

Cabinet

Date: Wednesday, 29 July 2020

Time: 16:30

Venue: Remote, [Venue Address]

Committee members:

Councillors:

Waters (chair)
Harris (vice chair)
Davis
Jones
Kendrick
Maguire
Packer
Stonard

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Information for members of the public

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For information about attending or speaking at meetings, please contact the committee officer above or refer to the council's website



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Agenda

Page nos

1 Apologies

To receive apologies for absence

2 Declarations of interest

(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting)

3 Public questions/petitions

To receive questions / petitions from the public.

Please note that all questions must be received by the committee officer detailed on the front of the agenda by **10am on Friday 24 July 2020**.

Petitions must be received by the committee officer detailed on the front of the agenda by **10am on Monday 27 July 2020**.

For guidance on submitting public questions or petitions please see appendix 1 of the council's constitution.

4 Minutes

5 - 10

To agree the accuracy of the minutes of the meeting held on 8 July 2020.

5 City centre public space plan

11 - 32

Purpose: To seek approval of the city centre public space plan.

6 Grant of Right to Buy one for one receipts

33 - 44

Purpose: To consider the granting of right to buy one for one receipts and S106 commuted sums to support the provision of new affordable homes.

7 Norwich Town Deal Bid

45 - 56

Purpose: To seek delegated authority for the Director of Place, in consultation with the Leader of the Council, to submit the proposed Town Investment Plan by 31 July 2020.

8 Future Housing Commissioning

57 - 74

Purpose: To consider possible options for future housing commissioning.

9 Exclusion of the public

Consideration of exclusion of the public.

EXEMPT ITEMS:

(During consideration of these items the meeting is not likely to be open to the press and the public.)

To consider whether the press and public should be excluded from the meeting during consideration of an agenda item on the grounds that it involves the likely disclosure of exempt information as specified in Part 1 of Schedule 12 A of the Local Government Act 1972 or it being confidential for the purposes of Section 100A(2) of that Act.

In each case, members are asked to decide whether, in all circumstances, the public interest in maintaining the exemption (and discussing the matter in private) outweighs the public interest in disclosing the information.

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***10 Grant of Right to Buy one for one receipts - Exempt Appendix**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

***11 Norwich Town Deal Bid - Exempt appendices**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

***12 Future Housing Commissioning - Exempt appendix**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any

particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

Date of publication: **Tuesday, 21 July 2020**

Cabinet**16:30 to 18:45****08 July 2020**

Present: Councillors Waters (chair), Harris (vice chair), Davis, Jones, Kendrick, Maguire, Packer and Stonard.

Also present: Councillors Osborn and Wright

1. Public Questions/Petitions

There were no public questions or petitions.

2. Declarations of interest

Councillor Harris declared an other interest in item *13 (below) as a director of Norwich Norse Building Limited.

Councillor Kendrick declared an other interest in item *13 (below) as a director of NPS Norwich Limited and a board member of nplaw.

Councillor Maguire declared an other interest in item *13 (below) as a director of Norwich Norse Environmental Limited and Norse Environmental Waste Services Limited.

(It was noted that nplaw considered they had a conflict of interest and LGSS Law were providing legal advice regarding the joint ventures insourcing.)

3. Minutes

RESOLVED to agree the accuracy of the minutes of the meeting held on 10 June 2020.

4. Environmental strategy 2020 – 2025

Councillor Maguire, cabinet member for safe and sustainable city environment presented the report. He thanked officers for their hard work on the strategy which was forward looking and tackled how the council would approach climate change and environmental policy over the next five years. It was the council's fourth strategy, integrated to the corporate plan, the Covid recovery plan and the 2040 city vision evidencing the importance of the environment across all council functions.

Norwich City Council had an impressive track record for reducing its carbon footprint and was the only district council in Norfolk which had done so. In 2007 a target to reduce carbon dioxide emissions by 40% was set and last year, a closer to 60% reduction was achieved and it was hoped that a net zero target would be achieved by 2030. The council's third carbon management plan was to be published next

year. The council had an ambitious programme in place and had been recognised by external bodies such as Friends of the Earth which rated the council as 15th out of all local authorities in the country.

It was a comprehensive strategy which acknowledged the existence of a climate emergency and linked this to its societal and economic impacts. The strategy had been considered at the climate and environment emergency executive panel (CEEEP) and a number of recommendations made by the panel which Councillor Maguire presented.

In response to a member question the director of place said that that the environmental strategy was a corporate document which set a target for carbon neutrality for the city council by 2030. It was integrated with the 2040 city vision and a wider climate change group and strategy was led by the business community for Norwich.

The leader of the council highlighted that a key means by which the council lobbied government was the use of full council motions, he highlighted that it was a motion which acknowledged the climate emergency and established CEEEP as a panel.

RESOLVED to:

(1) adopt the environmental strategy 2020 – 2025 subject to an amendment to the chair's foreword to contextualise the development of the strategic document within the events of the Covid-19 pandemic and the resulting behavioural changes leading to an increase in walking and cycling; and

(2) note the following recommendations from CEEEP:

- a) request that cabinet when conducting environmental assessments, the council applies SCATTER tools or other environmental assessment tools as appropriate to quantify the environmental impact of decision making;
- b) request cabinet that if and when the council's commercial property investment strategy is revised that CEEEP is involved in its preparation to ensure that opportunities to stimulate the green economy are maximised;
- c) note that in accordance with the terms of reference of this panel, request that reports on the environmental strategy action plan are considered regularly, note the governance arrangements in place to monitor the effectiveness of the strategy and to reaffirm that the council is committed to lobby the government for funding to achieve the carbon neutrality as soon as possible.

5. Finance and business planning process for 2021/22 and in year budget position

The chair noted that a late appendix to this item had been circulated to all members; appendix 2: Norfolk Strategic Fund Contribution which asked for a council contribution to the fund aimed at helping the county to recover from the pandemic. He said the report highlighted the impact of Covid 19 on the council's budget and the

significant range of work the council was involved with in relation to recovery from Covid.

Councillor Kendrick, cabinet member for resources presented the report. It was a challenge to develop and maintain high quality services during a sustained period of austerity and latterly with the impact of Covid to consider. Senior managers had undertaken a budget review to identify in house savings to address the budget position. Service delivery had to be balanced against financial stability.

The government had announced funding for local authorities in relation to Covid and lost income streams, when greater detail was known the budget would be refined. The leader noted that NCC along with other urban authorities was pressing government to maintain its promise to reimburse local authorities for funds they had spent during the pandemic.

The chief finance officer, advised in response to a member question that it was unclear how the government's recent announcement on emergency funding would be distributed to local authorities, the expectation was that it would be directly. Any funds in relation to homelessness and rough sleeping would be received by the county council and distributed on and funding in relation to lost income streams would be direct to the council.

In relation to keeping members updated on the budget the standard finance reports would include updated detail.

In response to Councillor Osborn's question, the leader said that the council had been lobbying government in relation to the reduction of the revenue based support grant for local authorities. It was fortunate the council had made prudent investments into commercial properties and assets as this had assisted with service delivery. The cabinet member for resources emphasised that car parks and commercial investments protected the delivery of front line services.

RESOLVED to:

- (1) note the latest in-year budget positions and to endorse the approach and timetable for setting the 2021/22 budgets; and
- (2) approve a general fund revenue contribution of £150k into the Norfolk Strategic Fund to support the economic recovery of Norfolk post the COVID-19 pandemic.

6. Quarter Four Corporate Performance Report for 2019-20

Councillor Waters, leader of the council presented the report. The format was in the process of being updated and the current presentation was an interim format, due to Covid some data was unable to be gathered. He highlighted a number of significant achievements; the number of volunteer hours across the parks and open spaces service had exceeded its target; customers reported increased skills and confidence as a result of taking part in the council digital inclusion project and engagement had increased during the pandemic with increased applications for Universal Credit; the council carbon emissions were reducing; and council homes were achieving good energy efficiency ratings.

Councillor Packer, cabinet member for health and wellbeing, thanked the public for volunteering over 16,000 hours of their time to work across the council's parks and open spaces in the last year and in particular highlighted the significant partnerships which existed with community and friends groups. Members also noted that it was great to see the market open, occupied and the public accessing it responsibly.

In response to a member question the director of people and neighbourhoods said work in relation to anti social behaviour had paused as staff responded to Covid but the importance of this work was recognised, there were staff shortages and it was planned to recruit to these vacancies.

The chief executive officer said targets would be refined this year in light of Covid.

RESOLVED to note progress against the corporate plan priorities for quarter four of 2019-20.

7. Budget Monitoring Final Outturn 2019/20

Councillor Kendrick, cabinet member for resources presented the report.

Members discussed budget underspends and the various reasons these occurred.

RESOLVED to:

- 1) note the financial outturn for 2019/20 for the General Fund, HRA and capital programme (unaudited);
- 2) note the consequential balance of the General Fund and Housing Revenue Account balances; as detailed in paragraphs 21 & 22;
- 3) note the transfers to earmarked reserves and the subsequent impact on balances; as detailed in paragraphs 17,18 & 20; and
- 4) delegate to the chief finance officer, director of place and director of people and neighbourhoods, in consultation with the cabinet member for resources, approval of carry-forward of unspent 2019/20 capital budgets still required, to the 2020/21 capital programme.

8. Transforming Cities Fund update and match funding – Key Decision

Councillor Stonard, cabinet member for sustainable and inclusive growth presented the report. A successful bid for tranche one funding resulted in improvements to the transport network in Norwich and the council in partnership made an ambitious bid for round two of the funding. The second bid had been resubmitted and the outcome was awaited. It was noted that highways had moved from the city council to county council.

Members discussed if the funding in round 2 would be enough to implement a suitable transport network in Norwich. Councillor Stonard noted that the original funding which was had been available would have achieved this. However, with the move of highways to the county council transformative change had to come from county. The design conservation and landscape manager said they would input and

influence the county council's transport strategy as best as they could. The leader of the council said it was disappointing that the funding available had been reduced but it still represented a significant sum of money and the best would be made of any funds received.

RESOLVED to recommend to council -:

- 1) An increase of £162K in the General Fund Capital programme for 20/21 and £368K for 21/22; and
- 2) The allocation of the City Council held funds detailed in appendix 1 as matched funding for the Transforming Cities Fund programme.

9. Landscape services agreement with County highways

Councillor Stonard, cabinet member for sustainable and inclusive growth presented the report. He said that after the termination of the Highways Agreement on 31 March 2020, the county council asked Norwich City Council to continue with landscaping works and an agreement had been drawn up.

In response to member questions the design conservation and landscape manager said the city council were not obliged to accept design work from the county council. In terms of biodiversity, the transport for Norwich manager at county hall was the client and efforts to maintain biodiversity would be encouraged.

RESOLVED to approve entering into a five-year agreement with the County Council to provide fee-earning landscape services on highways projects.

10. The award of contract for the procurement of the printing services framework – Key Decision

Councillor Kendrick, cabinet member for resources presented the report. The printing bill was reducing year on year but it was important to remember that not all residents were able to access services online.

RESOLVED to delegate authority to the director of strategy, communications and culture in consultation with the portfolio holder for resources to award a contract/s for the printing services framework for a period of four years.

11. To award a new contract for the existing Northgate Revenues and Benefits system

Councillor Kendrick, cabinet member for resources presented the report.

The director of strategy, communications and culture said the contract provided for an online portal for customers which would enable those who could self serve to do so and staff could provide greater assistance to other customers.

RESOLVED to delegate authority to the director of strategy, communications and culture in consultation with the cabinet member for resources to award a contract for the ongoing support and maintenance of the revenues and benefits software and associated services

12. Exclusion of the Public

RESOLVED to exclude the public from the meeting during consideration of item *13 (below) on the grounds contained in the relevant paragraphs of Schedule 12A of the Local Government Act 1972 (as amended).

(Councillors Harris, Kendrick and Maguire having declared a conflict of interest in this item withdrew from the meeting for the discussion and vote. The monitoring officer withdrew from the meeting at this point too.)

***13. Environmental, repairs and maintenance and asset and estate management services provision – Key decision (paras 3 and 4)**

Councillor Waters, leader of the council presented the report. The leader said that the joint ventures members insourcing working party had met and reviewed the report and recommended it to cabinet. It was noted that a discussion around environmental standards for any new depot was discussed and members considered the opportunities presented.

RESOLVED to approve the recommendations as detailed in the report.

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CHAIR

Report to Cabinet
29 July 2020
Report of Director of place
Subject City centre public space plan

Item

5

Purpose

To seek approval of the city centre public space plan.

Recommendation

To approve the city centre public space plan.

