

Report for Resolution

Report to	Local Development Framework Working Party, 23 November 2009 Executive 9 December 20009
Report of	Head of Planning and Regeneration
Subject	Planning framework for the University of East Anglia - work programme and approach to public engagement

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Purpose

To update members on progress being made towards establishing a new planning framework for the University of East Anglia. In particular, to agree a work programme leading towards the production of a 'development framework strategy' and to outline a separate process to be followed with regard to handling potential development proposals at and around Earlham Hall.

Recommendations

It is recommended that:

- 1) The work programme and approach to public engagement for the development framework strategy be agreed; and
- 2) The intention to produce officer guidance on development proposals at Earlham Hall be noted.

Financial Consequences

There are no financial consequences of this report beyond those already budgeted for as part of the preparation of the local development framework.

Risk Assessment

The report agreed on 8th July which set out the proposed approach to the planning framework for the UEA identified a number of risks. It acknowledged the proposed approach was closely linked to key stages of plan-making as part of the local development framework and there could be a perception that a parallel process for UEA is circumventing opportunities for the public to engage in the development plan process. This can be minimised by ensuring substantial opportunities for public participation in setting a development strategy. There is also a risk that in the preparation of the strategy being led by the UEA, proposals will emerge from it that are considered unacceptable to the City Council. This risk can be mitigated by City Council officers being in regular engagement with the university (and their consultants) and by conducting a rigorous sustainability appraisal of the emerging strategy. Although the council would wish to support UEA, the strategy itself would not be binding on the City Council in any case.

Proposals in this report set out the approach towards minimising the risk associated with this exercise.

Strategic Priority and Outcome/Service Priorities

The report helps to meet the strategic priority “Strong and prosperous city – working to improve quality of life for residents, visitors and those who work in the city now and in the future” and the service plan priority to deliver the local development framework for Norwich.

Executive Member: Councillor Morrey - Sustainable City Development

Ward: University

Contact Officers

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Background Documents

Report to Executive, 8 July 2009, ‘A new planning framework for the University of East Anglia’

City of Norwich Adopted Replacement Local Plan (adopted 2004)

Joint Core Strategy for Broadland, Norwich and South Norfolk, proposed submission document, November 2009

Vision of the Norwich Research Park, 2009. Available at
http://www.norwich.gov.uk/internet_docs/docs/Business/NRP_Vision.pdf

Report

Background

1. On 8 July 2009 Executive considered a report that outlined how the University of East Anglia (UEA) plans to bring forward a new development framework strategy. This would be co-ordinated with the masterplan for the Norwich Research Park (NRP) instead of a joint area action plan, which members resolved not to proceed with.
2. Members endorsed the overall approach, which would create strategic development principles to inform the Norwich local development framework. Executive also nominated the Portfolio Holder for Sustainability City Development as the city council member representative on a new steering group set up to oversee the process. The membership of the steering group has been established and its first meeting will be to agree its terms of reference and the key stakeholders to be involved in considering the development framework strategy.
3. Before agreeing to proceed with further stages of the development framework strategy the Executive asked for a further report about the overall work programme and the approach to public engagement. The university's methodology for preparing its strategy is attached to this report as Appendix 1. It also sets out the intended membership of the project steering group and the project team.
4. This report also describes how the city council will assist UEA in producing the framework strategy by providing support on the sustainability appraisal which will inform the emerging strategy and enable more weight to be applied to it in producing the sites allocations Development Plan Document.
5. Although the development framework strategy will examine proposals for the future of Earlham Hall, it is understood that detailed development proposals for the development of an Enterprise and Innovation Centre on this site may come forward for consideration in advance of the adoption of the sites allocation Development Plan Document. Therefore it is also proposed to publish an officer guidance note, based on current development plan policies, established procedures, government policy and guidance and local knowledge to make clear the issues that need addressing and the process that needs to be followed if a planning application is to be submitted for this use in this location next year.

