<sup>2</sup>): £118,130**

**Total Cost per person (per 1,000 population): £118.13**

**Total Cost per m<sup>2</sup>: £19.68**

The summary costs of maintaining the children's playspace (per annum) in accordance with the details set out in this SPD are as follows:

**Total cost per Children's Playspace (per 6,000 m<sup>2</sup>): £15,688**

**Total Cost per person (per 1,000 population): £15.69**

**Total Cost per m<sup>2</sup>: £2.61**

**Ten-year commuted maintenance sum (per 6,000m<sup>2</sup>): £156,880**

## **OLDER CHILDREN AND ADULT'S RECREATION SPACE – EQUIPMENT AND MAINTENANCE COSTS**

The tables below provide two sets of figures for the equipping and maintaining of Older Children and Adult's Recreation Space, reflecting the Council's requirement for both formal/informal pitches etc, as well as open space. The figures in the tables below are a blended rate of current South Norfolk Council costings and the requirements of comparable authorities. Actual costings may vary between suppliers and contractors, as well as fluctuations in unit prices, however unless otherwise agreed developers will be required to provide off-site contributions and/or commuted sums based on the details set out below. Costings included within this SPD will be increased annually in accordance with the Retail Price Index (RPI) and applicants are advised to make these adjustments when calculating the financial liability generated by a development

The pitch/ court figures presented below are based upon a Sport England sum for the provision of different types of formal and informal pitches and courts. These figures have been updated to reflect the South Norfolk Council requirement for 1.6ha provision per 1,000 population. They do not provide for changing rooms/ parking/ lighting etc – these may be required on certain sites but, if so, will be negotiated on a case-by-case basis. The actual requirement for the provision of pitches and courts within this recreational open space classification will be dependent upon site specific matters and will also be determined, in part, by the availability of facilities within the site's locality. The figures provided below should be considered as illustrative costings and developers will be required to adjust the overall prices to reflect the actual detail of the on-site provision agreed with South Norfolk Council.

In the event a developer wishes to provide an alternative form of pitch/ court on-site or type of space not listed in the table below (for example, a skate park or trim trails) then it will be necessary to contact the Council at the earliest opportunity to ensure that appropriate costings may be obtained.

## Typical Equipping/Landscaping Costings for Older Children and Adult's Recreation Space

### (a) Open Space

Item	Works	Cost (£)	Unit Type	Provision per 3,000m <sup>2</sup> (0.3ha)	Cost per 3,000m <sup>2</sup> (0.3ha)
Site clearance	Clear site & level for planting and seeding	4.00	m <sup>2</sup>	3,000	12,000.00
Pathways (5% of overall area)	Provide & lay to tarmac (1.5x150)	85.00	Lm	150	12,750.00
Grass	Supply & lay topsoil	40.00	m <sup>3</sup>	23	920.00
Seed	Supply & cultivate seed	1.20	m <sup>2</sup>	750	900.00
Bin	Supply and install (mini plaza)	300.00	No.	2	600.00
Seating	Supply and install recycled DDA compliant seating	1375.00	No.	2	2,750.00
Fencing	Bird mouth with steel straps	41.00	Lm	675	27,675.00
Signage	Supply & install informational signs	185.00	No.	1	185.00

## Typical Maintenance Costings for Older Children and Adult's Recreation Space

### (a) Open Space

Works Description	£ per m <sup>2</sup> / Lm/ visit	Unit type	Area	No. visits per annum	£ per annum (per 3,000m <sup>2</sup> )
Grass: Mow & strim	0.03	m <sup>2</sup>	3000	15	1,350.00
Path: sweep	0.50	m <sup>2</sup>	150	6	450.00
Bin: Empty	5.30	2		52	551.00
Litter pick: Before every cut	2.00			18	36.00
Shrubs & Hedges: Cut	2.29	Lm	200	2	916.00
Technical Maintenance	3% of overall equipment costs				1,733.00

The summary costs of equipping/ laying out the open space component of Older Children and Adult's Recreation Space (Open Space) in accordance with the details set out in this SPD are as follows:

**Total cost per 3,000 m<sup>2</sup>: £57,780**

**Total Cost per person (per 1,000 population): £57.78**

**Total Cost per m<sup>2</sup>: £19.26**

The summary costs of maintaining the open space component of Older Children and Adult's Recreation Space (Open Space) (per annum) in accordance with the details set out in this SPD are as follows:

**Total cost per 3,000m<sup>2</sup>: £5,036**

**Total Cost per person (per 1,000 population): £5.04**

**Total Cost per m<sup>2</sup>: £1.68**

**Ten-year commuted maintenance sum (per 3,000m<sup>2</sup>): £50,360**

**Typical Equipping & Maintenance Costings for Older Children and Adult's Recreation Space (example pitches and courts to cover a 16,000m<sup>2</sup> area)**

**(b) Playing Pitches and Courts**

Provision	Description	Cost (£ per m <sup>2</sup> )	Percentage of 16,000m <sup>2</sup> (1.6ha)	Total area to be provided (m <sup>2</sup> )	Equipping cost per 16,000m <sup>2</sup> (£)	Percentage of maintenance cost pa (%)	Maintenance cost per annum (£)
Adult football pitch	Lay & maintain grass pitch for 12x months	9.18	62%	9,920	91,065.00	16.7	15,207.00
Run-off to adult pitch	Clear site, top soil, seed	3.11	32%	5,120	15,923.00	13	2070.00
Tennis courts x 2 (No lighting)	Fenced tarmac court (36.58x33.53)	98.00	2.6%	416	40,768.00	0.5	204.00
Bowling Green	Flat/ Crown Green (40x40)	61.12	2.9%	464	28,360.00	6.5	1843.00
MUGA/FISA	Fenced tarmac court (36.6x21.35)	105.00	0.5%	80	8,400.00	0.4	34.00

The summary costs of equipping the playing pitches component of Older Children and Adult's Recreation Space in accordance with the details set out in this SPD are as follows:

**Total Cost per Playing Pitches and Courts (per 16,000m<sup>2</sup>): £184,516**

**Total Cost per person (per 1,000 population): £184.52**

**Total Cost per m<sup>2</sup>: £11.53**

The summary costs of maintaining the playing pitches component of Older Children and Adult's Recreation Space (per annum) in accordance with the details set out in this SPD are as follows:

**Total Cost per Playing Pitches and Courts (per 16,000m<sup>2</sup>): £19,358**

**Total Cost per person (per 1,000 population): £19.36**

**Total Cost per m<sup>2</sup>: £1.21**

**Ten-year commuted maintenance sum (per 16,000m<sup>2</sup>): £193,580**

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## **INFORMAL RECREATION SPACE – EQUIPMENT AND MAINTENANCE COSTS**

The figures in the tables below are a blended rate of current South Norfolk Council costings and the requirements of comparable authorities. Actual costings may vary between suppliers and contractors, as well as due to fluctuations in unit prices however, unless otherwise agreed, developers will be required to provide off-site contributions and/or commuted sums based on the details set out below. Costings included within this SPD will be increased annually in accordance with the Retail Price Index (RPI) and applicants are advised to make these adjustments when calculating the financial liability generated by a development.

The figures presented in the tables below are presented as illustrative costs for equipping, planting and maintaining a 24,000m<sup>2</sup> (2.4ha) area of Informal Recreation Space. These costings are calculated in accordance with the requirements set out in this SPD and, in this indicative table, are assumed to comprise grassed amenity areas with landscaping. Developers will be required to adjust the overall costings to reflect the actual detail of the on-site provision agreed with South Norfolk Council. Not all items will be necessary on all sites, nor in the given quantities, and there may be additional items sought on specific sites that have not been identified in the tables below.

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### Typical Equipping /Landscaping Costings for Informal Recreation Space

Item	Works	Cost (£)	Unit Type	Provision per 24,000m <sup>2</sup>	Cost per 24,000m <sup>2</sup> (£)
Site clearance	Clear site & level for planting and seeding	2.55	m <sup>2</sup>	24,000	61,200.00
Pathways	Provide & lay to tarmac (1.5x150)	85.00	m <sup>2</sup>	169	14,365.00
Grass	Supply & lay topsoil	40.00	m <sup>3</sup>	188	7,520.00
Seed	Supply & cultivate seed	1.20	m <sup>2</sup>	6,000	7,200.00
Shrub planting (10%)	Supply 2.5 shrubs per m <sup>2</sup> (in 3 ltr pots)	8.50		750	6,375.00
	Supply & lay topsoil	40.00	m <sup>3</sup>	37.5	1,500.00
	Cultivate ground & plant shrubs	5.00	m <sup>2</sup>	375	1,875.00
	Supply & install ground cover weed control membrane	1.30	m <sup>2</sup>	375	488.00
Hedging (5%)	Supply 5 plants per metre	8.00	Lm	375	3,000.00
	Cultivate & plant hedging	13.00	Lm	375	4,875.00
	Supply & install ground cover weed membrane	1.30	Lm	375	488.00
Trees	Supply native deciduous saplings	145.00	No.	15	2,175.00
	Cultivate ground & plant with 1no. stake each	40.00	No.	15	600.00
	Supply & lay ground cover weed membrane	1.30	No.	15	20.00
Bins	Supply & install mini plaza litter bin on concrete pad	300.00	No.	2	600.00
Dog bin	Supply & install dog bin on steel post	250.00	No.	1	250.00
Signage	Supply & install informational signage	185.00	No.	1	185.00
Seating	Supply & install recycled seating	1375.00	No.	2	2,750.00
Knee rail	Bird mouth with steel straps	41.00	Lm	150	6,150.00

### Typical Maintenance Costings for Informal Recreation Space

Works Description	£ per m²/ lm/ visit	Unit Type	Area (where appropriate)	No. visits per annum	£ per annum (per 24,000m²)
Grass: Mow & strim	0.03	m²	16,000	15	7,200.00
Meadow grass: Mow	0.03	m²	8,000	2	480.00
Shrubs/Hedges: Cut	2.29	Lm	800	2	3664.00
Litter pick: Before each cut	2.00		24,000	18	86.00
Bin: Empty	5.30	2		52	551.00
Path: Sweep	0.50	m²	500	6	1,500.00
Technical Maintenance	3% of equipping costs	As required		As required	3,648.00

The summary costs of equipping/ laying out the open space component of Informal Recreation Space in accordance with the details set out in this SPD are as follows:

**Total cost per 24,000m²: £121,616**

**Total Cost per person (per 1,000 population): £121.62**

**Total Cost per m²: £5.07**

The summary costs of equipping and maintaining the open space component of Informal Recreation Space (per annum) in accordance with the details set out in this SPD are as follows:

**Total cost per 24,000m²: £17,129**

**Total Cost per person (per 1,000 population): £17.13**

**Total Cost per m²: £0.71**

**Ten-year commuted maintenance sum (per 24,000m²): £171,290**

## APPENDIX 2 – SOUTH NORFOLK COUNCIL WORKED EXAMPLES

The following tables provide a number of illustrative worked examples (15, 51 and 150 dwellings), utilising the multiplier figures set out in Appendix 1 above, and based upon the standards set out throughout this SPD. These figures provide an indication of the quantitative amounts of recreational open space a developer would be expected to incorporate into development sites of different scales, as well as the costings for equipping and maintaining these areas.

As set out Chapter 4 (Chapter 4) these figures do not include land values due to the complexity of applying a standardised figure to all sites across the South Norfolk District. Developers will therefore need to ensure that this cost is built into their specific financial models when assessing individual site viability.

Equipment and per annum maintenance costs have been calculated by multiplying the appropriate m<sup>2</sup> figures from the above tables by the provision requirement generated by the development. As per the requirements of the SPD the site / dwelling breakdown is based upon the 2017 SHMA figures.

#### Example 15-Dwelling Site - Recreational Open Space Requirement

Dwelling Type	Dwelling Mix	Children's Playspace (m²)	Older Children & Adult's Recreation Space (m²)		Informal Recreation Space (m²)
			Open Space	Pitches	
1 bed	1	9	4.5	24	36
2 bed	2	24	12	64	96
3 bed	8	120	60	320	480
4 bed	3	54	27	144	216
5+ bed	1	21	10.5	56	84
<b>TOTAL</b>	<b>15</b>	<b>228<sup>5</sup></b>	<b>114</b>	<b>608</b>	<b>912</b>

#### Example 15-Dwelling Site – Equipment and Per Annum Maintenance Costs

Dwelling Type	Dwelling Mix	Children's Playspace (£)		Older Children & Adult's Recreation Space (£)				Informal Recreation Space (£)	
		Equipping Cost	Maintenance Cost	(a) Open Space		(b) Playing Pitches		Equipping Cost	Maintenance Cost
				Equipping	Maintenance	Equipping	Maintenance		
1 bed	1	<b>7,872</b>	<b>1,044</b>	<b>2,196</b>	<b>192</b>	<b>7,010</b>	<b>736</b>	<b>4,624</b>	<b>648</b>
2 bed	2								
3 bed	8								
4 bed	3								
5+ bed	1								

**TOTAL EQUIPPING COST: £21,702**

**TOTAL PER ANNUM MAINTENANCE COST: £2,620**

**TOTAL 10-YEAR COMMUTED MAINTENANCE COST: £26,200**

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<sup>5</sup> Note: Minimum Activity Zone of 400m² required

**Example 51-Dwelling Site - Recreational Open Space Requirement**

Dwelling Type	Dwelling Mix	Children's Playspace (m²)	Older Children & Adult's Recreation Space (m²)		Informal Recreation Space (m²)
			Open Space	Pitches	
1 bed	2	18	9	48	72
2 bed	9	108	54	288	432
3 bed	27	405	202.5	1080	1620
4 bed	10	180	90	480	720
5+ bed	3	63	31.5	168	252
<b>TOTAL</b>	<b>51</b>	<b>774</b>	<b>387</b>	<b>2064</b>	<b>3096</b>

**Example 51-Dwelling Site – Equipment and Per Annum Maintenance Costs**

Dwelling Type	Dwelling Mix	Children's Playspace (£)		Older Children & Adult's Recreation Space (£)				Informal Recreation Space (£)	
		Equipping Cost	Maintenance Cost	(a) Open Space		(b) Playing Pitches		Equipping Cost	Maintenance Cost
				Equipping	Maintenance	Equipping	Maintenance		
1 bed	2	15,232	2,020	7,454	650	23,797	2,497	15,696	2,198
2 bed	9								
3 bed	27								
4 bed	10								
5+ bed	3								

**TOTAL EQUIPPING COST: £62,179**

**TOTAL PER ANNUM MAINTENANCE COST: £7,365**

**TOTAL 10-YEAR COMMUTED MAINTENANCE COST: £73,650**

**Example 150-Dwelling Site - Recreational Open Space Requirement**

Dwelling Type	Dwelling Mix	Children's Playspace (m²)	Older Children & Adult's Recreation Space (m²)		Informal Recreation Space (m²)
			Open Space	Pitches	
1 bed	6	54	27	144	216
2 bed	26	312	156	832	1248
3 bed	81	1215	607.5	3240	4860
4 bed	29	522	261	1392	2088
5+ bed	8	168	84	448	672
<b>TOTAL</b>	<b>150</b>	<b>2271</b>	<b>1135.5</b>	<b>6056</b>	<b>9084</b>

**Example 150-Dwelling Site – Equipment and Per Annum Maintenance Costs**

Dwelling Type	Dwelling Mix	Children's Playspace (£)		Older Children & Adult's Recreation Space (£)				Informal Recreation Space (£)	
		Equipping Cost	Maintenance Cost	(a) Open Space		(b) Playing Pitches		Equipping Cost	Maintenance Cost
				Equipping	Maintenance	Equipping	Maintenance		
1 bed	6	44,693	5,927	21,870	1,908	69,826	7,328	46,056	6,450
2 bed	26								
3 bed	81								
4 bed	29								
5+ bed	8								

**TOTAL EQUIPPING COST: £182,445**

**TOTAL PER ANNUM MAINTENANCE COST: £21,613**

**TOTAL 10-YEAR COMMUTED MAINTENANCE COST: £216,130**

## **APPENDIX 3 – DESIGN GUIDANCE**

In order to secure good quality and functional recreational open spaces, careful consideration must be given to the design and location of all of these important spaces. This appendix gives additional guidance to developers regarding design requirements in relation to the provision of recreational open space, including specifically children's playspace, on new residential developments.

### **Location of Children's Playspace**

It is essential, where possible, to locate children's playspace centrally to the new development. Areas should be sited at least five metres from the ground floor windows of adjoining houses and the perimeter of children's playspace activity zones should be located at least 20-30 metres from any dwelling. This will be the expected minimum for all play spaces; however, the location of larger areas for older children will be subject to negotiation on a site by site basis, using the guidelines below. The locations of such play spaces, and the number of pieces of equipment to be provided, will be agreed following discussion with South Norfolk Council.

The following twelve guidelines should be adhered to where possible:

1. Best practice is for children's play areas to be located within a specified walking distance – 400 metres (about five minutes' walk) is the Fields in Trust recommendation;
2. Accessible without having to cross main roads, railway tracks or waterways;
3. Separated from areas of major vehicle movement and accessible from pedestrian routes;
4. Sited in areas which are not secluded locations or enclosed by high fencing and trees;
5. Sited on suitable land for which the purpose of the area is intended;
6. High climbing equipment should not impose on nearby dwellings;
7. Buffer zones should be incorporated to reduce the disturbance from noise to the immediate dwellings;
8. Accessible by footpaths with a firm suitable surface;
9. Overlooked from dwelling or pedestrian routes that are well used;
10. Where possible, it is not advisable to install slides south-facing;
11. The need to have regard to the setting of heritage assets and the wider historic environment or landscape; and
12. Where practicable, play space should not be located immediately adjacent to older people's accommodation, particularly any ground floor bedrooms.

Further information relating to these guidelines can be obtained from South Norfolk Council ([www.south-norfolk.gov.uk](http://www.south-norfolk.gov.uk)), Fields in Trust (<http://www.fieldsintrust.org/>), and Play England (<http://www.playengland.org.uk/>).

### **Layout of Recreational Open Space**

The design and layout of recreational open space and children's playspace on new residential developments must be approved by South Norfolk Council. Oddly shaped areas of land should be avoided by being incorporated into private gardens from the outset.

Existing natural landscape features such as trees, hedgerows and changes in level should be preserved in such a way as to enhance the play experience and avoid adversely impacting on the ecological value of the site. Advice should be sought from South Norfolk Council at an early stage regarding this. It will not normally be acceptable to fell healthy mature trees to facilitate layout on recreational open space. New trees should be planted where possible to enhance the provision of play and recreational spaces and native species should be chosen to attract wildlife and improve the local ecology.

Play equipment should be chosen to ensure that children benefit from a variety of different experiences. Play equipment can, for example, incorporate sliding, spinning, swinging, climbing, social interaction and imaginative play. Many pieces of modern play equipment can be multi-functional. Similar consideration should also be given to the types of equipment and facilities



provided to meet the requirements of the Older Children and Adult's Recreation Space and the varied needs of these users. Advice should be sought from South Norfolk Council at an early stage in the design process to inform details of the requirement, which will in turn influence the layout.

Appropriate consideration must also be given to creating inclusive areas of recreational open space, including children's playspaces, that can accommodate those with disabilities. Simple design solutions can positively contribute to meeting this need for example, wheelchair accessible gates, wide pathways, inclusive play equipment, sensory areas and/or quiet breakaway areas. Further guidance may be obtained online ([www.inclusiveplay.com](http://www.inclusiveplay.com) or [www.kids.org.uk](http://www.kids.org.uk)) or from the Council's Technical Advisor.

### **Land Preparation and Construction**

It is essential that the ground is properly prepared. Developers and/or their contractors will need to ensure that the land is cleared of brick rubble, sand, traces of cement and is left to stand for a period of time for excess salt (etc.) to be washed away. The land will need to be levelled a good seed (e.g. a conservation mix) used, one that is capable of withstanding intensive use and wear.

In terms of design, as a basic minimum the following requirements are important. It is expected that appropriate drainage methods will be used with full drainage schemes/reports signed off by South Norfolk Council before any works are permitted. It is expected that all sites that are provided will be drained and levelled (to running contours) with an established grass surface. Any landscaping conditions forming part of the planning consent will be additional to the above.

Where edgings are required these will be PCC (pre-cast concrete) unless otherwise agreed with South Norfolk Council.

All safety surfacing must comply with BSEN1177 guidelines relating to dimensional compliance and impact absorbency level, suitable for the relevant fall height and where possible constructed from a type 1 sub-base with a wet pour topping or any other suitable surfacing agreed with South Norfolk Council.

Where pathways are required they should be constructed from a suitable material e.g. concrete/bitumen, be a minimum 1.2 metres wide (for wheelchair accessibility) and with a suitable camber (1:40).

Drain and access manholes are not advisable on play areas, but where there are no other alternatives, all covers should be a sealed unit with screwed down fixings or a lockable cover.

### **Quality Control**

All play areas to be provided on new residential developments are to be constructed under the guidance and regulations in the South Norfolk Council 'Standards Policy Document'. All works to be carried out strictly in accordance with the Health & Safety at Work Act 1974 and all other appropriate legislation. Best practice and industry legislation will apply (refer to RoSPA Play Safety).

South Norfolk Council will only permit play areas to be released for adoption if they obtain an acceptable standard following a final inspection by an independent play inspector (RoSPA).

The contractor will supply a certificate of warranty, and if the materials (safety surface) used are manufactured by others, in conjunction with the manufacturing company. All warranty documents must cover the items as laid down within the specification.

The contractor is duty bound to supply a certificate of warranty to the effect that due consideration is given to the sub-grade, formation and workmanship in laying down the safety surface. All warranties for the supplied equipment must be valid for at least a minimum twelve-month period.

Any defects arising from the works carried out will be rectified by the contractor at their expense, provided it is within the twelve-month 'Defect Correction Period', except for the wet pour safety surface, which must be guaranteed for five years.

Note: All such materials liable to deterioration or damage must be stored in such a way that they shall be in accordance with the specification at the time of use.

### **Planting**

Guidance on planting should be sought regarding maintainable species, especially with thorny ground cover, as this can be a problem when litter picking. Planting should also be carefully chosen to ensure that it is of an appropriate type to withstand children at play. Detailed advice can be provided by South Norfolk Council regarding these matters, and to ensure that those species that are chosen are the most appropriate for enhancing the local ecology and biodiversity network. This is especially relevant for the more significant areas of informal recreation space that will be delivered in accordance with the requirements of this SPD.

All soft landscaping works will be undertaken in accordance with horticultural industry standards.

### **Road Safety**

It is recommended that traffic calming measures should be installed throughout new residential developments, particularly in the vicinity of recreational areas and especially close to children's play areas. This is in addition to road signage and other measures as dictated by Norfolk County Council Highways.

Parking bays should not be positioned adjacent to children's playspaces.

Safety barriers or railings should be installed where necessary, in addition to traffic awareness signs depicting children at play.

When appropriate, appropriate spaces for bicycle and scooter parking should be provided.

### **Fencing and gates**

Fencing should be provided, where considered necessary in agreement with the Development Management case officer and the Council's Technical Advisor.

All fencing surrounding the children's playspaces should be of a suitable type, mild steel, galvanised and installed up to a height of 1.2 metres. In each playspace there must be provision for two Mono Hinge self-closing gates 1 – 1.2 metres high and a minimum of 1 metre wide, giving an opening of 971mm. These gates should be easily distinguishable (for example, of a different colour to the Bow Top fencing (Equality Act 2010)). Provision should also be made for a maintenance gate if access is required for the use of mowing or surface cleaning machinery.

Where possible all gates should open outwards from the play area to ensure the area remains dog proof.

### **Seating**

Appropriate seating should be sited in the vicinity of playspaces and playing pitches etc., fixed to the ground and where possible a minimum 1 metre distance from the perimeter of play area fencing. Consideration should also be given to installing family style picnic benches where appropriate.

Further seating may be required within the informal areas of recreational space however this will depend upon the scale of the development and the amount of recreational open space to be provided. Seating within these areas can provide a vital role in the enjoyment of these spaces, especially for those people with mobility problems or for older members of the local community.

### **Litter bins**

Within the children's playspaces litter bins are to be sited within the confines of the play area, or in an agreed location, at a distance of 2 metres from the seating and 1 metre from the fencing.

Litterbins should be constructed of a standard Durapol or Aluminium material, with a lockable/secure lid and stainless steel liner (Glasdon Mini Plaza).

### **Signage**

Until adoption of children's playspaces, a sign should be displayed at each entrance stating the following information:

- Name of play area;
- Site owner;
- Contact number for defect reporting;
- 'No dogs allowed';
- 'Children under eight years of age to be supervised'.

The postcode of the play area, together with Eastings and Northings, should be displayed on the sign to aid the response of emergency services to the playspace/playing field in the event of an incident.

Once the playspace is adopted, the adopting body will be required to erect their own signage.

### **Safety and security**

Open spaces should be designed to enhance the safety and security of users. Natural surveillance, for example, can serve to 'design out' crime. If any lighting is required/desirable this will need to be agreed at the time of the planning application but in all instances, it should be designed to minimise light pollution. Cycle and scooter parking/ stationing areas should be sited in visible areas that are also subject to natural surveillance.

## **APPENDIX 4 – ADVICE NOTE REGARDING THE ADOPTION AND MAINTENANCE OF RECREATIONAL OPEN SPACE**

This advice note provides information for parish and town councils (or community associations) who are considering taking on the adoption and maintenance of recreational open space in their locality.

### **What is a Supplementary Planning Document (SPD)?**

A Supplementary Planning Document (SPD) provides additional information to assist with the interpretation and implementation of Local Plan policy. An SPD cannot set new policy. The *Guidelines for Recreation Provision in New Residential Developments* SPD supplements the Council's Development Management Policy DM 3.15 'Outdoor play facilities and recreational space'. It provides clear guidelines to developers as to the local requirements of South Norfolk Council when submitting planning applications for new housing developments and also gives information regarding the Council's approach to the adoption and maintenance of play facilities and recreational spaces.

### **What type of recreation provision is covered by the Council's 'Guidelines for Recreation Provision in New Residential Developments' SPD?**

This SPD outlines guidelines for the provision of recreational facilities directly needed as a result of new residential developments across South Norfolk, including informal recreational space, playing pitches and children's playspace. The SPD provides suggested standards for the provision of all types of on-site recreational open space required throughout the district as a result of individual development proposals. It does not include the provision of landscaping or other amenity spaces within new developments. It is also separate from the provision of new strategic recreation provision designed to serve the wider community, such as formal sports pitches, courts and greens, swimming pools and sports halls, which will be funded, or part funded, through pooled Community Infrastructure Levy income.

### **How is recreational open space (including children's playspace) delivered on new developments?**

At a local level, Section 106 agreements or planning conditions will be used to secure the elements of recreational open space, including children's playspace, necessary to make the development acceptable in planning terms.

Recreational provision can be delivered either on- or off-site as outlined in the SPD, although the Council's clear preference is for on-site provision wherever practicable. In virtually all cases, it will be for the developer to supply and install new open space and playspace, except where a financial contribution to off-site works has, exceptionally, been agreed instead.

### **What is South Norfolk Council's approach towards the adoption and maintenance of recreational open space?**

Historically community assets such as open space and play areas have, in many cases, been taken on and managed by South Norfolk Council but has now changed. A Community Assets Strategy for the Council was agreed at Cabinet in January 2017 which sets out how South Norfolk's recreational open spaces and other community assets will be managed in the period up to 2021. The Community Assets Strategy comes fully into effect on the date that this SPD is adopted.

The Community Assets Strategy makes clear that, barring exceptional circumstances, after the adoption date of this SPD the Council will accept no further transfer of infrastructure secured through a Section 106 agreement. This means that the Council will no longer take on ownership or maintenance of any type of recreational open space provided as part of planning applications determined following the adoption of this SPD.

### **What are the future options for the adoption and maintenance of recreational open space within new residential developments?**

Following the adoption of this SPD, the Council's expectation is that the developer of new residential schemes will need to make arrangements for the adoption and long-term management and maintenance of recreational open space. This responsibility will need to be taken on by either the relevant parish/town council (preferred), community association or a designated management company and this will be specified and secured through a Section 106 legal agreement at the planning application stage.

The Council will continue to plan for recreation provision on new residential developments, including type, layout, location and ensure that the area of recreational open space is operational and functional in accordance with S106 trigger points/planning conditions, has been issued with a post installation safety inspection and all legal issues have been completed before the area is transferred to either the parish/town council, community association or management company.

### **What are the potential benefits of a parish/town council taking on these areas?**

There can be considerable benefits to parish councils adopting areas of recreational open space:

- 1) The parish council will have control of such areas in perpetuity, and so can decide how best (in consultation with local residents) they are managed, operated and improved, rather than by a more "remote" district council or management company;
- 2) Parish residents may feel a greater sense of "ownership" of areas that are owned and managed by the parish council, and some may feel more amenable to volunteer time and effort to, for example, cut the grass or hedges and/or re-paint benches and fences;
- 3) There might be opportunities for parish councils to identify more easily infrastructure projects to spend any CIL income on – without community assets, it can sometimes be difficult for parish councils to identify infrastructure projects to spend what can sometimes be relatively small sums of CIL money on;
- 4) There may be opportunities for parish councils to apply for funding sources (such as the Heritage Lottery Fund) to secure improvements to open space and play space which might not be available to private management companies;
- 5) There could be economies of scale in terms of maintenance, especially if the parish council already maintains other existing cemeteries, open space areas, play areas and/or sports pitches. It may also be possible for a parish council to sub-contract some maintenance to another nearby parish council to undertake if the second parish council already has a practised maintenance operation (for example, it may own a ride-on lawnmower);
- 6) Having areas of recreational open space under parish control may be of assistance if the parish council is considering preparing a Neighbourhood Plan by way of flexible future use and maybe expansion of community resources.

### **What will happen if a parish/town council decides to take on these areas and what financial contributions will they receive?**

Before the area is transferred to the parish/town council, South Norfolk Council will ensure that the playspaces and facilities are operational and functional in accordance with the agreed S106 trigger points/planning condition, and that the relevant areas have been issued with a post installation inspection to the RoSPA standard of safety and all legal papers and outstanding issues have been completed.

The parish/town council will receive a commuted sum to cover maintenance for a 10-year period, as detailed in Chapter 7 of the SPD. After the 10-year period has ended, the parish/town council will become financially responsible for the future management and maintenance of the area in perpetuity, and would need to ensure that this will be funded appropriately. In most cases, these costs are likely to be paid for through parish precepts. It will not be possible for a parish/town council to take on

maintenance for the first 10-year period and then to “hand over” the infrastructure to South Norfolk Council.