Corporate and service priorities

The report helps to meet the corporate priority Inclusive economy

Financial implications

None

Ward/s: Mancroft and Thorpe Hamlet

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

Ben Webster, Design conservation and landscape manager	07741 103253
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Graham Nelson, Director of place	07979 516835
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Background documents

None

Report

Link to 2040 Vision

- 1 The *Norwich 2040 City Vision* values the way good public spaces promote creativity, liveability, fairness, connectivity and dynamism. It explains that:
 - a. Nurturing creativity involves regenerating urban spaces, developing the unique mix of experiences in the city centre and maximising the use of our heritage assets to transform the perception of Norwich.
 - b. Liveability will flow from offering low-emission and affordable transport that protects biodiversity and air quality in open spaces.
 - c. Fairness will arise where physical activity can be enjoyed in public spaces that are welcoming to our citizens in their full diversity.
 - d. People will be connected in a city that is great for walking and cycling with spaces that enable people to come together, share and exchange.
 - e. The dynamism of the city depends on supporting independent businesses and attracting multi-nationals, which is helped by a good city brand image.

Purpose of the plan

- 2 A public space plan for the city centre has been drafted (see appendix 1). It should be noted it is not a new strategy or a review of public space priorities from first principles, and as such has not been subject to public consultation. Extensive public engagement and equality impact assessments will help shape the design of individual projects and the future development of a new transport strategy for Norwich. The plan has been produced quickly to meet a pressing moment of need to achieve the following:
 - a. Helping economic recovery - The covid-19 pandemic has battered confidence in the economic future of the city centre and publishing a plan for public space will inspire confidence that positive changes can happen in support of the council's recovery plan, published in June. The recovery plan aims boost the levels of walking and cycling seen during the lockdown period through investment in infrastructure to support these activities. It is complementary to the emergency measures that are currently being implemented.
 - b. Communicating planned interventions - Many interventions are already planned for the next five years or even under construction, but what these are and how they fit together is not widely understood. The information about them is contained in a variety of planning applications, funding applications, transport and planning policy documents. The plan aims to present a digest of the information in one simple document.
 - c. Supporting the application for Towns Fund money – the principle of improving public spaces in the city centre has been agreed by the Town Deal Board as one of the components of the Town Investment Plan with

Hay Hill and St Giles identified as particular projects. Cabinet support for this is being sought through a separate report on this agenda.

Audience

- 3 Although it has been written to appeal to anyone with an interest in the future of the city centre, the main audiences for the document are:
 - a. Developers
 - b. Councillors, MPs and ministers
 - c. Funders in government and New Anglia LEP
 - d. Council officers working in planning, transport, economic development and environmental protection roles at City and County Councils.
 - e. Key stakeholders on the Town Deal Board and Norwich 2040 network
 - f. Advocacy and campaigning groups (e.g. Norwich Access Group, NNAB, Cycling Campaign, Norwich Society)
- 4 Some of the projects are on the highway, controlled by the County Council; others are on land managed by the City Council and many are on private land. It is very important that the new designs for spaces are robust and can be maintained within the resources available to the public sector in an era of financial austerity.
- 5 The projects section at the end of the document shows the location of all the projects, explains the funding sources and implementation timescales. Some projects have funds secured, others have an identified source but confirmation of funding is awaited, while for others a specific source has not yet been identified. Apart from the Towns Fund, the main sources of funding are:
 - Transforming Cities Fund from the Department for Transport – an announcement on funding in response to the submission by the County Council is imminent.
 - New Anglia Local Enterprise Partnership – the LEP allocates funds from the government to support projects that promote economic development through implementation of the Local Industrial Strategy and Economic Strategy for Norfolk and Suffolk.
 - Community Infrastructure Levy – decisions made annually by the Greater Norwich Growth Board on the allocation of this money that is derived from a tariff on development and pooled by Broadland, South Norfolk and the City Council.
 - Section 106 / 278 – funds from developers that are to be spent on mitigating the effects of development or providing access to it; allocated by the city council where discretion is involved in exactly how it is spent.
 - Developer – on site works to create new streets and spaces, particularly within larger developments.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Cabinet
Committee date:	29.07.20
Director / Head of service	Graham Nelson
Report subject:	City centre public space plan
Date assessed:	21.07.20

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Good public space attracts footfall to businesses and business and workers to locate in a place.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Good public space is a free and democratic common resource.
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	When schemes are designed and implemented opportunities to make places safer are taken through increasing human surveillance and improving CCTV sightlines.
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Encouraging walking, cycling and outdoor activity and reducing pollution boosts health and wellbeing.

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Bringing citizens together for events in city centre public space helps break-down barriers between neighbourhoods and foster a civic identity.
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Walking and cycling are affordance ways of getting around to take up employment and training opportunities.
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Good public space will give people an incentive not to use their cars.
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Reducing car use create a more attractive setting for the fine buildings in the city centre and planting trees as part of schemes improves biodiversity.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Reducing car use reduces pollution.
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Walking and cycling are efficient movement options that reduce the amount of fossil fuels used for energy thereby mitigating climate change.

	Impact			
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment	
Positive	
Negative	
Neutral	
Issues	



Draft 20 July 2020

Norwich city centre public spaces plan



NORWICH
City Council

Foreword

Our impressions of a city are formed mainly by the quality of public spaces. If they are not pleasant, protected and promoted we rarely return.

In Norwich, this has been long understood. Starting with the pioneering pedestrianisation of London Street in 1967, the city council has progressively made the city centre better for people to walk and cycle around. Predictions of economic damage if cars were restricted have not come to pass. The city centre has thrived offering a diverse mix of retail, social and cultural experiences.

However, in the shadow of COVID19, which has impacted on the city economy and accelerated trends that were evident before the pandemic, more people may be living, working and shopping online from home. This plan is a response to those trends.

Over the next five years there are a range of different funding streams with the ambition to retain, refresh and renew the city centre and its public spaces. By way of illustration the report describes the proposals for projects at Tombland and the area under the Magdalen Street flyover.

This is not a new strategy. Its purpose is to bring together in a simple, colourful and clearly designed way an overarching view of what is planned and to give confidence to residents, those who travel to the city for work and visitors, that the city centre is a vibrant place for social, cultural and economic activity.

It makes a powerful contribution to the work of the Norwich 2040 Vision partnership and demonstrates the vital role of good public spaces to the 2040 Vision themes of ‘Creativity, Liveability, Fairness, Connectivity and Dynamism’.

It also supports the New Anglia LEP’s Local Industrial Strategy, which stresses the importance of ‘Place’ and the Norwich Business Improvement District’s (BID) retail strategy.

Public spaces provide people with the opportunities to come together and engage as a community. The Agora of classical Greece and the central location of the Forum in Roman towns and cities signify their importance in history, through to the present day.

In our own time, the success of public spaces should be measured against whether they are inclusive of the diversity of groups present in our cities and create a social space for everyone in the society to participate. In short, the quality of our public spaces is a measure of the health of our local democracy.



Councillor Michael Stonard, Portfolio holder for Sustainable and Inclusive Growth

Michael Stonard



Councillor Alan Waters, Leader of Norwich City Council.

Alan Waters

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1. Introduction

Norwich is known for its beautiful buildings, which frame many streets and spaces of great character. These public rooms host the life of the city-commerce, culture and movement. Being able to walk across the road easily, ride your bike, stop to sit at a cafe under the shade of a tree, watching your children playing – these are the sorts of experiences that help make cities good places to be.

The Norwich 2040 City Vision¹ values the way good public spaces promote creativity, liveability, fairness, connectivity and dynamism. It explains that:

- Nurturing **creativity** involves regenerating urban spaces, developing the unique mix of experiences in the city centre and maximising the use of our heritage assets to transform the perception of Norwich and entice people into the city who are increasingly working and shopping from home.
- **Liveability** will flow from offering low-emission and affordable transport that protects biodiversity and air quality in open spaces.
- **Fairness** will arise where physical activity can be enjoyed in public spaces that are welcoming to our citizens in their full diversity.
- People will be **connected** in a city that is great for walking and cycling with spaces that enable people to come together, share and exchange.
- The **dynamism** of the city depends on supporting independent businesses and attracting multi-nationals, which is helped by a good city brand image.

This is in tune with New Anglia's Local Industrial Strategy² and the Norwich BID's Retail Strategy³.

The covid-19 pandemic has battered confidence in the economic future of the city centre. Publishing this public space plan will inspire confidence that positive changes can happen in support of the council's recovery plan⁴, published in June. We have seen more walking and cycling during the pandemic and citizens have shown how much they value the opportunity to be in the city's open spaces. The recovery plan will boost this further through investment in infrastructure to support these activities.

Fortunately, many interventions are already planned for the next five years, but what these are and how they fit together is not widely understood. The information about them is contained in a variety of planning applications, funding applications, transport and planning policy documents. This plan aims to present a digest of the information in one simple document.

We have produced it quickly to meet a pressing moment of need to communicate positive change. It is not a new strategy or a review of public space priorities from first principles, which is why there has been no public consultation on this document.

Extensive public engagement and equality impact assessments will help shape the design of individual projects. The city centre is increasingly host to a range of diverse communities and their voice is important when understanding how to cater for everyone's needs.

Some of the projects are on the highway, controlled by the county council; others are on land managed by the city council and many are on private land. It is very important that the new designs for spaces are robust and can be maintained within the resources available to the public sector in an era of financial austerity. If we succeed in our aim to create spaces that are valued by local people there is a good chance that local groups will assist with maintenance activities, as happens currently outside City Hall and is part of the plan for Castle Gardens.

We also aim to design out crime through creating appealing spaces used throughout the day. Castle Gardens, Hay Hill and the area under the Magdalen Street flyover are currently problematic in this respect. Free events in the evening can help, such as those organized by Norwich BID's Head Out Not Home initiative. Carefully locating CCTV and making sure that critical sight-lines are not obscured by trees is also part of combatting crime and ASB.

Trees and shrubs are sometimes dismissed as purely an aesthetic feature that is a financial burden. However, this view neglects the many services that vegetation provides in a city – cleaning the air, filtering rainwater reaching the ground to combat flash-flooding, slowing traffic by providing a sense of street enclosure and promoting biodiversity. The government is calling for a massive tree-planting programme and it is important that government allocate financial resources intelligently to support the urban tree stock, not just plant it.

The funding arrangements for these capital projects are complicated. A reason for producing this plan now is to provide the context for why we have included public space projects at Hay Hill and St Giles in the Town Investment Plan that will be submitted to government at the end of July to secure money from their Towns Fund.

The projects section at the end of this document shows the location of all the projects, explains the funding sources and implementation timescales. Some project have funds secured, others have an identified source but confirmation of funding is awaited, while for others a specific source has not yet been identified. Apart from the Towns Fund, the main sources of funding are:

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- Section 106 / 278 – funds from developers that are to be spent on mitigating the effects of development or providing access to it; allocated by the city council where discretion is involved in exactly how it is spent.
- Developer – on site works to create new streets and spaces, particularly within larger developments.

¹ Norwich 2040 City Vision, Norwich City Council (2018)

² Local Industrial Strategy draft, New Anglia LEP (2020)

³ Retail Strategy, Norwich Bid (2019)

⁴ Covid-19: A blueprint for recovery, Norwich City Council (2020)

2. Themes

Destinations

The centre of the city is full of destinations of all kinds – civic, commercial, sporting, educational, spiritual and medical. The map opposite shows their locations.

Norwich’s long history means that many buildings have multiple functions and deep cultural resonance. The Halls (23 on the map) are a venue for concerts and events but they also host election counts and were originally a monastic complex. The National Centre for Writing (22) occupies Dragon Hall, a fifteenth century merchant’s home next to the river on King Street. The Castle (12) has been a royal residence, prison and art gallery.

In recent years the city centre has been enriched by the growing presence of educational institutions and students living and studying there. In particular, the Norwich University of the Arts has expanded from its core on St Georges Street (34) to buildings on Duke Street and Princes Street. The creative zest of their students is palpable in the streets and public spaces where they hang out, such as St Georges Green in front of the Playhouse.