Norwich Research Park and the University of East Anglia

6. Turning to the Norwich Research Park (NRP), there has been progress to agree an overarching vision for the NRP, this sets out what it is expected that the NRP will deliver to the local economy by 2021. In addition there has been significant progress to develop a new planning strategy for NRP and UEA in the proposed submission version of the Joint Core Strategy. Policy 9 sets out the development strategy for the Norwich policy area and includes:
 - Strategic employment development at NRP and UEA for jobs, with

- Cringleford identified as a major growth location for 1,200 new dwellings.
7. The emerging Joint Core Strategy supports significant development on the south western edge of Norwich to provide jobs that will strengthen the knowledge economy, and provide new homes.
 8. A Development Framework for NRP was adopted as a Supplementary Planning Document by South Norfolk council in March 2009 (covering South Norfolk parts of the NRP only). This was intended to provide detailed guidance on taking development forward. However, in the light of the more ambitious proposals for the NRP emerging from the Joint Core Strategy it is understood that South Norfolk Council intend to review this through the preparation of a series of linked masterplans one of which will provide an overarching spatial vision for the entire NRP (including areas of both the City and South Norfolk).
 9. No further detail on the content and timing for production of this series of linked masterplans is available at the moment. The absence of such clarity is potentially a problem for developing the development framework strategy at UEA, particularly in relation to the resolution of access issues. However, such is the need to establish a robust evidence base for the UEA to inform the City Council's sites allocation Development Plan Document there is little option but to press ahead with the production of the development framework strategy for UEA to the timetable proposed.

The development framework strategy

10. The development framework strategy will be prepared by the university with the support and input of the city council. Its main purposes are:
 - Identify the spatial implications of the role that UEA will play in the delivery of the longer term employment proposals and the delivery of job growth targets in the emerging Joint Core Strategy;
 - Gathering evidence and establishing masterplanning principles to help evaluate options for the long-term development and growth of the university;
 - Developing a preferred strategy and identifying which potential development sites would be included in the development framework strategy to be tested through the site allocations Development Plan Document process; and
 - Provide the basis for a potential Supplementary Planning Document to be produced by the City Council following the adoption of the sites allocation Development Plan Document.
11. Once endorsed by the Executive the development framework strategy will provide part of the evidence base for the site allocations Development Plan Document.
12. It will be important to test the emerging framework with stakeholders, and the proposed approach is described later in this report.

13. The timing of UEA's development framework strategy will take account of the council's programme for the site allocations Development Plan Document. It is important to note that the university's strategy cannot set new policy. Once the council has made decisions at key stages of the site allocations DPD process, this will give the university some confidence to develop aspects of its own strategy in greater detail at successive stages.
14. A sustainability appraisal will not be required because this development framework strategy will not set policy, and there are higher level plans and policies which *will* be subject to the statutory appraisal process. Because of the significance of the UEA strategy and its potential impacts both on and off campus, the university has agreed to assess their framework against a range of sustainability objectives. The city council will contribute officer time and expertise to assist in this process. By conducting a sustainability appraisal, this will ensure that a range of sustainability impacts will be taken into account, and the resulting conclusions are robust and can also be integrated into the emerging site allocations plan.

Approach to public engagement

15. The principles of this new planning framework need to be tested and reviewed with the public. The university's preferred spatial option would be subject to full public participation as part of consultations on the Site Allocations DPD. However, to help UEA develop their outline options and alternatives before then, it is proposed that these are tested in a focus group.
16. Participants would include partnership institutions and organisations most closely concerned with promoting the knowledge economy and the role and success of this key city institution such as the Norwich Research Park, Greater Norwich Development Partnership, local strategic partnership, Shaping Norfolk's Future, Higher Education Funding council, Learning and Skills Council. Participation would also include local residents' and amenity groups. The specific composition of the focus group would be agreed by the steering group.
17. The stakeholder focus group would be convened at two stages:
- When the strategic principles are being developed and the scope of the sustainability appraisal. The university would then establish these principles to inform the development of options; and
 - To consider UEA's alternative options, providing feedback to the university as it refines its preferred planning framework.
18. At the second stage of consultation it is envisaged that consultation will be more widespread allowing the general public and all interested bodies to fully participate in the process.
19. In order to keep pace with the council's timetable for the site allocations plan, the university will need to make sure that the second phase of consultation is complete before the start of the purdah period from the beginning of April up to the local elections on 6 May 2010.