Adoption by the parish/town council will only be finalised once all concerned parties have agreed the commuted sum, maintenance contributions and agreed management plan.

Regardless of who assumes liability for the future management and maintenance the developer retains responsibility for the area for a one-year period after construction, to ensure maintenance of the equipment, that any defects are rectified and the general tidiness of the area. This does not stop adoption by parish/town council. This one-year period is recommended by South Norfolk Council, but parish/town councils may wish to negotiate their own arrangements with the developer.

**If the parish/town council take on areas of recreational open space, what are their legal obligations?**

As with any landowner owning land accessible to the public, the parish/town council would need to have Public Liability insurance in place, and would need to take all reasonable endeavours to ensure that key risks are assessed and mitigated regularly (i.e. play equipment is not in a dangerous state, trees are in good health etc). Those parish/town councils which already own/manage public land are likely to be familiar with these requirements.

In addition to these general requirements, there may of course also be specific legal requirements set out in the Section 106 legal agreement.

**How to find out more information?**

For more information please contact Planning or Technical Advisor through [www.south-norfolk.gov.uk](http://www.south-norfolk.gov.uk).

Helpful websites include:

- The National Association of Local Councils - <http://www.nalc.gov.uk/>
- Norfolk Association of Local Councils - <http://www.norfolkalc.gov.uk/>
- Norfolk County Council – [www.norfolk.gov.uk](http://www.norfolk.gov.uk)
- South Norfolk Council – [www.south-norfolk.gov.uk](http://www.south-norfolk.gov.uk)
- Anglian Water – [www.anglianwater.co.uk](http://www.anglianwater.co.uk)
- Parish Council responsibilities - <http://www.localgov.co.uk/Parish-council-responsibilities/29135>

## **APPENDIX 5 – GLOSSARY**

### **Activity zone**

An equipped area within the designated children's playspace which must measure a minimum of 400m<sup>2</sup>, as set out within this SPD.

### **Children's playspace**

A designated public space or facility that children might legitimately use for play and informal recreation. These areas will include both equipped and unequipped play areas. Children's playspace is based on ability rather than age however it would typically be expected to cater for children aged up to approximately 11 years of age.

### **Community Assets**

In terms of the South Norfolk Council Community Assets Strategy the terms refers to those assets that the Council manages which provide, in the main, public amenity value and are 'non-commercial' e.g. open space, play areas and commons but also footways, lights and other non-commercial assets.

### **Community Infrastructure Levy (CIL)**

A financial levy on new development (as detailed in the adopted CIL Charging Schedule) to fund specific items contained with the CIL Regulation 123 list to ensure that when land is developed, it comes with the necessary infrastructure to support it, such as schools, public transport and leisure facilities. Local authorities can set their own CIL charge and the priorities for what CIL money should be spent on.

### **CIL Charging Schedule**

A document which sets out the CIL charges which will apply to different types of development within a local authority area. A charging schedule may specify a number of different **CIL Charging Zones**.

### **CIL Regulation 123 List**

A list of those items or types of infrastructure that the Council intends to fund, in whole or part, through CIL (as per regulation 123 of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended)). The South Norfolk Council CIL website is at <http://www.south-norfolk.gov.uk/community-infrastructure-levy>

### **Development Management Policies Document**

The Development Management Policies Document (adopted October 2015) is part of the South Norfolk Local Plan. It contains policies which are used to assess planning applications and guide development proposals to ensure the delivery of high quality sustainable developments across South Norfolk. See <http://www.south-norfolk.gov.uk/development-management-policies-document>

### **Fields in Trust (FiT)**

Operating name of the National Playing Fields Association, who recommend benchmark standards for the quantity, quality and accessibility of open space, sport and recreation, including outdoor facilities for sport and play. <http://www.fieldsintrust.org/>

### **Greater Norwich Growth Board (GNGB)**

Broadland District Council, Norwich City Council, South Norfolk Council, Norfolk County Council and the New Anglia Enterprise Partnership (LEP) work together through the Greater Norwich Growth Board to deliver homes and jobs in the Greater Norwich area. The Greater Norwich Growth Board provides strategic direction, monitoring and co-ordination of the Greater Norwich City Deal and the wider annual Growth Programme for the Greater Norwich area. <http://www.greaternorwichgrowth.org.uk/>

### **Greater Norwich Infrastructure Plan (GNIP)**

Helps to co-ordinate and manage the delivery of strategic infrastructure in the Greater Norwich area to support growth, a high quality of life and enhanced natural environment. This includes enhancements to public transport corridors to move them towards fully fledged bus rapid transit, elements of the green infrastructure network and extensions to cycle routes. See <http://www.greaternorwichgrowth.org.uk/delivery/greater-norwich-infrastructure-plan/>

### **Green Infrastructure (GI)**

Green spaces and interconnecting green corridors including natural green spaces colonised by plants and animals and dominated by natural processes. Green infrastructure can also comprise man-made managed green spaces, such as those used for outdoor recreation and sport including public and private open space, allotments and parks as well as their many interconnections such as footpaths, cycleways, green corridors and waterways.

### **Informal Outdoor Recreation Space**

Areas of informal recreation space which may take a number of different forms including natural green space, allotments, informal recreation areas, woodland and trails. Green infrastructure may contribute to the informal recreation space required by this SPD in accordance with the details set out within this SPD.

### **Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk**

The Joint Core Strategy (JCS) was prepared by the three Councils of Broadland, Norwich and South Norfolk Council, working together with Norfolk County Council as the Greater Norwich Development Partnership. The JCS was adopted in 2011 (amendments adopted 2014). It sets out the long term vision and objectives for the Greater Norwich area to 2026, identifying broad locations for new housing and employment growth. See <http://www.south-norfolk.gov.uk/joint-core-strategy>

### **Management Company**

(Also referred as a Maintenance Company) A body established – usually by the developer of the site – to take on responsibility for the long term management and maintenance of the recreational open space, including financial responsibility. Management companies often include residents of the local development.

### **National Playing Fields Association (NPFA)**

See Fields in Trust above.

### **National Planning Policy Framework (NPPF)**

The National Planning Policy Framework (March 2012), replaces nearly all of the former Planning Policy Statements and Guidance Notes and sets out the Government's planning policies for England and how these should be applied. See [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6077/2116950.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)

### **Norwich Policy Area (NPA)**

Part of the District which is centred on and strongly influenced by the presences of Norwich as a centre for employment, shopping and entertainment, generally comprising the fringe and first ring of large villages around the city of Norwich, but extending to Long Stratton and Wymondham.

### **Occupancy**

The number of people typically considered to be resident within a single dwelling. The number of people depends upon the number of bedrooms.



## **Older Children and Adult's Recreation Space**

Recreational space typically aimed at children aged 11 and above. This recreation space may take a number of different forms including formal/ informal playing pitches and courts, trim trails, kick-about areas, MUGAs and skate parks.

## **Planning Condition**

A planning condition can be imposed on the grant of planning permission. A planning condition can require additional approvals for specific aspects of the development (such as the colour of materials) or might restrict the use of the site (e.g. limiting opening hours). Some conditions are informative (or restrictive) only but others require the submission of further details to the Council for approval and these types of conditions need to be discharged by the local authority

## **Planning Practice Guidance (PPG)**

The Planning Practice Guidance (PPG) is a web-based resource which brings together planning guidance on various topics. <https://www.gov.uk/government/collections/planning-practice-guidance>

## **Pre-application advice service**

South Norfolk Council offers a pre-application advice service to give information to potential applicants on the likely outcome of a planning application. For domestic enquiries this is a free service but there are a range of charged options for larger developments and more details can be found on the Council's website at <https://www.south-norfolk.gov.uk/do-i-need-planning-permission>

## **Section 106 Agreement**

These relate to site specific infrastructure requirements which are negotiable and paid directly to the relevant infrastructure provider. S106 contributions are shown in the S106 legal agreement.

## **Site Specific Allocations and Policies document**

The Site Specific Allocations and Policies Document (adopted October 2015) is part of the South Norfolk Local Plan. Guided by the Joint Core Strategy it designates land across the district to deliver housing, employment, recreation, open spaces and community uses. See <http://www.south-norfolk.gov.uk/site-specific-allocations-and-policies-document>

## **Six Acre Standard**

Guidance produced by Fields in Trust which is based on a broad recommendation of 2.4 hectares of outdoor playing space per 1,000 population.

## **Supplementary Planning Document (SPD)**

A document which compliments and defines further details of a policy contained in a Local Plan document.

## **Supplementary Planning Guidance (SPG)**

The predecessor of SPDs (see above).

## **Sustainable Drainage Systems – SuDS**

Sustainable drainage systems (SuDS) are drainage solutions that provide an alternative to the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. By mimicking natural drainage regimes, SuDS aim to reduce [surface water flooding](#), improve water quality and enhance the amenity and biodiversity value of the environment. SuDS achieve this by lowering flow rates, increasing water storage capacity and reducing the transport of pollution to the water environment.

**South Norfolk Council**  
**Community Assets Strategy 2016**



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## 1. Introduction

The Community Asset Strategy is the Council's corporate land and property strategy that sets out how the council will manage all aspects of community assets. This Strategy involves more sustainable and progressive management regimes, encouraging greater community involvement with attendant benefits to health and wellbeing, enhanced biodiversity and opportunities for increasing local devolvement. Given the likely future funding challenges a key aim is to create a more sustainable approach to our asset management and minimising future liabilities given the challenging financial environment we are facing whilst ensuring open spaces and other community assets remain part of the South Norfolk landscape.

South Norfolk Council holds a variety of land and property assets within its portfolio. These can broadly be divided into three main asset groups:

- **Operational Assets** – Used by the Council or partners to deliver direct services such as leisure centres, waste services, Council offices. These are often subject to a separate Asset Management Plan or programme of works.
- **Investment Assets** – Assets held solely for the purpose of generating rental/investment income/capital. These are often subject to a separate Asset Management Plan or programme of works.
- **Community Assets** – assets held or managed by the Council that play a vital role in the community with regards to delivering the Council's corporate objectives.

For the purposes of this Strategy, community assets are defined as:

- Common Land – registered commons subject to Schemes of Regulation
- 'Commons' – none registered 'Public Open Space'
- Parks, countryside areas and public open space land
- Trees and planting
- Easements and rights e.g.
  - Easements/rights of access, drainage
  - Grazing rights, agricultural tenancies
  - Leases/licenses commented with or 'over' community assets
- Community infrastructure assets:
  - Roadways, street and community lighting, pathways, car park areas
  - Playgrounds and Play equipment
  - Public toilets
  - Benches
  - Signage
  - Safety equipment (lakes and ponds)

Community assets may be held or "managed" historically by the Council on behalf of the community in a number of different ways:

- Freehold ownership

- Assets owned by third parties or with no defined owner over which the council has statutory or management responsibilities (for examples Common Land)
- Assets held by the Council under Lease/license/agreement for community benefit
- Assets held by others into which the Council has an input via various mechanisms, management, financial, advisory

## 2. Corporate Vision and Priorities

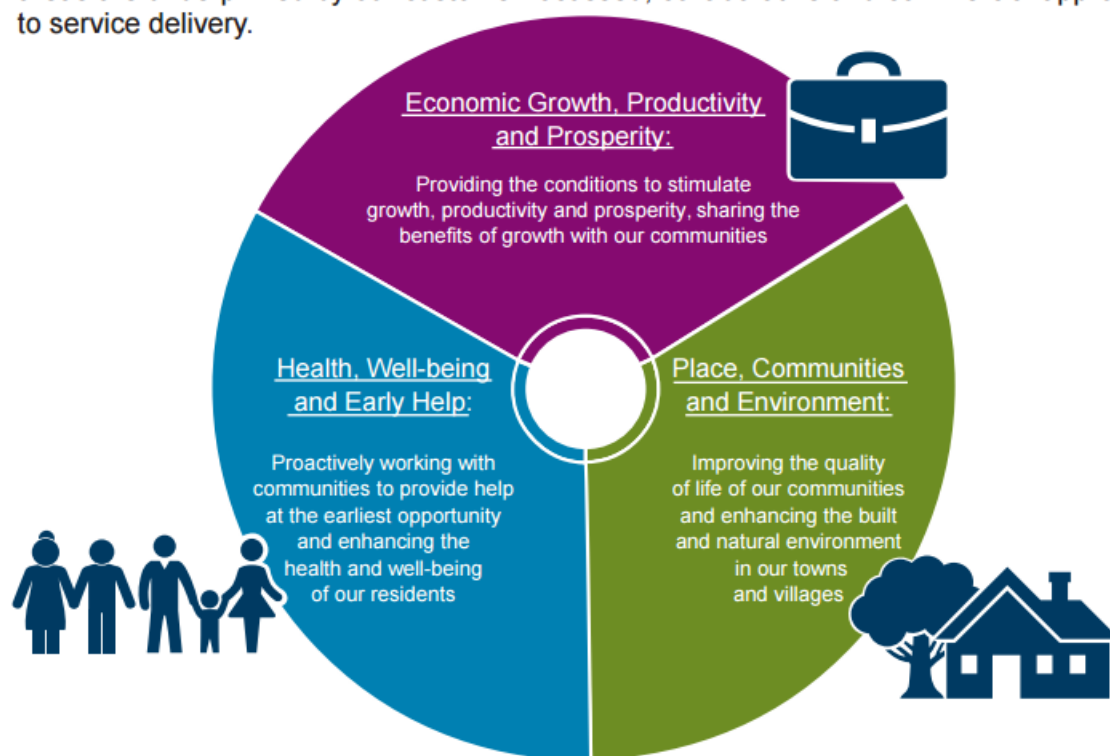
Community assets will be managed and maintained by the Council to enable the delivery of the Council's corporate vision, objectives, priorities and Business Plans as follows:

**Corporate Vision, 2016 to 2020:**

***“To retain and improve the quality of life and prosperity of South Norfolk, for now and future generations, to make it one of the best places to live and work in the country”***

**Corporate Priorities:**

We have three corporate priority areas where we focus our resources and efforts. These areas are underpinned by our customer focussed, collaborative and commercial approach to service delivery.



### 3. Community Asset Strategy - Summary

The Community Asset Strategy provides an overarching framework which defines how the Council will actively manage open spaces, commons and other community property to the maximum benefit of the Council and the community. The Strategy fully supports the corporate vision and priorities and can be summarised by the following fundamental principles:

- The introduction of more innovative sustainable management regimes including where appropriate “community divestment initiatives” supporting biodiversity and healthy living.
- An efficient and effective community asset and customer focused service making the most of our assets for the benefit of the community at least cost.
- Improving and increasing partnership work to deliver asset management:
  - Formulation of innovative delivery structures
  - Delivery of community development mechanisms.
  - Practical support as part of the Council’s ‘Early Help’ approach and the Health and Wellbeing strategy
  - Securing additional ‘government’, agency partnership and/or third party funding

<p><b>The Community Asset Strategy is intended to improve the future contributions made by community assets to the Council’s vision and priorities.</b></p>
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#### Guiding Principles

- To improve and increase the contribution made by community assets to the community and in particular the agenda for Health and Wellbeing given the Council’s vision and priorities
- To identify opportunities for income generation and low impact infrastructure initiatives
- To improve the contribution made by community assets to biodiversity
- To contribute to the Council’s Health and Well-being Strategy working with schools, adult educational programmes and through the delivery of Early Help projects
- To increase diversification opportunities through potential promotion of community based initiatives involving other areas of community interest:

For example:

- Sculpture/art in appropriate settings
  - Theatrical and musical events
  - Local craft markets
  - Community allotments
  - Community planting schemes
- To improve where appropriate opportunities for external funding contributions (Government agencies, partner agencies, private investment) towards community asset maintenance and improvement

- To promote community participation in asset management and maintenance through various mechanisms including:
  - Development of engagement initiatives enabling responsibility and involvement of public sector partners and community groups
  - Development of “divestment” initiatives where appropriate enabling public sector partners, community groups to take over Council management and maintenance responsibilities
  - Promotion of volunteer days assisting in community asset improvements and maintenance

**These guiding principles will be formulated into specific objectives and works programme as opportunities are identified within available resources.**

#### 4. Portfolio of Community Assets

These are assets of community benefit held or managed by the Council on behalf of the community which may have reservations, restrictions as to use and their disposal.

Asset	Number	Acreage	Maintenance Budget 2016/17
Commons and Parish lands	35	288.4	£20,000
Commons (Grants paid)			£26,000
Countryside sites	8	102.6	£30,000
Amenity land	103	73.6	£20,000
Cemeteries	2	3.7	£4,000
Street/footway lighting	1,063	N/A	£29,000
Play equipment (including inspection)	62	N/A	£97,000
Heritage sites	1	N/A	£2,500
Grounds maintenance services		N/A	£244,604
<i>Note – Data taken from South Norfolk Asset Management Plan and Programme 2014-17.</i>			

A number of community assets have been identified as surplus under the Council’s existing asset management plan and programme 2014/17. These assets will be reviewed during 2017/18 against the overarching vision and priorities of the Council and the approach determined by the Community Asset Strategy.

This Strategy has strong links with the following plans and strategies:

- South Norfolk Corporate Plan 2016/20
- South Norfolk Business Plan 2016/17
- South Norfolk Local Plan (2011 – 2026)
- South Norfolk Capital Strategy 2014/17
- South Norfolk Capital Programme
- Economic Growth Strategy (2016 – 2021)
- Tree Management Strategy
- South Norfolk Alliance, Your sustainable Community Strategy for South Norfolk (2008 – 2018)

Council Management Plans to be produced subject to approval of the Community Asset Strategy:

- Tree Maintenance Plan Proposed implementation 2017/18
- Community/Street Lighting Management Plan Proposed implementation 2017/18
- Playgrounds/Play Equipment Management Plan Proposed implementation 2017/18
- Public Open Spaces management Plan Proposed implementation 2017/18
- Common Land and a Registered Commons Management Strategy

The Community Asset Strategy and associated Management Plans will have due regard to:

- Legislative and regulatory provisions/recommendations
- Codes of best practice
- Associated financial and regulatory constraints



## **5. Scheme for managing Community Assets**

The Council will review, prepare and update the following strategies and management plans to reflect the Council's vision and objectives within this Strategy in relation to the following topical assets:

### **A. Introduction of Commons Land (Regulated Commons) Management Strategy**

#### **Outcomes:**

- A strategic approach to commons management.
- Clear definition of the Council's management responsibilities
- Clear definition of owner, partner and owner responsibilities
- Enhancement of divestment opportunities

### **B. Tree Maintenance and Management Plan**

This will include existing contracted survey and maintenance arrangements and the preparation and implementation of a robust, sustainable and risk based management and works regime.

#### **Outcomes:**

- Robust sustainable risk based survey and management strategy
- Identification of opportunities for active woodland management techniques enhancing woodland health, biodiversity, increased community access
- Identification of opportunities for increased involvement of services regarding survey and maintenance followed by potential to provide contracted services externally

### **C. Community/Street Lighting Management Plan**

This will include the preparation of a robust, sustainable and risk based management plan.

#### **Outcomes:**

- A robust risk-based maintenance and survey regime and decision making based on future sustainable management
- The ability to introduce new technologies to reduce future maintenance and electricity costs.

### **D. Playgrounds/Play Equipment Management Plan**

To include the preparation of a management plan which will detail the Council's standards and policy for existing and new play areas and equipment as part of developments.

#### **Outcomes:**

- Provision of challenging and safe play environments providing long term benefits to residents' health and wellbeing.
- The affordable enhancement of existing play equipment infrastructure by a robust quality plan of equipment replacement and installation
- Affordable quality planting schemes adjacent to play equipment providing enhancement to the environment and educational/community involvement opportunities

### **E. Public Open Spaces Management Plan**

The preparation of management plans which detail standards and policy for public open/communal space as part of the planning policy development process.

**Outcomes:**

- The affordable enhancement of existing public open space management regimes to provide maintainable, consistent quality environments in keeping with their location which is affordable
- Affordable quality planting schemes providing enhancement to the environment and educational/community involvement opportunities
- Increased opportunities for community divestment

## 6. Divestment Strategy

South Norfolk's community assets represent valuable and in some instances landscapes and environments which deserve careful and proactive management so as to ensure their protection and availability for the use and enjoyment of the community.

The Council promotes community involvement and where appropriate 'divestment' enabling other organisations and groups to undertake the future management, improvement and maintenance of community assets. Given ongoing resource constraints it is important that the Council actively promotes alternative management approaches.

Any divestment partnership arrangement must be appropriate taking into account the following fundamental principles:

- Many Community Assets have legal encumbrances in the form of statute, covenants, restrictions and reservations which restrict opportunities for disposal.
- The Council in divesting of a community asset must where applicable ensure adequate and legally enforceable protection of that asset in the form of covenants and reservations. Generally such protection is more legally robust when an asset is disposed of under lease or license as opposed to freehold sale.
- Any disposal of public open space must comply with legislative provisions.
- The divestment partnership mechanism chosen must:
  - I. Enable the recipient organisation/group to meet current and future objectives and plans.
  - II. Ensure that the asset remains protected for the benefit of the community.
  - III. Provide identifiable advantages in terms of community benefit, management and financial terms as compared with retention by the Council.
  - I. Ensure local community involvement in the divestment process ***with the principle that the local Parish or Town Council have 'first refusal' albeit that the Council will make a decision based on the overall interests of the Council.***
  - IV. Comply with the Council's statutory, legal and fiduciary duties.

A community asset will only be considered as 'surplus' and therefore available for unencumbered freehold sale in the following circumstances:

- II. The Council has undertaken a robust review and identified that the asset concerned provides no current or future identifiable community need.
- III. Unencumbered freehold sale is considered to be in the public interest and accords with the Council's legislative and fiduciary duties.
- IV. There is no financial benefit from retention having regards to:
  - The financial and other resources required in continued ownership.
  - There are no current/future development opportunities/considerations.
  - The financial consideration achieved through sale represents 'best value' taking into account:
    - The provisions of Section 123 of the Local Government Act 1972.
    - The cost of future maintenance and management of asset if retained.
- V. Disposal complies with legislative provisions.
- VI. Public or community consultation in accordance with legislative provisions has been undertaken.
- VII. ***That the local Parish or Town Council have 'first refusal' albeit the Council will make a decision based on the overall interests of the Council.***

## 7. Acquisition Strategy

The Council may acquire community assets in exceptional circumstances:

- There is an identified community need or benefit from acquisition
- Acquisition will add value to an existing community asset
- Acquisition offers protection to an existing or proposed community asset

All acquisitions will be assessed through a robust business case with particular reference to costs, benefits, impacts and risks of the asset and how it relates to the Council's corporate objectives. Acquisitions can be undertaken through negotiation, auction, Compulsory Purchase Order (CPO) Acquisitions will be undertaken in accordance with Council policy and Rules of Governance.

The Community Infrastructure Levy introduced under the Planning Act 2008 is a charge on almost all forms of development providing contributions towards the infrastructure needed to support growth in an area. It is intended for general infrastructure contributions whereas S106 is intended for site specific mitigation. The Council adopted CIL charging in 2014. CIL general provisions are:

- Must be spent on infrastructure to support development of the area.
- CIL can be spent on the provision, improvement, replacement, etc of infrastructure; it does not have to be used to fund capital investment.
- Infrastructure can include sporting recreational facilities and open spaces.
- CIL cannot be used to fund anything that is not required to support the development of the area.

After 1 April 2017 the Council will accept no further transfer of S106 infrastructure. The Council's expectation being that the developer is expected to make arrangements for the adoption of open spaces, street lighting, SUDs etc. as part of the development management process and to arrange long term robust management and maintenance strategies to cover all future responsibilities. ***Parish or Town Council's will, as now, be able to negotiate with the developer to adopt infrastructure although the Council cannot dictate who ultimately adopts.***

## 8. Tree Management Strategy

The 2014 Tree Management Strategy covered trees, hedgerows, high hedges. The strategy has the following key objectives:

- Identify and adopt a standard framework for managing and maintaining tree stock.
- Reduce risk from hazardous trees.
- Ensure efficient use of resources.
- Control and monitor tree maintenance.
- Ensure trees continue to enhance the character of the district.
- Replace trees where there is a requirement under TPO, conservation area and where there is need.

The Natural Environment and Rural Communities Act 2006 created a duty for local authorities to conserve biodiversity. This Council's vision is to continue to protect and enhance our natural environment.

Currently tree surveys and maintenance is undertaken by contractor upon an annual basis as well as works remedial works being undertaken directly by the Council's depot. In order for the Council to meet its tree management objectives, during 2016/17 a Tree Management and Maintenance Plan will be prepared incorporating:

- A risk based approach.
- Inspections and surveys carried out by suitably trained arborists under a tendered contractual approach providing the following information:
  - An effective computer based record system whereby all relevant trees are GIS identified and recorded.
  - A risk based assessment approach taking into account zoning.
- Future inspection regime and frequency based upon risk.
- Schedule of works both maintenance and improvement based upon survey information.

The introduction of the Tree Management and Maintenance Plan will enable the Council to:

- To adopt a more robust approach as compared with existing annual arrangements.
- Develop closer links in order to maintain compliance with the Council's policies regarding Tree Preservation Orders and consent to works.
- Prepare annual and cyclical maintenance plans that are risk based and financially costed.
- Provide better control as regards allocating contractor, in house staff and maintenance resources against priorities.
- Identify future opportunities for improvement programmes.
- Provide greater control as regards biodiversity.
- Assist in creating opportunities for government and third party funding.
- Assist in creating opportunities for greater partnership working with Parish/Town Councils and local volunteer groups.

## 9. Footway Lighting Management Plan

Footway lighting within the South Norfolk area falls under the following responsibilities:

- Street lighting directly maintained by Norfolk County Council as Highway Authority.
- Street lighting maintained by the Highway Agency e.g. the A11 and A47.
- Street lighting maintained/owned directly by Parish Councils:
  - Hethersett, Long Stratton, Pulham, Roydon, Scole, Wortwell, Hingham, Dickleburgh, Cringleford, Ashwellthorpe.
- Street lighting within Parish and Town Council areas managed by this Council and some owned by Saffron Housing Association but maintained by the Council.

As at 2016, the Council maintains circa. 1,061 street lights on behalf of Parish/Town Councils and Saffron Housing. The Council will in future review the provision of footway lighting in line with the general principles of this strategy and the future approach and policies of the Council.

## 10. Playgrounds and Play Equipment Management Plan

The Council manages some 62 equipped playgrounds across the district. Various policies and strategies currently relate to playgrounds. They will be subject to review, where appropriate, in tandem with the relevant planning policies:

1. The South Norfolk Recreational Open Space Requirements for Residential Areas 1994 states:

- Children's play space - required for all developments where overall density of estate is greater than 16 dwellings/ha.
- Minimum open space required – 400 sq m for 15-24 dwellings, 1000 sq m for 25-50 dwellings plus 17.5 sq m per dwelling over 50.
- Where developers wish the District Council to assume ownership of open spaces, a contribution for maintenance in the form a 10 year commuted lump sum **has been** required. The appropriate Town or Parish Council will, **in the first instance**, be asked **if they wish to** assume ownership. It should be noted that only a small proportion of new playgrounds are taken by Parish Councils.

2. A Play Strategy for South Norfolk (2007 to 2012)

3. European Standards for Play Areas EN 1176/1177

4. ROSPA Play Safety Standards

5. Currently safety inspection of play equipment is undertaken under an ESPO Framework contract upon an annual basis. This contract is currently being reviewed.

6. ROSPA currently undertakes an annual inspection of all playgrounds.

The following work programme is planned for 2016/17 and beyond:

- Preparation of a playground and play equipment management plan incorporating:
  - Proposed standards for future play equipment.
  - Proposed standards for playground provision.
- Review of risk based inspection regime.
- Preparation of annual programme of planned/cyclical maintenance work in addition to responsive maintenance regime which currently exists.

## 11. Public Open Space Management Plan

The Council owns or manages a variety of public open spaces and countryside sites. Currently cyclical maintenance such as grounds maintenance (Grass cutting, hedge trimming, litter removal, waste bins) is undertaken by the depot. In addition ad hoc inspection regimes and responses to maintenance problems identify additional work to be undertaken by the depot or by private contractors (depending upon the scope of the works).

Currently a need has been identified for:

- A reviewed cyclical grounds maintenance strategy ***with engagement with the local parish/town council.***
- An open space strategy defining the Council's intentions with regards to:
  - Quality standards with regards to landscaping and planting schemes.
  - Assessment of current biodiversity and proposed improvement strategy.
  - Programmes of improvement.
  - Proposals regarding greater public and community use of open spaces.
  - Proposals regarding divestment and greater community involvement.
  - Enhanced opportunities for increased community volunteer schemes.
  - Opportunities for increased government and third party funding.

The Public Open Space Management Plan proposed for 2016 onwards is intended to address these issues and provide a clear strategic direction and affordable 'improvement approach' which accords with South Norfolk Council's vision and priorities.



## 12. Common Land – (Regulated Commons) Management Strategy

The Council manages five registered Commons; they are Mulbarton, Swardeston, Hales Green, Smockmill, and Flordon. These Commons are privately owned land (Save for one which has no identifiable owner), over which there are “rights in common” which include:

- Defined rights to graze certain stock.
- Rights of access to everyone to roam including walking, picnicing, running etc.
- Certain specific rights of access benefiting property adjoining the Common.

The Commons Act 1899 as amended by the Commons Act 2006 introduced Local Authority Schemes of Management which gave powers to District Council to make schemes for regulation and management, including the making of byelaws. In addition Local authorities produce “Management Plans” which are non statutory guidelines setting out how the common land will be managed.

It is the view of DEFRA that where common land is subject to a scheme of regulation the Commons Act 1899 the effect of the scheme is that the local authority becomes responsible for managing the land. Such schemes usually include a clause requiring the LA to keep the common free from encroachment.

Virtually all works to a common (including changing the surface, structures) require Secretary of State approval under S38 of the Commons Act 2006. The purpose of this formal application process being:

- Stock of common land is not diminished.
- Works take place only when they maintain or improve the condition of the common, or exceptionally where they confer some wider public benefit.
- Applications are assessed taking into account the interests of the neighbourhood and public interest.

All registered common land is subject to Part 3 of the 2006 Act which makes it unlawful to construct any works which would restrict or prevent access to the land, or to resurface the land without the consent of the Secretary of State. This means it is unlawful to erect a fence (except those temporarily installed and removed for animal husbandry) or a building/structure. Such work is not an offence but any person may ask the courts to require the works to be removed.