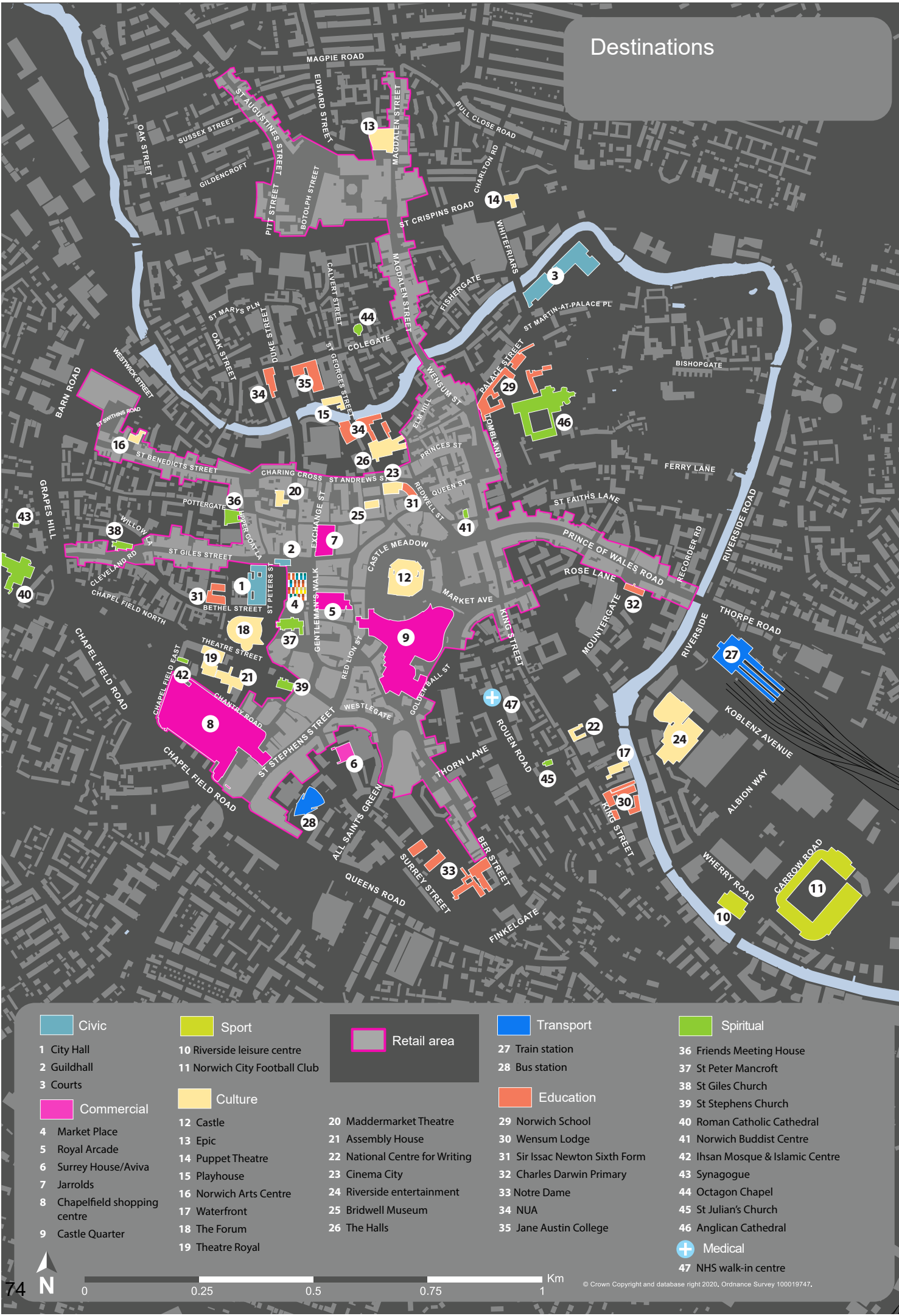
What these buildings and others also have in common is the way public space serves them. Streets and squares provide access to the front door but also a setting for people to gather and admire the beautiful buildings. Seeing the Castle can relieve the boredom of waiting for a bus on Castle Meadow. Free street performances outside St Georges Church in the Lanes enliven summer evenings. Millennium Plain is a favourite place for young people to meet their friends outside the Forum (18).

Thousands surge down to Carrow Road (11) once a fortnight on the way to the match. The relationship between the Anglican Cathedral (46) and the Upper and Lower Close is symbiotic.

These special buildings are embedded within the shopping area. Norwich’s retail draws people from across the region. The shops are concentrated in a web of streets forming an arc to the north, west and south of the Castle and along the routes that extend towards some of the old gateways into the city – St Giles, St Benedicts, Magdalen and St Augustines. Prince of Wales Road links to the train station (27) where over four million people each year arrive and depart.

The diversity of retail experience is reflected in the contrast between the cluster of interdependent business in the Lanes (see wayfinding on page 15), with Jarrolds department store (7) as the anchor, and the national multiples present in St Stephens Street and the two shopping centres – Chapelfield (8) and the Castle Quarter (9).

What brings people to Norwich to shop is not only retail quality and diversity but the experience of exploring the city and discovering other things on a visit. People working in offices and the increasing numbers of people living in the city centre are also fundamental to its economic vitality. The network of public spaces binds these activities.



Development

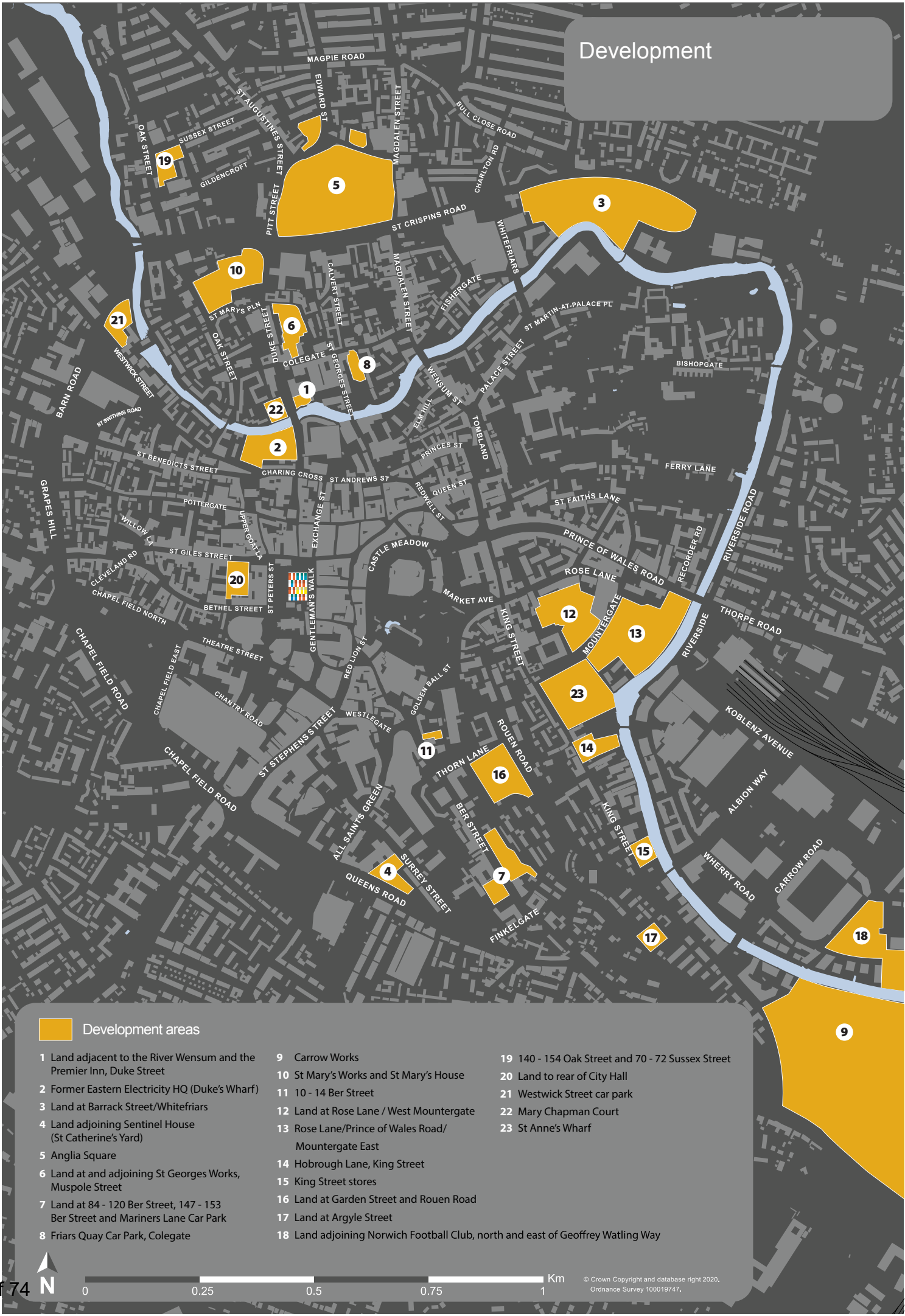
The map on the facing page shows that many parcels of land are available for development in the city centre, amounting to over 40 hectares. These sites were included in the recent Greater Norwich Local Plan consultation and many feature in the current local plan. They are capable of accommodating new homes and workplaces that are within easy reach of all the facilities of the city centre on foot or bicycle.

As local planning authority, the City Council is working with developers to create new routes between buildings and establish spaces for residents and workers to relax in attractive environments that are greened with trees, furnished with seats and attractively paved. Later pages illustrate these opportunities.

The sites are clustered in the northern and southern parts of the centre that suffered wartime damage, clumsy post-war redevelopment and withdrawal of industry. Anglia Square (5), St Marys Works (10) and Barrack Street (3) have most transformative potential in the north. On the southern edge of the city centre, Carrow Works (9) and the wider East Norwich Regeneration Area, of which it is a part, represent the largest regeneration opportunity in the east of England, with the potential to host up to 4,000 homes and 6,000 new jobs.

If these developments are to function as part of an enlarged city centre they need to feel connected on foot and bicycle to the energy at the heart of the centre. Improvement of Magdalen Street in the north and King Street in the south is fundamentally important to achieve this.

The land behind City Hall (20) presents a rare opportunity to build in the sensitive civic core. It could feature a courtyard that welcomes the public.



Open spaces

In this section open spaces have been broadly categorised as public gardens if their floor is mainly soft and green and as squares if the floor is mostly sealed with paving or asphalt.

The three largest and most important publicly accessible gardens are Chapelfield Gardens (9), the Upper Close (6) beside the Cathedral, and the pairing of Castle Gardens (12) and Green (8). Funding is available to improve the part of Castle Gardens near the Whiffler Theatre to complement the Royal Palace Reborn project.

Norwich exists because of the River Wensum, which brought trade and a water supply. For most of the city’s history the riverside was a place of industry, but now some of the city’s most attractive green spaces line it, such as the area around Cow Tower (3) and St Georges Green (11).

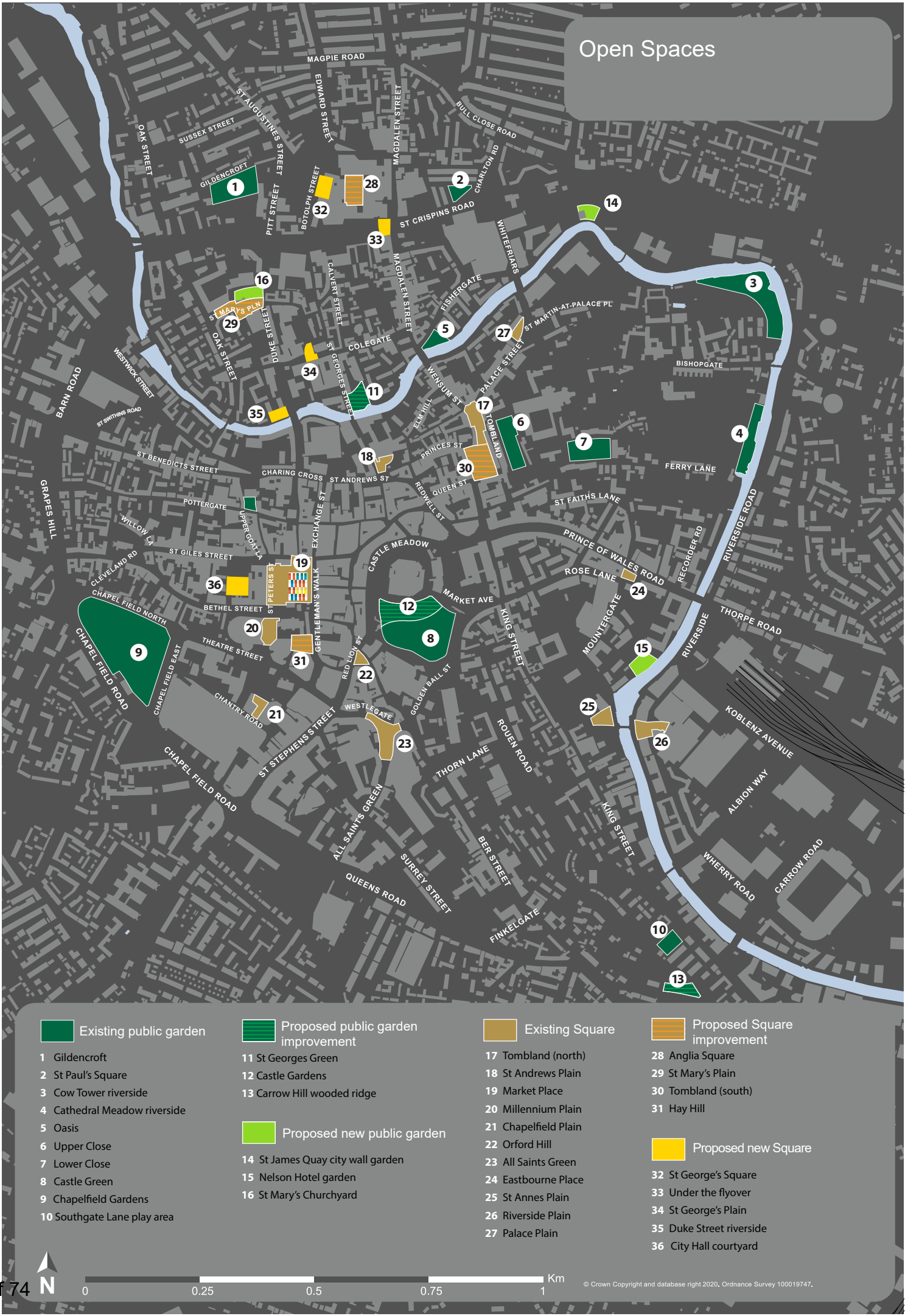
More accessible green space is planned. The St James Quay development under construction on Barrack Street will provide a new garden (14) with great views along the river flanked by fragments of city wall. The garden of the Nelson Hotel (15) opposite the train station could be made publicly accessible as part of the riverside walk if development happens there. The development of St Marys Works would facilitate access and improvement of the churchyards of St Mary Coslany (16) and St Martin at Oak, with a pedestrian route between St Marys Plain (29) and the churches.