Reporting to city council members

20. The city council's portfolio holder whose responsibilities include spatial planning policy is represented on the steering group. There are a number of stages when officers will report to members on progress:

- Updates to the local development framework working party and ward councillors about the strategic principles and sustainability appraisal scope, with stakeholder feedback, and again when the university has developed its preferred strategic option also with the benefit of stakeholder feedback. It is planned that this stage will be reached before the end of March 2010;
- Executive will be asked to consider the university's preferred option, how the stakeholder feedback has been taken into account, the evidence gathered and analysed for this process, and the justification of UEA's preferred option. Executive will not be asked to formally approve the university's preferred strategy. Members will however, be invited to consider it as robust, sound evidence that will inform the council's Site Allocations plan. It is planned that this report to Executive will be in May 2010; and
- Subject to the Executive's view on this, the university's preferred approach will form part of the next draft of the site allocations plan, and it is planned that this will be brought to Executive for members to consider and approve the public consultation draft of shortlisted potential allocations in June 2010.

Outline timetable

21. Stage 1 (evidence gathering and masterplan principles)

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| • City Council to agree work programme, and approach to public engagement | 9 Dec 2009 |
| • University to agree sustainability appraisal framework and city council to lead | Dec 2009 |
| • Evidence gathering (including reference to landscape strategy, conservation development strategy, current national, regional and local planning policies & guidance) | To Jan 2010 |
| • Test strategic planning principles with key stakeholders | Jan 2010 |
| • University to finalise their strategic development principles | Jan 2010 |

22. Stage 2 (strategic development framework)

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| • Develop draft options for the development framework | Jan-Feb 2010 |
| • Sustainability appraisal of draft masterplan options | Jan-Feb 2010 |
| • Prepare draft illustrative masterplan options | Feb-Mar 2010 |
| • Test draft masterplan options with stakeholders and public | Feb 2010 |
| • University masterplan steering group to consider | March 2010 |

- stakeholder feedback and agree preferred strategic development framework as evidence to inform a council decision on the shortlist for the Site Allocations plan
- City council to endorse preferred development framework strategy as a part of the robust evidence base of site allocations DPD. May 2010
 - Norwich City Council to consider all representations, detailed site analysis and agree potential development to progress to the next stage of the Site Allocations Plan, including shortlisted sites at UEA. June 2010
- Public consultation on shortlisted potential development sites as part of Site Allocations Plan. Aug – Sept 2010

23. Stage 3 Detailed masterplan

- Following city council decision on shortlisting individual university sites for the Site Allocations plan, to prepare a brief for a detailed university masterplan Starting Sept 2010

Earlham Hall

24. Although the development framework strategy is expected to include an examination of the future development of land at and around Earlham Hall, following the sale of Earlham Hall to the UEA it is understood that UEA intend to work towards the submission of planning proposals for the establishment of an Innovation Centre at Earlham Hall during the early part of 2010. This is intended to maximise the business opportunities from research and development taking place across the NRP as a whole. This is an important part of proposals for the knowledge economy, the commercialisation of research, and building higher value businesses and jobs.

25. The stages in bringing forward proposals for an innovation centre are anticipated as:

- The city council will develop officer-level planning principles on which acceptable and appropriate planning proposals would be considered. This would cover the planning policy position, constraints, and the information requirements necessary to develop and consider detailed proposals. These principles cannot set new policy, and would set out the current policy position together with advice on the process by which development proposals should be brought forward; and
- The university would then prepare planning proposals for an innovation centre. Any detailed application for development of any part of Earlham Hall for uses associated with the proposed Innovation Centre would need to be accompanied by a detailed masterplan outlining how the entire Innovation Centre is to be developed over time. In view of the sensitivity of the area outline applications will not be acceptable.

26. The officer guidance note will be finalised early in 2010. It should be stressed

that this will not set new policy rather it will guide how development proposals can best be progressed in the light of current policy and constraints.