Where works are undertaken and no action is taken it may be possible to show factual possession and in such cases the fact that such works are unlawful does not, in itself undermine a claim to adverse possession. As a general rule encroachments/works resulting in a successful claim for adverse possession are more likely to be established if there are rights that the landowner could have granted, then after 20 years the right can be established and no one can object.

It should however be noted that a successful adverse possession claim does not change the designation of the common land involved.

Responsibility for enforcement against encroachment/unlawful works lies with the landowner, local community and any person (including the local authority, Parish Council) may seek enforcement action by application to the County Court.

Of note is the view of DEFRA relating to proposals to construct/improve driveways across common land. Whilst consent to works is required by the landowner and under S38 of the 2006 Act such applications may be consistent with continued use of common land even where the driveway is entirely for private use, because construction will not prevent public access, or access for commoners animals.

The legal position regarding common land and encroachment/unlawful works can be complex depending upon the nature of the breach and its impact upon the environment and access being available to all.

Any potential encroachment/works in order to be fully complaint would require:

- Formal consent of the landowner such consent being in accordance with the management scheme introduced by the local authority.
- Formal approval by the Secretary of State to the works under S 38 of the 2006 Act.

Alternatively unlawful encroachment/works could be legitimised by a successful claim for adverse possession after a period of some 20 years or by an unsuccessful enforcement action through the County Court.

A number of the Commons have been the subject of numerous historic encroachments and unlawful works as well as a number of more recent issues.

The majority of historic encroachment/works including works undertaken by the Council have not been the subject of objections by either the landowner or public users/graziers. Indeed, Council works have often been in direct response to users/residents concerns and the desire to improve the amenities and use of the common land.

Under the Community Asset Strategy this Council will define its future management style and strategy with regards to common land.

From initial assessment there would appear to be little to be gained from pursuing historic cases of encroachment/unlawful works especially where works have been supported by the community, landowner and users.

However recent/current cases (for example those occurring within say the last 3 years) could be considered for action in order to ensure that the Council manages common land in accordance with its obligations and safeguards the land for the benefit of all. Such action would take two forms depending upon a pragmatic and reasonable assessment of case circumstances:-

- I. For encroachment/unlawful works which are not considered to detriment the common land and access rights (examples – access to property where similar access exists, signs, boundary fences) the parties involved are advised:
  - To seek formal consent from the landowner.
  - To formally apply under S38 for Secretary of State consent to work.
- II. Works considered to be of detriment to the common land and users (examples – encroachment by owners moving boundary fences, unlawful structures, signs, car parking areas not considered appropriate) are formally pursued by the council ideally with a successful outcome not involving litigation.

A key element of this enforcement approach will be providing adjoining residents, owners and key partners such as the Parish Council with clear written advice covering:

- The legal position regarding Common Land regarding encroachment and authorisation of works.
- A clear statement from this Council of its management responsibilities with regards to the Common.
- A clear statement from this Council with regards to its expectations of others regarding areas of maintenance where contributions are expected from primary users.

In addition the Council will on an ongoing basis review existing Management Plans in conjunction with partners in order to provide a uniform approach regarding:

- Identifying a clear programme of works to include:
  - Cyclical maintenance to be carried out annually.
  - Cyclical maintenance to be carried out bi- annually or at a determined frequency.
  - Responsive maintenance tasks (one offs).
- A clear programme of works will enable the following improvements to be made regarding Commons management and maintenance:
  - A prioritised financially based programme set against available finances.
  - Division of programme responsibilities between South Norfolk Council, land owners, Parish or Town Councils, and third sector or volunteer groups.

In the future the Council is keen to engage landowners/users/residents with regards to Community Asset transfer. One mechanism for this defined in the 2006 Act is Commons Councils individually established through an order made by the Secretary of State. The powers of a Commons Council could exceed those available to the local authority (albeit the local authority is likely to be a member) depending upon the powers conferred by the Secretary of State.

It is understood that a Commons Council or similar collective body may be more likely to be successful in securing third party funding.

## **Appendix C – Representations received to May/ June 2018 Consultation of Recreation SPD and the Council's Response**

<b>No.</b>	<b>Respondent/ Organisation</b>	<b>Para No./ Section</b>	<b>Comment</b>	<b>Response</b>	<b>Action</b>
1	Historic England	/	Unable to comment specifically - recommend that the advice of the local conservation & archaeological staff is sought.	Consultation document also sent to C. Bennett (SNC) and NCC HES for review/ comment.	None
2	CPRE (Mike Rayner)	ALL	CPRE would like to comment on the desirability to ensure connectivity between new housing networks and the PROW network to ensure communities have access to high quality open space (para 70, NPPF and JCS, policies 1 and 8). This should be included in the SPD.	Chapter 9 (Ecology & Biodiversity) refers to connectivity. This section could be expanded/ reinforced to reflect this further and additional references introduced at other points where appropriate.	An additional paragraph has been inserted into Chapter 9 regarding connectivity and creating linkages to existing Public Rights of Way. The title of Chapter 9 has been amended to Ecology, Biodiversity and Connectivity.
3	Costessey Town Council (CTC) (Hilary Elias)	GENERAL	CTC agrees with the proposed hierarchy for adoption and management.	The hierarchy reflects the requirements of the Council's adopted Community Assets Strategy	None
		(1) GENERAL	Where the text reads "in consultation with South Norfolk Council" the words "and Town and Parish Council" should be inserted, given the hierarchy requirements.	In many instances it will be unknown at the time of signing legal agreements whether the Town/ Parish Council intend to take on the responsibility for these assets/ spaces.	Reference to the early involvement of Parish/Town Councils has been inserted into the SPD. In Chapter 5 developers are encouraged to make early contact with the Parish/ Town Council.
		(2) Section 3 pp10-12/ Legal Mechanisms for Securing Provision	(i) The commuted sum is for 10 years only. The long-term effect is the burden on the local tax payer who will be required to pay an increased levy for the increased levy and maintenance.	(i) (ii) Legal advice has been sought on the duration of commuted sum payment and 10 years is a reasonable length of time. Increasing this to a period of 25 years may have the effect of making delivery of overall development unviable and/or	None

## Appendix C – Representations received to May/ June 2018 Consultation of Recreation SPD and the Council's Response

			<p>(ii) CTC suggest increasing the commuted sum to 25 years to allow for a whole generation.</p> <p>(iii) The SPD should not be applied retrospectively to areas that Parish/ Town Councils have already refused.</p> <p>(iv) Para 7 re. S106 Agreements – remove “and any subsequent landowners”, this is too great a burden for Town and Parish Councils.</p> <p>(v) pg 12, para 14 – conditions must be pre-consent to achieve the best outcomes.</p>	<p>impact on other financial requirements associated with development. The current SPG requires a 10-year commuted sum.</p> <p>(iii) It is not the intention to apply the SPD retrospectively and there will be no obligation for Parish/ Town Councils to take on the responsibility for open space if they do not wish to do so.</p> <p>(iv) (v) The responsibility on subsequent landowners is a facet of the planning system and is outside the remit of this SPD. This cannot be amended. Similarly, there are restrictions on the application of pre-commencement conditions and these may only be applied where absolutely necessary. The Council will do so in circumstances it considers to be appropriate.</p>	
		(3) Section 4/ Application of the Standards	<p>(i) Town and Parish Councils should be recognised as the likely adoption bodies and therefore involved in the design of play spaces and locations from the start.</p> <p>(ii) Town and Parish Councils should also be involved in early working group</p>	<p>(i) Not all Town and Parish Councils will want to be involved in these discussions however those that do can express a clear interest (without prejudice) at the time of commenting on an application – this would allow for opening op</p>	<p>(i) Reference to the involvement of Parish/Town Councils in S106 Agreements has been inserted into the SPD at Chapter 5 para 2.</p>

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			discussions and be party to any signed S106 agreements.	communication/ discussion with the relevant parties. (ii) In many instances the ultimate adopting body will not have been identified at the time the S106 is signed however in some circumstances it may be appropriate for the Parish/Town Council to be a party of the S106.	
		(4) Section 5/ Making a Planning Application and Subsequent Revisions	<p>(i) pg 22, para 1 – add “and Town and Parish Councils”</p> <p>(ii) paras 1 &amp; 2 – “encouraged” to be replaced with “obliged” or “required”</p> <p>(iii) Protection of children – A general para should be added in various sections in section 5 and appendix 3 about appropriate measures for the protection of children [e.g., fencing, siting, bunding]</p> <p>(iv) para 6 – there should be a dedicated named officer for each development</p> <p>(v) pg 23, para 7 – add “with Town and Parish Councils, who are knowledgeable about their local areas”.</p>	<p>(i) Pre-application discussions are confidential however if appropriate a developer could contact the Town / Parish Council to seek their views on open space and play equipment associated with the development in accordance with the requirements of the SPD.</p> <p>(ii) Developers cannot be required to enter into pre-application discussions but are always encouraged to do so.</p> <p>(iii) Appendix 3 refers to design guidance and includes reference to design safety - this will inevitably be site specific and cannot be prescriptive.</p> <p>(iv) The case officer is always named on the planning application and will</p>	<p>(i) (ii)Chapter 5 (Making a Planning Application) has been updated to refer to third party discussions a developer may choose to initiate at the pre-application stage.</p> <p>(iii) – (v) None</p>

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				<p>be the first point of contact – it is anticipated that this would continue for post-application matters as appropriate.</p> <p>(v) Where Parish and Town Councils have indicated an interest in the adopting the open space they may be involved in any changes as appropriate however in many case the responsibility will not yet be known. This will be considered on a case by case basis.</p>	
		(5) Section 6 / Options for Adoption	<p>(i) As point (1) above (re. the hierarchy)</p> <p>(ii) A new para should be inserted to the following effect – <i>“If following adoption by P&amp;TCs an open space proves to be unfit for purpose, SNC would oblige the developer to rectify the issues and bring the area up to an acceptable standard at the developer’s expense”</i> (the 12 month maintenance period is not sufficient to identify faults).</p> <p>(iii) Management companies – poor standards and lack of action means that CTC officer time is taken up by complaints about management companies. Transfer to a management company should</p>	<p>(i) see earlier response (1) above</p> <p>(ii) the 12-month period for defects is standard and is considered to be sufficient. The play space will not be offered for adoption until the Council is satisfied that it is fit for purpose.</p> <p>(iii) The Council is unable to prescribe management company structure/ standards however it does have expectations about the role and effectiveness with which management companies operate. It is expected that local residents will represent their own interests within the management company and</p>	<p>(i) (ii) None</p> <p>(iii) Chapter 6 (Options for Adoption) has been updated to include a new paragraph (para 5) setting out the Council's expectations of the behaviour of management companies.</p>

## **Appendix C – Representations received to May/ June 2018 Consultation of Recreation SPD and the Council's Response**

			take place after agreement with the LPA on a good standard of Service Level written into the Agreement.	take a proactive role in these companies.	
		(6) Chapter 8/ SuDS	<p>(i) Pre-application meetings should ensure that a suitable SuDS system is designed and local conditions verified</p> <p>(ii) Implementation of the SPD at present doesn't take into account the geomorphology of a local area, where the SuDS measures proposed by the applicant may not be feasible in practice (eg., Townhouse Rd and Farmland Rd)</p> <p>(iii) The reference to Anglian Water taking on SuDS systems seems somewhat fanciful</p> <p>(iv) Other utilities and especially the EA and the LLFA should be referenced in para 4</p> <p>(v) Water quality must be referenced as there is no mechanism for ensuring quality remains high</p> <p>(vi) If a SuDS feature fails who is responsible for monitoring and design?</p> <p>(vii) Details of water management should be agreed pre-consent not as post-consent conditions</p>	<p>(i) (ii) Developers are strongly encouraged to enter into early detailed discussions about the most appropriate SuDS/ drainage scheme for their site. It is most appropriate that this information is considered from the outset (including to avoid abortive developer costs) however the Council cannot dictate that this occurs.</p> <p>(iii) Noted however AW have indicated previously that they may choose to be involved in some sites</p> <p>(iv) Agree – this paragraph should be updated as appropriate</p> <p>(v)- (vii) These are not matters that are within the scope of this SPD and are therefore not appropriate for comment in this section.</p>	<p>(i) – (iii) and (v) – (vii) None</p> <p>(iv) Paragraph 4 of Chapter 8 has been updated to refer to the other relevant utility bodies noted.</p>



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		(7) Section 9/ Ecology & Biodiversity	Paragraph to be added: SNC need to establish the body which will act to advise on diversity (e.g., Norfolk Wildlife Trust)	As appropriate, and as currently occurs, consultees will provide relevant information during the consideration of the application. This will aid discussion about the design and connectivity of a site.	None
		(8) Appendix 1, pp33-34	The costings for an average piece of equipment is woefully inadequate in CTC experience	The average cost of equipment (as provided by SNC suppliers) has been used however it is noted that equipment costs can vary between types of equipment provided and this will be agreed on a case-by-case basis. This is already noted within Appendix 1.	None
		(9) Appendix 3	(i) Include developers “must” rather than “should” throughout (ii) pg 49, Land Preparation, para 2 – add “subject to geomorphology of area” (iii) pg 50 – include named case officer (iv) gates should open inwards, not outwards to prevent young children escaping	(i) Appendix 3 provides design guidance and is therefore not intended to be prescriptive in recognition of unique variables and site characteristics (ii) Noted however it is clear throughout the SPD that all open space design will respond to site constraints and characteristics. (iii) See (4(iv)) above (iv) Gates are outwards opening to avoid dogs entering playing areas as per the RoSPA Play Safety guidance.	None

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		(10) GENERAL	If all of these suggested amendments are included CTC will support the document as a whole	Noted – where appropriate amendments will be incorporated throughout the document in accordance with the Council's response set out in this document.	The SPD has been updated in accordance with the responses set out throughout this document.
4	Broads Authority (Natalie Beal)	Policy Context, pg 8	Is it prudent to mention the Broads emerging policy here? (It is mentioned in the footnote on page 7)	The Broads Authority planning policy is currently emerging. Reference is made in the Introduction to the application of these standards within the Broads areas.	None
		Para 11, pg 14	Grammatical error: "development developers"	Noted	The relevant text has been updated
		SuDS, pg 27	Is it prudent to refer to the hierarchy of SuDS, the NPPG and NPPF and other guidance that exists?	It is not considered necessary to provide further detail about the SuDS hierarchy in this SPD.	None
		Para 1, pg 28	Grammatical error: "ecology and biodiversity promote green infrastructure connectivity" – missing an "and"?	Noted	The relevant text has been updated
5	Hempnall Parish Council (The Clerk)	GENERAL	HPC has a policy to restrict development to within the current development boundary. All of the sites put forward for the GNLP are outside this boundary and conflict with this policy. In these circumstances it would be unacceptable that we would become responsible for any open space included in such developments. What appears to be happening is the	HPC's approach to development is noted however site allocation/ selection is part of the GNLP process and is not within the remit of this SPD. Although it is the Council's preference that Parish/ Town Councils take on open spaces delivered as part of new development there is no obligation for them to do so if they do not wish to.	None

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			responsibility and cost of open space is being shifted to parish councils which is unfair.		
6	Norfolk County Council – Infrastructure (Naomi Chamberlain)	GENERAL	No comment	Noted	None
7	Woodland Trust (Nick Sandford)	Chapter 4/ Application of the Standards	We would like you to consider a standard for natural greenspace/ woodland in association with new development. Natural England has an 'Access to Green Space' standard and the Woodland Trust has developed a complimentary 'Access to Woodland' standard which aspires to a small wood (at least 2 ha in size) within 500 m of every home and a larger wood of at least 20ha within 4km.	It is expected that developers will consider the mix of recreational open space to be provided on a site and woodland areas may be provided as part of the Informal Recreation Space provision. Fully accessible landscaping and buffering areas may contribute towards the open space provision and may include wooded areas. It is not considered appropriate to prescribe the provision of woodland due to site constraints and contexts.	None
		Chapter 7/ Maintenance Costs	We would like you to consider our Trees or Turf report which shows clearly that the conversion of selected areas of urban greenspace to woodland can result in multiple benefits as well as delivering significant costs saving in management of the space. We believe that this is something that developers should consider.	Noted	None

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8	Norfolk Homes Ltd and Norfolk Land Ltd (Mike Haslam)	GENERAL	We continue to believe the document is fundamentally flawed because it does not comply with national guidance (NPPF, para 153; PPG, para 28) which requires an SPD to build upon and provide more detailed advice or guidance on the Local Plan policies, not add unnecessarily to the financial burdens on development. The draft goes further than this in specifying (high) calculations of contributions to be made. We believe you should be consulting on a DPD with the intention of submitting it to scrutiny by an Inspector.	The SPD has been drafted to provide further guidance and support for those persons interested in the application of development management policy DM3.15 and it is therefore necessary that it provides standards and costings to support this policy. The proposed approach reflects both current Council practices and recognised national standards (FiT). It is also recognised throughout the document that site contexts and viability will vary and it is noted the Council will enter into discussions with developers, on receipt of supporting viability information.	The document has been reviewed in its entirety and where appropriate the flexibility of its application has been emphasised
			The costs in Table 7 are very high and will clearly impact on the viability of sites. They also appear to be higher than those in Broadland, although direct comparison between the two is not easy.	As noted above the costings and standards set out reflect current Council practice as well as nationally recognised standards however they will be reviewed in light of the comments received as part of this consultation process. The Council has indicated that it is willing to enter into discussions about site viability, subject to receipt of appropriate supporting information from developers.	The maintenance costs have been reviewed and amended as it was noted that a unit price error had occurred for grass cutting. This has now been rectified and all relevant sections of the SPD have been amended.

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			Notwithstanding our view this is fundamentally flawed, we believe that the costs set out will mean that transference of open space to Parish Councils will be an unviable option. Developers will be driven to use management companies and we do not believe that this is in the long term public interest. We understand that there have already been problems in at least one parish caused by mismanagement by a management company.	The SPD reflects the Council's adopted Community Assets Strategy and current working practices. It provides further guidance about the preferred hierarchy for adoption and maintenance – starting with Parish and Town Councils - as well as the role of management companies where this is the final option.	An additional paragraph (para 5) has been inserted into Chapter 6 (Options for Adoption) setting out the Council's expectations for the behaviour of management companies.
			We note that in principle Broadland District Council remains prepared to adopt new open space. Local government had a long and justifiably proud tradition of owning and managing parks and we believe the Council's current policy is not in the long-term interests of the South Norfolk resident.	The SPD reflects the adopted Community Assets Strategy and clearly sets out the preferred hierarchy however it does note that in exceptional circumstances the Council will consider taking on the responsibility for individual sites.	None
9	Norfolk County Council - Lead Local Flood Authority (Elaine Simpson)	GENERAL	We welcome that the SPD sets out the guidance for provision, adoption and future maintenance of outdoor recreation facilities across new development sites in South Norfolk.	Noted	None
		Chapter 8/ SuDS	We request that you seriously consider the implications of how SuDS can be provided as	The SPD clearly sets out the role that SuDS should play within development and that	Chapter 8 has been updated (in part) to reflect the comments

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			<p>a separate open space to formal play areas. Our experience is that developers will not provide shallow surface drainage features in addition to play areas that need to stay dry due to the financial pressure on available land. This results in drainage infrastructure being put in underground traditional piped sewers and placed in areas that are more difficult to maintain. We suggest the SPD supports the use of SuDS and the multifunctional benefits that they bring. You may wish to define what type of SuDS are applicable in different areas (eg., basins outside recreation areas). Developers are encouraged to provide high quality SuDS and it is suggested that they consult appropriate guidance.</p>	<p>areas of recreational open space may be suitable for the use of SuDS. Further details could be included in the relevant section to emphasis/ illustrate which SuDS features are compatible with recreational open space areas. Developers are required to have regards to the drainage hierarchy and have regard to all guidelines published in respect of this.</p>	<p>made, particularly with reference to compatible SuDS examples.</p>
			<p>We would request that the wording is amended to remove the implication that SuDS have a serious health and safety risk – all equipment has a risk so this should not be used as a reason not provide SuDS. There is specific guidance available on this.</p>	<p>As above it is noted that certain SuDS features may be more compatible with equipped areas of recreational open space than others. Paragraph 3 could be reworded to reflect this and amend this emphasis.</p>	<p>Chapter 8 para 3 has been amended to refer to the safety guidance that is available to developers in respect of associated health and safety matters.</p>
			<p>We would encourage SNC to consider adoption but at the</p>	<p>SNC encourages developers to seek early advice in</p>	<p>None</p>

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			very least AW SuDS pre-application team be consulted by developers at an early stage.	respect of all matters from the relevant authorities/ bodies when designing schemes. Paragraph 4 already refers to the role of AW at the pre-application stage.	
			We request that any developer ensures SuDS and open spaces are fully considered in masterplans/ outline plans alongside other constraints rather than at a later stage when the housing layout may be set.	Developers are encouraged to consider detailed design relating to SuDS and open space layouts at the early stage, as set out in this SPD guidance. It is recognised that failure to do so can lead to abortive costs and/or future conflicts that are difficult to address.	None
10	Armstrong Rigg Planning (Geoff Armstrong)	GENERAL	The LDF lists the only evidence required in the development of the Open Space SPD as being "review of existing best practice"; para 7 of the SPD states the standards are based on the recommended FiT standards but does not state which specific guidance. We agree the FiT standards are correct ones to follow but wish to raise areas of concern about the interpretation of these and the lack of reference to the 2008 standards.	The standards in the proposed SPD have primarily been based on the 2015 FiT recommendations (with reference to the original 2008 version) as well as existing Council practice. The Introduction should be updated to clarify which version of the FiT standards has been the primary source of standards for the SPD.	Chapter 1 (Introduction and Purpose) has been updated to reference both the 2008 and 2015 FiT standards.
		Chapter 4/ South Norfolk	The Council sets a standard of 6000m <sup>2</sup> (0.6ha) per 1000 population for Children's	The previous SPG required a range of Children's Playspace (0.6-0.8ha) split	Chapter 4 para 14 has been updated to clarify that the 0.6ha requirement is a blended figure

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		Standards/ Para 14	Playspace which is less than the 0.8ha recommended in FiT in their 2008 standards. Para 14 incorrectly states the 0.6ha figure is in excess of the FiT standard as the 2015 recommendations (0.25ha) are supplementary to the 2008 standards.	between formal and informal space. It is recognised that the 2015 FiT standards build upon the 2008 recommendations therefore this section should be amended for clarity.	based on the existing Council practices and the 2008 and 2015 FiT recommendations.
		Chapter 4/ South Norfolk Standards/ Para 18	The Council states that it will seek informal and formal play areas (Children's Playspace), essentially repeating the FiT standard for equipped and unequipped space. We recommend that the FiT 0.8ha standard is used and the split is 0.25ha (formal) and 0.55ha (informal).	The Council notes these comments. It is the intention for Children's Playspace to be a combination of formal (equipped) and informal (unequipped) space. A detailed breakdown of these standards has not been set out however it is expected that each equipped children's playspace will be a minimum of 400m <sup>2</sup> . Detailed 'splits' between the different space types will be subject to discussion/ agreement with the Council and will reflect the requirements of the local area.	Paragraph 18 has been amended to clarify that the split between formal and informal space for Children's Playspace will be agreed in discussion with the Council.
		Chapter 4/ South Norfolk Standards/ Para 20	The Council has misinterpreted the requirement for 1.6ha for outdoor sports and 0.3ha for MUGAs in the 2015 guidance. The 0.3ha should be counted towards the 1.6ha, not in addition to.	The Council has sought guidance from FiT on this matter and FiT have confirmed that the 0.3ha figure in the 2015 FiT document is in addition to the original 2008 1.6ha figure promoted by FiT.	None



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		Chapter 4/ South Norfolk Standards/ Para 26	The 2015 FiT's standards for Informal Recreation Space are far from being recognised national standards. We caution against using these standards and consider the Council should set a standard based on local evidence and an assessment of how additional requirement would affect viability and the delivery of sites. Context will be critical – it may be more appropriate for sites in areas with good existing areas of informal space to make contributions towards enhancing existing provision. Flexibility will be the key to success and following further evidence work we recommend a flexible approach to enhancing informal open space or financial contributions to off-site provision rather than a strict standard.	The Council recognises that this is a new open space category being promoted by FiT however it is considered to be important to promote the health and wellbeing of local residents, as well as local GI connections. The SPD has been drafted to allow for discussions relating to viability matters (subject to appropriate evidence) and site contexts.	None
			It is unclear why the Council has chosen to remove the 0.8ha Parks and Gardens requirement but retain the 1.8ha natural and semi-natural green space. Rural areas are naturally richer in the latter and we would suggest that a requirement for Parks and Gardens (0.8ha) and Amenity	Para 26 sets out the Council's reason for deducting the Parks and Gardens component from the Informal Recreation Space category however this could be explained further to clarify this approach. Whilst the District is pre-dominantly rural in character much of	Paragraph 26 has been updated to expand the Council's decision for excluding Parks and Gardens and retaining the Natural and Semi-natural Green Space component.

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			Green Space (0.6ha) would be more appropriate (subject to an assessment of need).	this land is not accessible to local residents due to its private ownership.	
		Chapter 7/ Ongoing Maintenance Costs/ paras 1-6 & appendix 1	We consider that the maintenance costs are far in excess of actual maintenance costs. We therefore welcome the suggestion commuted sums may be agreed can be based on actual costs if these are found to be significantly different however we suggest amending the figures to avoid setting unrealistic expectations for Parish Councils. It is noted that no evidence for the costs is given and we recommend that the amended costs need to be based on evidence of industry standard contributions to provide realistic figures.	As set out in the SPD the maintenance costs proposed are a blended 2017 rate as provided by South Norfolk contractors. They are also intended to be reflective of the current costs of the Council and reflect the rates provided by APSE. However, in light of the comments received during the consultation a further review of these costs will be undertaken and they will be amended if appropriate.	The maintenance costs have been reviewed and amended as it was noted that a unit price error had occurred for grass cutting. This has now been rectified and all relevant sections of the SPD have been amended.
11	Sport England (Philip Raiswell)	GENERAL	Thank you for considering our initial response and making amendments where applicable.	Noted	None
		GENERAL (Note: the provided para number does not correspond with the document)	SE would support an approach whereby smaller areas are not provided on site, but a contribution made to secure a larger off-site facility, or qualitative improvements to existing open space in the area depending on local priorities. This will prevent a patchwork of smaller public sites emerging that will	The SPD has been drafted to provide flexibility for the provision of open space, including whether on-site or off-site and the use of commuted sums, subject to the appropriate discussions with the Council. Whilst it is the Council's preference to secure on-site provision in most cases it is recognised	General update to the overall approach of the SPD to allow for greater discussions about the delivery of on-site provision, off-site provision and financial contributions.

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			become complicated in terms of ongoing management, maintenance and monitoring.	that this may not always be the best option. The SPD could be amended to reinforce this.	
12	Natural England (Carla Wright)	GENERAL	Whilst we welcome this opportunity to give our views, the topic of the SPD does not appear to relate to our interests in any significant extent. We therefore do not wish to comment.	Noted	None
13	Hingham Town Council (Alison Doe)	GENERAL	HTC suggests that instead of creating new play spaces attached to existing communities it would be more appropriate for there to be an equivalent financial sum available to a community organisation to allow investment and improvement of existing play facilities within the community.	The SPD relates to the provision of open spaces and play spaces associated with new development. In appropriate circumstances it is recognised that financial contributions towards the enhancement of existing facilities may be the best option.	Chapter 4 para 17 has been amended to reflect that playspaces identified for improvement may not only be those immediately adjacent to new development within the community but also those that are accessible.
		GENERAL	The “centralising” of play facilities would lessen the ongoing maintenance costs for the responsible authority and offer opportunities to maintain existing play facilities to a higher standard. Residents of new development would be encouraged to enjoy existing facilities and would therefore integrate with the new community.	The SPD follows the general guidance provided by Fields in Trust regarding the accessibility of open spaces and the benefits that this will provide for residents. Whilst the Council prefers this option it also recognises the benefits of upgrading/ enhancing existing facilities and will discuss the most appropriate options with developers on a site specific basis.	None

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14	Diss and District Neighbourhood Plan Steering Group	GENERAL	Having a policy is commendable to remove uncertainty in decision making but it must be flexible to reflect local needs, existing provision and ongoing commitments. Any policy must reflect the community requirements in our local area.	The SPD has been drafted to provide certainty for all parties and supplements development management policy DM3.15. It has been drafted to allow for flexibility as appropriate allowing for site constraints and contexts, existing provision and appropriate viability evidence.	None
		Chapter 1/ Introduction & Purpose/ para 2	The 15-dwelling threshold is quite low and adds a burden of cost to dwellings that it is hoped are more rather than less affordable. This is a problem with SPDs and "one size fits all". Surely provision should be in the context of what is already available. It may be better to provide financial contributions a better-equipped single location rather than a multiplicity of under-equipped cramped ones which will have higher maintenance costs due to their small size and large number.	The 15-dwelling threshold is considered to be a reasonable starting point for the policy as the Council considers that at this size new development will start to impact on existing facilities and services. It is also a continuation of the existing SPG threshold. As noted above, in appropriate circumstances the Council will enter into discussions with developers regarding financial contributions (in lieu of on-site provision). However, current S106 pooling restrictions impact on the delivery of playspaces specifically resulting from a number of different development sites.	None
		Chapter 1/ Introduction	86% of people responding to the recent Diss & District NP consultation agreed that the	Noted	None

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		& Purpose/ para 2	appropriateness of development to place and setting was important. A possible NP policy is that rural village communities should not be subject to high density rules considered at present. This is evidence that "one size fits all" is flawed.		
		Chapter 4/ Application of the Standards/ para 14	The location and size of any green space/ play space should not be in either a dark corner of the development or so close to residential units to cause a nuisance. The open space should be overlooked to avoid anti-social behaviour, even in village settings.	Design guidance regarding the location of open space, as well as its relationship to dwellings is provided in Appendix 3. The SPD is not intended to be prescriptive in terms of design however, as is currently the case, the Case Officer will assess the relationship between the open space and neighbouring land uses on a case by case basis.	None
		Chapter 9/ Ecology & Biodiversity	The references within this section are rather weak and lacking in detail unless fully covered elsewhere.	The SPD is not intended to provide full guidance relating to ecology and biodiversity however it is acknowledged that this section could be expanded upon to reinforce the positive role that open space can have within the green infrastructure network.	Chapter 9 has been amended to illustrate in greater detail the positive role open spaces can have within the local ecological and biodiversity networks.
		Chapter 7/ Ongoing Maintenance Costs	Several group members have been involved in upgrading and maintaining play equipment in recent years and aware of the high costs of this,	Costs within the SPD have been based on industry standards and existing Council costings for open space. The Council will	None

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			as well as the responsibilities of owning and maintaining it. As to initial costs, equipment should be appropriate and durable with readily available sources of spares. Inspection costs of a multiplicity of smaller sites will be higher and someone will need to be responsible for the weekly checks. For that reason, whoever takes on responsibility should have a say in the legal agreement and the selection of appropriate equipment.	agree with developers the appropriate equipment for a playspace etc. If a Parish/ Town Council indicates a wish to take on the maintenance responsibilities it will be for them to agree the detail of the commuted sum with the developer, this could include the regular inspection costs. In many cases it may not be known who will take on responsibility for the open space provision however where Parish/ Town Councils (or similar) have been involved in these discussions from the outset it may be appropriate for them to be involved in these discussions.	
15	Saxlingham Nethergate Parish Council	GENERAL	The Council felt unable to comment on the way the required open space and commuted sums would be calculated.	Noted	None
		GENERAL	It was agreed that passing to the Parish/ Town Council would be appropriate should they have the capacity to manage the site however some of the smaller parishes do not have the necessary expertise, staff, machinery etc.	The hierarchy sets out the Councils preference for adoption however there is no obligation for a parish/ Town Council to take on this responsibility if they do not wish to.	None

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		GENERAL	The Management Company approach appears flawed (i) the fee would be taken from those in the development, potentially a small number of properties paying for a facility used by others in the community, thereby leading to resentment; and (ii) it is a model that is known to already be failing within the District.	The SPD should be read alongside the Council's adopted Community Assets Strategy which sets out how assets will be managed in the future. The management company model is a nationally established approach for providing for the management of various different features within new development (for example, playspace or drainage features). Additional guidance will be inserted into the SPD setting out the Council's expectations for the role of the management company however the Council is unable to prescribe how these companies operate.	Chapter 6 (Options for Adoption) has been updated to include a paragraph relating the Council's expectations of management companies.
		GENERAL	It was noted that Parish/ Town Councils who took on the sites would benefit from the increase in the tax base beyond the 10-year period however this argument equally applies to the District. It is considered that the Council should reconsider its position of not taking on sites as this appears the most suitable way of ensuring that the sites are maintained by an experienced team in line with requirements.	The Council has adopted it's Community Assets Strategy which sets out that the Council will no longer adopt these assets.	None

**GUIDELINES FOR RECREATION  
PROVISION IN NEW RESIDENTIAL  
DEVELOPMENTS  
SUPPLEMENTARY PLANNING  
DOCUMENT (Draft)**

**Strategic Environmental Assessment  
Screening Report**

**May 2017  
(Revised March 2018)**





## 1. Introduction

- 1.1 South Norfolk Council is preparing a Supplementary Planning Document (SPD) entitled 'Guidelines for Recreation Provision in New Residential Developments'.
- 1.2 The purpose of the SPD is to supplement the Council's adopted Development Management Policy DM 3.15 '*Outdoor play facilities and recreational space*'. The SPD will not set new policy requirements but it will provide clear guidelines to developers as to the local requirements of South Norfolk Council when submitting planning applications for new housing developments and will also give information regarding the Council's approach to the adoption and maintenance of play facilities and recreational spaces. In effect, the SPD will update the existing Supplementary Planning Guidance document on Open Space Requirements for Residential Areas ([https://www.south-norfolk.gov.uk/sites/default/files/Recreational\\_Open\\_Space\\_Requirements\\_for\\_Residential\\_Areas\\_3.pdf](https://www.south-norfolk.gov.uk/sites/default/files/Recreational_Open_Space_Requirements_for_Residential_Areas_3.pdf)).
- 1.3 The purpose of this screening report is to test whether the SPD requires a Strategic Environmental Assessment (SEA) in accordance with the European Directive 2001/42/EC and associated Environmental Assessment of Plans and Programmes Regulations 2004.