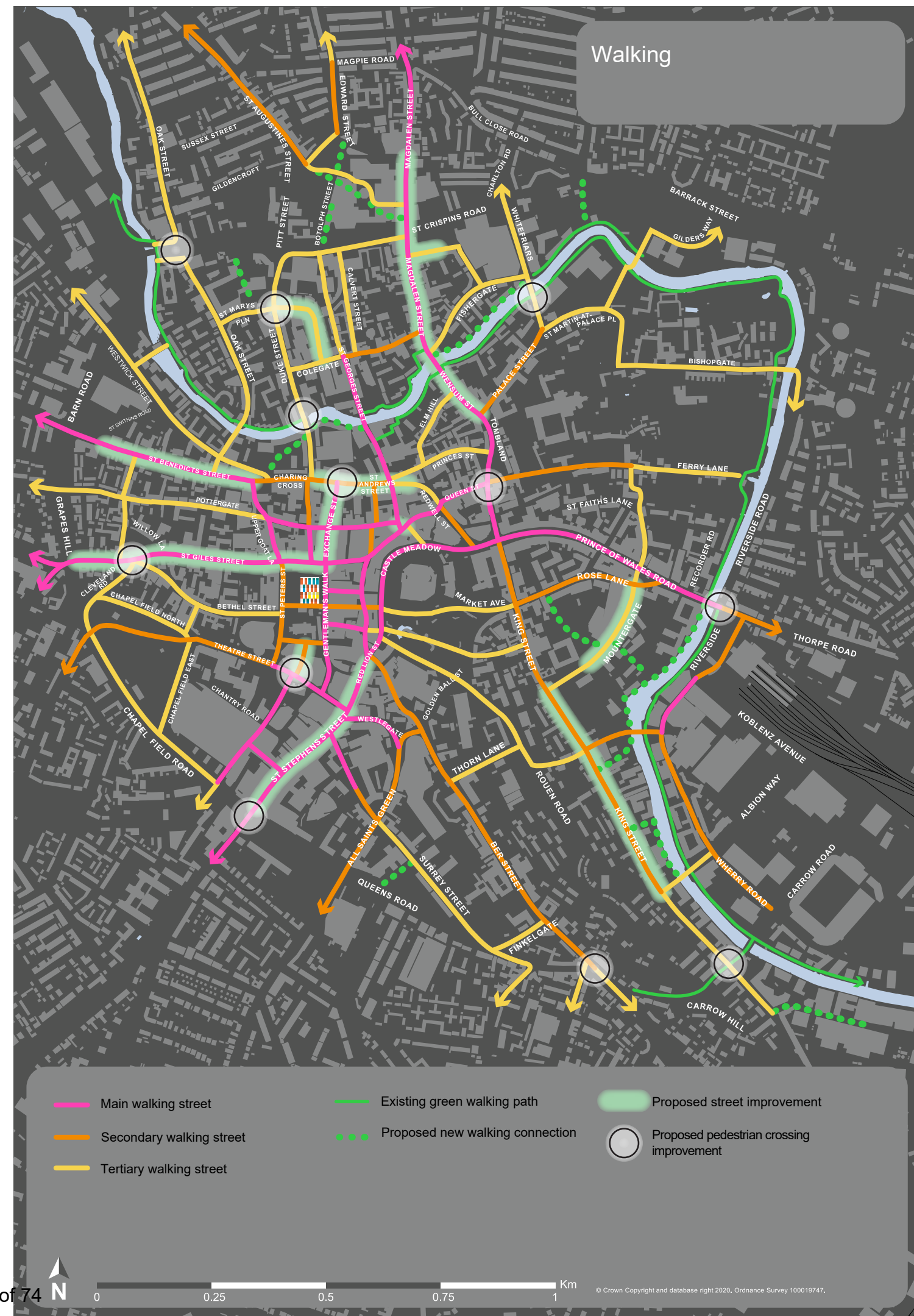
Several new squares have recently been created or revived – St Andrews Plain (18), Millennium Plain (20) and All Saints Green (23). St Annes Plain (25) is nearly complete off King Street by Lady Julian bridge and another riverside square (35) features in the development by the Norwich University of the Arts next to Duke Street bridge.

The two greatest squares in Norwich are the Market Place (19) and Tombland (17/30). The market received the accolade of best large outdoor market in 2019. By contrast, Tombland carries most of the traffic heading to the north of the city and suffers from an accretion of structures, parking and degraded surfaces that deter people from dwelling there. The northern part of the space was simplified in 2015 and the project for the southern part has political approval. Funding confirmation is awaited from the government as part of the Transforming Cities programme.

The Anglia Square redevelopment features a new square (32) and a redesign and reconfiguration of the existing square (28), which await a decision from the secretary of state following the recent planning inquiry. Planning permission was granted for an exciting new urban space under the Magdalen Street flyover (33).

Hay Hill (31) has been identified for improvement through the Towns Fund due to its geographical centrality, business and the opportunity to make the space more versatile for events and easier cross movement.





Wayfinding

The complex street pattern in the city centre can be confusing. Memorable buildings, spaces and sculptural details are helpful, as shown in a recent publication commissioned by the County Council to support the case for a culture-led approach to the Transforming Cities Fund programme⁶, but should be complemented by more conventional wayfinding systems.

Most elements of the current wayfinding system have been in place for 15 years, are hard to maintain, contain some out-of-date information and do not reflect current best practice. Norwich Business Improvement District recently coordinated a pilot project to re-skin some of the totem signs with new intuitive mapping where the maps are orientated according to the position of the viewer in the street with recognisable landmark buildings drawn in three-dimensions. A project to replace or upgrade the system is in the Transforming Cities programme. This will be complemented by the project to improve wayfinding on the riverside walk that is under development, funded by the community infrastructure levy.

The large size of the city centre leads to dividing it into areas, each with a particular character. The map opposite shows the areas that are familiar from tourist maps with one difference – it is proposed that the Creative Quarter is expanded beyond St Crispins Road to encompass the whole of Magdalen Street and St Augustines Street and the area known historically as Over the Water. This adjustment would chime with planning initiatives to reconnect the areas by diminishing the severance caused by the inner ring road. The recent replacement of the subway at the top of St Georges Street with parallel crossings for cyclists and pedestrians was a significant first move.

Analysing the configuration of walking routes, plains, public gardens and destinations is one way to identify where people need help with orientation. These places, where the features of a replacement wayfinding system could be located, are marked on the map. It will be important to check this by finding out from different users of the city centre where they need guiding information and the best format for presenting it.

⁶Public art / public realm: a culture-led approach to the Greater Norwich Transforming Cities Fund programme, Urban Movement and Out Design (2019)



Cycling

Cycling is the most efficient form of human propulsion – clean, healthy and quiet. Norwich is a great place to explore by bike because the city is compact, making it manageable to ride from the edge to the centre in under twenty minutes.

We launched the Norwich cycle network in 2012. It features seven pedalways, each represented by a colour. Five cross the city from one side to the other and meet in the middle at St Andrew’s Plain. To others encircle the city – orange near the centre and purple on the edge. The network is illustrated in an attractive waterproof cycle map that is now in its third edition.

Since 2013 when Norwich gained cycle ambition city status, millions of pounds of funding from the Department for Transport, New Anglia LEP and the community infrastructure levy has been spend on improving the quality of infrastructure. The highlights in the city centre have been the removal of most traffic from the St Stephens and Chapelfield area; the installation of better crossings of the inner ring road at St Georges Street, Vauxhall Street and All Saints Green; converting Little Bethel Street into a cycle street; and introducing contraflow cycling in Magdalen Street. The whole city centre was made a 20mph zone and restrictions to cycling in pedestrian priority areas were relaxed, allowing freight delivery to be made by cargo bikes to business doorsteps.

Secure cycle storage facilities were created at Rose Lane car park and near the Coburg Street entrance to Chapelfield. These complement the longer established facility in St Andrew’s car park and the extra on-street cycle stands that were provided.

Most recently, the first tranche of Transforming Cities funding paid for changes that enable people to cycle from the train station up Prince of Wales Road to Castle Meadow. This will allow a more direct and intuitive routing of the green pedalway to be shown on the next edition of the cycle map.

Another benefit from the Transforming Cities fund has been the introduction of Beryl bike share scheme in March 2020. Covid-19 interrupted the implementation this has restarted and the full set of locations are shown on the facing page. E-bikes will follow.

Further improvements are planned under Transforming Cities programme. Most notably, people will be allowed to cycle directly into the city centre along Thorpe Road rather than following the Carrow Road gyratory, access to the train station will be eased and circulation in Tombland will be simplified.



Norfolk is a large, rural county and parts of it are not served well by public transport. In these areas, people do not have a choice but to drive to the city. It is imperative that these trips are managed so the quality of environment upon which Norwich's economy depends is not spoiled by the pressure and pollution of traffic.

Since the pioneering example of London Street, over 50 years of incremental pedestrianisation has lessened the dominance of cars in central Norwich. It is important to move carefully and incrementally so displacement effects are assessed and where necessary ameliorated. The two most recent pedestrianisation schemes in St Georges Street and Westgate give confidence that damaging congestion and loss of trade will not result when changes are carefully planned.

[illegible]

3. Case studies

Tombland

Tombland is one of the most historic public spaces within the city of Norwich, forming the centre of city until the Norman Conquest, when the Castle was built and the market was moved to its current location west of the castle.

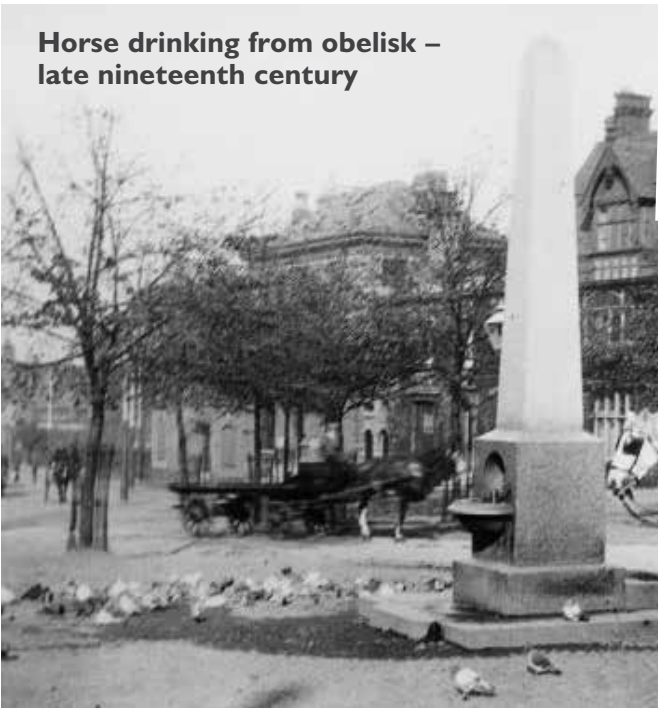
Tombland is no-longer a primary shopping destination but rather a centre for restaurants, a transport hub for the northern part of the city centre and is on the main pedestrian and cycle route between Norwich Cathedral and the present day market place.