Appendix 1

UEA Development Framework Strategy – Preparation Methodology

1 Background Information

- 1.01 Founded in 1963 and located on a single campus (the “Campus”) on the western fringe of Norwich, the University is ranked as one of the United Kingdom’s foremost higher education and research institutions enjoying an international reputation for excellence in many of its disciplines. As a consequence of its reputation, the University continues to grow. In recent years, activity has expanded particularly in the fields of Environmental Sciences, Medicine, Chemical Sciences and Pharmacy and Biological Sciences. Accordingly, new facilities are being built alongside substantial refurbishment programmes.
- 1.02 The University’s academic record is matched by its fine campus. Laid out to a Master Plan by Sir Denys Lasdun (and to a measure complemented by Brenda Colvin’s work), many of the early buildings are his. These have been added to by subsequent generations of architects, all of whom have left their distinctive mark. They include for example, Feilden and Mawson, Arup Associates, Foster and Partners, Mather Associates, John Miller and Partners, R H Partnership, RMJM, Shephard Epstein Hunter and LSI Architects. In its short history, the University can boast a growing number of Architectural and Civic Trust Awards. As a consequence, English Heritage takes a keen interest in the University’s refurbishment programme and new buildings. In October 2003 the core buildings of the Campus were Grade II and Grade II* Listed.
- 1.03 The rise in activity is reflected in refurbishments and new and extended academic facilities, for example a new School of Nursing and Midwifery (on the site of the new Norfolk and Norwich University Hospital NHS Trust [N&NUH]), a new School of Medicine, extensions to the School of Biological Sciences, the School of Environmental Sciences, and the School of Chemical Sciences and Pharmacy. There are shortly to be new teaching facilities and accommodation to house the Norwich Business School.
- 1.04 To these academic facilities have been added support accommodation, for example new and refurbished Student Residences, a Health and Community Centre, the SportsPark, an extension to the Central Library, and extensions to the Students Union and the Central Catering facility. The inherent flexibility of the original buildings and the quality of the Campus generally has provided a sound basis for adaptation and expansion. Collectively investment in the estate is reputed to have been on a scale equalled only during the initial foundation years. UEA has a population of about 17,500 academic and research staff and students. Even though it is a single campus university, it is still part of the city’s community.
- 1.05 In 2006 the ground breaking Conservation Development Strategy received formal support from Norwich City Council’s Planning Committee, who supported its use as information submitted in support of applications for planning permission, conservation area consent and listed building consent. The Conservation Development Strategy commits the University to developing and working within the guidance of the Corporate Business Plan, an Estate Development Strategy, a Sustainable Travel Plan and a Landscape Strategy. The Estate Development Strategy is complete and the Landscape Strategy is shortly to be released.

- 1.06 Complementary strategies are available the most notable of which is the Norwich Research Park (NRP) Vision 2008 to 2013 defines the close links between the core members of NRP – the Institute of Food Research (IFR), the John Innes Centre (JIC), the N&NUH and the University. The Vision builds on the NRP development brief adopted by South Norfolk Council in March 2009
- 1.07 The University has depended in the past on a relatively ad hoc approach to the development of its real estate. However, with the recent changes in planning legislation (Local Development Frameworks), the high profile accorded the University Campus in recent years through Listing, and the need to manage a dwindling land resource so that development can be appropriately balanced with conservation, the University requires a strategy (the DFS) that draws together the key issues highlighted in other key policy statements and expresses them in terms that can be used to capture the University's needs in local statutory planning policy. It is to be based on robust and credible evidence and reflects the University's business planning and growth aspirations.

2. Role and Purpose

- 2.01 The UEA Development Framework Strategy's will express in one document the UEA's ambition for spatial development for the next 20-30 years. Ultimately, it will quantify the amount of development space required to meet the UEA's Business Plan growth ambitions and identify the broad development locations to accommodate the growth. Its preparation will be subject to options testing, Sustainability Appraisal (SA) and public consultation. Outputs during its production and the final document will inform the Norwich City Council Local Development Framework (LDF) process, specifically the Site Allocations Development Plan Document. The DFS will be endorsed by the Norwich City Council as robust evidence to inform the allocation of development land.
- 2.02 The DFS will be the vehicle to weld together the UEA's Business Plan with Norwich City Council's planning policy to provide an appropriately robust planning policy framework for the preparation and determination of the UEA's future planning applications.
- 2.03 Once endorsed by the city council's Executive, the DFS will be treated as robust evidence to inform the council's site allocations plan and will also be a material consideration in the determination of planning applications. It will also provide the starting point for more detailed master planning exercises for the identified development locations.

3. UEA Development Framework Strategy Brief

- 3.01 In very broad terms the University's structure is in three parts:
- the Schools delivering the core business of research and teaching
 - the Divisions providing the administrative support to the Schools and
 - the Companies, wholly owned by the University, through which it procures services from external sources from time to time

The Divisions are headed by the Registrar and Secretary (one individual); amongst others it includes the Estates and Buildings Division. The Estates and Buildings Division has prime responsibility for the Campus and its buildings.