## 2. Legislative Background

- 2.1 Under regulations 16 and 17 of the Planning and Compulsory Purchase Act 2004 local authorities were required to undertake a Sustainability Appraisal for each Supplementary Planning Document (SPD) they prepared. Regulations 2 (5) and (6) of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009, removed previous requirements for local planning authorities to produce Sustainability Appraisal for SPDs. The explanatory memo which accompanied the 2009 Regulations states that "*Local Planning Authorities will still need to screen their SPDs to ensure the legal requirements for sustainability appraisal are met where there are impacts that have not been covered in the appraisal of the parent DPD or where an assessment is required by the SEA Directive*" (paragraph 8.29). As this SPD relies on the parent policy DM3.15 in the Council's Development Management Policies Document it has already undergone a full Sustainability Appraisal and Habitat Regulations Assessment.
- 2.2 SEA is a requirement of European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment, also known as the SEA Directive. The Directive was transposed into UK law by The Environmental Assessment of Plans and Programmes Regulations 2004, often known as the SEA Regulations. Detailed guidance on these regulations can be found in the Government publication 'A Practical Guide to the Strategic Environmental Assessment Directive' (September 2005).

- 2.3 The objective of Strategic Environmental Assessment (SEA) is to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development.
- 2.5 Under Regulation 5(6) of the SEA Regulations (2004) a SEA need not be carried out for a plan or programme which determines the use of small areas at a local level and/or for minor modifications to a plan or programme, unless the plan or programme or modification is determined to have significant environmental effects. Regulation 5 (9) explains that to assist in this determination local authorities are required to undertake a screening process, based on a set of criteria specified in the Regulations, to assess whether the plan is likely to have significant environmental effects. Before making its determination, a local authority is required to consult on the screening process with the three statutory bodies (Historic England, Natural England and the Environment Agency). Once an authority has determined that there are unlikely to be significant environmental effects (and accordingly does not require an environmental assessment) it must prepare a statement setting out the reasons for the determination.
- 2.6 Government guidance on SEA (<https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>) states that SPDs *“may in exceptional circumstances require environmental assessment if they are likely to have significant environmental effects that have not already been assessed during the preparation of the Local Plan”*.

### **3. SEA Screening Methodology**

- 3.1 Using the criteria, detailed in Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004, for determining the likely significance of effects on the environment, the following assessment has been made regarding whether the SPD is likely to have significant environmental effects:

1. The characteristics of plans and programmes, having regard, in particular to:		
Criteria	Potential effects of the SPD	Likely Significant Effect
a) The degree to which the plan sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources	<p>The SPD will provide guidance on how to apply Policy DM 3.15 '<i>Outdoor play facilities and recreational space</i>' from the Council's adopted Development Management Policies Document. It does not set new policy. The policy framework is set in the Local Plan, which has already been subject to SA/SEA.</p> <p>The SPD will also be the mechanism for the implementation of a new regime for the adoption and management of open space/play areas as agreed in the Council's Community Assets Strategy but is not the document that sets this policy</p>	No
b) The degree to which the plan influences other plans and programmes including those in a hierarchy	<p>The SPD sits in a hierarchy of documents underneath the Local Plan, providing detail on how to apply policy DM 3.15 from the Council's adopted Development Management Document, which has already been subject to SA/SEA. The SPD does not form part of the Local Plan and will not influence any other plans and programmes in the Local Plan.</p> <p>The SPD will also be the mechanism for the implementation of a new regime for the adoption and management of open space/play areas as agreed in the Council's Community</p>	No

	Assets Strategy but is not the document that sets this policy	
c) The relevance of the plan for the integration of environmental considerations in particular with a view to promoting sustainable development	The SPD will promote sustainable development in accordance with national and local planning policy. It will ensure the provision of new open spaces of the right type and in the right location to meet the needs of people living in new housing developments. For larger scheme the provision of open spaces will be integrated into the development to increase its sustainability. This should have positive impacts with regard to sustainable development	No
d) Environmental problems relevant to the plan or programme	The SPD will not lead to any environmental problems. A Sustainability Appraisal including social, economic and environmental effects has already been undertaken on the policies and proposals of the Local Plan. The provision of open space on new developments in accordance with local needs will have a positive environmental effect and the SPD recognises the importance of enhancing ecology and biodiversity through development	No
e) The relevance of the plan for the implementation of European Community legislation on the environment (for example, plans and programmes linked to waste management or water protection)	The SPD has no relevance to the implementation of European Community legislation on the environment	No

<b>2. Characteristics of the effects and of the area likely to be affected, having regard, in particular to:</b>		
<b>Criteria</b>	<b>Potential effects of the SPD</b>	<b>Likely Significant Effect</b>
a) The probability, duration, frequency and reversibility of the effects	The SPD should have positive effects through the delivery of good quality open spaces integrated with housing provision. There will be no adverse environmental effects, indeed local environments are likely to be improved somewhat, with the integration of ecology and biodiversity improvements. The effects of open space provision will be long term because the SPD requires formal recreation sites to be maintained in perpetuity	No
b) The cumulative nature of the effects	In the longer term, there should be some cumulative positive social and environmental effects through providing new recreational open space as part of new housing developments, in terms of building communities, encouraging healthy lifestyles and wellbeing, along with the integration of ecology and biodiversity	No
c) The transboundary nature of the effects	The SPD applies only to development within the administrative area of South Norfolk Council and will not impact on neighbouring authorities who have their own policies for addressing open space provision	No
d) The risk to human health or the environment (for example, due to accidents)	There are no significant or likely negative impacts to health or to the environment envisaged. The SPD seeks to ensure that all persons will have access to good quality open spaces, which is likely to make a positive contribution to	No

	health and wellbeing. The risk of accidents will be minimised by ensuring that all open spaces provided comply with prevailing health and safety legislation	
e) The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected)	The SPD relates to the administrative area of South Norfolk Council. South Norfolk has an area of 909 sq. km and a population of 124,012 at the 2011 Census. The SPD only relates to recreation provision related to new housing developments so will not impact on the wider population of the district	No
f) The value and vulnerability of the area to be affected due to: i) Special nature characteristics ii) exceeded environmental quality standards iii) intensive land use	The area to which the SPD applies does not have any special characteristics which will be harmed by the guidance in the SPD. Open space proposals will still need to meet planning requirements and accord with any special character of an area	No
g) The effects on areas or landscapes which have a recognised national, community or international protection status	As the SPD only applies to recreation provision in new residential developments it is not envisaged that there will be any effects on areas or landscapes which have a recognised national, community or international protection status	No

#### 4. Initial conclusion (April 2017)

- 4.1 As stated above, a plan or programme which determines the use of small areas at a local level and/or for minor modifications to a plan or programme will only require SEA in exceptional circumstances, and if the plan or programme or modification is determined to have potentially significant environmental effects. The Development Management Policies Document (under which the SPD sits) was subject to a process of Sustainability Appraisal. The intended Guidelines for Recreation Provision in New Residential Developments SPD will help determine the use of small areas at a local level (i.e. in relation to some new housing developments) and is considered unlikely to have significant environmental effects.

- 4.2 In accordance with Part 2 (9) of the Environmental Assessment of Plans and Programmes Regulations 2004, the Council, as the competent authority, considers that the intended Guidelines for Recreation Provision in New Residential Developments SPD (Draft) is unlikely to have significant environmental effects and accordingly does not require a Strategic Environmental Assessment.

## **5. Consultation**

- 5.1 Consultation on this SEA Screening Report ran from 11 April to on 12 May 2017. Amongst the consultees were the three statutory consultees (Environment Agency, Historic England and Natural England).
- 5.2 Two consultation responses were received. **Natural England's** response was brief and simply said that "*Our view is that the SPD does not require an SEA*". **Historic England's** response stated that they could not provide detailed advice, but they referred the Council to Historic England's Advice Note on Sustainability Appraisal and Strategic Environmental Assessment.
- 5.3 Neither response therefore disagreed with the Council's initial conclusion that SEA of the SPD is not necessary.

## **6. Final conclusion (May 2017)**

- 6.1 In accordance with Part 2 (9) of the Environmental Assessment of Plans and Programmes Regulations 2004, the Council, as the competent authority, considers that the intended Guidelines for Recreation Provision in New Residential Developments SPD (Draft) is unlikely to have significant environmental effects and accordingly does not require a Strategic Environmental Assessment.

## **7. Revised conclusion (March 2018)**

- 7.1 In the light of preparing the revised draft SPD for a further round of public consultation in 2018, the Council considers that no changes of substance in relation to the matters listed in Table 2 has arisen.
- 7.2 In accordance with Part 2 (9) of the Environmental Assessment of Plans and Programmes Regulations 2004, the Council, as the competent authority, considers that the intended Guidelines for Recreation Provision in New Residential Developments SPD (Draft) is unlikely to have significant environmental effects and accordingly does not require a Strategic Environmental Assessment.

**South Norfolk Council**

**GUIDELINES FOR RECREATION  
PROVISION IN NEW RESIDENTIAL  
DEVELOPMENT**

**Supplementary Planning Document (SPD)**

**Public Participation Statement (July 2018)**





## **Introduction:**

This Public Participation Statement sets out how South Norfolk Council has engaged and consulted with the public on the Recreational Open Space Requirements for Residential Areas Supplementary Planning Document (SPD) in accordance with Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012, and the adopted Statement of Community Involvement (SCI)

This Statement summarises:

- the comments made during the first public consultation (23<sup>rd</sup> June 2017 – 4<sup>th</sup> August 2017);
- how the SPD was subsequently revised;
- the comments made during the second public consultation (4<sup>th</sup> May 2018 - 5<sup>th</sup> June 2018),
- the final revisions made to the adoption version of the SPD.

## **Background and Purpose of the SPD:**

Currently open space standards are set out in the 'Recreational Open Space Requirements for Residential Areas' Supplementary Planning Guidance (SPG) from December 1994. 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. Subsequently the Council adopted the Development Management Policies document in October 2015, containing policy DM 3.15 relating to the provision of recreational open space. 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. Legal advice recommends updating the document to make it more relevant; 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.

A Community Assets Strategy for South Norfolk was agreed at Cabinet in January 2017, which sets out how community assets will be managed in the period up to 2021. The Strategy will come into effect fully when the Recreational Open Space Requirements for Residential Areas SPD is adopted. 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 it will no longer routinely take on ownership or maintenance of new recreational open and play areas provided through new developments. Consequently, a new, more detailed SPD is required to reflect this change and give the bodies taking on open space a greater understanding of the costs of future maintenance.

## **Consultation on the Draft SPD – 2017**

Consultation took place between 23<sup>rd</sup> June 2017 and 4<sup>th</sup> August 2017. In parallel a screening was undertaken to determine whether the SPD should be subject to SEA.

The main parties consulted were: Town and Parish Councils, developers and agents working in South Norfolk, plus statutory bodies (specific and general consultees), including those required under the SEA regulations, and bodies with a specialist interest in the subject matter (such as Fields in Trust and local sporting and amenity bodies).

The consultation was publicised on the Council's website, with a specific page dedicated to the Open Space SPD. Copies of the SPD with details of the consultation were also displayed in local libraries. Notifications were sent by email, or where this was not possible, by letter.

25 responses were received, from a range of bodies, including a number of town and parish councils, as well as various planning agents and developers. The principle areas of concern were:

- Parish/Town Councils - concerns about the costs and implications of taking on the maintenance of recreation spaces, including the long-term financial liability.
- Parish/Town Councils - worries about some of the practical effects of land passing to a management company for maintenance.
- Comments from developers criticising the scale of the costs required.

A detailed summary of the consultation representation and the proposed actions of the Council in response to these can be found in Appendix (i).

The extent of the changes required, including revision of the requirements to more closely reflect the 2015 Fields in Trust (FiT) recommended standards, meant that the Council considered a second round of consultation on the SPD would be necessary.

### **Consultation on the second draft SPD – 2018**

Consultation took place between 4<sup>th</sup> May 2018 and 5<sup>th</sup> June 2018. In parallel a screening was undertaken to determine whether the SPD should be subject to SEA.

The main parties consulted were: Town and Parish Councils, developers and agents working in South Norfolk, plus statutory bodies (specific and general consultees), including those required under the SEA regulations, and bodies with a specialist interest in the subject matter (such as Fields in Trust and local sporting and amenity bodies). Specifically, all those who responded to the first consultation were made directly aware of the second consultation.

The consultation was publicised on the Council's website, both under current consultation and also on the specific page dedicated to the Open Space SPD. Libraries were contacted by letter and asked to display the consultation notification on their noticeboards for the duration of the consultation period. Notifications were sent by email, or where this was not possible, by letter.

15 responses were received, from a range of bodies, including a number of town and parish councils, as well as various planning agents and developers and consultees. Many of the issues raised reiterated comments from the first consultation. In particular: ongoing concerns about the burden on town and parish councils; the role of management companies; and the scale of requirement and ongoing maintenance

costs. A detailed summary of the consultation representation and the proposed actions of the Council in response to these can be found in Appendix (ii).

Several minor revisions have been made, along with one more significant change to the maintenance costs. It is not considered that any further consultation is required following these changes; with regard to the revision to maintenance costs, it is felt that this now accurately reflects the available evidence, and furthermore the changes have been made as a direct result of the queries raised during the May 2018 consultation process.

# APPENDIX (i): Representations Received on First Draft of Recreation Space SPD and Council's Responses (2017)

No.	Name of respondent/ Organisation	Para No/ Section	Comment	Response	Action
1.	Sally Minns (Sally Minns & Associates)		It is disappointing that there is no consideration of children with disabilities and wheelchair accessible play equipment which is essential for inclusive development	Play areas in South Norfolk have historically been designed with disabled access and wheelchair accessible play in mind. We require wheelchair accessible gates, suitable width pathways and suitably designed equipment. There are mentions of DDA compliance in Appendix 3 but recognise that this has now been replaced by the Equality Act 2010. There is a need to update the document to reflect this.	Amend Appendix 3 to reference the Equality Act 2010 and the need to ensure that suitable consideration is given to the needs of children with disabilities.
			Maintenance payments should be for a minimum of a generation ie 20 years	South Norfolk Council has traditionally always required 10-year maintenance payments. Consideration has been given to increasing this to 15-20 years but it has been found that there is limited appetite for this amongst developers, so there are no plans to change this requirement at the moment.	None
2.	Hilary Elias (Costessey Town Council – Clerk)		From original letter sent on 3 July 2017:  <b>Proposal 1:</b> <b>Costessey Town Council requests that South Norfolk Council immediately reconsider their recent decision regarding the adoption of s106 infrastructure</b> (see local example 1 for details).  Where residents of developments are directly paying to a private company to provide	The Council's decision to no longer accept the transfer of assets was made as part of our Community Assets Strategy which was agreed at Cabinet on 9 January 2017, following extensive consultation with all parish/town Councils, developers and others with an interest in development.	None

			<p>“public” services it is unreasonable that they are not afforded a discount to their Council Tax payments that, for the majority of existing households, cover the provision of public services. Residents of new developments are effectively subsidising existing public services that other households are benefiting from and are not required to pay for privately!</p> <p>Privatising the maintenance of public facilities by default, is a mistake that will result in a higher average cost per household for the provision of public amenities in South Norfolk. The residents of South Norfolk will be worse-off as a result of this decision!</p>	<p>Some reservations were noted as part of the consultation but overall it was considered that the Council could no longer sustain the future legacy arising from continuing to adopt such assets. It is intended that this part of the Community Assets Strategy will come into force upon adoption of this SPD.</p> <p>It would not be lawful for the Council to offer a discount on Council Tax payments to residents of developments who are also paying maintenance charges to private companies. Residents should be fully aware of this charge when purchasing the property</p> <p>Parish councils will have the option of taking on new recreation areas themselves through the hierarchy of offering open space</p>	<p>None</p> <p>Add detail of “cascade” approach to taking on land to Chapter 9.3</p>
			<p><b>Proposal 2:</b>  <b>Costessey Town Council proposes that where South Norfolk Council approves the transfer of s106 assets to a private management company, South Norfolk Council then has an obligation to ensure that the developer markets its properties with realistic information regarding the on-going maintenance costs.</b>          (see local example 2 for details)</p>	<p>It is the responsibility of the developer to ensure that new properties are marketed in an open and honest way, including information regarding the on-going maintenance costs, and for the purchaser to investigate this (through their solicitor). It is not a planning matter, however, so South Norfolk Council cannot require this. These responsibilities could be noted in the SPD, however.</p>	<p>Clarify expectations of developer/management company and purchasers in paragraph 1.7 and section 9</p>
			<p><b>Proposal 3:</b></p>	<p>South Norfolk Council cannot insist that the developer offers the</p>	<p>Amend the SPD to say that although South Norfolk</p>

			<p><b>Costessey Town Council proposes that where South Norfolk Council declines the adoption of s106 assets, the adoption of such assets must be offered to Parish/Town Councils (together with a minimum 10 year commuted maintenance sum) prior to such assets being transferred to a private management company.</b> As a result of the requirement upon the developer to pay a commuted sum, it is clearly in their financial interest to transfer assets to a private company, instead of to Parish/Town Councils (who may be able to provide the maintenance in a significantly more cost-effective manner). (see local example 3 for details)</p>	<p>adoption of S106 assets to the Parish or Town Council prior to such assets being transferred to a private management company. However, the SPD could be written in such a way that suggests that the developer should offer such assets to the relevant Town or Parish Council before going down the Management Company route</p>	<p>Council cannot insist that a developer offers the adoption of S106 assets to the Parish or Town Council prior to such assets being transferred to a private management company it would be good practice for developers to approach the relevant Town or Parish Council prior to going down the Management Company route – see Chapter 9</p>
			<p>Costessey Town Council respectfully requests that South Norfolk Council members research the implications and consequences of its previous resolution, and revisit the decision regarding the adoption of s106 infrastructure with a view to helping residents of the new developments in Costessey who would, we are sure, be very grateful for a change in policy.</p>	<p>The Council's decision to no longer accept the transfer of assets was made as part of our Community Assets Strategy which was agreed at Cabinet on 9 January 2017, following extensive consultation with all parish/town Councils, developers and others with an interest in development. Some reservations were noted as part of the consultation but overall it was considered that the Council could no longer sustain the future legacy arising from continuing to adopt such assets. It is intended that this part of the Community Assets Strategy will come into force upon adoption of this SPD.</p>	<p>None</p>
		Page 11	<p>Formal Costessey Town Council response:</p> <p>Family Housing: 5.5 – Approve recommendations</p>	<p>Comments noted</p>	<p>None</p>

		Page 12	Non-family Housing: 5.7 & 5.8 – Approve recommendations	Comments noted	None
		Page 12	Children's Playspace: 5.10 "Adequate Fencing will need to be provided". This should <u>not</u> include knee high wooden fencing of the type which is prevalent at Queens Hills, as it affords no protection to young children from passing traffic or from running away from the area and does not keep dogs out of the play areas.	Comment noted. More detailed design requirements for fencing and gates etc can be found in Appendix 3 of the document. Agree it may be useful to insert a cross reference at paragraph 5.10.	Insert cross reference at paragraph 5.10 to the detailed design requirements of children's playspace at Appendix 3 (now Appendix 2).
		Page 13	Minimum Requirements for Children's Playspace: Approve National Playing Fields Association standards	Comments noted	None
		Page 19	Options for adoption 9.2: Costessey TC is against this strategy, which it considers to be on a par with the leasehold system criticised recently in the news and would like South Norfolk to reconsider it. CTC has had a spate of complaints about "absentee" management companies whereby a national housebuilder engages a national management company to look after a development. This management company is based far away from the development site and appears to do very little in the way of maintenance. The management fees rise exponentially year on year and no redress/appeal process is afforded to the residents, who are often only told about the management fee just before completion of the house sale, when it is too late to pull out of the sale without losing a large sum of money. The standard of maintenance can be poor and residents' complaints about dangerous equipment, poor workmanship or forgotten areas are often ignored. If residents fall behind with their payments then the management company has been known to withhold the services so that an area falls	South Norfolk Council has limited powers to direct how management companies look after open space, but the SPD will contain some information on this	Clarify expectations of developer/management company in paragraph 1.7 and section 9.

			into disrepair – again with no redress for those residents who continue to pay		
		Page 19	Options for adoption 9.4: Agree with SNC's assurance	Comments noted	None
		Page 20	Maintenance 10.1: Costessey TC is against this strategy – see 9.2 above	Comments noted (see response to comments on Section 9.2 above)	None
		Page 20	Maintenance 10.2: Will SNC continue to publish guidelines for Town & Parish Councils and will it revise them if inflation rises above the 2.5% inflation rate quoted? Please advise	The Recreation and Place Space SPD sets out some basic guidance for parish councils (in Appendix 4, now Appendix 3). However, the Council cannot dictate the maintenance figures themselves through the grant of planning permission – these are typically agreed annually by the board of the management company (which will almost always have representation from the local residents).	The SPD has been amended to make clear that installation and maintenance figures are 2017-based, and will normally need to be increased by RPI inflation, although each case will be assessed on an individual basis
		Page 20	Maintenance 10.4: Approve recommendations	Comments noted	None
		Page 21	SuDS 11.1: Approve recommendations	Comments noted	None
		Page 21	SuDS 11.2: Approve recommendations. HOWEVER, it seems presumptuous of SNC to state that “it is likely that Anglian Water will be taking on maintenance responsibilities for SuDS features in the future”. CTC's understanding is that Anglian Water are reluctant to take these on (as per the northern lagoon at Queen's Hills) which means that management companies will again be brought in to maintain them. Is there any form of enforcement/redress to ensure that management companies fulfil their obligations without charging residents extortionate fees?	<p>The Council understands that Anglian Water may well take on some (but perhaps not all) SuDS features – the wording will be adjusted appropriately</p> <p>It is beyond the scope of the SPD to cover whether management company fees are “extortionate” (this is a property/legal matter), but local residents will normally, at the very least, be represented on the board of the management company and so can express views on fee levels</p>	<p>Para 11.2 has been adjusted to indicate that Anglian Water may not take on maintenance responsibilities for all SuDS features</p> <p>None</p>



		Page 26:	Appendix 3 Location: Approve recommendations and 10 guidelines	Comments noted	None
		Page 27	Appendix 3 Layout: Approve recommendations. How will be preparations and drainage installations be monitored and enforced?	Preparations and drainage installations and other similar requirements will be monitored and enforced by South Norfolk Council.	None
		Page 27	Appendix 3 Construction: Approve wet pour as bark/shredded rubber etc is difficult to inspect for foreign materials	Comments noted	None
		Page 28	Appendix 3 Road Safety: Approve recommendation. What traffic calming measures are envisaged given that Central Government is driving to remove speed tables to improve air quality?	Norfolk County Council Highways will advise on the most appropriate traffic calming measures to be used in individual developments and it is not intended to specify detailed requirements in the SPD	None
		Page 28	Appendix 3 pp28-29 – Fencing and gates – Standard of gates approved. HOWEVER – outward opening gates are a concern as children could “escape” onto roads etc. CTC had previously been informed, when it requested inward opening gates that outward opening gates were safer for children to escape if they were being bullied. There was no mention of it being part of a dog policy	Comments noted	None
		Page 30	Appendix 4 – Note on adoption & Maintenance. Pooled CIL monies are currently earmarked for upgrading equipment on existing play areas	Comments noted	None
		Page 31	Appendix 4 – Community Assets Strategy. CTC is not in agreement with SNC’s decision – see 9.2 above	Comments noted (see response to Section 9.2 above)	None
		Page 31-33	Appendix 4 – Potential Benefits – Approve recommendations	Comment noted	None
3.	James Mann (Breckland Council)		Thank for allowing us the opportunity to consult on the draft guidelines for recreation provision in new residential developments	Comments noted	None

			SPD. At this time we have no comments to make but still request to be included in future consultations		
4.	Naomi Chamberlain (Norfolk County Council – Infrastructure and Economic Growth Team)		<p>Much of the document is fine. However we would wish to see more emphasis placed as to looking outside of the 'red line' with regard to connectivity.</p> <p>When discussing the policy background in section2, the document refers to JCS Objectives 9 and 11 and Policy 1. These all refer to green infrastructure, green networks, walking and cycling etc. The emphasis of these objectives and policies is clearly focused on <i>connectivity</i>, not simply the provision of (potentially isolated) open space. The JCS reflects the current national definition of green infrastructure which specifically states that Green Infrastructure <i>"is not simply an alternative description for conventional open space"</i> (<a href="https://www.gov.uk/guidance/natural-environment#para027">https://www.gov.uk/guidance/natural-environment#para027</a>).</p> <p>Recreation provision in South Norfolk should be seen in this context, specifically as being part of a wider coherent green infrastructure network delivering multiple functions. The JCS provides fully-evidenced GI corridors with the intention that new developments could contribute to enhancing these corridors, partially through the appropriate siting and design of their areas for recreation provision. By not making this link explicit, and indeed by not referring to the GI corridors, the SPD is failing to guide the delivery of Policy 1 of the JCS in an appropriate manner.</p>	<p>Comments noted. It is agreed that it would be a good idea to add an additional section to the SPD referring to green infrastructure. Highlighting connectivity and links with the wider GI network. Consider adding a new section to the document following 'Ecology and Biodiversity'.</p>	Add additional section to the SPD to cover green infrastructure connectivity (chapter 12.2)

			We would hope the SPD could make specific reference to the potential for recreation space to contribute to the Green Infrastructure Corridors within the JCS in the context of connectivity. We would also hope to see encouragement to link recreation space to the existing Public Rights of Way (PRoW) network (in accordance with paragraph 75 of the NPPF). This would enable people to make better lifestyle choices with the benefits to society that brings, and to contribute to enhanced ecological networks.		
5.	Debra Yeomans (Chedgrave Parish Council – Clerk)		The Councillors felt that there should be some provision for Parish Councils to be consulted on; the local area, the layout, location and equipment provision for any proposed new recreation area.	Parish Councils have an opportunity to comment on the area, layout, location and equipment provision for proposed new recreation areas at the planning application stage	None
6.	Lee Sutton (Norfolk Playing Fields Association – Chairman)	Appendix 1, page 24	Translation of the National Playing Fields Association (Fields in Trust) reflects benchmarks published in 2008 by Fields in Trust in the report ' <i>Planning and Design in Outdoor Sport and Play</i> '. Updated guidance by Fields in Trust was published in October 2015 in the report ' <i>Guidance for Outdoor and Play: Beyond the Six Acre Standard</i> ' and includes benchmarks for skate parks and multi-use games areas.  Strongly recommend the SPD reflects the 2015 Fields in Trust benchmarks.	The Council are revising the overall approach to open space standards in the SPD document based on comments received to the consultation. This will include ensuring that the SPD reflects the latest 2015 Fields in Trust benchmarks. There will be a second public consultation on the SPD.	Amend the SPD to ensure that the latest 2015 Fields in Trust benchmarks are used, unless explained why. See Appendix 1.
		Appendix 2, page 25	Summary of open space provision for new residential areas do not reflect the Fields in Trust updated guidance, for example the updated guidance for 10 dwellings recommends a locally equipped play area, whereas under the draft there is no provision	Comments noted, however the Council have no plans to require open space provision on sites of less than 15 dwellings. This seems to be comparable to other local authorities, many of whom have much higher thresholds.	None