It is within the city centre conservation area and surrounded by listed buildings, and scheduled monuments. It has become apparent that the triangular gyratory layout to the east, relatively unchanged since at least the 1800's, is not the most practical use of the space available nor is it suited to present day needs of the city.

The Transforming Cities scheme seeks to reinstate the east side of Tombland as a public space by removing the derelict public convenience and vehicles from the area to:

- give more space to pedestrians;
- remove obstacles faced by people with disabilities;
- reduce vehicle noise and dominance by relocating bus stops, narrowing carriageways and installing raised tables;
- create a multifunctional gathering space around the refurbished obelisk drinking fountain;
- enable people to sit and enjoy the shade of the trees, architecture, and quality of the space; and
- unify the space to improve pedestrian connections to surrounding areas.

Phase I of the scheme is scheduled to commence August 2020 and due to complete February/March 2021.



Under the Flyover

The construction of the Magdalen Street flyover created an ugly intrusion half-way up Magdalen Street. Although the street continues beneath it, it creates a perceptual barrier and the space beneath it forms a void in the street that feels hostile.

Other cities have successfully used repurposed shipping containers to create lively temporary environments

for hanging out, buying quirky items and watching intimate performances.

The City Council, which owns part of the land, produced a design brief that resulted in the owners of Anglia Square, who own the rest of the land, commissioning architects and securing planning permission for the scheme shown in these images.

Implementation timescales will be clarified following the outcome of the public inquiry for Anglia Square.



Duke Street riverside

The Norwich University of the Arts (NUA) are constructing a new building next to the river on the west side of Duke Street. The new building will contain a lecture theatre, teaching spaces, offices and 100 student rooms. This can be seen in the image below.

At the ground floor facing the river will be a new public space measuring 18m x 35m that will be owned and maintained by NUA. The scheme will also feature a

2.5m wide enhanced riverside walk that provides ramped access up to Duke Street. This will overcome one of the obstacles for movement by people with disabilities identified in an accessibility audit that accompanied the River Wensum Strategy.

This new space and ramped riverside walk will link to the County Council’s project to complete the missing link in the riverside walk between Duke Street Bridge and St Georges Bridge, which also features in the River Wensum Strategy.



Projects

Name (see map below for project areas)	Features	Agency	Funding (<i>italic = not secured</i>)	Timescale (calendar yrs)
1. St Crispins Road/ Oak Street	Pedestrian crossing	County	<i>Tbc</i>	By 2025
2. St Marys	New public garden: St Mary Coslany churchyard Square improvement: St Marys Plain New walking connection: St Marys Plain to St Martins Lane Pedestrian crossing: Duke Street at Muspole Street	County, City, Developer	<i>St Marys Works development</i>	By 2025
3. Muspole Street	Street improvement: Muspole Street New square: St Georges Plain	County, City, Developer	<i>St Georges Works development</i>	Tbc
4. Anglia Square	New squares: St Georges Sq, Under the Flyover Square improvement: Anglia Square New walking connections: St Georges Street extension, Botolph Street	Developer, City	<i>Anglia Square development, Housing Infrastructure Fund</i>	2021 onwards
5. Magdalen St, Fye Bridge Street and Wensum Street	Street improvement	County, City	<i>Tbc</i>	By 2025
6. Riverside walk: Fye Bridge to Whitefriars	New walking connection: Fye Bridge to Whitefriars	City	<i>CIL</i>	By 2025
7. Whitefriars Bridge	Pedestrian crossing: Whitefriars	County	<i>Tbc</i>	By 2025
8. St James Quay	New public garden: City Wall garden New walking connection: River Lane	Developer	<i>St James Quay development</i>	Under construction
9. Duke Street Riverside	New square	Developer	<i>NUA riverside development</i>	Under construction
10. Riverside Walk: Duke Street to St Georges Street	New walking connection: Riverside Walk: Duke Street to St Georges Street Pedestrian crossing: Duke Street bridge	County	<i>DfT / Sustrans, CIL</i>	2021-22
11. St Georges Green	Public garden improvement	City	<i>S106</i>	2021-22
12. Westwick Street to Duke Street	New walking connection	Developer	<i>Dukes Wharf development</i>	By 2025
13. St Benedicts Street	Street improvement	County, City	<i>Emergency Active Travel Fund</i>	2020 (emergency works)
14. St Giles	Street improvement: Upper St Giles, St Giles Street Pedestrian crossing: Cleveland Rd at Upper St Giles	County, City	<i>Towns Fund</i>	2021-23
15. Eastbound through-traffic reduction	Street improvements: Exchange St, St Andrews St Pedestrian crossing improvement: St Andrews Street	County, City	<i>Transforming Cities</i>	2022-23

Name (see map below for project areas)	Features	Agency	Funding (<i>italic</i> = not secured)	Timescale (calendar yrs)
16. Tombland	Square improvement: Tombland Pedestrian crossing: Tombland at Queens Street	County, City	<i>Transforming Cities</i>	2020-21
17. City Hall courtyard	New square	City	<i>Rear of City Hall development</i>	Tbc
18. Hay Hill	Square improvement	City	<i>Towns Fund</i>	2022-23
19. London Street	Street improvement	County, City	<i>Transforming Cities</i>	Under construction
20. Castle Gardens	Public garden improvement	City	CIL	2020-21
21. St Stephens Street	Street improvements: St Stephens Street, Red Lion Street, William Booth Street Pedestrian crossing: Theatre St at William Booth St	County, City	<i>Transforming Cities</i>	2021-22
22. St Stephens / Queens Road	Pedestrian crossing	County, City	<i>Tbc</i>	By 2025
23. St Catherines Yard	New walking connection: Surrey Street to Queens Road	Developer	<i>St Catherines Yard development</i>	By 2025
24. Queens Road at Ber Street	Pedestrian crossing	County	<i>Tbc</i>	By 2025
25. Carrow Hill wooded ridge	Public garden improvement	City, Developer	CIL	By 2025
26. King Street Phase 1 – Old Barge Yard to Rouen Road Phase 2 – Mountergate to Old Barge Yard	Street improvement	County, City, Developer	<i>Phase 1: Transforming Cities, S106</i> <i>Phase 2: StAnnes Wharf development</i>	2021 (phase 1) 2023 (phase 2)
27. Carrow Road at King Street	Pedestrian crossing	County, Developer	<i>Tbc</i>	By 2025
28. King Street to Lady Julian Bridge via Hobrough Lane	New walking connection	Developer	<i>Hobrough Lane development</i>	By 2025
29. St Annes Plain	New square	Developer	<i>St Annes Wharf development</i>	Almost finished
30. Mountergate East	New public garden: Nelson Hotel garden New walking connections: Mountergate to Nelson Garden and Riverside Wk (St Annes Pl-Foundry Br) Street improvement: Mountergate	Developer	<i>Mountergate East development</i>	By 2025
31. Boulton Street to St John Street	New walking connection	City	<i>West Mountergate development</i>	By 2025
32. Foundry Bridge junction	Pedestrian crossing	County	<i>Transforming Cities</i>	2021-22
33. Wensum accessibility (not shown on map)	New walking connection	City	CIL	2020-21
34. Wayfinding (not shown on map)	Orientation features	County, City, Norwich Bid	<i>Transforming Cities</i>	2021-23





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Produced by Norwich City Council – July 2020
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Report to Cabinet

29 July 2020

Report of Director of people and neighbourhoods

Subject Grant of Right to Buy one for one receipts

Item

6

KEY DECISION

Purpose

To consider the granting of right to buy one for one receipts and S106 commuted sums to support the provision of new affordable homes.

Recommendation

To approve:

- 1) the award of retained right to buy one for one replacement receipts to Broadland Housing Association to support the development of 10 affordable dwellings as described in the report and the exempt appendix; and
- 2) the award of retained right to buy one for one replacement receipts and S106 commuted sums held for affordable housing to YMCA to support the provision of 2 affordable dwellings as described in the report and the exempt appendix.

Corporate and service priorities

The report helps to meet the corporate priority Great neighbourhoods, housing and environment.

Financial implications

The financial implications are detailed in the exempt appendix to this report.

The Council has retained £40.496m of right to buy one for one receipts since signing its retention agreement in 2012. These receipts can fund 30% of the cost of building new affordable homes with the remainder being funded by other means. Any receipts not applied within 3 years of retention will need to be passed to the Government with interest.

Ward/s: All Wards

Cabinet member: Councillor Harris - Deputy leader and social housing

Contact officers

Andrew Turnbull, interim housing development manager 01603 212778

Chris Hancock, housing partnerships officer 01603 212852

Shaun Flaxman, senior finance business partner

01603 212805

Background documents

None

Report

1. On 7 October 2015 Cabinet approved to:-
 - a) Agree the principle to be adopted for the application of right to buy (RTB) one for one receipts is that we will seek to:
 - I. spend first on the council's own housing capital programme; and
 - II. where we do not expect to be able to spend in full will seek to pass the remainder to Registered Providers (Providers) to develop social rented housing as a first priority and affordable rented housing where this is not possible.
2. Since 2015 the Council has awarded £12.5m in grants to other parties for the provision of new affordable housing.
3. In March 2020 cabinet approved a revised criteria for assessing applications for grant funding. The criteria is now:
 - a. Housing need (30% of the marks) – 30 marks awarded if the scheme fully meets housing need, 15 if it partly meets housing need or 0 if the scheme does not meet a housing need.
 - b. Affordability (30% of the marks) – 30 marks awarded for schemes to be let at social rents and 15 awarded to schemes to be let at 'affordable rent'.
 - c. Standards (30% of the marks) – 30 marks awarded for schemes achieving the Passivhaus standard or Code for Sustainable Homes (CSH) level 5+, 20 marks awarded for schemes achieving CSH level 4, and 10 marks awarded for schemes achieving CSH level 3. The council's adopted environmental strategy seeks to promote energy efficiency with a minimum requirement of CSH level 4 or Passivhaus as the standard for new council homes.
 - d. Nomination Rights (10% of the marks) – 10 marks awarded if a nominations agreement is entered into in perpetuity.
4. Officers have engaged with locally active registered providers of affordable housing and third sector partners to ascertain if they have any current proposals that could be developed if funding was made available.

Opportunities

5. Two projects are proposed which will provide accommodation for targeted groups.
6. The first is an opportunity has arisen for a project to provide accommodation and support for people leaving prison.
7. The main driver behind this project is to improve housing outcomes for people leaving prison, particularly those people who revolve around the system struggling to move on in their life in a positive way. The purpose of this project

is to provide a stable home with support networks providing a route out of reoffending making Norwich a better place for everyone to live in. The council's housing partnerships officer has been working with the Office of the Police and Crime Commissioner, National Probation Services and Ministry of Justice and has secured revenue funding for 2 years to provide the support aspect of the project.