Accordingly, it is responsible to the University for the procurement of the Project.

- 3.02 One of the important dimensions of the procurement process is the establishment of a governance structure for the inception, production and endorsement of the DFS by Norwich City Council (NCC) as robust evidence to inform the Site Specific Allocation Development Plan Document Process. It is important to obtain the Council's agreement on the status role and purpose of the DFS and to this end, their involvement in its production from the outset is essential.
- 3.03 To this end the University is to establish a **Steering Group** with Norwich City Councillor and officer representation. The anticipated **Steering Group** membership is as follows:

Name	Position	Project Role
Members:		
Brian Summers	Registrar & Secretary UEA	Project Sponsor
Brian Morrey	Executive member with responsibility for spatial planning policy NCC	Councillor Representative
Advisors:		
Roger Bond	Director of Estates	UEA Advisor
Graham Nelson	Head of Planning & Regeneration NCC	NCC Officer Advisor

The Group's Terms of Reference will be agreed at its first meeting. Its general remit will be to guide the DFS process to its conclusion and for Members to act as Project Sponsors to achieve its endorsement by the respective organisations.

- 3.04 The Steering Group will be advised by an **Advisory Group** consisting UEA representatives from the UEA's Estates and Buildings Division and their planning consultants and Officers from the Norwich City Council Planning Department. The anticipated **Advisory Group** membership is as follows:

Member	Organisation	Role
Roger Bond	UEA Estates & Buildings Division	Project Administrator
Glyn Davies	Bidwells	Lead Planning Consultant
Paul Rao	NCC Planning Policy & Projects Manager	LDF and Planning Legislation
Jo Negus	NCC Planner - policy	Sustainability Appraisal

The Advisory Group will provide the day to day guidance for the DFS's production, ensuring its production aligns with both the UEA's Business Planning and Norwich Development Planning processes.

3.05 The Project is to be taken forward in stages thus:

Stage	Subject Matter
1a.Project Scope	Taking the University's instructions to establish the University's strategic principles, preparing a project brief and project execution plan, collecting base line data on planning, technical and environmental issues and testing the various alternatives for the delivery of the University Business Plan, together with agreeing a strategy for public and stakeholder consultation with the client. Carrying out scoping meetings with NCC, providing information to the University's staff for initial briefings with members and preparing overarching sustainability information for the appraisal of the Development Framework Strategy by NCC
1b.Strategic Principles	
1c.Development Framework Strategy Brief	Preparation of a draft strategic land use budget for the University quantifying the amount of land needed to accommodate its growth plans. Preparation of strategic principles to test various land use requirements (i.e. "on" versus "off" campus), agree the process with NCC Officers, engage key stakeholders to debate the strategic principles and discuss the sustainability appraisal process.
2. Options Analysis	Production of draft options for the DFS incorporating information from the Local Authority's public consultation and sustainability appraisal in Stages 1 above, examining site viability, deliverability and sustainability. Preparing approximately three draft 'master plan' options for assessment, presenting these site options to the Local Authority/Stakeholder Group, refining the strategy and phasing and checking that it is in accordance with the client's project execution plan and the University Business Plan/Vision. Agreeing with

	the Project Team and the University..
3. General Public Consultation	In accordance with the requirements of NCC to engage in public discussion and in the light of further instructions from the client, to provide one public consultation (attendance only) to a focus group to present the Development Framework Plan and the selected illustrative Master Plan demonstrating the rationale behind the choice of the option. Production of documents, brochures, plans and drawings for such an approach.

- 3.06 The programme for the DFS is shown on the chart entitled 'UEA Development Framework Strategy Work Programme'. The programme aligns with the NCC's own programme of work leading up to the eventual publication of the NCC's LDF. As a consequence it enjoys the NCC's endorsement. The key target dates for the DFS arising from this programme are

Stage	Target Date
1a. - Project scope	End September 2009
1b. - Strategic principles	October 2009 – January 2010
1c. - Development framework strategy brief	December 2009 – January 2010
2. - Options analysis	January – February 2010
3. - Stakeholder engagement	January & February 2010
4. - Steering group to consider final DFS	March 2010
5 - City council to consider acceptance of DFS as part of LDF evidence base	May 2010