			<p>for this, such provision begins at 15 dwellings.</p> <p>Strongly recommend the SPD reflects the 2015 Fields in Trust benchmarks.</p>		
		Page 29	<p>There is no stated requirement that signage provides an accurate location of the play area. The lack of this information has the potential to impact on accurate conveyance of the location to emergency services.</p> <p>The association strongly recommends the postcode of the play area, together with the Eastings and Northings is displayed on the sign to aid the response of emergency services to the play area/playing field in the event of incident.</p>	Comments noted and agreed	The postcode of the play area, together with Eastings and Northings, should be displayed on the sign to aid the response of emergency services to the play area/playing field in the event of an incident.
		Page 26	<p>Under location, of the 10 guidelines, <i>Accessible</i> does not state the Fields in Trust accessibility distances, that for example a locally equipped play area should be within 400m, that is a 5-minute walk. It does say at 1) 'best practice requires children's play areas to be located within specified walking distances'.</p>	Comments noted. As these are guidelines the Council do not wish to be overly prescriptive regarding exact distances but agree there could be some benefit in including the Fields in Trust accessibility distances as an example.	Amend 1) of the 10 guidelines on page 26 to include Fields in Trust accessibility distances as an example.
			<p>The association recommends that the distance of existing recreational facilities is taken in to account when determining provision. Existing facilities that are within Fields in Trust guidelines that meet the draft SPD guidance at 2) 'accessible without having to cross main roads, railway tracks or waterways' should be improved and supported by developers as an alternative to providing facilities at a new location. A) to help maintain existing facilities, B) to expand existing facilities and C) to encourage community through bringing families from new and established developments together.</p>	Comments noted	None

			<p>The association is disappointed that the draft guidelines offer very little in design guidance to ensure that recreational space, in particular formal play and sport provision, is accessible to those with disabilities. The draft guidance refers to outdated legislation on pages 27 and 28, DDA, that is the Disability Discrimination Act. The Equality Act 2010 places a duty on public bodies, including local authorities, to have a due regard to advance the equality of opportunity, (section 149(1)(b)). This involves the considering of the need to:</p> <ul style="list-style-type: none"> <li>- Remove or minimise disadvantages suffered by people due to their protected characteristics;</li> <li>- Meet the needs of people with protected characteristics; and</li> <li>- Encourage people with protected characteristics to participate in public life or in other activities where their participation is low.</li> </ul> <p>The association strongly recommends that the draft guidance is amended to include a section within the design guidance on disability access and inclusive play.</p> <p>The association further recommends that new provision <u>must</u> include inclusive play equipment that is accessible. In promoting inclusive play, to future proof recreational facilities and meet the public duty.</p>	<p>Play areas in South Norfolk have historically been designed with disabled access and wheelchair accessible play in mind. We require wheelchair accessible gates, suitable width pathways and suitably designed equipment. There are mentions of DDA compliance in Appendix 3 but recognise that this has now been replaced by the Equality Act 2010. There is a need to update the document to reflect this.</p>	<p>Amend Appendix 3 to reference the Equality Act 2010 and the need to ensure that suitable consideration is given to the needs of children with disabilities.</p>
7.	Sonya Blythe (Cringleford Parish Council – Clerk)		<p>Cringleford Parish Council is extremely disappointed by this retrograde step which seems to be SNC shredding its responsibilities and assuming that other, smaller, authorities will have the resources to manage it in your place. Could you advise</p>	<p>The Council's decision to no longer accept the transfer of assets was made as part of our Community Assets Strategy which was agreed at Cabinet on 9 January 2017, following extensive</p>	<p>None</p>

			me whether you propose to provide resources to manage this please.	<p>consultation with all parish/town councils, developers and others with an interest in development. Some reservations were noted as part of the consultation but overall it was considered that the Council could no longer sustain the future legacy arising from continuing to adopt such assets. It is intended that this part of the Community Assets Strategy will come into force upon adoption of this SPD.</p> <p>Where a parish council takes on the responsibility for maintaining open/play space, South Norfolk Council will not be providing extra resources to manage this as these will come through the 10-year commuted sum maintenance payment. After the 10-year period is up then the Parish Council will have to fund further costs themselves.</p> <p>In cases where the maintenance responsibility lies with a management company, the costs will be paid for by an annual levy on the homeowners in the new development</p>	
8.	Trevor Gurney (Wymondham Town Council – Clerk)		The above guidelines have now been discussed by the Town Council's Leisure and Environment Committee and I write to advise that the contents have been noted and each development and proposal will be considered on its own merits	Comments noted	None

9.	Julian Halls (Member of Public and Town Councillor)		What happens if the management company appointed to run these areas, if one is appointed, goes bust?	South Norfolk Council has few powers to direct how management companies look after open space – this is not a planning matter. Section 106 agreements require the key principles of the maintenance to be agreed, however	Clarify main expectations of developer/management company in paragraph 1.7-1.9 and section 9.
			Why is there a presumption that either a management company or a parish Council take these over, with only rare exceptions after October (see also section 9 and Appendix 4). This is not a consultation, more of an instruction as to what is going to happen	The Council's decision to no longer accept the transfer of assets was made as part of our Community Assets Strategy which was agreed at Cabinet on 9 January 2017, following extensive consultation with all parish/town Councils, developers and others with an interest in development. Some reservations were noted as part of the consultation but overall it was considered that the Council could no longer sustain the future legacy arising from continuing to adopt such assets. It is intended that this part of the Community Assets Strategy will come into force upon adoption of this SPD.	None
			As this document acknowledges, CIL will be reviewed in the autumn statement so why are we doing this at this stage when it could all change?	Strategic recreational space is provided and paid for through CIL but more local open space provision required as part of new developments tends to be secured through S106 agreement and this is the primary focus of this SPD.	None.
		1.7	Talks about a legal agreement to manage these areas but who is going to prepare and pay for the legal costs involved here? This needs to be specified	Normally each side meets its own legal costs, but the position can be complicated – the Council can	None

				advise (in general terms) on a case-by-case basis	
		3.7	Correctly says areas have to <b>directly</b> relate to the area of the development (legal requirement). This is not the same as specified in the Community Assets Strategy	The Community Assets Strategy is an adopted document and amendments are outside the scope of this SPD consultation. Comments will be passed to the relevant team in the Council to be actioned as appropriate	No changes; comment passed to internal Council colleague for information
		Section 5	Simply identifies other standards and includes them as South Norfolk recommended standards yet as this is all passing to Parishes and management companies anyway, who is going to enforce these?	The SPD provides guidelines for recreational provision in new residential developments and uses nationally recognised standards for provision. South Norfolk Council will continue to oversee the provision of open space and play facilities up to the point of adoption. It then becomes more a property matter – so long as the main terms of the S106 agreement are met in an ongoing manner, it will be for the directors of a management company (which normally includes local residents) to ensure that the actions taken are appropriate	None
			Several of the ‘standards’ are written in such a way as to all things to all people which one has to say will simply encourage those who wish to, to ‘cherry pick’ the standards they wish to use, noise and distance are but two key aspects	Precise and unvarying standards are not always helpful (particular circumstances can vary); overall “reasonableness” is the key	None
			The document refers at several points to the Community Assets Strategy (CAS) as being a key linked document. This requires correction and amendment	The Community Assets Strategy is an important related document in respect of this SPD so the Council do not consider that any correction/amendment is needed.	None



			<p>Comments on the Community Assets Strategy:</p> <p>I note that this item has been approved by Cabinet in Jan 2017 but it has some fundamental flaws and contradictions:</p> <ul style="list-style-type: none"> <li>• The document is full of phrases and terms which are unclear e.g. what does 'sustainable' means in this context, what are 'community divestment initiatives' and 'low impact initiatives'</li> <li>• The proposed robust lighting management plan given the recent changes imposed by County is out of date</li> <li>• The document is poorly written and not correctly indexed. In section 6 the roman numbering is all over the place as the section is marked i, ii, iii, and i again, then jumps to iv. Section 10 should be marked 10.1, 10.2</li> <li>• The legal interpretation of CIL is incorrect and is not the same as given in the guidelines for Rec provision, as referred to above the word 'directly' is omitted.</li> </ul>	<p>The Community Assets Strategy is an adopted document and amendments are outside the scope of this SPD consultation. Comments will be passed to the relevant team in the Council to be actioned as appropriate</p>	<p>No changes; but comments on CAS passed to internal colleagues</p>
10.	C. Cook (Thurlton Parish Council – Clerk)	5.10 – 5.22	<p>This Parish Council would not be willing to take on ownership or tenancy of a new recreational area where there are already existing facilities in the village/area and access to same covers the requirements of the guidelines (see sections 5.10 to 5.22).</p> <p>The problem as we see it, as occurred on the original planning application for the Beccles Rd development in Thurlton, is that Parish Councils are confronted with a plan for a recreation area with play equipment when the planning application arrives. This takes</p>	<p>Comments noted. However, Development Management Policy 3.15 (<i>Outdoor plan facilities and recreation space</i>) allows some flexibility – for example, contributions could be made to enhancing existing facilities instead of providing new facilities in some cases where there is adequate quantitative open/play space</p>	<p>None</p>

			no account of location and extent of existing facilities.		
		7.1	There should be consultation with Parish Councils by developers and/or SNC at the pre-application stage regarding the provision of recreational facilities.	South Norfolk Council currently does not consult parish/town councils at the pre-application stage due to the confidentiality of such discussions	None
		Section 6	According to the guidelines we also therefore support the suggestion that a Parish Council may therefore be entitled to some contribution to the refurbish/maintenance or our current facilities	Comments noted	None
11.	Louise Oliver (Natural England)		<p>We welcome the development of this SPD and offer the following advice on the draft document:</p> <p>The scope of the draft SPG is quite narrow and Natural England recommends that it should be widened to include the delivery of green infrastructure in new residential developments in the district. It should provide guidance on how the requirement set out in Development Management Policies will be applied. The requirement for appropriate mitigation measures was identified through the Habitats Regulations Assessment (HRA) process, undertaken for the Joint Core Strategy (JCS), the Site Allocations DPD and DMDPD, which concluded that impacts on Natural 2000 (N2K) sites were considered unlikely but could not be ruled out entirely and hence mitigation was deemed necessary.</p> <p>A good example of an SPD which covers recreational provision, with similar circumstances to South Norfolk Council, is Broadland District Council's <i>Recreational Provision in Residential Development SPD</i></p>	Comments noted. It is agreed that it would be a good idea to add an additional section to the SPD referring to green infrastructure. Highlighting connectivity and links with the wider GI network. Consider adding a new section to the document following 'Ecology and Biodiversity'.	Add additional section to the SPD to cover green infrastructure connectivity – Chapter 11.2.

			<i>(adopted April 2016)</i> . We endorse the approach taken in Broadlands SPD as it recognises that mitigation measures in the form of recreation provision are required in order to conclude that increased visitor pressure from residential development within the district will not have an adverse effect on the integrity of N2K sites. The SPD refers to policies in JCS and DMDPD. It also makes reference to the Greater Norwich Green Infrastructure Study and Delivery Plan which underpin the JCS. We strongly recommend that SNC amend their draft SPD accordingly.		
		SEA Screening Report	<p>As far as our strategic environmental interests are concerned (including but not limited to statutory designated sites, landscapes and protected species, geology and soils), there are unlikely to be environmental effects from the proposed SPD.</p> <p>Please note that Natural England reserves the right to provide further comments on the environmental assessment of the play beyond this SEA screening stage should the responsible authority seek our views on the scoping or environmental report stages. This includes any third party appeal against any screening decision you may make.</p>	Comments noted	None
12.	Natalie Beal (Broads Authority)		As SNDC are aware we are intending to have regard to policies and relevant documents relating to play and open space of our constituent district councils. As such, for any future development in the Broads part of South Norfolk which triggers the need for open space and play, this SPD will be of relevance	Comments noted	None
		6.4	Suggest reference is given to Section 10 on maintenance. At the start of the document	Paragraph 10.1 states clearly that South Norfolk Council will no	None

			you state the Council will not take on responsibility of maintenance and management and it is section 10 where this is discussed in detail. The commuted sum section relating to maintenance sits with none of the qualification elsewhere in the document.	longer being taking on the maintenance responsibilities of open space and play areas with a link to paragraph 9.2 which explains the options in greater detail. Therefore, no amendments are considered necessary.	
		App.3 Page 26 (Design)	<ul style="list-style-type: none"> <li>Request that reference is made to lighting to require schemes to be designed to minimise light pollution. The Broads Authority Executive Area has some areas of very good dark skies which we intend to protect through our Local Plan. Our constituent districts can assist with that aim</li> </ul>	Comment noted. Consideration to be given to whether the requirement for schemes to be designed to minimise light pollution can be included in Appendix 3	Consider including the requirement for schemes to be designed to minimise light pollution in Appendix 3
		“	<ul style="list-style-type: none"> <li>There is no mention of cycle or scooter parking. Children and parents may cycle or scoot to the park and somewhere safe to leave their scooters or cycles would be welcomed</li> </ul>	Comments noted. Add recommendation to provide cycle and scooter parking to Appendix 3.	Add recommendation to provide cycle and scooter parking to Appendix 3 (now Appendix 2).
		“	<ul style="list-style-type: none"> <li>In the signage section, there could be merits in referring to no smoking signs. We are aware of the campaign in Norwich which might be something that could be captured in this SPD</li> </ul>	Comments noted. Discussion is ongoing regarding the South Norfolk Council approach to this issue so it is not considered possible to include it in the SPD at the current time. This will be considered for inclusion in future reviews of the SPD.	None
		“	<ul style="list-style-type: none"> <li>Under safety and security, there does not seem to be reference to loitering of those not using the play area. Is this something that needs to be addressed when designed new play areas?</li> </ul>	Comments noted, but no amendments to the document are considered necessary – natural surveillance should help counter this risk somewhat, but lawful use of open space cannot be prevented	None
13.	Anne Phillips		Although the request asks for a 'section by section' approach we feel that an overall comment should be taken into consideration.	The Council's decision to no longer accept the transfer of assets was made as part of our	None

	(Mulbarton Parish Council – Clerk)		It is clear that SNDC has already agreed its strategy of divesting itself of these responsibilities. As such, we are not sure what we are being consulted on. It is interesting, we think, that what SNDC is doing is not something that it is legally required to do. It is, we presume, a decision that SNDC Councillors have taken. Perhaps they would like to reconsider??? There is a genuine issue of what can be expected of a volunteer based organisation. It also somewhat annoys us how such documents that are really about cost-shunting are presented as a community involvement opportunity	Community Assets Strategy which was agreed at Cabinet on 9 January 2017, following extensive consultation with all parish/town Councils, developers and others with an interest in development. Some reservations were noted as part of the consultation but overall it was considered that the Council could no longer sustain the future legacy arising from continuing to adopt such assets. It is intended that this part of the Community Assets Strategy will come into force upon adoption of this SPD.	
		Section 2	Says that it should be read in conjunction with the Neighbourhood Plan – we don't think it addresses this in detail	It is not the intention of the SPD to set out the detail of policies in individual Neighbourhood Plans. Section 2 is designed to set the policy context and presents the key policy for open space provision from the Council's Development Management policies document. Further information on other policies can be found on the South Norfolk Council website	None
		Section 3	Mentions the fact that we will get 25% of any CIL due to our Neighbourhood Plan but the rest of the "pot" is shared by the Greater Norwich CIL pot. We have never approved of this approach	The approach of Parish Councils getting 25% of CIL if they have a Neighbourhood Plan is set out in legislation. The remainder stays with the local authority, which in the case of South Norfolk is the Greater Norwich authorities who have a combined infrastructure delivery plan and have agreed to pool CIL to deliver key strategic infrastructure projects. This decision has already been taken	None

				and is therefore outside the scope of this SPD.	
		Section 9	Says it “could” be offered to PCs and yet in the following sections it says “it will” – also Appendix 4 repeats this.	Comment noted. Need to ensure consistent wording throughout the document	Various minor changes made to ensure consistent wording used throughout the document
		Section 11	Mentions Sustainable Drainage systems and places the responsibility on Anglian Water – have we proof that AW have accepted this burden?	The Council understands that Anglian Water may well take on some (but perhaps not all) SuDS features – the wording will be adjusted appropriately	Para 11.2 has been adjusted to indicate that Anglian Water may not take on maintenance responsibilities for all SuDS features
			Should we accept that we will take over this problem? Are we equipped /manned up to carry this extra workload? Given that we struggle to manage what we have got and the fact that SNC have effectively walked away from the management of our Common we feel we are not able to take on and manage this extra burden.	Comments noted – if the parish council does not wish to take on the maintenance of new open and/or playspace, it does not have to; it would then pass to a management company	None
			We note that SNC expect the owners on the new developments to carry any financial burden associated with the cost of maintaining the “open spaces” as part of the “deal”. Not sure how this would work	The cost of management companies to maintain open spaces as part of new housing will be borne by the residents of the new development through a charge per house, or (after 10 years) through the parish precept (if maintenance is taken on by the parish council)	None
			The financial incentives, as proposed, have a number of assumptions built into the costings. Is there historical data to support this? Whose figures are they based on? SNC or contractors? Are they based on similar areas or larger areas, which might have lesser unit costs given the larger scale of activities. SNC have used an inflation rate of 2.5% - based on what? Given the	Comments noted and agreed. The Council have revisited the figures and approach used in the original document in the light of comments received to the consultation and are mindful that updated figures will need to be fully evidenced and justified	The figures and approach in the document have be re-worked, with evidence (see Appendix 1)

			uncertainties on the wider political field it may be meaningless		
			We think SNC have overestimated the potential benefits to the Parish Councils for taking on the responsibilities. The majority of the benefits already exist e.g. No2 “the areas will be open and available for every resident in the parish to use”. What’s new about this? No 4 talks about CIL and what we could spend our money on? In fact items 2,3,4,5,6, and 7 are irrelevant as far as we are concerned	Comments noted. The Council feels that it is of benefit to have a section that explains the potential benefits of a Town or Parish Council taking on such areas and do not propose to make any changes to the document	None
			What if they transfer areas to a “management company”? What if the developer goes bust, who pays the company? What if the management company goes bust – do SNC take over responsibility? Who would be responsible for the day to day management of this company and who would decide if the work was being carried out to a satisfactory standard? Who would mediate in the case of a dispute? SNC?	South Norfolk Council has limited powers to direct how management companies look after open space, so long as it is reasonable and in line with the requirements of the S106 legal agreement. However, the directors of a management company (which normally includes local residents) have a duty to comply with relevant property laws	Clarify expectation of developer/management company in paragraphs 1.7-9 and section 9.
			SNC say “in addition to these general requirements, there may of course also be specific legal requirements set out in the Section 106 agreements?” Further clarification required	It is difficult to provide further clarification as the type of specific legal requirements which may be set out in Section 106 agreements will vary from site to site depending on circumstance	None
			SNC quote ‘As with any landowner (are we getting it Freehold?) owning land accessible to the public, the PC would need to have public liability insurance in place – more cost? Something they do not refer to in their estimated costs for maintaining the “sites”. Nowhere in the document do SNC say the land and its freehold will be transferred to the PC and having been “bitten” by the Meadows	If the Parish Council were to take on responsibility for these areas then they would be getting the land freehold and therefore as suggested in the document they would need to have appropriate insurance in place. It would be the responsibility of the Parish	None

			experience, whereby we bought the land with a grant and SNC have the freehold for the top end and we maintain it under "licence" and at our cost we feel that we should avoid this offer.	Council to arrange and finance this.	
			We feel that there are no upsides and too many uncertainties in this offer. However other Parish Councils may think differently. SNC's decision earlier this year to divest itself of new responsibilities for owning and managing open space, common land and parks is understandable given the current financial pressures on all district councils. However, despite being sympathetic to the difficulties, the overly positive light in which cost-saving matters are presented is unhelpful in fostering partnerships with parish and town councils	Comments noted	None
			Should Mulbarton receive more developments in the future it represents a significant financial choice for the Parish Council about whether to accept the responsibility for more open space. Investment from the District Council is already well below what is realistically required to manage open space properly. For example, the District Council budget of £20,000 spread across 35 common and parish lands is inadequate, serving to underline the role parishes like Mulbarton take in absorbing costs and management responsibilities that would otherwise fall to the District Council.	Comments noted	None
14.	Philip Raiswell (Sport England)		Sport England do not support the use of national standards such as the NPFA open space standard, in determining future provision for sport. We believe that levels of future provision should be determined through a robust local assessment of existing	Noted, but the Playing Pitch Assessment does inform the needs for outdoor sports in South Norfolk. Most of the formal recreation space (football pitches etc) falls under CIL rather than on-	Appendix 1 has been re-worked to make clear typical formal sports costs



			and future needs. Such a study was carried out in South Norfolk as part of the GNDP Playing Pitch Strategy (2015) and this study should be used to inform decisions regarding future needs for outdoor sport.	site S106 agreements (in the Council's Regulation 123 list). See paragraphs 3.5 and 3.6 of the SPD	
			With regard to the proposed new adoption arrangements (from October 2017), it will be important to monitor the effectiveness of the new proposals for the management and maintenance of new areas of open space, particularly where this involves the setting up of a management company by the developer.	Comments noted and it is agreed that monitoring will be particularly important.	None
		5.20	We support the flexible approach to new provision, which could involve on-site provision, off-site provision or enhancements to existing off-site facilities. The South Norfolk PPS should be used to inform which of these options is most suitable for the particular proposal being assessed, as some areas will have a quantitative deficit, whilst quality will be the key issue in other areas. The guidance should be revised to indicate that the PPS should be used to help inform this decision.	Noted – an amendment to paragraph 3.5 will be made to reflect this point	Changes to paragraph 3.4 made to reflect the Playing Pitch Assessment
		10.2	With regards to the proposed maintenance costs, these could be challenged, therefore SNDC should be prepared to justify how the figure has been calculated	Comments noted and agreed. The Council has revisited the figures used in the original document in the light of comments received to the consultation and are mindful that updated figures will need to be fully evidenced and justified	The figures and approach in the document have been re-worked and a second public consultation will be undertaken. The updated figures are fully evidenced and justified.
			There is little in the document about the quality of new facilities to be provided. For outdoor sport, new pitches should be provided to Sport England guidelines contained within our publication 'Natural Turf for Sport' (2011). For larger on-site schemes	Most of the formal recreation space (football pitches etc) falls under CIL rather than on-site S106 agreements (in the Council's Regulation 123 list). Some additional text to paragraph 3.5 to	Changes made to paragraph 3.5 to make reference to Sport England standards for formal recreation facilities.

			that provide multiple pitches ancillary facilities will need to be provided such as changing rooms, toilets, car parking and storage facilities. It would be helpful if the guidance included reference to the need for new facilities to meet these qualitative standards.	reflect the references to Sport England standards is sensible to add	
15.	Catherine Moore (Poringland Parish Council – Clerk)	5.15	Play facilities only go up to age 12 years and then open space is considered adequate for older children and teenagers. Councillors wish to see paragraph 5.15 strengthened with emphasis that developers <i>must</i> provide facilities rather than <i>should</i> . The requirement for provision for older children and adults should be strengthened with the emphasis on providing facilities rather than open space. Councillors felt that the word <i>can</i> should be replaced with <i>will</i> wherever possible.	Comments noted. It is not intended to strengthen the emphasis of paragraph 5.15 because the need to provide facilities and the type of facilities provided will vary on a site by site basis depending upon the development proposed and the existing facilities in the settlement.	None
16.	Barbara Cattermole (Stoke Holy Cross Parish Council – Clerk)		Councillors fear that this would be another demand on Parish resources giving them more responsibility to maintain play areas without sufficient funds to implement it well	Comments noted. If taking on these areas the Parish Council would receive a 10-year commuted sum maintenance payment to fund this. After the 10-year period is up, further financial costs would fall to the Parish Council to cover (probably through the parish precept).	None
			If a management committee adopts the open spaces, will standards of maintenance be prescribed by SNC/developer/parish? So that for example grass is cut twice monthly in the growing season as is the current regime in play areas owned by the Parish Council	If a management company adopts open space then they will be responsible for setting the standards of maintenance and these cannot be prescribed by South Norfolk Council or the Parish Council. However, the Directors of any management company will have a degree of control on this	None

			<p>Would agreements with the PC/management committee be written into the property purchase deeds? How would Parishes collect the revenue?</p>	<p>If open spaces are taken on by a management company then there will be a charge payable per property and this will be a legal agreement written into the property deeds.</p> <p>If the open spaces are taken on by the Parish Council then there is no ongoing charge payable directly by property owners, as the developers will pay the Parish Council a 10-year commuted sum maintenance payment. After this time, further costs must be borne by the Parish (probably through the parish precept)</p>	None
			<p>What plans would be in plan after 10 years?</p>	<p>If taking these areas on the Parish Council would receive a 10-year commuted sum maintenance payment to fund this. After the 10-year period is up further financial costs fall to the Parish Council</p>	None
			<p>Norfolk is a rural county and this draft consultation is a complex subject and could have been conducted more appropriately by having officers available to discuss this with Parish Councils, to give more details of the liabilities they would impose on Parish Councils if they were to adopt the new play areas</p>	<p>Commented noted. Unfortunately, the Council does not have the resources to visit all parish/town Councils individually but will try to give assistance/guidance to any parish/town council who specifically requests it.</p>	None
			<p>The consultation documents were difficult to locate, rather lengthy and imprecise</p>	<p>Comments noted. The consultation documents were designed to be as easy to understand and locate as possible given the technical nature of the content, but the revised draft has been simplified in places</p>	<p>Various amendments have been made to the revised draft to add clarity and simplicity</p>

17.	Jack Green (Waveney District Council)		Waveney District Council does not have any comments to make on the document at this time. However, the Council is supportive of the document and the aspirations set out within it to help facilitate quality development that will benefit communities in the long term.	Comments noted	None
18.	Tina Eagle (Tasburgh Parish Council – Clerk)	Section 3	A tightening up of the regulations is required	These are national regulations and South Norfolk Council have limited influence over these	None
		Section 5.13	Consideration is to be given to alternative ways of assessing developers' liability e.g. financial return per acre	Comments noted. A revised approach to assessing the need is identified, but "profit per acre" cannot be used as a general approach – a single, broadly consistent approach, must be used (accepting that each site is different in its characteristics)	None
		Section 10.2	At this moment in time the Parish Council would not be in a position to accept the financial responsibility for any long-term maintenance but may reconsider if long term funding were made available. The Parish Council would not wish to make any firm decisions that would impact on future Parish Councils	Comments noted	None
19.	<b>Jake Lambert (Bidwells)</b>		Whilst we can understand why the Council has sought to update its previous Recreational Open Space Requirements for Residential Areas SPG (1994), we are concerned that the financial burdens that the application of the proposed replacement SPD will put upon certain developments could seem to be unfair and unreasonably related to such developments in contrary to the Governments tests for planning obligations	Comments noted. The Council have revisited the figures and approach used in the document in the light of comments received to the consultation and accept that some of the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different

		<p>Set out a practical application of the proposed SPD requirements for a single house and a 200 house development (assuming that a commuted sum is paid to a public authority and not a management company).</p> <p>a) For off-site (in lieu) payments (para 6.4) the SPD would require a figure of £121.50 per sqm for installation of equipped play space and a maintenance figure of £29.10 per sqm per annum, which SNC would require for 10 years.</p> <p>So, for off-site (in lieu) provision per dwelling (60sqm) taking account of the schedule in the SPD's Appendix 1, it would require a 'per dwelling in lieu' payment for laying out of children's play space only of £121.50 x 6.25m = £759.38 PLUS a maintenance figure of £29.10 x 6.25m x 10 years = £1,818.75 per dwelling</p> <p>For 200 dwellings, the total in lieu payment would be £363,750 + whatever SNC would charge for off-site children's and older children's space (if applicable) this is not made clear in the SPD.</p>	<p>Comments noted. The Council have revisited the figures used in the document in light of the comments received to the consultation and accepts that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.</p>	<p>The figures and approach in the document have been re-worked based on responses received to the consultation and a second public consultation will be undertaken. This includes example costs for 50- and 200-dwelling schemes</p>
		<p>b) For on-site provision, the SPD suggest that the equipped play space annual maintenance cost is £270 sqm (para 10.2), non equipped maintenance is £21, older children recreation maintenance cost is £17 and sports pitches £25 per sqm per year.</p> <p>So, for the on-site provision per dwelling (60 sqm), the SPD suggests that the annual maintenance charge for on-site equipped</p>	<p>Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.</p>	<p>The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different</p>

			<p>play space is £270 sqm and will apply to 6.25 sqm = £1687.50; and £21 for 11.25 sqm = £236.25 and £17 for 42.5 sqm = £722.50. This results in an annual maintenance charge of £2,646.25 per dwelling. For 10 years = £2,646.25 x 10 years = £26,462.50.</p> <p>So, for a 200-dwelling site, the total area of on-site open space would be 200 dwellings x 60sqm = 12,000 sqm, with a commuted maintenance cost of 200 units x £26,462.50 = £5,292,500</p> <p>In our view, maintenance costs at this level seem extremely onerous, which is applied in this way is going to put considerable pressure on scheme viability, taking into account CIL and other on-site S106 obligations.</p>		
			<p>Also, the SPD does not clearly explain why the on-site equipped play space annual maintenance cost per sqm is £270 per sqm (para 10.2) where the off site is £29.10 (para 6.4). Even if the on-site annual maintenance cost for equipped play space was the same as off-site/in lieu at £29.10 sqm (rather than £270) then the sums would be -£181.75 + £236.25 + £722.50 = annual maintenance charge of £1,140.50 per dwelling/60sqm. (For 10 years = £11,405 per dwelling). For 200 dwellings = £2,281,000. This still seems a very large commuted sum cost for open space maintenance and I would question whether SNC could demonstrate that the cost is fair and reasonably related to the development proposed.</p>	<p>Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.</p>	<p>The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different</p>
			<p>I also draw your attention to the NPPF para 153: which states that... <i>“Each local planning authority should produce a Local</i></p>	<p>Comments noted. The scale of the costs for delivering and maintaining recreation and play</p>	<p>The figures in the document have been re-worked, taking into account</p>