8. Broadland housing association have offered to partner with the city council, to provide the accommodation and housing management for the properties, which initially is looking to provide 10 x 1-bedroom self-contained dwellings across the city. The office of the police and crime commissioner, and the Ministry of Justice will provide the funding for the wrap around support aspect of the project. This support will be delivered by the national Probation Service, Norfolk and Suffolk Community Rehabilitation Community (CRC) and St Martins Housing Trust through the following:
 - a. A focus on the client's needs rather than the homelessness process and to identify and respond to support their needs
 - b. Accompany clients to appointments to act as advocate where necessary
 - c. Support with tenancy and life skills, in particular financial planning
 - d. Support clients in accessing the appropriate mental, physical and emotional care that they need
 - e. Encourage clients to engage with statutory services, including Probation, the Department for Work and Pensions and substance misuse provider
 - f. Encourage clients to foster good relationships with family, friends and people they come into contact with
 - g. Provide aid to clients in accessing and participating in purposeful activity for example volunteering, local community groups/clubs and employment
 - h. Provide a role model for referred clients and motivate them on the path to desistance
 - i. Enable clients to access support on a continuing basis where needed
 - j. In addition to the above, the client will be provided with support by other providers including referral to mentoring input, Circles; 180 project and IIRMS (Intensive Intervention & Risk Management Service – for Personality Disorder Service Users) and other offers of additional wrap around support from wider support networks.
 - k. The CRC will be able to offer the support of the responsible officer, mentoring programme and additional support with finance, benefit and debt advice, ETE, family support service. The CRC will contribute to any selection criteria and risk assessment processes to support better outcomes for this hard to reach group
 - l. In addition the client will be able to access wider support networks including CGL (drug and alcohol service) and specialist health care providers within primary care (vulnerable adults service)
 - m. The capital costs and request for funding for the project is outlined in the exempt appendix to this report. 30% will be funded from retained RTB receipts with the remainder funded directly by Broadland HA.
 - n. Work will commence immediately to identify suitable properties available to purchase on the open market
 - o. The dwellings will be let at affordable rent levels

- p. The properties will meet building regulations standard, with a stipulation that they achieve at least a C rating EPC
 - q. This will be accommodation with support provided and referrals made through a combination of all partners to the project including the council.
9. The second proposal, is a project to convert office space for two additional units within the YMCA hostel.
10. The YMCA are working with the city council to deliver a project to convert office space in their hostel building into accommodation that will provide two additional self-contained crash bed spaces.
11. In the last year, (2019/20) the YMCA Central saw 38 young people use the crash bed service. Many of these young people have multiple and complex needs and would have no other accommodation options. 79% of the people who used the beds moved into more permanent accommodation afterwards and therefore reduces the number of young people ending up rough sleeping. YMCA have identified an increased need for this type of accommodation.
12. The total capital cost and request for funding is outlined in the exempt appendix to this report but the proposals covers the following:
- a. Work will commence immediately to prepare plans for the conversion and submit this for planning approval. It is anticipated that if approved the works would commence on approval and be completed within a month.
 - b. The dwellings will be let at affordable rent levels. As this is supported housing there are additional service charges for enhanced housing management.
 - c. The properties will meet building regulations standard.
 - d. This will be accommodation where referrals / nominations are made through a combination of all partners in the Pathways project including the council.
13. The scoring for the two proposals under the criteria to allocate the right to buy (RTB) one for one receipts is as follows:

Site	Housing Need	Affordability	Standards	Nominations	Score (Max 100)
Housing for Prisoner release project	30	15	10	10	65
YMCA	30	15	10	10	65

14. The council currently holds sufficient RTB receipts and S106 commuted sums to fund the requests for the two schemes above.

15. As well as being able to provide much needed housing, the award will also reduce the risk of the council having to pay a proportion of un-used receipts to Government with interest calculated at base rate plus 4% backdated to the date of receipt. In addition the council holds significant S106 commuted sums for affordable housing, some of which are time limited.

In order to mitigate this risk for grant awards such as this, officers have previously engaged Nplaw to draw up a template grant agreement for registered providers. This includes a clause that any grant is subject to the approved programme and any delays will mean a reduction in the grant to cover any payments to Government. Further there is a clause that if the properties are disposed the grant must be returned or recycled into other affordable housing in the city.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report
Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	29 July 2020
Director / Head of service	Director of people and neighbourhoods
Report subject:	Grant of Right to Buy one for one receipts
Date assessed:	7 July 2020

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Provision of more affordable homes, will improve overall affordability of the housing stock in the City. This represents a prudent use of financial resources to meet corporate priorities. Grant funding RTB receipts will also reduce the risk of the council paying receipts to Government with high interest.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	These projects will provide employment opportunities, opportunities for local contractors and businesses and will generate local spending for the benefit of the wider economy. Providing more housing is important in supporting sustainable economic growth and prosperity.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Providing additional affordable housing will advance financial inclusion by helping to improve housing affordability.
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Building more affordable supported homes to meet needs will help provide accommodation for vulnerable adults.

	Impact			
<u>S17 crime and disorder act 1998</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The provision of affordable accommodation and support specifically for people being released from prison will reduce incidences of re-offending.
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The provision of sufficient and decent quality housing is essential to ensuring decent levels of health and well being
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Providing this grant funding will help to reduce the financial risk of paying RTB receipts with punitive interest to MHCLG

Recommendations from impact assessment	
Positive	
Overall the project will provide more affordable homes in the city which will improve overall affordability of the housing stock. The investment priorities represent a prudent use of financial resources to meet corporate priorities, will minimise the risk of paying receipts to MHCLG with punitive interest and will provide local employment opportunities.	
Negative	
Neutral	

Issues

Report to Cabinet
29 July 2020
Report of Director of place
Subject Norwich Town Deal Bid

Item

7

KEY DECISION

Purpose

To seek delegated authority for the Director of Place, in consultation with the Leader of the Council, to submit the proposed Town Investment Plan by 31 July 2020.

Recommendation

To delegate authority to the Director of Place and Leader of the Council to submit the Town Investment Plan by 31 July 2020.

Corporate and service priorities

The report helps to meet the corporate priority Inclusive economy

Financial implications

The council is submitting a bid for Towns' Fund investment monies in the sum of £25.2million. At this stage there is no formal funding commitment from the Council, any funding to support projects contained within the Towns' Fund bid is to be formalised during the second stage negotiations following submission of the bid.

Ward/s: All Wards

Cabinet member: Councillor Waters - Leader

Contact officers

Ellen Tilney, Economic Development Manager

07715 236777

Background documents

None

Report

Background

1. The government launched the Towns' Fund prospectus in November 2019, inviting 101 towns to bid for up to £25million to drive forward long term economic and productivity growth via the development of a Town Deals Investment Plan. The eligible intervention area of Norwich for the purposes of the Town's Fund is the built-up area of Norwich as defined by the Office for National Statistics - map herewith:

https://www.norwich.gov.uk/downloads/file/6734/norwich_built-up_area_subdivisions_map

2. The first stage of this process required Norwich to submit a "Readiness Checklist" by 19 December:
https://www.norwich.gov.uk/downloads/file/6735/readiness_checklist

And to establish a Town Deals Board, chaired by a member of the local business community no later than 31 January 2020. The initial Towns' Fund report to Cabinet in February 2020 covered and agreed the governance arrangements and Town Deal Board in more detail.

3. The Town Deals Board has met on a monthly basis, developing a number of proposals in line with the key themes and requirements of the funding (see 8,9,10 below) that will enable Norwich to deliver significant transformative regeneration and economic recovery in line with the objectives set out in the Norwich 2040 Vision and the Economic Strategy. Further information on the bid and following timeframe is provided below.

4. Introduction

5. The Towns' Fund and securing a Town Deal presents a tremendous opportunity to secure significant investment for transformative urban regeneration and economic development in Norwich.
6. Timeframe/key milestones:

Readiness checklist to be submitted	19 December 2019 ✓
Establish Town Deals Board	31 January 2020 ✓
Capacity Funding £173,029 Received	31 January 2020 ✓
Further guidance published	15 June 2020 ✓
Town Investment Plan bidding windows: 31 July 2020	Norwich is targeting the 31 July bidding window.

31 October 2020	
31 March 2021	
Decision Gateway 1 – Govt Team selects which part of TIP it will support. Heads of Terms agreed.	Up to 2 months
Decision Gateway 2 – detailed business cases for each aspect of the TIP developed and assured by S151 officer within LA. Funding released	Up to 12 months
Town Deal Boards remain in place to drive and oversee delivery of TIP.	For the life of the projects

7. The Fund, which is a minimum of 90% capital funding, will support proposals to drive the economic regeneration of towns to deliver long term economic and productivity growth under three key objectives:
8. **Urban regeneration, planning and land use:** ensuring towns are thriving places for people to live and work including by: increasing density in town centres; strengthening local economic assets including local cultural assets; site acquisition, remediation, preparation, regeneration; and making full use of planning tools to bring strategic direction and change.
9. **Skills and enterprise infrastructure:** driving private sector investment and ensuring towns have the space to support skills and small business development.
10. **Connectivity:** developing local transport schemes that complement regional and national networks, as well as supporting the delivery of improved digital connectivity.
11. The Town Deal Board supported the development of the bid and associated business case template. The second stage of the process following submission of our bid will be to negotiate with government on which elements of the bid they are willing to support with Towns' Fund monies and then agreeing Heads of Terms prior to release of funding.
12. The Town Deal Board will remain in place to oversee the delivery of the programme, there is also the opportunity to add to the membership of the Board with specific expertise as required once we have agreement with government on which of the projects will receive funding to proceed. Minutes, agendas and supporting research etc. are published on the Norwich City Council website.

13. There will be a requirement to provide match funding/leverage against the Town's Fund monies for specific projects. Match funding will come from a number of different sources and will not be drawn solely from city council funds. The precise level of match funding to be contributed from City Council funds will be fully determined and agreed during the second stage of the process following submission of our initial bid.
14. Town Investment Plan Bid
15. This sets out Norwich's ambition and strategy to drive economic growth, supported by clear evidence and targeting investment into economic infrastructure building upon the aspirations published in the Norwich 2040 Vision and the Norwich Economic Strategy. The projects within the plan are also strongly aligned New Anglia Economic Strategy and with the Local Industrial Strategy, Local Plan and the government's clean growth objectives.
16. The "Town Deal grant" will be paid directly to lead councils and it will be the responsibility of the S151 officers to give final approval of project business cases, and to assure that value for money is delivered. Town Investment Plans must be supported by the Town Deal Board and the LEP but they will be the responsibility of the lead council as will the funding itself.
17. The Town Deal bid consists of two parts (see Annexe A and Annexe B) the first part is a narrative section (limited to 10,000 words) which sets out the context, narrative, ambition and strategy with a brief outline of each project and our proposed engagement and delivery plans. The second section (Annexe B) comprises a tabular section on each of the individual projects giving detail on budget, cost-benefit information and anticipated outputs/outcomes.
18. Projects
19. All the projects contained within the investment plan have a strong focus upon economic development, urban regeneration and city centre vitality to deliver against key 2040 Vision themes. It is not guaranteed that all the projects included within our bid will be approved and funded by government as a part of our Town Deal; each project can stand alone but the significant impact and potential that this offers to deliver major long term regeneration and support strong economic recovery will only be achieved if we are able to proceed with all of the projects submitted:
20. The ACE (Advanced Construction and Engineering) Centre, City College includes updating and refurbishment of a dedicated teaching lab to support apprenticeships and adult learning opportunities in automated engineering and manufacturing practices where efficiency and sustainability are key concerns. Providing modern facilities for advanced "clean" engineering, advanced construction and civil engineering, low carbon transport and digital engineering the centre can support new learners, upskilling existing employees and re-skilling for those seeking new careers.

21. The Digi-Tech Factory, City College will provide a modern, industry-standard and efficient environment to meet the skills shortages within the Digital industries, underpin the training of students in industries such as engineering and construction where digital skills are increasingly vital and recognise that Industry 4.0 will require digital skills to be at the heart of driving Norfolk and Suffolk's economy and enhancing productivity.
22. A revolving fund will be established to unlock stalled brownfield sites in order to deliver energy efficient, modern homes and workspaces to meet the needs of a growing and dynamic city economy.
23. Digital Hub will refurbish a city centre space to develop a new start up and grow on space for digital businesses in Norwich and provide a focal point for the sector as a whole.
24. Norwich has a major opportunity to accelerate the regeneration of East Norwich to create a new high-quality urban quarter. This project will develop a comprehensive masterplan for this important growth area of the City, enabling the City Council and partners to ensure that the new urban quarter becomes a high quality addition to the City, providing a base for the long-term growth of Norwich.
25. In partnership with the Norwich BID a project will establish a cohesive commercial proposition for Norwich as 'the place' for business and promote the city as one of the best places in the world to live, learn, work and succeed. A digital platform, Invest Norwich will act as a gateway for new businesses and people to understand what the city offers, articulating the distinctive opportunities in each of the eight districts. It will attract new business and welcome people into these social innovation networks, providing information and support to potential new businesses and individuals.
26. Improved public realm will regenerate some of the city's urban spaces improving connectivity and navigation over the next five years. Interventions will include enhancing squares and public gardens, improving traffic management and lowering car emissions, and creating new walking and cycling connections to promote liveability, connectivity and fairness within the city centre.
27. The Halls will see investment in the updating and refurbishment of the venue. As well as the development of a state-of-the-art making space for collaboration and high value cross sector partnerships between culture, digital and tech.

28. Next steps

29. Subject to Cabinet approval, the bid will be submitted on 31 July. We are advised that the negotiation process of project approval and agreeing Heads of Terms is likely to take a further two to three months before we can be certain of the final financial award.