			<p><i>Plan for its area. This can be reviewed in whole or part to respond flexibly to changing circumstances. Any additional development plan documents should only be used where clearly justified. <b>Supplementary planning documents should be used where they can help applicants to make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development</b>.</i></p> <p>This is further amplified in the NPPG section on planning obligations PARA 0003 which states that ...<i>"Supplementary planning documents should not be used to add unnecessarily to the financial burdens on development and should not be used to set rates or charges which have not been established through development plan policy"</i>.</p> <p>We would therefore suggest that as currently proposed, the SPD would unnecessarily add to the financial burdens on development; is proposing rates/charges that should be established through development plan policy and tested at examination; and would lead to a failure of the tests for CIL/S106, particularly the fairness and reasonably related tests. In light of this, we believe that the Council's current approach is potentially flawed and furthermore, is proposing requirements that should be included in a DPD with the intention of submitting it to scrutiny by an Inspector and tested at examination. We, therefore, request that the Council reconsiders its approach.</p>	<p>space will be re-worked to ensure that they are comparable to the current (SPG) approach; it is not the intention of the SPD to significantly increase the costs to developers</p>	<p>responses received to the consultation</p> <p>New paragraph 5.18 notes that viability considerations may sometimes need to be taken into account when assessing the amount of recreation/play space being sought</p>
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			Finally, I wish to draw your attention to Appendix 1 of Norwich City Council's Open Space and Play SPD (2015). Norwich's SPD provides examples to demonstrate how the installation/maintenance costs for recreational spaces can vary depending upon the balance between hardworks and softworks. Therefore the Norwich SPD does not recommend a tariff approach to charging for recreational space based on a typical unit cost per square metre.	Comments noted	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different
20.	Graham Minshull		I have been asked by a member of the public to raise the following issues:  Entire play space i.e. the entire 400sqm (based on the up to 25 dwellings scenario) or only the equipped element of that area i.e. 36% of that area would be equipped and the rest would be a casual/informal area as per the second table of Appendix 1. The figures should clearly in this section also set out the installation/annual maintenance costs for the proportion of the area that is casual/informal	Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different
		Para 6.4	Where is the £29.10 per sqm figure derived? This appears on the high side. Is this to include maintenance and re-provision after 10 years? Even if it is, the figure appears high.	Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accepts that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different
		Para 6.4 and para 10.2	Why is there a difference in annual maintenance costs for equipped playspace in these two sections ie £29.10/sqm in para 6.4 and £270/sqm in para 10.2	Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not correct. New figures will be	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the



				published in a second consultation draft of the document.	existing SPG, accepting that each case will be different
		Section 6	Section 6 probably needs to also cover the calculations for the contribution in lieu of on-site provision of recreational space – it only currently covers children’s play space. Equally if section 6 allows for a contribution in lieu of on-site provision of play space, this should probably be referenced in the table at Appendix 2.	Agreed that Section 6 should also cover calculations for the contribution in lieu of on-site provision of recreational space in addition to children’s playspace	Section 6 has been amended to include calculations for the contribution in lieu of on-site provision of recreational space in addition to children’s playspace
			Also generally, should the figures quoted for off-site provision be caveated “subject to viability”?	Comment noted and agreed.	Paragraph 5.18 has been added, which recognises that some viability flexibility may be employed by the Council
21.	Michael Haslam (on behalf of Norfolk Homes)		We believe that your document is fundamentally flawed because it does not comply with national guidance set out in paragraph 153 of the NPPF and para 0003 of the Local Plan chapter of the Planning Policy Guidance (PPG). Further, paragraph 028 of the Local Plan chapter of the PPG clarifies that the role of an SPD is to build upon and provide more detailed advice or guidance on the policies in the Local Plan, not add unnecessarily to the financial burdens on development. The draft document goes further than this in specifying the calculations of (high) contributions to be made. We believe that you should instead be consulting on a DPD with the intention of submitting it to scrutiny by an Inspector.	Comments noted. The SPD will be re-worked, including adjusting the figures, to make clearer that it is not intended to add additional financial requirements to developers when compared to the current SPG approach	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different
			Using the figures set out in your para 6.4 and applying the standards set out in Appendix 1, which provide for 60sqm (17.5sqm + 42.5 sqm) of open space per dwelling, we calculate that using your figure of £121.5 per sqm the costs of laying out (in lieu of on site	Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the

			<p>open space) are £7,290/dw. On a site of 200 dwellings this will give rise to a lump sum of £1,458million. In addition, the 10 year maintenance sum, using your figure of £29.10 per sqm, will be £1,746 per dwelling x 10 years = £17,460 per dwelling. On a site of 200 dwellings, this will give rise to a lump sum of £3,492 million.</p> <p>By any standards these figures and also the figures in para 10.2 are simply unrealistic and unachievable and very substantially above current market rates and the figures adopted by other Districts in Norfolk as set out below:</p> <ul style="list-style-type: none"> <li>• SNC propose £24,750/dw all-in or £17,460dw adoption lump sum maintenance</li> <li>• GYBC have £1,400/dw all in or £265dw maintenance (but BCI indexation of 62% equates to £429dw maintenance today)</li> <li>• Breckland DC have £510dw maintenance (using their £8.50sqm @60 sqm/dw)</li> <li>• Broadland DC has £977dw maintenance (but even this is too high!)</li> </ul>	<p>correct. New figures will be published in a second consultation draft of the document.</p>	<p>existing SPG, accepting that each case will be different</p>
			<p>Turning now to non-financial matters the requirements in paras 7.3, 7.4 and 9.4 are excessive, unreasonable and unnecessary particularly as the Council is not going to adopt any new open space</p>	<p>Paragraph 7.3 refers to the need to provide drawings as part of the application which clearly show the location of the recreation provision.</p> <p>Paragraph 7.4 refers to the submission of a full method statement with full details of construction</p> <p>Paragraph 9.4 states that South Norfolk will ensure that certain</p>	<p>None</p>

				standards are met before open space/play facilities are adopted.  None of the requirements in these paragraphs are considered excessive. The aim of the SPD is to provide guidelines to developers and the level of detail required can be discussed with the Council	
			Para 11.2 suggest that Anglian Water will be taking on maintenance liability for SUDS, that is not our understanding following various discussions undertaken between ourselves and AW	Noted. There is some suggestion that this will happen, but the wording will be softened	Para 11.2 has been re-written to make clear that Anglian Water <i>may</i> take on <i>some</i> SuDS features
			Notwithstanding our view that the consultation document is fundamentally flawed, we believe that an inevitable consequence of the cost figures set out in your document will be that the option of transferring the open space to a parish council with the accompanying maintenance contribution will be unviable (viability is required to be taken into account by paragraph 173 of the NPPF). Therefore, developers will use private companies to set up and manage new open space and we do not believe that this is in the long term public interest.	Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different
22.	Charlotte Jarvis (Norfolk County Council – Historic Environment Service)		Thank you for consulting us about these draft guidelines. However, the guidelines do not relate to the historic environment and therefore we do not wish to make any recommendations	Comments noted	None
23	Nick Sandford (Woodland Trust)	Page 27	Under 'layout' we welcome the commitment to retaining existing trees and hedgerows so as to enhance the play experience. We	Comments noted and the importance of retaining existing trees and hedgerows and planting	Amend Layout section on page 40 (Appendix 2) to read:

			<p>would also like to see a commitment to planting new trees wherever possible, particularly when creating new play and recreational spaces where they can be designed in from the start.</p> <p>Native species should be chosen where possible, so as to attract wildlife. Trees can be useful in recreational and play areas as they provide shade in the summer months and can also have a beneficial impact on air quality in urban areas by absorbing pollutants through their leaves. In areas prone to surface water flooding, trees in the right place can trap water in their leaves and slow down the rate at which it reaches the drainage system.</p>	new trees where possible is accepted.	<p>‘It will not normally be acceptable to feel healthy mature trees to facilitate a playground layout. New trees should be planted where possible to enhance the provision of play and recreational spaces. Native species should be chosen to attract wildlife.’</p>
24.	Lindsey Wright (Persimmon Homes)		<p>Previously land has been adopted, in line with the Open Space Standards for Residential Areas (1994) with developers required to contribute towards the future maintenance cost of the play area and older children/adult recreation area. Originally secured in the form of a commuted lump sum maintenance payment based on 10 years costs.</p> <p>The SPD introduces a new costing mechanism. Whilst the premise of the ten year annual maintenance payment is retained (although is substantially higher in cost), a one-off installation cost is also required.</p> <p>Paragraph 6.4 suggests:  <i>‘This is broken down into two aspects: £29.10 sq metre annually for a ten year period and one off installation costs of £121.50 per sq metre’.</i></p>	Comments noted. The Council have revisited the figures used in the document in the light of comments received to the consultation and accept that the figures in the original draft are not correct. New figures will be published in a second consultation draft of the document.	The figures and approach in the document have been re-assessed, with appropriate evidence provided. The overall scale of the costs is not dissimilar to under the existing SPG, accepting that each case will be different

			<p>Para 10.2 offers a 'guide' to the annual maintenance cost (per sq. metre) and suggests that 'the commuted sum/maintenance contribution paid to the adopting body in advance base on rates calculated as at April 2017', however illustrate no detail or evidence of what is included in the SPD to support this calculation.</p> <p>Paragraph 6.4 states that:  <i>'At April 2017 the average cost to construct and maintain a play space is £150.60 per sq. metre'.</i></p> <p>We are of the view that when considered against existing available data, these figures are disproportionately high. When compared against that of the previous payment standards which would be calculated on the 'assumed cost of acquiring and laying out such an area based on notional agricultural land value as improved to become playing fields (ie drained, seeded and including potential agents and other fees etc). Evidence of maintenance companies suggests this figure in actual maintenance and laying out costs are much lower. The Council should not simply base judgements on income, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives.</p> <p>To achieve sustainable development, economic, social and environmental gains, including positive gains to the built and natural environment, should be sought jointly and simultaneously through the planning</p>		
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			<p>system. The planning system should play an active role in guiding development to sustainable solutions, however penalising the provision of much-needed home could result in further under-delivery of homes as a consequence.</p> <p>The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth and therefore planning should operate to encourage and not act as an impediment to sustainable growth.</p> <p>For a site of 200 dwellings, where the requirement is 60sqm/dw:</p> <p>The Annual Maintenance Cost would be:  <math>\text{£}29.50 \text{ sqm/per annum} \times 60\text{sqm/dw} = \text{£}1,746/\text{dw pa}</math>  <math>\text{£}1,746 \times 10 \text{ years} = \text{£}17,460/\text{dw}</math>  <math>\text{£}17,460/\text{dw} \times 200\text{dw} = \text{£}3,492\text{m}</math></p> <p>The Installation Cost would be:  <math>\text{£}121.50\text{sqm} \times 60\text{sqm/dw} = \text{£}7,290/\text{dw}</math>  <math>\text{£}7,290 \times 200\text{dw} = \text{£}1,458\text{m}</math></p> <p>Total cost to a scheme of 200 dwellings = <math>\text{£}4,950,000</math></p> <p>The NPPF requires that planning policies for the needs and new provision of open space, sports and recreation facilities and opportunities, are be based on robust and up-to-date assessments. The assessment should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area.</p>		
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			<p>Information gained from the assessment should be used to determine what open space, sports and recreational provision is required. In this case, taking a standardised 'one size fits all' is contrary to the intentions.</p> <p>Paragraph 6.4 concludes: <i>'These figures apply to the physical layout of equipped areas and not the wider site'.</i></p> <p>No clarification is offered to suggest which of the provided recreation space is included in this calculation, and whether this 'guide' is solely for play space or all type of the recreational space.</p> <p>In contrast to the original document, the new SPD does not include any caveat specifying that the use of the money needs to be specified. In the interests of transparency this is an essential practice and should be reinstated.</p> <p>Additionally the new document omits any mention that 'any agreement would require the money to be returned to the developer with interest if not spent within five years' originally 4.1. Again, this practice should be reinstated as an incentive for efficient delivery.</p> <p>Faced with the elevated and unreasoned costs, the viability of potential sites could be thrown into question and development could potentially become less appealing. The NPPF seeks to achieve a significant increase in housing delivery. Paragraph 173 of the NPPF states that pursuing sustainable</p>		
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			<p>development requires careful attention to viability and costs of plan-making.</p> <p>The Local Planning Authority should make sure they have undertaken a thorough assessment of the impact of the SPD on the viability and therefore the deliverability of development before proceeding with adoption.</p> <p>It is recommended that the Council use this opportunity to recognise that the SPD has been produced without adequate supporting evidence. The recommended costs have been suggested without the appropriate consideration.</p> <p>The Council should not adopt the SPD in its current form. It should be acknowledged that the draft guidelines do not provide sufficient evidence detailed from where judgements were made.</p> <p>It is recommended that the Council review the suggested approach with a fresh assessment, including the provision of sufficient supporting evidence.</p> <p>We are of the view that when considered against existing available data, the annual maintenance cost suggested is disproportionately high, conflicting with the aims and intension of the NPPF.</p>		
25.	Kate Parsons (Historic England)		As a statutory consultee, our role is to ensure that the conservation of the historic environment is fully integrated into planning policy and that any policy documents make provision for a positive strategy for the preservation and enjoyment of the historic	Comments noted	None



			environment. I can advise that Historic England supports the production of updated guidance on recreational provision in new residential developments. We have the following comments to make		
			Although the SPD is intended to be separate from other guidance and policies with respect to design, the inclusion of such issues here is useful and helps to create a positive and robust strategy for the conservation of the historic environment in line with paragraph 126 of the NPPF. Although the SPD relates to new residential developments, there is still the potential for it to impact upon the wider historic environment or the setting of designated heritage assets. The guidance would therefore be strengthened by the inclusion of a reference to the need to have regard to the setting of heritage assets and that of the wider historic environment or landscape.	Comment noted. Agree that the guidance would be strengthened by the inclusion of a reference to the need to have regard to the setting of heritage assets and the wider historic environment or landscape	Add reference to the need to have regard to the setting of heritage assets and the wider historic environment or landscape to Appendix 3 (now Appendix 2)
			The requirement of the draft SPD to provide details such as layout of hard and soft works and landscaping, contours and proposed site drainage, materials, lighting, safety surfacing and equipment at an early stage is welcomed as it encourages detailed design to be thought through and fully assessed as part of an application. This will help conserve or enhance the historic environment.	Comments noted	None
			The focus on maintenance is a welcome inclusion as continued up-keep can help secure the longevity of open recreational spaces which when degraded can have an adverse effect on the character and quality of the public realm or surrounding landscape.	Comments noted	None

## Appendix (ii): Representations Received on Second Draft of Recreation Space SPD and Council's Responses (2018)

No.	Respondent/ Organisation	Para No./ Section	Comment	Response	Action
1	Historic England	/	Unable to comment specifically - recommend that the advice of the local conservation & archaeological staff is sought.	Consultation document also sent to C. Bennett (SNC) and NCC HES for review/ comment.	None
2	CPRE (Mike Rayner)	ALL	CPRE would like to comment on the desirability to ensure connectivity between new housing networks and the PROW network to ensure communities have access to high quality open space (para 70, NPPF and JCS, policies 1 and 8). This should be included in the SPD.	Chapter 9 (Ecology & Biodiversity) refers to connectivity. This section could be expanded/ reinforced to reflect this further and additional references introduced at other points where appropriate.	An additional paragraph has been inserted into Chapter 9 regarding connectivity and creating linkages to existing Public Rights of Way. The title of Chapter 9 has been amended to Ecology, Biodiversity and Connectivity.
3	Costessey Town Council (CTC) (Hilary Elias)	GENERAL	CTC agrees with the proposed hierarchy for adoption and management.	The hierarchy reflects the requirements of the Council's adopted Community Assets Strategy	None
		(1) GENERAL	Where the text reads "in consultation with South Norfolk Council" the words "and Town and Parish Council" should be inserted, given the hierarchy requirements.	In many instances it will be unknown at the time of signing legal agreements whether the Town/ Parish Council intend to take on the responsibility for these assets/ spaces.	Reference to the early involvement of Parish/Town Councils has been inserted into the SPD. In Chapter 5 developers are encouraged to make early contact with the Parish/ Town Council.
		(2) Section 3 pp10-12/ Legal Mechanisms for Securing Provision	(i) The commuted sum is for 10 years only. The long-term effect is the burden on the local tax payer who will be required to pay an increased levy for the increased levy and maintenance.	(i) (ii) Legal advice has been sought on the duration of commuted sum payment and 10 years is a reasonable length of time. Increasing this to a period of 25 years may have the effect of making delivery of overall development unviable and/or	None

			<p>(ii) CTC suggest increasing the commuted sum to 25 years to allow for a whole generation.</p> <p>(iii) The SPD should not be applied retrospectively to areas that Parish/ Town Councils have already refused.</p> <p>(iv) Para 7 re. S106 Agreements – remove “and any subsequent landowners”, this is too great a burden for Town and Parish Councils.</p> <p>(v) pg 12, para 14 – conditions must be pre-consent to achieve the best outcomes.</p>	<p>impact on other financial requirements associated with development. The current SPG requires a 10-year commuted sum.</p> <p>(iii) It is not the intention to apply the SPD retrospectively and there will be no obligation for Parish/ Town Councils to take on the responsibility for open space if they do not wish to do so.</p> <p>(iv) (v) The responsibility on subsequent landowners is a facet of the planning system and is outside the remit of this SPD. This cannot be amended. Similarly, there are restrictions on the application of pre-commencement conditions and these may only be applied where absolutely necessary. The Council will do so in circumstances it considers to be appropriate.</p>	
		(3) Section 4/ Application of the Standards	<p>(i) Town and Parish Councils should be recognised as the likely adoption bodies and therefore involved in the design of play spaces and locations from the start.</p> <p>(ii) Town and Parish Councils should also be involved in early working group discussions and be party to any signed S106 agreements.</p>	<p>(i) Not all Town and Parish Councils will want to be involved in these discussions however those that do can express a clear interest (without prejudice) at the time of commenting on an application – this would allow for opening up communication/ discussion with the relevant parties.</p> <p>(ii) In many instances the ultimate adopting body will</p>	<p>(i) Reference to the involvement of Parish/Town Councils in S106 Agreements has been inserted into the SPD at Chapter 5 para 2.</p>

				not have been identified at the time the S106 is signed however in some circumstances it may be appropriate for the Parish/Town Council to be a party of the S106.	
		(4) Section 5/ Making a Planning Application and Subsequent Revisions	<p>(i) pg 22, para 1 – add “and Town and Parish Councils”</p> <p>(ii) paras 1 &amp; 2 – “encouraged” to be replaced with “obliged” or “required”</p> <p>(iii) Protection of children – A general para should be added in various sections in section 5 and appendix 3 about appropriate measures for the protection of children [e.g., fencing, siting, bunding]</p> <p>(iv) para 6 – there should be a dedicated named officer for each development</p> <p>(v) pg 23, para 7 – add “with Town and Parish Councils, who are knowledgeable about their local areas”.</p>	<p>(i) Pre-application discussions are confidential however if appropriate a developer could contact the Town / Parish Council to seek their views on open space and play equipment associated with the development in accordance with the requirements of the SPD.</p> <p>(ii) Developers cannot be required to enter into pre-application discussions but are always encouraged to do so.</p> <p>(iii) Appendix 3 refers to design guidance and includes reference to design safety - this will inevitably be site specific and cannot be prescriptive.</p> <p>(iv) The case officer is always named on the planning application and will be the first point of contact – it is anticipated that this would continue for post-application matters as appropriate.</p> <p>(v) Where Parish and Town Councils have indicated an</p>	<p>(i) (ii)Chapter 5 (Making a Planning Application) has been updated to refer to third party discussions a developer may choose to initiate at the pre-application stage.</p> <p>(iii) – (v) None</p>

				interest in the adopting the open space they may be involved in any changes as appropriate however in many case the responsibility will not yet be known. This will be considered on a case by case basis.	
		(5) Section 6 / Options for Adoption	<p>(i) As point (1) above (re. the hierarchy)</p> <p>(ii) A new para should be inserted to the following effect – <i>“If following adoption by P&amp;TCs an open space proves to be unfit for purpose, SNC would oblige the developer to rectify the issues and bring the area up to an acceptable standard at the developer’s expense”</i> (the 12 month maintenance period is not sufficient to identify faults).</p> <p>(iii) Management companies – poor standards and lack of action means that CTC officer time is taken up by complaints about management companies. Transfer to a management company should take place after agreement with the LPA on a good standard of Service Level written into the Agreement.</p>	<p>(i) see earlier response (1) above</p> <p>(ii) the 12-month period for defects is standard and is considered to be sufficient. The play space will not be offered for adoption until the Council is satisfied that it is fit for purpose.</p> <p>(iii) The Council is unable to prescribe management company structure/ standards however it does have expectations about the role and effectiveness with which management companies operate. It is expected that local residents will represent their own interests within the management company and take a proactive role in these companies.</p>	<p>(i) (ii) None</p> <p>(iii) Chapter 6 (Options for Adoption) has been updated to include a new paragraph (para 5) setting out the Council’s expectations of the behaviour of management companies.</p>
		(6) Chapter 8/ SuDS	<p>(i) Pre-application meetings should ensure that a suitable SuDS system is designed and local conditions verified</p> <p>(ii) Implementation of the SPD at present doesn’t take into</p>	<p>(i) (ii) Developers are strongly encouraged to enter into early detailed discussions about the most appropriate SuDS/ drainage scheme for their site. It is</p>	<p>(i) – (iii) and (v) – (vii) None</p> <p>(iv) Paragraph 4 of Chapter 8 has been updated to refer to the other relevant utility bodies noted.</p>

			<p>account the geomorphology of a local area, where the SuDS measures proposed by the applicant may not be feasible in practice (eg., Townhouse Rd and Farmland Rd)</p> <p>(iii) The reference to Anglian Water taking on SuDS systems seems somewhat fanciful</p> <p>(iv) Other utilities and especially the EA and the LLFA should be referenced in para 4</p> <p>(v) Water quality must be referenced as there is no mechanism for ensuring quality remains high</p> <p>(vi) If a SuDS feature fails who is responsible for monitoring and design?</p> <p>(vii) Details of water management should be agreed pre-consent not as post-consent conditions</p>	<p>most appropriate that this information is considered from the outset (including to avoid abortive developer costs) however the Council cannot dictate that this occurs.</p> <p>(iii) Noted however AW have indicated previously that they may choose to be involved in some sites</p> <p>(iv) Agree – this paragraph should be updated as appropriate</p> <p>(v)- (vii) These are not matters that are within the scope of this SPD and are therefore not appropriate for comment in this section.</p>	
		(7) Section 9/ Ecology & Biodiversity	<p>Paragraph to be added: SNC need to establish the body which will act to advise on diversity (e.g., Norfolk Wildlife Trust)</p>	<p>As appropriate, and as currently occurs, consultees will provide relevant information during the consideration of the application. This will aid discussion about the design and connectivity of a site.</p>	None
		(8) Appendix 1, pp33-34	<p>The costings for an average piece of equipment is woefully inadequate in CTC experience</p>	<p>The average cost of equipment (as provided by SNC suppliers) has been used however it is noted that equipment costs can vary between types of equipment</p>	None

				provided and this will be agreed on a case-by-case basis. This is already noted within Appendix 1.	
		(9) Appendix 3	(i) Include developers “must” rather than “should” throughout (ii) pg 49, Land Preparation, para 2 – add “subject to geomorphology of area” (iii) pg 50 – include named case officer (iv) gates should open inwards, not outwards to prevent young children escaping	(i) Appendix 3 provides design guidance and is therefore not intended to be prescriptive in recognition of unique variables and site characteristics (ii) Noted however it is clear throughout the SPD that all open space design will respond to site constraints and characteristics. (iii) See (4(iv)) above (iv) Gates are outwards opening to avoid dogs entering playing areas as per the RoSPA Play Safety guidance.	None
		(10) GENERAL	If all of these suggested amendments are included CTC will support the document as a whole	Noted – where appropriate amendments will be incorporated throughout the document in accordance with the Council’s response set out in this document.	The SPD has been updated in accordance with the responses set out throughout this document.
4	Broads Authority (Natalie Beal)	Policy Context, pg 8	Is it prudent to mention the Broads emerging policy here? (It is mentioned in the footnote on page 7)	The Broads Authority planning policy is currently emerging. Reference is made in the Introduction to the application of these standards within the Broads areas.	None
		Para 11, pg 14	Grammatical error: “development developers”	Noted	The relevant text has been updated
		SuDS, pg 27	Is it prudent to refer to the hierarchy of SuDS, the NPPG	It is not considered necessary to provide further	None

			and NPPF and other guidance that exists?	detail about the SuDS hierarchy in this SPD.	
		Para 1, pg 28	Grammatical error: “ecology and biodiversity promote green infrastructure connectivity” – missing an “and”?	Noted	The relevant text has been updated
5	Hempnall Parish Council (The Clerk)	GENERAL	HPC has a policy to restrict development to within the current development boundary. All of the sites put forward for the GNLP are outside this boundary and conflict with this policy. In these circumstances it would be unacceptable that we would become responsible for any open space included in such developments. What appears to be happening is the responsibility and cost of open space is being shifted to parish councils which is unfair.	HPC’s approach to development is noted however site allocation/ selection is part of the GNLP process and is not within the remit of this SPD. Although it is the Council’s preference that Parish/ Town Councils take on open spaces delivered as part of new development there is no obligation for them to do so if they do not wish to.	None
6	Norfolk County Council – Infrastructure (Naomi Chamberlain)	GENERAL	No comment	Noted	None
7	Woodland Trust (Nick Sandford)	Chapter 4/ Application of the Standards	We would like you to consider a standard for natural greenspace/ woodland in association with new development. Natural England has an ‘Access to Green Space’ standard and the Woodland Trust has developed a complimentary ‘Access to Woodland’ standard which aspires to a small wood (at least 2 ha in size) within 500 m of every home and a	It is expected that developers will consider the mix of recreational open space to be provided on a site and woodland areas may be provided as part of the Informal Recreation Space provision. Fully accessible landscaping and buffering areas may contribute towards the open space provision and may include wooded areas. It is not	None



			larger wood of at least 20ha within 4km.	considered appropriate to prescribe the provision of woodland due to site constraints and contexts.	
		Chapter 7/ Maintenance Costs	We would like you to consider our Trees or Turf report which shows clearly that the conversion of selected areas of urban greenspace to woodland can result in multiple benefits as well as delivering significant costs saving in management of the space. We believe that this is something that developers should consider.	Noted	None
8	Norfolk Homes Ltd and Norfolk Land Ltd (Mike Haslam)	GENERAL	We continue to believe the document is fundamentally flawed because it does not comply with national guidance (NPPF, para 153; PPG, para 28) which requires an SPD to build upon and provide more detailed advice or guidance on the Local Plan policies, not add unnecessarily to the financial burdens on development. The draft goes further than this in specifying (high) calculations of contributions to be made. We believe you should be consulting on a DPD with the intention of submitting it to scrutiny by an Inspector.	The SPD has been drafted to provide further guidance and support for those persons interested in the application of development management policy DM3.15 and it is therefore necessary that it provides standards and costings to support this policy. The proposed approach reflects both current Council practices and recognised national standards (FiT). It is also recognised throughout the document that site contexts and viability will vary and it is noted the Council will enter into discussions with developers, on receipt of supporting viability information.	The document has been reviewed in its entirety and where appropriate the flexibility of its application has been emphasised

			<p>The costs in Table 7 are very high and will clearly impact on the viability of sites. They also appear to be higher than those in Broadland, although direct comparison between the two is not easy.</p>	<p>As noted above the costings and standards set out reflect current Council practice as well as nationally recognised standards however they will be reviewed in light of the comments received as part of this consultation process. The Council has indicated that it is willing to enter into discussions about site viability, subject to receipt of appropriate supporting information from developers.</p>	<p>The maintenance costs have been reviewed and amended as it was noted that a unit price error had occurred for grass cutting. This has now been rectified and all relevant sections of the SPD have been amended.</p>
			<p>Notwithstanding our view this is fundamentally flawed, we believe that the costs set out will mean that transference of open space to Parish Councils will be an unviable option. Developers will be driven to use management companies and we do not believe that this is in the long term public interest. We understand that there have already been problems in at least one parish caused by mismanagement by a management company.</p>	<p>The SPD reflects the Council's adopted Community Assets Strategy and current working practices. It provides further guidance about the preferred hierarchy for adoption and maintenance – starting with Parish and Town Councils - as well as the role of management companies where this is the final option.</p>	<p>An additional paragraph (para 5) has been inserted into Chapter 6 (Options for Adoption) setting out the Council's expectations for the behaviour of management companies.</p>
			<p>We note that in principle Broadland District Council remains prepared to adopt new open space. Local government had a long and justifiably proud tradition of owning and managing parks and we believe the Council's current policy is not in the</p>	<p>The SPD reflects the adopted Community Assets Strategy and clearly sets out the preferred hierarchy however it does note that in exceptional circumstances the Council will consider taking on the responsibility for individual sites.</p>	<p>None</p>

			long-term interests of the South Norfolk resident.		
9	Norfolk County Council - Lead Local Flood Authority (Elaine Simpson)	GENERAL	We welcome that the SPD sets out the guidance for provision, adoption and future maintenance of outdoor recreation facilities across new development sites in South Norfolk.	Noted	None
		Chapter 8/ SuDS	We request that you seriously consider the implications of how SuDS can be provided as a separate open space to formal play areas. Our experience is that developers will not provide shallow surface drainage features in addition to play areas that need to stay dry due to the financial pressure on available land. This results in drainage infrastructure being put in underground traditional piped sewers and placed in areas that are more difficult to maintain. We suggest the SPD supports the use of SuDS and the multifunctional benefits that they bring. You may wish to define what type of SuDS are applicable in different areas (eg., basins outside recreation areas). Developers are encouraged to provide high quality SuDS and it is suggested that they consult appropriate guidance.	The SPD clearly sets out the role that SuDS should play within development and that areas of recreational open space may be suitable for the use of SuDS. Further details could be included in the relevant section to emphasis/ illustrate which SuDS features are compatible with recreational open space areas. Developers are required to have regards to the drainage hierarchy and have regard to all guidelines published in respect of this.	Chapter 8 has been updated (in part) to reflect the comments made, particularly with reference to compatible SuDS examples.
			We would request that the wording is amended to remove	As above it is noted that certain SuDS features may	Chapter 8 para 3 has been amended to refer to the safety

			the implication that SuDS have a serious health and safety risk – all equipment has a risk so this should not be used as a reason not provide SuDS. There is specific guidance available on this.	be more compatible with equipped areas of recreational open space than others. Paragraph 3 could be reworded to reflect this and amend this emphasis.	guidance that is available to developers in respect of associated health and safety matters.
			We would encourage SNC to consider adoption but at the very least AW SuDS pre-application team be consulted by developers at an early stage.	SNC encourages developers to seek early advice in respect of all matters from the relevant authorities/ bodies when designing schemes. Paragraph 4 already refers to the role of AW at the pre-application stage.	None
			We request that any developer ensures SuDS and open spaces are fully considered in masterplans/ outline plans alongside other constraints rather than at a later stage when the housing layout may be set.	Developers are encouraged to consider detailed design relating to SuDS and open space layouts at the early stage, as set out in this SPD guidance. It is recognised that failure to do so can lead to abortive costs and/or future conflicts that are difficult to address.	None
10	Armstrong Rigg Planning (Geoff Armstrong)	GENERAL	The LDF lists the only evidence required in the development of the Open Space SPD as being “review of existing best practice”; para 7 of the SPD states the standards are based on the recommended FiT standards but does not state which specific guidance. We agree the FiT standards are correct ones to follow but wish to raise areas of concern about the	The standards in the proposed SPD have primarily been based on the 2015 FiT recommendations (with reference to the original 2008 version) as well as existing Council practice. The Introduction should be updated to clarify which version of the FiT standards has been the primary source of standards for the SPD.	Chapter 1 (Introduction and Purpose) has been updated to reference both the 2008 and 2015 FiT standards.

			interpretation of these and the lack of reference to the 2008 standards.		
		Chapter 4/ South Norfolk Standards/ Para 14	The Council sets a standard of 6000m <sup>2</sup> (0.6ha) per 1000 population for Children's Playspace which is less than the 0.8ha recommended in FiT in their 2008 standards. Para 14 incorrectly states the 0.6ha figure is in excess of the FiT standard as the 2015 recommendations (0.25ha) are supplementary to the 2008 standards.	The previous SPG required a range of Children's Playspace (0.6-0.8ha) split between formal and informal space. It is recognised that the 2015 FiT standards build upon the 2008 recommendations therefore this section should be amended for clarity.	Chapter 4 para 14 has been updated to clarify that the 0.6ha requirement is a blended figure based on the existing Council practices and the 2008 and 2015 FiT recommendations.
		Chapter 4/ South Norfolk Standards/ Para 18	The Council states that it will seek informal and formal play areas (Children's Playspace), essentially repeating the FiT standard for equipped and unequipped space. We recommend that the FiT 0.8ha standard is used and the split is 0.25ha (formal) and 0.55ha (informal).	The Council notes these comments. It is the intention for Children's Playspace to be a combination of formal (equipped) and informal (unequipped) space. A detailed breakdown of these standards has not been set out however it is expected that each equipped children's playspace will be a minimum of 400m <sup>2</sup> . Detailed 'splits' between the different space types will be subject to discussion/ agreement with the Council and will reflect the requirements of the local area.	Paragraph 18 has been amended to clarify that the split between formal and informal space for Children's Playspace will be agreed in discussion with the Council.
		Chapter 4/ South Norfolk Standards/ Para 20	The Council has misinterpreted the requirement for 1.6ha for outdoor sports and 0.3ha for MUGAs in the 2015 guidance. The 0.3ha	The Council has sought guidance from FiT on this matter and FiT have confirmed that the 0.3ha figure in the 2015 FiT document is in addition to the	None

			should be counted towards the 1.6ha, not in addition to.	original 2008 1.6ha figure promoted by FiT.	
		Chapter 4/ South Norfolk Standards/ Para 26	The 2015 FiT's standards for Informal Recreation Space are far from being recognised national standards. We caution against using these standards and consider the Council should set a standard based on local evidence and an assessment of how additional requirement would affect viability and the delivery of sites. Context will be critical – it may be more appropriate for sites in areas with good existing areas of informal space to make contributions towards enhancing existing provision. Flexibility will be the key to success and following further evidence work we recommend a flexible approach to enhancing informal open space or financial contributions to off-site provision rather than a strict standard.	The Council recognises that this is a new open space category being promoted by FiT however it is considered to be important to promote the health and wellbeing of local residents, as well as local GI connections. The SPD has been drafted to allow for discussions relating to viability matters (subject to appropriate evidence) and site contexts.	None
			It is unclear why the Council has chosen to remove the 0.8ha Parks and Gardens requirement but retain the 1.8ha natural and semi-natural green space. Rural areas are naturally richer in the latter and we would suggest that a requirement for Parks and Gardens (0.8ha) and Amenity Green Space (0.6ha) would be	Para 26 sets out the Council's reason for deducting the Parks and Gardens component from the Informal Recreation Space category however this could be explained further to clarify this approach. Whilst the District is pre-dominantly rural in character much of this land is not accessible to	Paragraph 26 has been updated to expand the Council's decision for excluding Parks and Gardens and retaining the Natural and Semi-natural Green Space component.

			more appropriate (subject to an assessment of need).	local residents due to its private ownership.	
		Chapter 7/ Ongoing Maintenance Costs/ paras 1-6 & appendix 1	We consider that the maintenance costs are far in excess of actual maintenance costs. We therefore welcome the suggestion commuted sums may be agreed can be based on actual costs if these are found to be significantly different however we suggest amending the figures to avoid setting unrealistic expectations for Parish Councils. It is noted that no evidence for the costs is given and we recommend that the amended costs need to be based on evidence of industry standard contributions to provide realistic figures.	As set out in the SPD the maintenance costs proposed are a blended 2017 rate as provided by South Norfolk contractors. They are also intended to be reflective of the current costs of the Council and reflect the rates provided by APSE. However, in light of the comments received during the consultation a further review of these costs will be undertaken and they will be amended if appropriate.	The maintenance costs have been reviewed and amended as it was noted that a unit price error had occurred for grass cutting. This has now been rectified and all relevant sections of the SPD have been amended.
11	Sport England (Philip Raiswell)	GENERAL	Thank you for considering our initial response and making amendments where applicable.	Noted	None
		GENERAL (Note: the provided para number does not correspond with the document)	SE would support an approach whereby smaller areas are not provided on site, but a contribution made to secure a larger off-site facility, or qualitative improvements to existing open space in the area depending on local priorities. This will prevent a patchwork of smaller public sites emerging that will become complicated in terms of ongoing management, maintenance and monitoring.	The SPD has been drafted to provide flexibility for the provision of open space, including whether on-site or off-site and the use of commuted sums, subject to the appropriate discussions with the Council. Whilst it is the Council's preference to secure on-site provision in most cases it is recognised that this may not always be the best option. The SPD could be amended to reinforce this.	General update to the overall approach of the SPD to allow for greater discussions about the delivery of on-site provision, off-site provision and financial contributions.

12	Natural England (Carla Wright)	GENERAL	Whilst we welcome this opportunity to give our views, the topic of the SPD does not appear to relate to our interests in any significant extent. We therefore do not wish to comment.	Noted	None
13	Hingham Town Council (Alison Doe)	GENERAL	HTC suggests that instead of creating new play spaces attached to existing communities it would be more appropriate for there to be an equivalent financial sum available to a community organisation to allow investment and improvement of existing play facilities within the community.	The SPD relates to the provision of open spaces and play spaces associated with new development. In appropriate circumstances it is recognised that financial contributions towards the enhancement of existing facilities may be the best option.	Chapter 4 para 17 has been amended to reflect that playspaces identified for improvement may not only be those immediately adjacent to new development within the community but also those that are accessible.
		GENERAL	The “centralising” of play facilities would lessen the ongoing maintenance costs for the responsible authority and offer opportunities to maintain existing play facilities to a higher standard. Residents of new development would be encouraged to enjoy existing facilities and would therefore integrate with the new community.	The SPD follows the general guidance provided by Fields in Trust regarding the accessibility of open spaces and the benefits that this will provide for residents. Whilst the Council prefers this option it also recognises the benefits of upgrading/ enhancing existing facilities and will discuss the most appropriate options with developers on a site specific basis.	None
14	Diss and District Neighbourhood Plan Steering Group	GENERAL	Having a policy is commendable to remove uncertainty in decision making but it must be flexible to reflect local needs, existing provision and ongoing commitments. Any policy must reflect the	The SPD has been drafted to provide certainty for all parties and supplements development management policy DM3.15. It has been drafted to allow for flexibility as appropriate allowing for	None



			community requirements in our local area.	site constraints and contexts, existing provision and appropriate viability evidence.	
		Chapter 1/ Introduction & Purpose/ para 2	The 15-dwelling threshold is quite low and adds a burden of cost to dwellings that it is hoped are more rather than less affordable. This is a problem with SPDs and “one size fits all”. Surely provision should be in the context of what is already available. It may be better to provide financial contributions a better-equipped single location rather than a multiplicity of under-equipped cramped ones which will have higher maintenance costs due to their small size and large number.	The 15-dwelling threshold is considered to be a reasonable starting point for the policy as the Council considers that at this size new development will start to impact on existing facilities and services. It is also a continuation of the existing SPG threshold. As noted above, in appropriate circumstances the Council will enter into discussions with developers regarding financial contributions (in lieu of on-site provision). However, current S106 pooling restrictions impact on the delivery of playspaces specifically resulting from a number of different development sites.	None
		Chapter 1/ Introduction & Purpose/ para 2	86% of people responding to the recent Diss & District NP consultation agreed that the appropriateness of development to place and setting was important. A possible NP policy is that rural village communities should not be subject to high density rules considered at present. This is evidence that “one size fits all” is flawed.	Noted	None

		Chapter 4/ Application of the Standards/ para 14	The location and size of any green space/ play space should not be in either a dark corner of the development or so close to residential units to cause a nuisance. The open space should be overlooked to avoid anti-social behaviour, even in village settings.	Design guidance regarding the location of open space, as well as its relationship to dwellings is provided in Appendix 3. The SPD is not intended to be prescriptive in terms of design however, as is currently the case, the Case Officer will assess the relationship between the open space and neighbouring land uses on a case by case basis.	None
		Chapter 9/ Ecology & Biodiversity	The references within this section are rather weak and lacking in detail unless fully covered elsewhere.	The SPD is not intended to provide full guidance relating to ecology and biodiversity however it is acknowledged that this section could be expanded upon to reinforce the positive role that open space can have within the green infrastructure network.	Chapter 9 has been amended to illustrate in greater detail the positive role open spaces can have within the local ecological and biodiversity networks.
		Chapter 7/ Ongoing Maintenance Costs	Several group members have been involved in upgrading and maintaining play equipment in recent years and aware of the high costs of this, as well as the responsibilities of owning and maintaining it. As to initial costs, equipment should be appropriate and durable with readily available sources of spares. Inspection costs of a multiplicity of smaller sites will be higher and someone will need to be responsible for the weekly checks. For that reason, whoever takes on	Costs within the SPD have been based on industry standards and existing Council costings for open space. The Council will agree with developers the appropriate equipment for a playspace etc. If a Parish/ Town Council indicates a wish to take on the maintenance responsibilities it will be for them to agree the detail of the commuted sum with the developer, this could include the regular inspection costs. In many cases it may not be known	None

			responsibility should have a say in the legal agreement and the selection of appropriate equipment.	who will take on responsibility for the open space provision however where Parish/ Town Councils (or similar) have been involved in these discussions from the outset it may be appropriate for them to be involved in these discussions.	
15	Saxlingham Nethergate Parish Council	GENERAL	The Council felt unable to comment on the way the required open space and commuted sums would be calculated.	Noted	None
		GENERAL	It was agreed that passing to the Parish/ Town Council would be appropriate should they have the capacity to manage the site however some of the smaller parishes do not have the necessary expertise, staff, machinery etc.	The hierarchy sets out the Councils preference for adoption however there is no obligation for a parish/ Town Council to take on this responsibility if they do not wish to.	None
		GENERAL	The Management Company approach appears flawed (i) the fee would be taken from those in the development, potentially a small number of properties paying for a facility used by others in the community, thereby leading to resentment; and (ii) it is a model that is known to already be failing within the District.	The SPD should be read alongside the Council's adopted Community Assets Strategy which sets out how assets will be managed in the future. The management company model is a nationally established approach for providing for the management of various different features within new development (for example, play space or drainage features). Additional guidance will be inserted into the SPD setting out the	Chapter 6 (Options for Adoption) has been updated to include a paragraph relating the Council's expectations of management companies.

				Council's expectations for the role of the management company however the Council is unable to prescribe how these companies operate.	
		GENERAL	It was noted that Parish/ Town Councils who took on the sites would benefit from the increase in the tax base beyond the 10-year period however this argument equally applies to the District. It is considered that the Council should reconsider its position of not taking on sites as this appears the most suitable way of ensuring that the sites are maintained by an experienced team in line with requirements.	The Council has adopted it's Community Assets Strategy which sets out that the Council will no longer adopt these assets.	None

**Cabinet**  
**Monday 23 July 2018**

**Agenda Item 7**

## **South Norfolk Health & Wellbeing Strategy**

**Report of the Healthy Living Manager**

**Cabinet Member: Cllr Yvonne Bendle, Portfolio holder for Housing, Wellbeing, Leisure & Early Intervention**

**CONTACT**

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## **1. Introduction**

- 1.1** Improving the Health & Wellbeing of South Norfolk residents is a Council priority. The newly developed Health & Wellbeing strategy sets out our framework to reducing health inequalities and improving health outcomes for our residents. Key to our success is the way we work with our partners to reduce demand on services when they are under pressure and recognising the role we play in improving health outcomes collectively.

## **2. Background**

- 2.1** The previous health & wellbeing strategy ran from 2014-2017, in 2017 policy committee members requested that an annual action plan be delivered rather than the creation of a new strategy.
- 2.2** The progress of the health & wellbeing agenda across Norfolk and the development of a Norfolk County Council Joint Health & Wellbeing Strategy created an opportune moment to develop a new South Norfolk strategy.
- 2.3** Life is generally good in South Norfolk. The health of people in South Norfolk and life expectancy is generally better than the England average. We also have lower levels of crime and homelessness than the England average along with the lowest percentage of physically inactive adults in Norfolk.
- 2.4** However, South Norfolk does contain significant variations across the district at ward level, with areas of higher than average levels of adult and childhood obesity. We also have some unique demographic challenges, as it is more difficult to provide support for residents in isolated and rural areas. Our residents are living longer, which presents challenges. By 2020, 3.4% of the population of South Norfolk will be 85 or over, a figure that will increase to 6% by 2035, significantly above the trend nationally. It is important that we consider how we continue to adapt our services to meet the changing local needs within our communities.
- 2.5** Whilst South Norfolk Council can support our residents in taking steps to improve their health, improving health and wellbeing requires a partnership response. We recognise the combined and coordinated efforts of partners has the greatest impact on our residents. Supporting our partners in their aims and recognising our role as a district council in improving health and wellbeing is a key delivery workstream of our strategy.

### **3. Current Position/Findings**

- 3.1** This strategy is evidence led and aims to outline where and how SNC resource can be used to best effect in improving our residents' health and wellbeing. Specifically, it outlines:
- Clear priority areas to focus our attention and resources and the communities within South Norfolk who needed the greatest support. This is outlined through identifying 4 key health and wellbeing areas, namely:
    - Frailty and Falls
    - Mental Wellbeing
    - Activity and Healthy Lifestyle
    - Employment and Aspirations
- Along with identifying specific areas of our district which need targeted support.
- How the various and varied functions of South Norfolk Council can make a strong contribution towards the health and wellbeing of our communities, as a part of a whole organisational approach.
- 3.2** The health & wellbeing strategy allows SNC to engage with our local and national partners to clearly set out our intention for reducing health inequalities and promoting good health across the district. Collaboration will be key to our delivery and we will use our governance arrangements with the health & wellbeing board, the STP and CCG locality board as well as the health, wellbeing, leisure and early intervention policy committee to report on our achievements and seek support for further collaboration where necessary. In addition, we will develop an SNC officers group to embed the health and wellbeing priority areas across the council services. This group will create and deliver against an action plan to achieve what is set out within the strategy.

### **4. Recommendation**

- 4.1** It is recommended that Cabinet approve the Health and Wellbeing Strategy.

## Health & Wellbeing Strategy

**Life is generally good in South Norfolk. The health of people in South Norfolk and life expectancy is generally better than the England average. We also have lower levels of crime and homelessness than the England average. We also have the lowest percentage of physically inactive adults in Norfolk.**

**However, South Norfolk does contain significant variations across the district at ward level, with areas of higher than average levels of adult and childhood obesity. We also have some unique demographic challenges, as it is more difficult to provide support for residents in isolated and rural areas. Our residents are also living longer, which presents challenges. By 2020, 3.4% of the population of South Norfolk will be 85 or over, a figure that will increase to 6% by 2035, significantly above the trend nationally. It is important that we consider how we continue adapt our services to meet the changing local needs of our communities.**

**Whilst South Norfolk Council is able to support our residents in taking steps to improve their health, improving health and wellbeing requires a partnership response. We recognise the combined and coordinated efforts of partners has the greatest impact on our residents. Supporting our partners in their aims and recognising our role as a district council in improving health and wellbeing is a key delivery workstream of our strategy.**

### Foreword

#### Prevention is key

At South Norfolk Council, we know that being in good health is a priority for each of our residents. Every day, we are reminded of the impact of leisure activities, our environment, being in employment or meaningful occupation and feeling part of a supportive community, can have on our residents' health and wellbeing.

Our role as a district council means we have direct and indirect influence over the environment our residents live in and their ability to lead healthy and fulfilling lives. As a planning authority we are actively involved in working with developers to design properties and communities that encourage healthy living and support our older and vulnerable residents to live independently.

Over recent years, we have shown that we are willing to back our commitment to Health and Wellbeing with investments of both time and money. The investment of over £6million in our leisure centres have provided the district with a set of first-class accessible facilities for our residents and have taught over 3500 children to swim since 2015 and our delivery of 368 affordable home and 546 Disabled Facilities Grants adaptations in people's homes within the last 3 years ensures both families and older people can have a safe and warm living environment. It is difficult to find a service within the district council that does not have an impact on health and wellbeing from creating job opportunities as we know people are healthier when in employment to managing open spaces to allow people to be more active on a day to day basis.

Partnership working is key to our delivery. South Norfolk Council has a track record of collaborating across the public and voluntary sector to achieve positive outcomes for our residents. The co-location of police, children's services and Cambridgeshire Community Services allows holistic support through our help hub; our partnership work with the Norfolk



& Norwich University Hospital Trust through District Direct supports our residents to return to independent living and collaboration with the Police and Crime Commissioner and Orwell Housing enables us to offer support to our residents who are experiencing all types of domestic abuse.

However, we are always looking forward to the next opportunity to improve our offering. This Health & Wellbeing Strategy will serve as a framework around which we can aim to maximise the impact of our services and partnerships to improve the lives of our residents and workforce.

We have used an evidence led approach to identify areas where we can make a real difference to the health and wellbeing of our district, using innovative approaches to find solutions to the challenges that will face us over the next few years. This includes making sure our young people have a bright future with opportunities, planning for our ageing population, enabling our residents to live well and independently for longer all whilst being aware of the financial challenges we face in the public sector, particularly our health and social care partners.

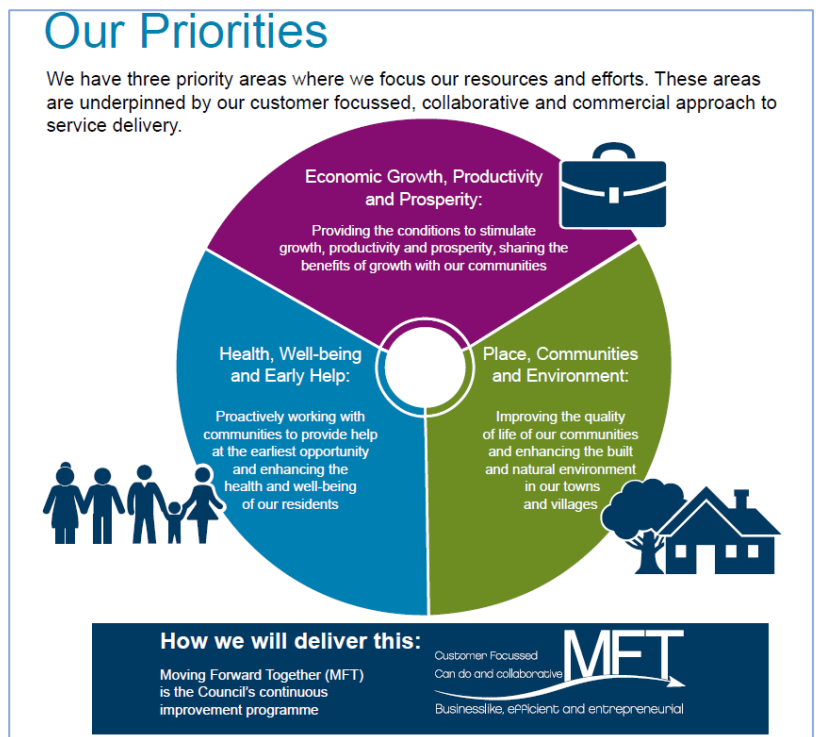
The multifaceted response required to improve health and wellbeing of our residents will see us continue to work closely with partners to achieve our shared goals. As such, we are proud to present our Health and Wellbeing Strategy, to cover the period 2018-2021, which will provide the basis for our efforts moving forward. We will bring together every service that we provide to put the Health and Wellbeing agenda at the heart of everything we do. This strategy enables us to have a joined-up, forward thinking strategy that puts our residents first.

**Cllr Yvonne Bendle**

## The purpose of the South Norfolk Health and Wellbeing Strategy is to:

- Provide a vision and policy framework for South Norfolk Council in improving its resident's overall health and wellbeing
- Be evidence led in articulating the key sections of our communities and specific needs and issues which need support and intervention
- Provide evidence for where interventions are best targeted to address specific inequalities.
- Outline the contributions that all services within the district council can and do make towards achieving improved resident health and wellbeing

- Although a Council strategy, provide a framework for working in collaboration with partners which can provide the basis of work for South Norfolk Council to take forward through its key partnerships.



## Our role in Health & Wellbeing

District councils were described by the Kings Fund as the ‘sleeping giants of public health’ reflecting the council’s role in the wider health and wellbeing system. In South Norfolk we are close to our residents and are attuned to the needs of the community in a way other levels of the public sector are not. Our members work on behalf of their wards to ensure the services meet the needs of the public and are the eyes and ears out in the community. The scale of South Norfolk Council enables us to efficiently and flexibly react to current need and demands on our services therefore stretching any financial investment.

**In improving the health and wellbeing of our residents we can and do play a range of roles:**

**Advocacy** – As a district council we are close to our communities and can offer insight into where there are health inequalities. Working with partners allows us to offer this information to shape how services are commissioned and delivered. At a regional and national level, we can help influence policy based upon our unique and rural locality perspective

*For example, we raise the profile of district services through the District Council Network, LGA responses to consultation around Disabled Facilities Grant funding, planning policy; through partnership working with public health and sharing data to identify future funding needs around Excess Winter Death; development information to NHS England.*

**Enabling** – As a council we can affect and shape how others deliver services and therefore the impact on health.

*For example, building employment opportunities through inward investment and economic development, planning and engaging with communities and creating affordable housing opportunities through negotiations with developers.*

**Commissioning** – Where SNC do not have the in-house expertise to provide services (e.g. mental health/domestic abuse support) we work with partners to commission services.

*For example, our work with Orbit Housing where we jointly commission a worker within the help hub to offer domestic abuse support. We are also working with Norfolk County Council to commission low-level mental health support.*

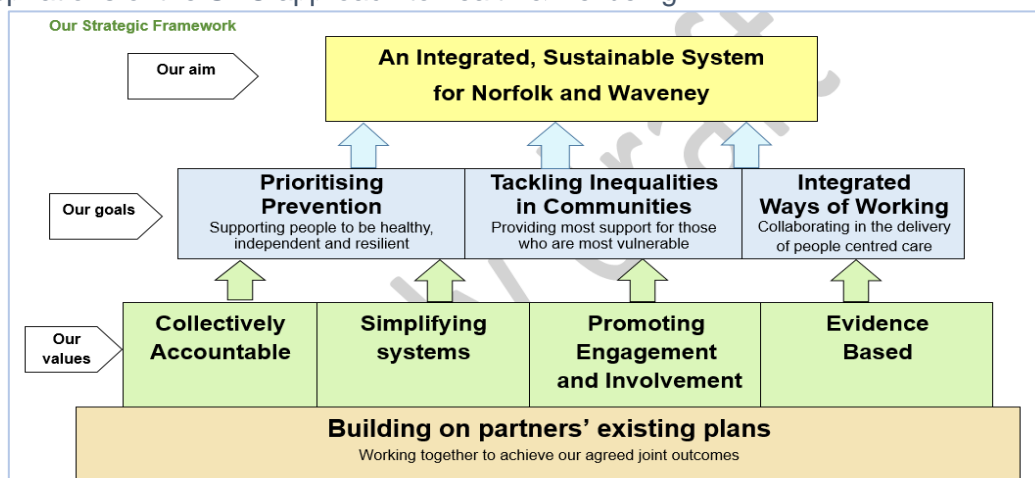
**Providing** – We can provide services (sometimes beyond our statutory responsibilities) for our residents where we have the expertise to do so or there is a gap in the market place to meet a defined need.

*For example, SNC provide a community connector in every GP surgery in South Norfolk to support patients who are attending the GP surgery for non-medical needs or where a non-medical solution would resolve or alleviate a medical problem.*

## Delivering in partnership – a strategic context

Improving the health and wellbeing of SNC residents is a corporate priority and the links between the role of districts and the impact on the health and wellbeing of residents is well documented by The Kings Fund '[The district council contribution to health](#)'. The greatest benefit to residents is where SNC work in partnership and below sets out the health and wellbeing strategic context.

**Norfolk Health and Wellbeing Board** – All Districts including SNC are represented on the board itself and attend a sub-group of District Directors. SNC Health & Wellbeing Strategy will feed in progress to the Board. The Board has responsibility for delivering a Norfolk-wide Health & Wellbeing Strategy and completing a Joint Strategic Needs Assessment ([Norfolk JSNA](#)). With the current county wide strategy, owned and developed by Public Health, expiring at the end of 2017/18, a new county wide strategy is under development, via the members of the Health and Wellbeing Board – the diagram below sets out the Norfolk County Council strategic framework for their strategy. The aim, values and goals fit within the aspirations of the SNC approach to health & wellbeing.



**Sustainability Transformation Partnership** – NHS and local councils are developing and implementing agreed proposals to improve health and social care. Districts are represented on both the prevention and acute workstreams as well as the South Norfolk locality board.

**Early Help Strategic Board** – South Norfolk early help strategic board meets quarterly and is attended by a range of partners with a focus on prevention. A number of initiatives developed from the health & wellbeing strategy will be governed through the strategic board.

## ***Our Key Health and Wellbeing Partners***

**South Norfolk Clinical Commissioning Group (SN CCG)** – South Norfolk council is covered by South Norfolk CCG, which also includes part of Breckland Council.

**Children's Services** – Children's services are an integral part of the early help hub and are co-located within South Norfolk Council.

**Broadland District Council** - 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). We have joint arrangements for Care & Repair and Energy services.

**Police** – Reducing crime in South Norfolk is a priority for all services and having the police team based within the early help hub encourages greater partnership working. Reducing domestic abuse and helping residents feel safer encourages healthier living.

**Norfolk & Norwich University Hospital Trust** – SNC work closely to prevent admissions and re-admissions to hospital as well as supporting those patients being discharged back to independent living in the community. A recent partnership project, District Direct, is a county-wide initiative that is being delivered in partnership with NNUH.

**Norfolk Public Health Team** – we work closely with the public health team to deliver preventative health messages and utilise the needs assessments they create to ensure we target our resources at the right population. Our community connectors are partly funded through public health funding to make sure the preventative health messages are communicated to our residents attending GP surgeries.

**Active Norfolk** – SNC have collaborated to create an activity plan to increase levels of activity across the district and beyond.

**Adults Social Care - Norfolk County Council** – SNC work closely with NCC to support our older population live independently through adult social care services and have co-located staff within the independent living services. Similarly, we have a good relationship with Public Health who part-fund the community connectors to deliver public health preventative messages through social prescribing. Combining public health information with our local information allows SNC to take a preventative and targeted approach to delivering services.

**Voluntary and Community Sector (e.g. Voluntary Norfolk – Social Isolation)** – SNC has a vibrant and varied voluntary and community sector, supported through our community capacity team. Creating resilience in our communities is paramount to keeping our residents in good health. We both commission and encourage voluntary groups to reduce health inequalities.

**Housing Associations** – Saffron Housing have the most affordable homes in South Norfolk. Supporting our residents living in social housing by maintaining an effective housing register and working in partnership to ensure tenants sustain tenancies and achieve good health outcomes leads to innovative partnerships with our housing associations, particularly Saffron Housing Association.

**Town & Parish Councils** – Regular meetings take place with town and parish councils, who are close to their communities and we work together where there are vulnerable residents identified within their communities.

**Cambridgeshire Community Services NHS Trust** – Co-located within our early help hub, CCS work closely with SNC to deliver the healthy child programme, improving outcomes for children and young people across the district.

### **Our Proposed Health Priorities & Intended Outcomes:**

The population and demography of South Norfolk, like any area, is distinct in its make-up and the local issues which need supporting. Based upon the evidence based within this strategy, the following themes represent areas the council will focus on supporting over the duration of this strategy:

#### **Frailty & Falls**

We will work with partners to identify our older and frail residents, many of whom are at risk of a fall to make sure they have access to all available support. We will develop and deliver preventative supervised activities that will work to reduce the number of falls in the district and help our population maintain independence, reducing the need for health and social care services.

The cost of frailty is anywhere between £975 for a person aged over 65 years, who is classed as fit, up to £4,189 for someone who is not. Maintaining good strength and balance is recommended through NICE guidelines. SNC leisure centres offer Fit for Life classes and other support for older and vulnerable residents to prevent falls and the other ill-effects of frailty before they happen at a much-reduced cost.