30. Further updates on the progress of this process and the final Towns' Fund award will be brought to Cabinet along with final details of match funding requirements.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report
Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	29 July 2020
Director / Head of service	Director of Place
Report subject:	Norwich Town Deal Bid
Date assessed:	16 July 2020

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The Towns Fund represents a significant opportunity to attract up to £25million to support economic development and urban regeneration projects in line with the Norwich 2040 Vision and Norwich Economic Strategy.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The opportunity to attract up to £25million will unlock the delivery of key objectives within the Norwich Economic Strategy and 2040 Vision. Funding to support additional programme management resource has also been included within the bid.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It has not been possible to quantify the impact upon financial inclusion at this stage but several of the projects within the final Town Deal bid will contribute positively to economic inclusion, skills support and job creation.
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It is not possible at this stage to evaluate the impact of Towns Fund projects on Health & Wellbeing but those contained within the bid have all been designed to support a positive contribution to this agenda via increasing economic participation and opportunity to benefit from economic and jobs growth resulting from the projects funded via the Towns' Fund.
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It is not possible at this stage to evaluate the impact of Towns Fund projects on equality but those contained within the bid have all been designed to support a positive contribution to equalities.
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The Towns Fund bid does not include transportation projects due to the imminent announcement on the Transforming Cities bid and commencement of a significant range of transport projects within this programme

	Impact			
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It is not possible at this stage to evaluate the individual impact of Towns Fund projects on the natural and built environment but all of those included have been designed to support clean growth and regeneration of brownfield sites.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	It is not possible at this stage to evaluate the impact of Towns Fund project on energy and climate change but all of the projects included within the bid have been developed to support clean growth and development of skills associated with a transition to a carbon zero economy.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment

Positive

The Norwich Town Deal bid represents a significant opportunity to attract substantial government investment in economic regeneration and skills infrastructure in Norwich in line with the Norwich 2040 Vision and the Norwich Economic Strategy. It is fully aligned with the New Anglia Economic Strategy and Local Industrial Strategy and will make a major contribution to delivering key priorities and outcomes outlined within these documents in partnership with a wide range of key stakeholders.

Negative

Neutral

Issues

Report to Cabinet
29 July 2020
Report of Director of place
Subject Future Housing Commissioning

Item

8

KEY DECISION

Purpose

To consider possible options for future housing commissioning.

Recommendation

To:

- a. Note the appraisal for the delivery options and agree next steps:
 - i. Further work to model the financial capacity of the HRA to deliver an on-going pipeline of sites; and
 - ii. To procure specialist advice to assist determination of preferred delivery option and provision of tax and legal advice as needed.
- b. Approve the outline business cases, programmes and funding required for 2020/21 for progression of three sites including:
 - i. Agreeing a virement of opportunities fund for design on Three Score phase 3 and Argyle St as detailed in the exempt appendix to this report. A virement for Mile Cross design costs were approved by cabinet in June;
 - ii. Recommending to Council to agree capital expenditure of £2.74m on the former Mile Cross depot and also an increase in the budget of £0.18m for design fees in order to utilise funding from business rates pooling as detailed in the exempt appendix to this report.
- c. Appropriate the land at Three Score phase 3 from the General Fund to the HRA under the Housing Act 1985, part ii, Section 19 (1) for the purposes of providing social housing, subject to a full valuation of the land.
- d. To approve that rents for properties developed to enhanced environmental standards are set at 5% above formula rent to assist with the additional costs of developing such properties and reflecting the savings for tenants in energy bills.
- e. Approve the procurement of a registered provider partner to develop additional affordable homes on city council sites for a 5-year period. The first tranche of sites is expected to deliver approx. 25 homes.

Corporate and service priorities

The report helps to meet the corporate priority Great neighbourhoods, housing and environment

Financial implications

The financial implications are detailed in the exempt appendix to this report.

Ward/s: All Wards

Cabinet member: Councillor Harris - Deputy leader and social housing

Councillor Stonard – Sustainable and inclusive growth

Contact officers

Graham Nelson, director of place 07979 516835

Shaun Flaxman, senior finance business partner 01603 987574

Andrew Turnbull, interim housing development manager 01603 989607

Dave Shaw, delivery director

Background documents

None

Report

Background

2. Since 2012 Government refinancing of Housing Revenue Accounts (HRA) the council has embarked upon a programme of council house building.
3. To date 191 new council homes have been provided. These have included the purchase of dwellings required under S106 agreements at Rayne Park and Brazen Gate, development of small sites at Eglington Mews and Riley Close, our first Passivhaus development at Hansard Close, the conversion of a former area housing office at Bullard Road and the award winning Goldsmith Street development
4. In November 2019 Cabinet approved the Norwich council housing strategy 2020-2026 that stated our council housing ambition to:

“provide good quality, well maintained affordable homes to meet local housing needs within a safe, clean and well cared for neighbourhood.

We want to make a difference to peoples’ lives by promoting independent living and to build sustainable communities, where people take responsibility for their own lives and those of their families”.

One of the primary goals of the strategy is to meet housing need through the delivery of new homes.

5. In March Cabinet agreed to instruct the Director of Place to take forward a review of the Council’s approach to the commissioning of housing development which includes:
 - i) The development of a new approach to the commissioning of housing development taking full account of the Council’s resources, priorities and identified housing needs;
 - ii) The identification of future pipeline of sites to be taken forward for development by NRL and by other means of delivery.
6. A new housing commissioning board has been set-up, chaired by the head of housing, with officers from housing, city development, finance, planning and NPSN, to agree priorities and provide oversight for this work.

Housing Need

7. The 2017 strategic housing market assessment (SHMA) is the most up to date evidence of housing need. The SHMA concluded that the overall housing need for Norwich, over the 21 year period 2015-2036 was net additional 15,204 dwellings. The City Council, along with Broadland and South Norfolk District Councils, signed up to the City Deal in 2013. This committed these authorities to providing an additional 3,000 homes (as well as other economic and employment growth). Therefore, including uplift to account for the City Deal the overall housing need figure for Norwich is 17,074 dwellings for the plan period 2015-2036 (813 dwellings per annum):

	Greater Norwich	NPA	Norwich
Overall need excluding City Deal	39,486 (1,880pa)	30,593 (1,456pa)	15,204 (724pa)
Of which is affordable housing	11,030 (525pa)	9,168 (437pa)	5,828 (278pa)
Of which is market housing	28,456 (1,355pa)	21,425 (1,020pa)	9,376 (444pa)
City Deal and balancing workers/jobs uplift	5,228 (249pa)	4,153 (198pa)	1,870 (89pa)
Including additions for City Deal	44,714 (2,129pa)	34,746 (1,655pa)	17,074 (813pa)

8. Whilst this shows a requirement for Norwich to deliver 813 dwellings per annum (dpa), in reality Norwich will deliver 477 dpa, much less than need, as we are limited by land capacity. The balance will be met in the rest of Norwich policy area (NPA). This was formally agreed under the Greater Norwich Joint Core Strategy, which remains the current development plan for the area
9. As well as the SHMA the council housing options team manage the waiting list, which currently has approx. 4000 applicants. Of these 8% are in very high need and in either emergency or gold banding.
10. In recent years delivery of new housing has not kept pace with the housing need identified above:

Delivery rates of housing 2014-2019		14/15	15/16	16/17	17/18	18/19
Total Delivery	Greater Norwich (2,046 pa)	1,681	1,728	2,251	2,034	2,779
	Norwich (477 pa)	249	365	445	237	927
Affordable Housing Delivery	Greater Norwich (525 pa)	243	222	456	531	724
	Norwich (278 pa)	50	25	44	56	137

11. From the table you will see that there is a backlog in delivery, which will increase the housing need for future years. The recent large increase in recorded delivery is down to a change in how student accommodation is recorded and by office to residential conversions.
12. The level of delivery of affordable housing in the City is especially low. This can mainly be attributed to viability challenges by developers and Government exemptions through permitted development rights and vacant building credit. Most of delivery of affordable housing is as a result of Council activity, either direct development or the provision of land and grants to registered providers of affordable housing (RPs)

13. The SHMA gives a breakdown of annual housing need by property type. This shows:

Property Type		Market Housing	Affordable Rent	LCHO	Total
Flat	1 Bed	50	92	7	149
	2+ Bed	55	49	9	113
Houses	2 bed	54	26	5	85
	3 bed	231	56	14	301
	4 bed	47	15	2	64
	5 bed	9	2	1	12
Total		446	240	38	724

14. Preparation on commissioning an update to the SHMA is already underway. Norwich City Council, along with Broadland District Council, South Norfolk District Council, Breckland District Council, North Norfolk District Council, Great Yarmouth Borough Council and Norfolk County Council have formed a steering group and are preparing a brief for the Central and East Norfolk Housing Needs Assessment (CENHNA) 2020, which will inform the housing needs up to 2041.

15. As well as the SHMA the council housing options team manage the waiting list, which currently has over 4000 applicants. Of these approx. 8% are in very high need and in either emergency or gold banding.

16. The waiting list also shows a different mix of property types for affordable housing for rent, with the main need identified as 1-bed flats, 2-bed houses and larger 4+-bed houses. This is due to changes in Government legislation such as the bedroom tax and the SHMA using historic occupation of property types to determine need.

Pipeline of Sites

17. Officers have identified a number of city council owned sites in both the HRA and General Fund that are suitable for development

18. Three key sites have been identified to take forward immediately that can deliver approx. 260 new homes over the next 5 years. These are:

- a. Mile Cross depot site (approved at cabinet in June 2020) - 156-200 homes
- b. Argyle Street, former housing subsequently demolished – 14 homes
- c. Three Score Phase 3, adjacent to the Rayne Park development – 90 homes

19. The exempt appendix to this report provides details of the outline business cases for these three developments, along with the funding required in 2020/21 for project management, design services and technical services.

20. In addition to the three priority sites, further opportunities are being considered, including land purchase, that have the potential to deliver 139 dwellings concurrently.
21. A number of smaller city council owned sites have also been identified as having potential for delivery. Further work will be undertaken by the housing commissioning board to refine the prioritisation of these sites and it is believed that these could deliver approximately 200 new homes.
22. The council has for a number of years worked in partnership with local registered providers of affordable housing (RPs) to deliver new affordable homes on such smaller sites. In the last 5 years 70 new affordable homes have been delivered on former city council owned sites in this way.
23. Whilst only small these sites often help transform areas that have previously been under used or attract anti-social behaviour.
24. It is recognised that the council will not be able to fully meet housing need by itself due to limits on financial borrowing. It is therefore recommended that, alongside direct delivery, the council procures a RP partner, for a period of 5 years, to deliver a number of these smaller sites.
25. An initial tranche of sites will be offered for consideration once a partner has been procured and this is expected to deliver in the region of 25 homes. Further sites will be then proposed throughout the duration of the partnership to ensure additional delivery.
26. The city council also owns some larger strategic sites, including the rest of Three Score, that could deliver a further 1500-2000 new homes.
27. The council has approved an opportunities fund for the purpose of acquiring properties and land. This fund offers the ability to quickly react to strategic land opportunities as they arise. We are currently aware of opportunities in Hethersett, East Norwich and to the west of Norwich that will deliver significant levels of housing in the future.
28. Previously the council has purchased affordable housing required through S106 agreements. Typically these are cheaper to acquire and could form part of a wider strategy to provide additional homes, albeit the council would have little control over the specification of these homes.

HRA Business Plan

29. The HRA business plan models the long-term financial viability of the HRA. The two key outputs from the business plan are the period over which the HRA would have the ability to repay all of its borrowing; and the maximum level of debt held at one time.
30. Historically, the ability to repay all borrowing over a 30 year timescale was utilised as a measure of the financial viability of the HRA. This is a notional measure as there is no requirement to repay borrowing over that period, but it acts as a measure of the payback period on the investments made. However, councils and registered providers are now considering extending their borrowing periods well beyond 30 years to better reflect the lifespan of the

assets, and in some cases they have no plans to repay any borrowing in the foreseeable future. To reflect this, the council has extended the business plan projections to 60 years to enable further investment opportunities to be explored, such as additional new build schemes and the consideration of renewing rather than upgrading some housing stock.

31. Additionally, total HRA borrowing was restrained by a government imposed borrowing cap (£237m). However, in 2018, in order to facilitate an increased level of new social housing, the government's borrowing cap was removed. The borrowing capacity therefore now falls within the remit of the Prudential Code.

Key assumptions within the business plan

32. The 'base' 2020/21 HRA business plan, includes all estimated costs of maintaining and upgrading the current housing stock over the next 60 years and forecasts that existing borrowing could be repaid within 24 years.
33. Given the length of time over which the business plan is based, there are a number of key assumptions and a degree of estimation uncertainty. The key assumptions included in the 'base' business plan include:
- The HRA will only borrow when necessary and will first seek to utilise existing reserves as set out in the Capital Strategy. The HRA holds £207.5m of existing borrowing, of which £179.6m is historic and placed externally at rates varying from 2.92% to 9.63%. As it is impossible to predict future interest rates, a prudent assumption of 4.5% increasing to 5% is applied throughout the plan.
 - Future rental income assumes that existing government policy will continue to be applied (CPI as at preceding September plus 1%); Rental income for new dwellings is assumed to reflect that of existing dwellings of a similar property size and type.
 - In order to maintain a prudent approach and mitigate against the risk of real costs (building, maintenance & management) increasing at a higher rate than the recorded CPI of the preceding September, the model assumes a difference of +0.75% for the first 10 years, reducing to +0.5% thereafter throughout the plan.
34. Using the 'base' business plan, a number of additional new build scenarios have been modelled to project the impact on the overall HRA financial position.