#### **Case Study**

*Mrs C is a 73-year-old pensioner living in South Norfolk. She recently returned home from hospital via our district direct service after undergoing hip replacement surgery and struggles with the stairs getting in and out of her home. As a result, she feels isolated as she struggles to get out and about as much as she used to. She received an assisted bin collection, and as she was receiving this mentioned that she was feeling isolated to one of the street team. This information was passed on to the Independent Living team. As a result, the stairs at the front of her property have been replaced by a ramp and rail, enabling her to get out more easily. She was also referred to community connectors, who made her aware of a backgammon group in the local area, which she now attends weekly. A friend made at the group lives close to Mrs C, and now visits every morning for a cup of tea and to check up on her.*

## Employment & Aspirations

Recognising the health and wellbeing benefits of being in employment, we will support our residents to sustain employment and aspire our young people to achieve. Encouraging and supporting businesses to offer opportunities in South Norfolk such as employment, apprenticeships and training which will encourage a strong labour market and workforce. We will lead by example and support our own employers by promoting health and wellbeing in our own workforce as well as working with partners such as Public Health and Active Norfolk in local and national workplace health initiatives.

### **Case Study**

*Mr T is a twenty-year-old living in Long Stratton. He struggled in formal education, and since being laid off from his job six months ago has been searching for work. He doesn't own his own transport and has found that the rural location has been a hindrance to his search for employment, and is unsure how to improve his prospects. He heard about an apprenticeship in IT services at South Norfolk Council, and thought that this would be a great way to improve his prospects. Whilst at the council, he took full advantage of the opportunities available to him, such as becoming a dementia friend and community volunteering, bolstering his CV. He was then made aware of an IT support role at a company expanding their footprint at the Norwich Research Park. They were impressed by his proactive attitude, and offered him a long-term contract.*

## Activity & Health Living

Using strategic and operational data to identify how active our population are and how well they are living will allow us to ensure all our residents are supported to be active in their communities. We will work within our own services and with our partners to create resilience within our communities so they are able to self-manage their health and wellbeing where possible and know where to escalate issues that require more support when necessary.

### **Case Study**

*Mr F is a middle-aged man living in Queens Hills in Costessey. He used to be a keen footballer, but currently commutes into Norwich by car every day and between work and family life is too busy to go to training regularly. He recently went for a check-up, where his doctor informed him he was at risk of diabetes and heart problems if he did not lose weight, eat healthier and exercise more. His GP referred him to the SNC social prescribing service, which gave him the number for a local walking group in Queen's Hills. Mr F now goes for walks before work around the local community land (which SNC maintains) with the group, enabling him to spend quality time with his family in the evening whilst improving his health. Having made some new local friends, he also feels more engaged with his community through the walking group.*



## Mental Wellbeing

Mental wellbeing has a significant impact on our residents' wellbeing and demand on our services. As a council we see the impact poor mental wellbeing can have on our residents and how easily mental health issues can be exacerbated to reach crisis. Through our various services we can identify residents at risk of poor mental wellbeing, for example, residents in debt, victims of antisocial behaviour and noise complaints. Our strength is dealing with low-level mental health issues preventing escalation and signposting more clinical mental health issues to partners who specialise in this area of support.

### Case Study

*Ms S is a single mother of two living in Diss. She works part time during school hours to try and make ends meet, but is struggling with rent and other debts, and worries that she may not be able to provide a safe home for her children. The stress of the situation has led her to have difficulties sleeping and feels emotionally drained. On the recommendation of a friend, she contacted the Help Hub to seek help. She was provided with financial advice on how to deal with her situation, and it also emerged she was eligible for working tax credit, which proved a great help to her situation. Housing also got involved with her situation, and helped her resolve the situation and a payment plan with her landlord. Being able to plan for her future has eased her mind, and she now feels much more comfortable in her own home.*

### Our Approach

#### A Whole Organisation Long Term Approach

The Health and Wellbeing of our residents is everyone's business. Whilst the most immediate impacts are felt through our people-facing services such as housing and benefits teams, leisure centres and environment and communities' teams, the influences on our residents longer term lifestyles and inequalities across communities lie in how we plan, develop and place shape areas and communities. Ensuring we have good housing, employment opportunities and happy communities takes the collective effort of services across the council.

This strategy will sit alongside our:

**Partnership working** - We will work collaboratively with our partners to identify and pursue opportunities that improve the health and wellbeing of our residents. Our communities are also a key partnership and where possible we will engage and create resilience within them to improve health and wellbeing outcomes.

**Business as Usual** – Where possible, we will embed activities that improve health and wellbeing throughout.

**Early Help Agenda** – Prevention is central to our delivery at South Norfolk, recognising the positive outcomes preventing issues escalating has both for our residents and for managing demand on our public-sector partners. We will continue to build upon our Early Help model and partnerships to continue to try and identify problems and issues in our communities and with residents at the earliest possible opportunity, and to focus on the root cause of the issue, not just the presenting factors.

**Evaluation base**– Before we embark on any initiatives or programmes of work we will identify methods of evaluation and what success looks like. We will not shy away from trialling new and innovative ways of working but will clearly identify what success will look like so we will know when this has been achieved. We will continue to share learning of what worked and what did not.





## Frailty and Falls

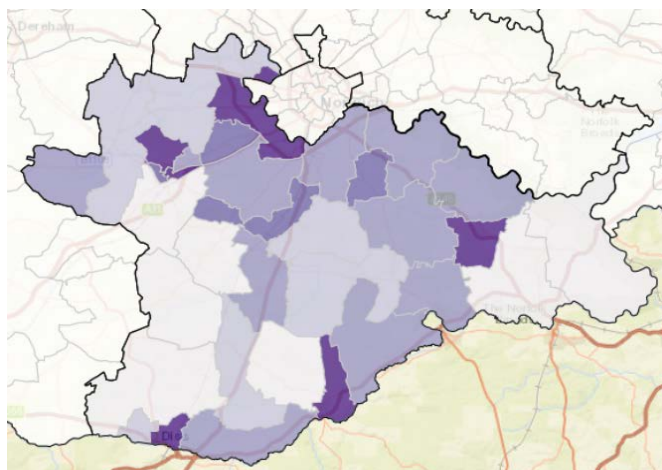
South Norfolk has an increasingly older population. 8,400 people living in South Norfolk aged 65 years and over with a limiting long-term illness whose day-to-day activities are limited a little and 6,170 are limited a lot. The greatest use of services for frailty is over 75 years.

Having an older population increases the likelihood of frailty, frailty defines the group of older people who are at highest risk of adverse outcomes such as falls, disability, admission to hospital, or the need for long-term care. Falls, dementia, deafness, stroke etc. are some of the conditions associated with frailty. Supporting residents to live in warm, adapted and safe homes can prevent issues arising. Preventing social isolation is also a key indicator in reducing poor health outcomes as a result of frailty.

Falls are the most frequent type of accident for residents aged 65 and over and can have very serious implications. They can lead to a loss of confidence, reduced independence, increased isolation and long-term health problems. Amongst people aged over 75, falls are the leading cause of death. Dealing with the demand for support for frailty and falls is putting additional pressure on the system, which as a district we can be instrumental in keeping our older population fallen.

We will follow [NICE guidelines](#) recommendations to promote healthy lifestyles in our older population to help manage frailty and prevent falls. Keeping our older population healthier for longer will encourage better outcomes for residents and reduced demands on services.

## People Aged 65 And Over Estimated to Have a Fall (2016)



- By 2021 the number of people aged 80+ will increase by **17%**, **7%** of the total population, which is well above the England average
- **754** residents aged over 65 have a longstanding health condition caused by a stroke
- **737** older people in SN are predicted to be admitted to hospital after a fall in 2020
- **12,250** residents fall at least once a year in the SN CCG area
- **20%** of people die within four months of a fall and **30%** within a year
- Responding to older people who have fallen makes up **15%** of ambulance call outs

## How we support our residents



### **Older & Vulnerable people:**

- Using the disabled Facilities Grant our Care and Repair team providing housing adaptations such as walk-in showers and stairlifts, and look for other innovative solutions to enable residents to live independently in their own homes
- Supporting frail patients who attend their GP surgery for non-medical needs or where issues are exacerbated by their living situation via social prescribing, who will help look for community support and solutions.
- Supporting residents to return home quickly and safely to independent living through District Direct after a hospital stay

- Ensuring residents' homes are energy efficient, safe and free from Category 1 hazards
- Using our Leisure Service GP referral scheme to enable access of suitable leisure activities to maintain health and mobility
- Working with developers (Including Big Sky, the SNC development company), social and private sector landlords to create and maintain housing environments which is suitable for an increasingly ageing population



### **Working Age:**

- Use our leisure services, communities teams and community spaces to keep adults of a working age healthy and active to help prevent ill health in later life
- Raising awareness of ours and partners' support and services available for carers



### **How will we know we have been successful?**

- Number of successful DFG applications delivered which maintain independence at home
- Minimising the numbers of excess winter deaths
- Injuries due to falls in people aged 65+ (**1,472 per 100,000**, 2016/17)
- Hip fractures in people aged 65+ (**576 per 100,000**, 2016/17)
- Number of residents living independently 91 days after intervention

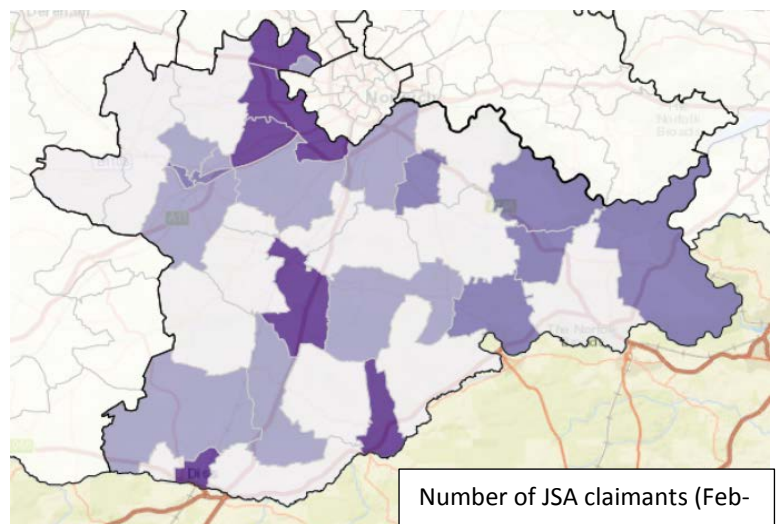
## Employment & Aspirations

Being employed is good for our health. We know that people who are unemployed for more than 12 weeks are between four and ten times more likely to suffer from depression and anxiety and have poorer physical health as well including more attendances at their GP. Some studies show that the risk of being out of work, in the longer term, is greater than the risk of other killer diseases such as heart disease.

Volunteering and other meaningful occupations offer similar health and wellbeing benefits and which we seek to encourage, particularly to our older population. As well as the implications to physical health being in a workplace or other opportunities enables residents to use skills and have social contact, reducing the likelihood of social isolation and monetary issues.

As a council, we have a real opportunity to encourage as many of our residents to be employed as possible; for our young people to aspire to a wide range of careers and to ensure there are a diverse range of employment and training opportunities to ensure a sustainable future.

- **122** young people are 'Not in Education, Employment or Training' (NEET)
- **1,004** families in workless households
- **610** residents claim Job Seeker's Allowance (JSA)
- **3.7%** of residents are long-term unemployed



## How we support our residents



### **Younger Residents:**

- Working with partners to deliver the Princes Trust programme, job clubs and other initiatives to provide opportunities for younger people to enter education, employment and training
- Increasing employment opportunities and apprenticeships by increasing economic activity across South Norfolk



### **Working Age:**

- Supporting employers to engage with healthy workforce initiatives including mental health support for employees to reduce sickness levels and increase productivity

- Continue to develop job and career opportunities through our Economic Development team by attracting business into the South Norfolk area
- Working in partnership with the DWP and other organisations to move residents from benefits into sustainable employment
- Through our Housing Solutions Teams, supporting residents into to sustainable tenancies in a suitable location
- Reducing homelessness and providing temporary accommodation
- Reducing levels of sickness by supporting residents to remain healthy and independent in their own home
- Encouraging and enabling our communities to engage in volunteering
- As an employer, South Norfolk Council will support its own employees by engaging in workplace health initiatives to improve mental health and reduce sickness absence and increase productivity



#### **How will we know we have been successful?**

- Reduce the gap in the employment rate between those with a long-term health condition and the overall employment rate
- Reduce % unemployed in South Norfolk (**3.0%**, Jan-Dec 2017)
- Reduce the number of young people not in education, employment or training.
- Increase the number of apprenticeships advertised
- Reduce the % long-term JSA claimants (1 year+)

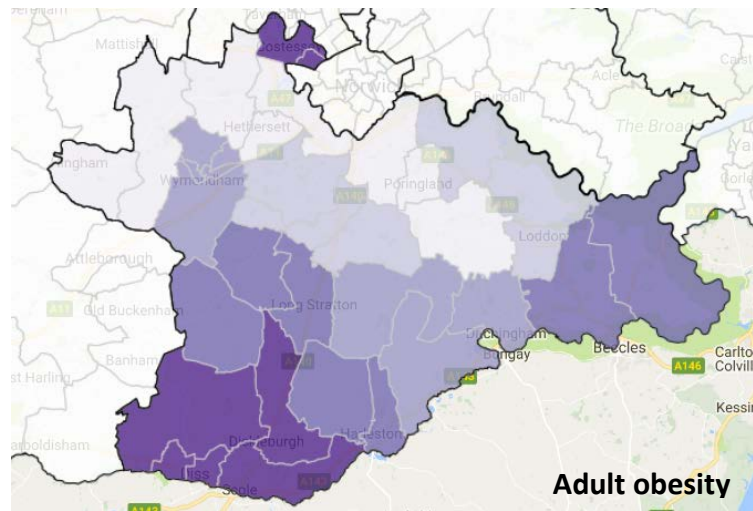
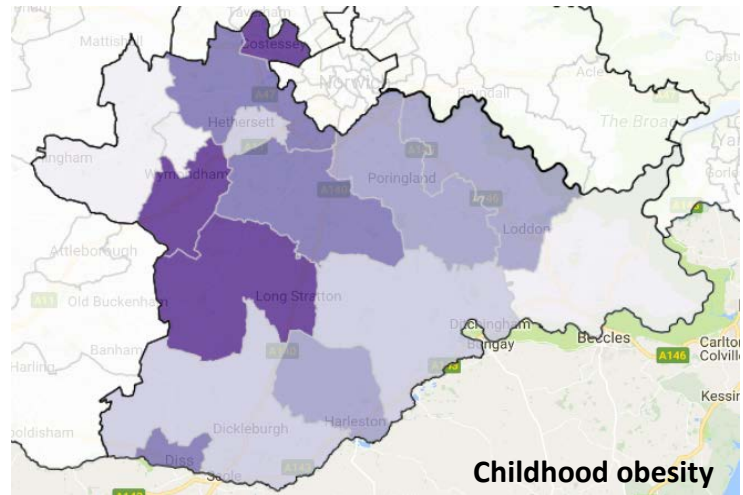
## Activity and Healthy Living

Healthy and active residents are key in meeting the council's aspirations and vision. Promoting a healthy lifestyle, including a healthy weight and physical activity is beneficial to the population.

A healthy population provides the basis for economic growth, as a healthy and well workforce are more productive, can be creative in its outlook and attract businesses to the district. With increasing pressures on funding available to support residents, tackling inactivity and poor health behaviours now will reduce the burden on public funds in the future.

This priority is specifically supported by the South Norfolk leisure strategy ([link](#)) which focusses on increasing levels of activity via our leisure centres and activity opportunities across the district.

- **15.8%** of the population of South Norfolk suffer from hypertension and **3.5%** from chronic heart disease
- **32%** of South Norfolk residents are physically inactive
- **17%** of South Norfolk residents smoke
- **69** people die each year of circulatory conditions including heart disease and stroke
- **24.4%** over 16s are obese in South Norfolk
- **20%** of children measured in reception year are overweight in South Norfolk



## How can we support our residents?



### **Younger Residents:**

- Close working between the early help hub and leisure services to identify opportunities to identify and encourage children and families to increase their levels of activity in the community
- Working in partnership with public health to promote local and national 'nudge' initiatives for healthier lifestyles including making better food choices and reducing smoking in pregnancy
- Increasing use of open spaces to develop community activities for younger people and families
- Continuing and building upon our Leisure services targeted at younger people such as Kids Camp and Swim school to encourage younger people into activity

- Increasing the levels of community provision through both informal and formal methods of activity including roaming leisure classes, active trails and playground equipment



### **Working Age:**

- Ensuring the environment in South Norfolk encourages activity through working with developers and maintaining open spaces either as a council or through volunteers
- Supporting the Active Norfolk locality plan to encourage walking, cycling and active travel throughout South Norfolk
- Improving access to leisure services, in line with the SNC Leisure Strategy
- Working with our town and parish councils to increase opportunities for community use of across South Norfolk's open spaces
- Working with our local and national sports organisations to increase participation in sports



### **How will we know we have been successful?**

- Increase the percentage of 'active' adults aged 16+ (**63.8%**, 2016/17)
- Reduce the percentage of adults classified as overweight or obese (**60.3%**, 2016/17)
- Reduce the prevalence of overweight and obese children in Reception (**20.9%**, 2016/17)
- Increase the prevalence of Year 6 children in healthy weight range (**71.6%**, 2016/17)
- Increase the number of leisure memberships, particularly those who would otherwise have been inactive
- Increase the numbers of children attending Kids Camps and Swim School



## **Mental Wellbeing**

Mental wellbeing affects people of all ages and across communities. It can impact on finding and staying in employment, education, leisure pursuits, home life, social life and retirement amongst other things. As identified through the recent Kings Fund report '[Housing and health](#)' for people with mental health problems, good-quality housing can support independent living in the community.

SNC focus will be on low-level mental wellbeing, predominantly depression, anxiety and their causes, and dementia. However, reducing environments and situations which cause stress, supporting residents with addictions and preventing social isolation are all issues which have an impact on mental health where as districts we can play our part in alleviating. We will support residents with conditions which require clinical interventions in terms of ensuring as much stability in the other areas of their lives but our role is mainly preventative. The severity, duration and impact of mental illness varies hugely, and as such prevalence data is difficult to establish and can be inaccurate. However, we are able to make some assumptions based on estimates.

- **11.7%** of South Norfolk CCG residents have been diagnosed with depression
- In February 2012, there were **1,175** people claiming incapacity benefit across South Norfolk due to mental ill health, **44.8%** of all claimants
- **2590** South Norfolk residents are estimated to be living with dementia – **1,393** are diagnosed on the GP practice register

## **How can we support our residents?**



### **Younger Residents**

- Reducing fuel poverty and homelessness during pregnancy and in early years both of which are associated with developmental delays and social isolation.
- Supporting partners through the early help hub to create opportunities to increase resilience in our younger residents e.g. carers support, Youth Advisory Board etc.
- Work in partnership with public health to create easily accessible referral routes for young people to access support



### **Working Age:**

- Supporting people with poor mental health to maintain tenancies early can reduce demands on services later. Overcrowding and poor mental health are fundamentally linked. – housing is more than a roof.

- Encouraging financial resilience and encouraging residents into employment to support this. Where this is not possible ensuring there is access and navigation to where help is available.
- Supporting and encouraging employers to support employees to remain in employment who are suffering from mental ill health
- Providing agreed alternatives to medication for professionals to refer into e.g. leisure classes, walking groups etc.
- Leading and developing on a complex case management project with partners
- Increasing the number of social prescribing interventions relating to mental health



### **Older People:**

- Working in partnership to reduce social isolation and hoarding by identifying the issue early and working with partners, including Voluntary Norfolk, to help develop sustainable community responses such as befriending services
- Developing the dementia referral pathway with partners to ensure South Norfolk is a district where people living with dementia and their carers can prosper
- Ensuring that we are a dementia friendly organisation, and encourage partners and local businesses to follow suit. Specifically ensuring our Leisure Centres and more user friendly to those living with dementia and their carers



### **How will we know we have been successful?**

- Reducing or helping to better manage depression and Anxiety Prevalence (GP Patient Survey), % of respondents aged 18+ (12.3%, 2016/17)
- % SNC staff trained as dementia friends
- Reduction in the number of people receiving incapacity benefit payment for mental health reasons
- Number of social prescribing interventions and referrals to the early help hub where mental health is a presenting issue



## A Place-based approach

To ensure our resources are being delivered at the most appropriate target audience we will use SNC data and data our partners hold to identify those areas most in need. The data and maps below give an indication where parts of our district face health and wellbeing inequalities.

### Deprivation

Life expectancy is 4.2 years lower for men and 5.2 years lower for women in the most deprived areas of South Norfolk than in the least deprived areas.

### Five most deprived areas

- Diss
- Bressingham & Burston
- Old Costessey
- Cromwells, Wymondham
- Hingham and Deopham

### Type of deprivation our residents experience;

Income Deprivation (**22.5%**)

Employment Deprivation (**22.5%**)

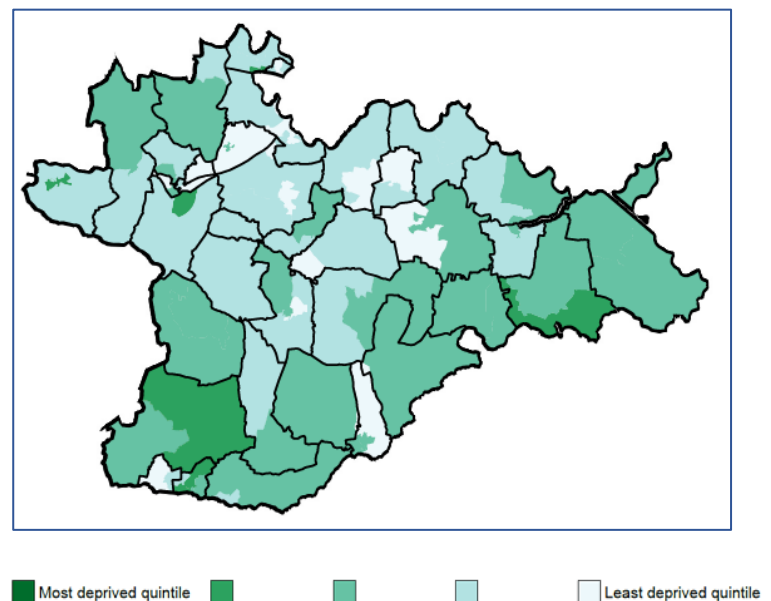
Education, Skills and Training Deprivation (**13.5%**)

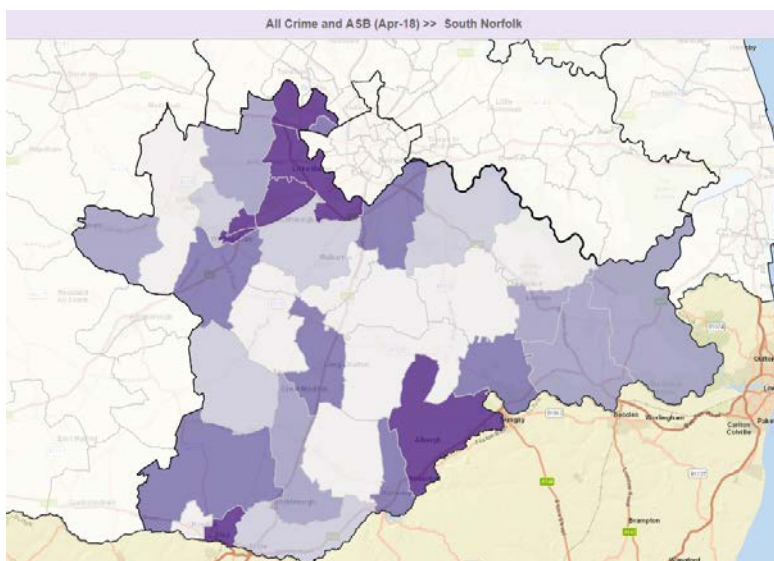
Health Deprivation and Disability (**13.5%**)

Crime (**9.3%**)

Barriers to Housing and Services (**9.3%**)

Living Environment Deprivation (**9.3%**)





**Five Wards with the Largest Number of Incidents of Crime and ASB (April 2018)**

Diss – **58**  
 Old Costessey – **54**  
 Cringleford - **38**  
 Hethersett - **32**  
 Rustens – **31**

**Five Wards with highest  
percentage of people whose day-  
to-day activities are limited a lot**

New Costessey – **10.4%**  
Northfields – **9.8%**  
Ditchingham and Broome – **9.7%**  
Hingham and Deopham – **9.3%**  
Abbey – **8.9%**

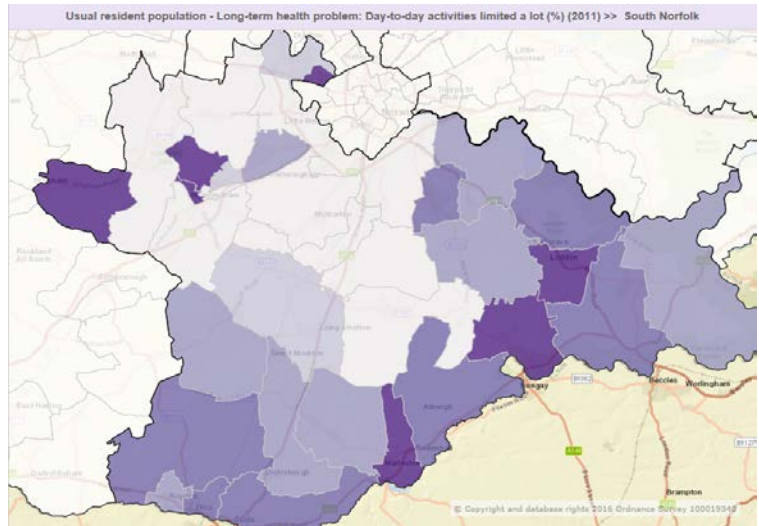
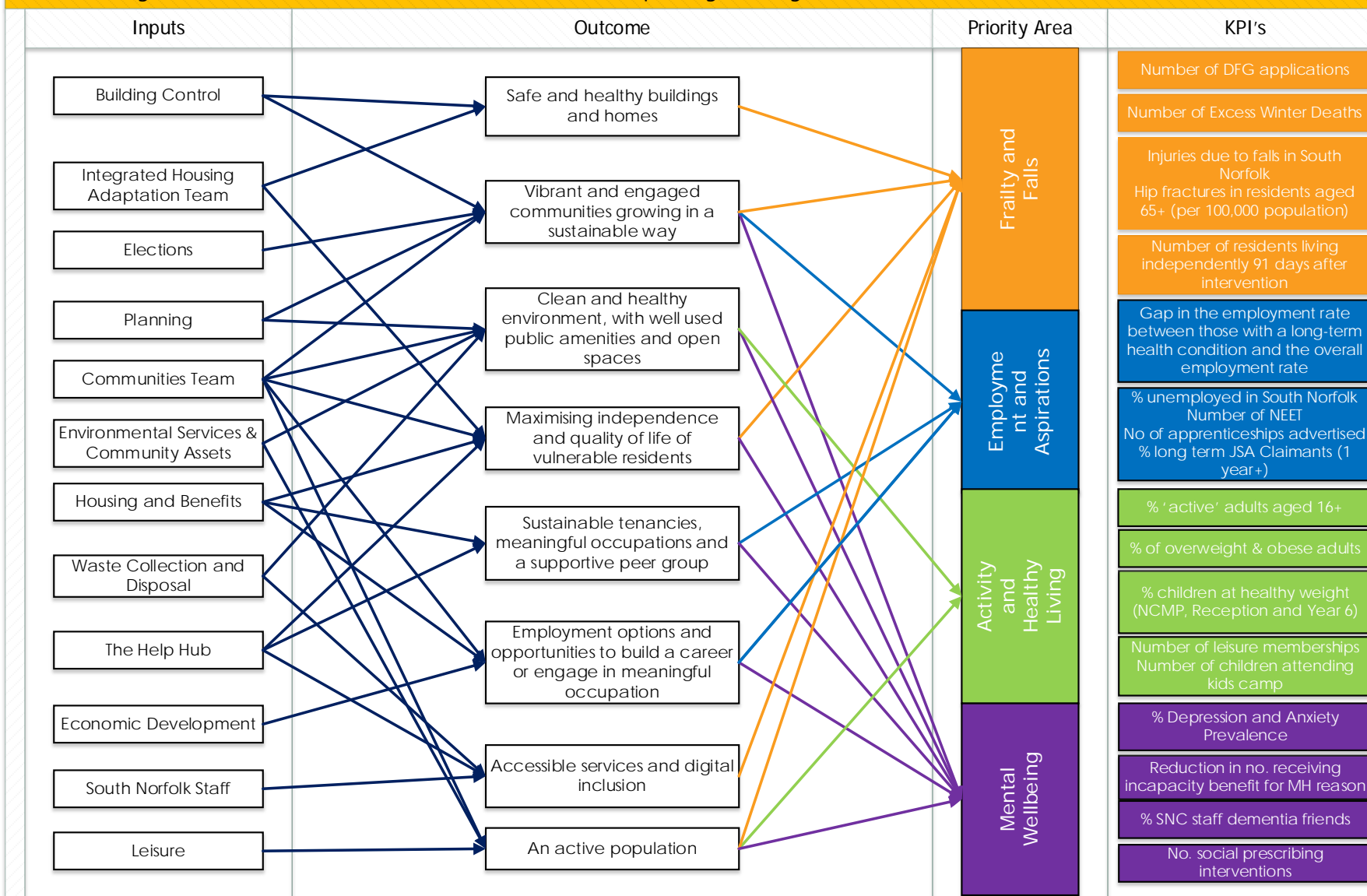


Chart showing the contribution our services will make towards improving our target areas



**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>23 July</b>	O	Performance, Risk and Capital Budget Position Report for Q1 2018/19	E Pepper/M Fernandez-Graham / E Goddard	B Stone	N
	O	Guidelines for Recreation Provision in New Residential Developments Supplementary Planning Document (SPD)	S Marjoram	J Fuller	N
	K	South Norfolk Health and Wellbeing Board Strategy	J Sutterby / S Cayford	Y Bendle	N
<b>10 Sept</b>	K	Norfolk Health and Wellbeing Strategy	J Sutterby / S Cayford	Y Bendle	N
	K	Growth Delivery Team	P Courtier / D Lorimer	J Fuller / L Neal	N
<b>Council 17 September</b>					
<b>5 Nov</b>	O	Performance, Risk and Capital Budget Position for Q2 2018/19	E Pepper/M Fernandez-Graham/ E Goddard	B Stone	N
	O	Treasury Management Half Yearly Report	M Fernandez-Graham	B Stone	N
<b>3 Dec</b>	O	Conservation Area Boundaries and Appraisals for Brockdish, Saxlingham Green, Saxlingham Nethergate and Shotesham.	C Bennett	L Hornby	N
<b>Council 10 December</b>					

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.