These scenarios make the following assumptions:

- 30% of the total cost of new social housing and 100% of grants to Registered Providers will be funded from retained Right to Buy receipts.
- New developments are modelled on the following ratio of property types for each scheme (based upon analysis of the council's waiting list):

1-Bed Flat	25%
2-Bed House	65%

4-Bed House	8%
5-Bed House	2%

- Pipeline dwellings will be delivered from year 5, with the costs arising in the year preceding delivery.
- All new homes are built to enhanced environmental standards.
- In November 2019, Cabinet approved the Norwich Council House Strategy, which highlighted a number of areas within the existing housing stock for future review, including tower blocks, environmental improvements and sheltered housing. Any additional investment requirements arising from this work will place an additional demand upon HRA resources and will therefore need to be considered alongside the requirement for new housing.

Borrowing Capacity

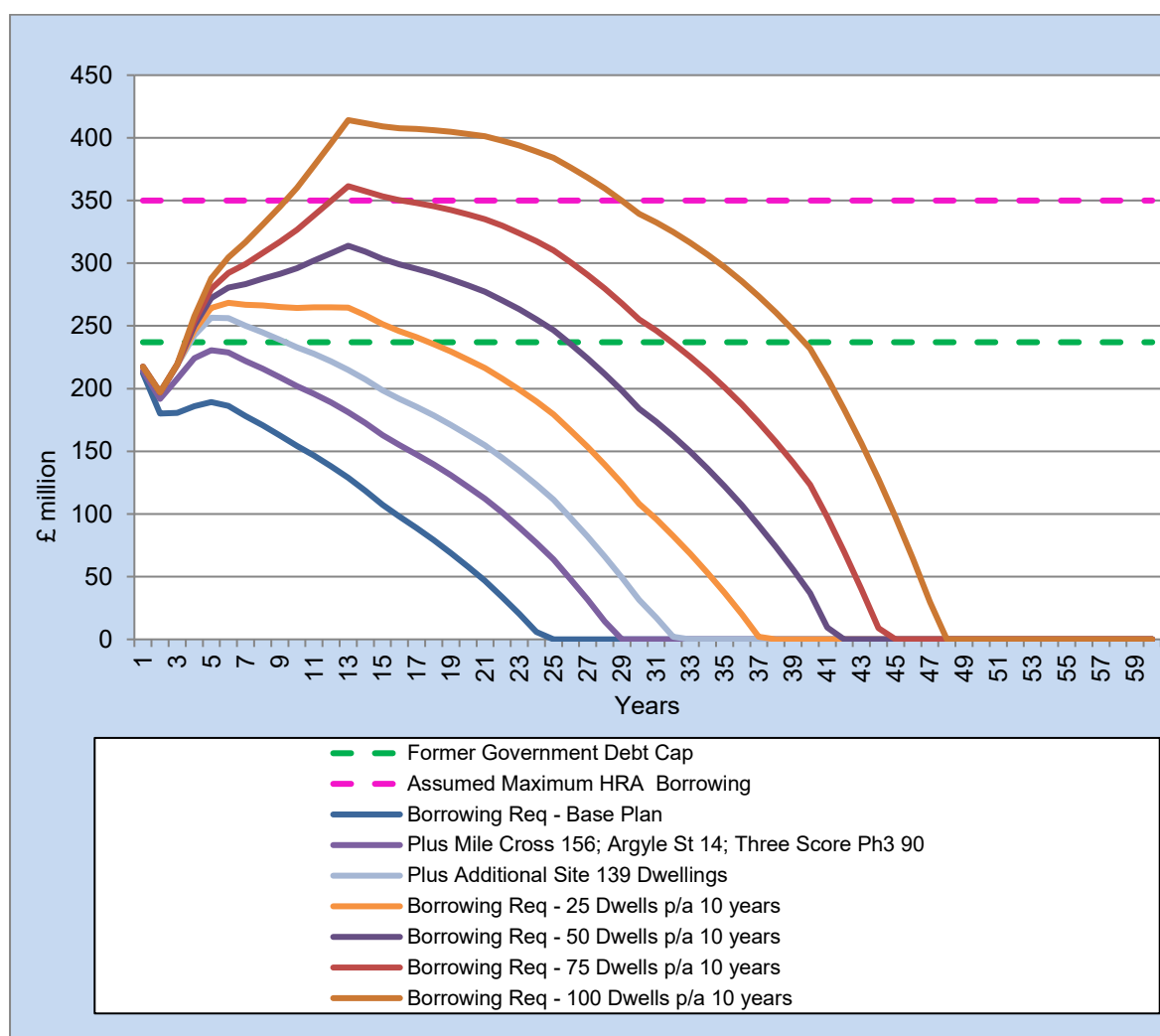
35. Although the government removed the HRA borrowing cap in 2018, and the council may now determine how much it will borrow to fund HRA capital expenditure, it still has to demonstrate that the overall borrowing of the council (HRA & GF) is affordable, prudent and sustainable as required by CIPFA's Prudential Code. It is important to note that because the prudential code applies to total borrowing, the capital ambition of both the HRA and general fund need to be considered in tandem. The current level of borrowing in the HRA is £205m and £116m for the general fund.
36. For the purposes of the modelling, a guideline HRA borrowing limit of £350m has been applied. In setting this level, consideration has been given the level of interest payments, the gearing ratio (borrowing level to the HRA asset value of £809m) and current general fund borrowing. This level will continue to be reviewed in light of the general fund capital ambition, forecast interest rates and the changing HRA asset base.
37. Any long-term financial forecast will include a number of risks and uncertainties and the HRA business plan is no exception. As already explained, a number of assumptions are made, but some elements can change, such as unforeseen upgrade and maintenance costs, increases in development costs and changes in government rent policy. It is important these risks are considered when looking at borrowing levels and repayment periods.

Modelling

38. The chart below sets out a number of potential scenarios and the associated impact on the repayment of HRA borrowing. The outputs from the model show that the proposed schemes at Mile Cross, Argyle Street and Threescore would increase the borrowing of the HRA to £231m (which remains below the previous debt cap) and extends the repayment period to 28 years. These schemes are therefore considered affordable by the HRA. Adding a further potential scheme of 139 dwellings into the plan, increases the borrowing to £257m and further extends the repayment period to 32 years.

39. When further pipelines of sites are included, the model shows that in order to maintain HRA borrowing below the assumed limit of £350m, between 50 and 75 new homes per year could be delivered over a 10-year period, once the development of 399 new homes included within existing schemes is complete. However, the repayment of HRA borrowing would extend to between 41 and 44 years.
40. The chart also highlights the impact of building 100 new homes per year over a 10-year period, which would increase borrowing well beyond the assumed £350m limit to £414m, with the repayments period extending to 47 years (The graph shows reaching zero in year 48 but the debt is paid off in the year before). However, the potential exists to increase the number of new dwellings, if savings can be identified elsewhere within the HRA.

HRA borrowing repayment scenarios



Sensitivities in the model

41. Within the MHCLG guidance on rent setting for local authorities there is flexibility to set rents at up to 5% above formula rent for individual properties.

42. In July 2016 cabinet approved that rents for Passivhaus properties are set at 5% above formula rent to assist with the additional costs of developing such properties and reflecting the savings for tenants in energy bills.
43. It is now recommended that we take advantage of this flexibility for the development of any new homes that meet enhanced environmental standards as well as Passivhaus (equivalent to an average £4 per week additional rent). This will assist with offsetting the additional development cost, and bring down the payback period of the individual scheme, particularly as the evidence shows that residents would make significant savings on fuel bills.
44. In addition to rent we have modelled the developments based upon an enhanced environmental standard. During the design process we will prepare cost plans for this standard alongside building regulations compliant and Passivhaus standard for consideration.

Delivery Options

45. Officers have identified four main options for the delivery of new build council housing and will be undertaking a full appraisal to determine the most appropriate option to deliver on our aspirations. Further analysis will be undertaken and to assist this specialist legal and financial advice will be procured.
46. The four options are:
- a. In house delivery - Maximises control but may bring operation complexities if attempt to engage in private house building. Would need to increase internal staffing capacity to deliver at scale.
 - b. Delivery through a wholly owned company - Makes best use of current NRL resources, would need 'teckal' exemption for delivery of council housing activities but would also be able to engage in private house building.
 - c. Partnership with RP - May benefit from similar ethos in partner organisation. Could delivery efficiencies through use of established team. Carries some element on contract/relationship risk.
 - d. Through a joint venture with a private developer - Likely to minimise cost (if contract right), cedes some control and flexibility, risk if partner is in financial difficulty.

Recommendations

47. Cabinet are asked to:
- a. Note the appraisal for the delivery options and agree next steps:
 - i. Further work to model the financial capacity of the HRA to deliver an on-going pipeline of sites;
 - ii. To procure specialist advice to assist determination of preferred delivery option and provision of tax and legal advice as needed.

- b. Approve the outline business cases, programmes and funding required for 2020/21 for progression of three sites including:
 - i. Agreeing a virement of opportunities fund for design on Three Score phase 3 and Argyle St as detailed in the exempt appendix to this report. A virement for Mile Cross design costs were approved by cabinet in June;
 - ii. Recommending to Council to agree capital expenditure of £2.74m on the former Mile Cross depot and also an increase in the budget of £0.18m for design fees in order to utilise funding from business rates pooling as detailed in the exempt appendix to this report.
- c. Appropriate the land at Three Score phase 3 from the General Fund to the HRA under the Housing Act 1985, part ii, Section 19 (1) for the purposes of providing social housing.
- d. To approve that rents for properties developed to enhanced environmental standards are set at 5% above formula rent to assist with the additional costs of developing such properties and reflecting the savings for tenants in energy bills.
- e. Approve the procurement of a registered provider partner to develop additional affordable homes on city council sites for a 5-year period. The first tranche of sites is expected to deliver approx. 25 homes.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report
Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	29 July 2020
Director / Head of service	Director of place
Report subject:	Future Housing Commissioning
Date assessed:	21 July 2020

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Provision of more council homes will improve overall affordability of the housing stock. This represents a prudent use of financial resources to meet corporate priorities. A balance will need to be found for the delivery of additional homes against the overall costs within the HRA that doesn't impact negatively on the council's overall borrowing and prudent financial management of the HRA.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The delivery of new affordable housing will provide employment opportunities, opportunities for local contractors and businesses and will generate local spending for the benefit of the wider economy. Providing more housing is important in supporting sustainable economic growth and prosperity.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Providing additional social rented housing at enhanced environmental standards will advance financial inclusion by helping to improve housing affordability and reduce fuel poverty.

	Impact			
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Building more council homes to meet changing needs will help provide accommodation for vulnerable adults and children.
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The provision of sufficient and decent quality housing is essential to ensuring decent levels of health and well being.
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Provision of high quality new homes will enhance the built environment.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Procurement of design and construction services will include opportunities for local contractors and suppliers. We would also seek opportunities for local apprenticeships and training.
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	There is opportunity for the new homes to be designed and built to a higher environmental standard than building regulations, which will bring benefits to both the environment and tenants, when compared with standard build types. The focus will be on reducing energy and water demands to help reduce fuel bills for residents and to assist the council with meeting the commitments to the climate change agenda
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	Impact			
Risk management	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>Appropriation of the land at Three Score phase 3 to the HRA reduces the risk of further expenditure to the General Fund and allows the council to utilise significant retained RTB receipts, which will reduce the risk of having to pay these to central Government along with punitive interest payments.</p> <p>There are risks with all developments around cost, quality and time but these will be carefully managed throughout delivery and minimised or mitigated wherever possible.</p> <p>Ground conditions on developments are always a major risk, but these can be mitigated and a significant sum has been included within appraisals to deal with these issues along with a contingency.</p>

Recommendations from impact assessment

Positive

Overall this report will provide more council homes which will improve overall affordability of the housing stock. The investment priorities represent a prudent use of financial resources to meet corporate priorities and will provide local employment opportunities.

Negative

Overall borrowing of the council will increase and extend the payback period of the HRA business plan. This will be managed in conjunction with the S151 Officer to keep within recommended prudent levels and programmes of delivery amended accordingly. Site risks will be mitigated wherever possible and contingencies included within cost plans.

Neutral
Issues
Delivery options will be further explored through the provision of specialist advice and reported back to cabinet.

