

Report to	Sustainable Development Panel	Item
	21 March 2018	
Report of	Director of regeneration and development	4
Subject	Joint Core Strategy Annual Monitoring Report 2016-17	

Purpose

To present the 2016-17 Joint Core Strategy Annual Monitoring Report for Broadland, Norwich and South Norfolk.

Recommendation

To note the publication and content of the 2016-17 Joint Core Strategy Annual Monitoring Report.

Corporate and service priorities

The report helps to meet the corporate priority a prosperous and vibrant city, and a healthy city with good housing.

Financial implications

None directly.

Ward/s: All Wards

Cabinet member: Councillor Stonard - sustainable and inclusive growth

Contact officers

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Background documents

None

Report

Introduction

1. The purpose of this report is to inform members of the publication of the Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk Annual Monitoring Report 2016-17 (the JCS AMR).
2. In the interests of efficiency, the full JCS AMR, which is a large document, is available on the website <http://www.greaternorwichgrowth.org.uk/planning/monitoring/> and is not appended to this report. Key summaries from the JCS AMR of direct relevance to Norwich are appended to this report (see below).
3. The JCS AMR records progress on the implementation of the JCS which provides the overall spatial planning strategy across the whole of the Greater Norwich area to 2026 and sets the context for the more detailed policies included in local plans for the individual districts. Progress is monitored since the base date of the JCS, which is 1 April 2008.
4. The Executive Summary of the full JCS AMR document summarises its key findings. It is attached as appendix 1 to this report.
5. Separate monitoring reports for the various district-wide local plans prepared by the constituent authorities are incorporated into the JCS AMR. The main conclusions from the appendix for Norwich are attached as appendix 2 of this report. These relate to the Norwich-specific policies in the Development Management Policies Local Plan (the DM policies plan) adopted in December 2014. A monitoring framework¹ forming part of the plan sets out a number of detailed indicators against which its 33 individual policies are being monitored and the success of those policies gauged. This report is only the second full year of monitoring of the DM policies plan.
6. This year a number of monitoring indicators for the JCS AMR have been reviewed and updated, both to simplify and streamline the process of monitoring the JCS in the light of reduced local authority resources and to remove any indicators that rely on data from third parties that is no longer collected or published.
7. Appendix A of the AMR provides information on the current housing land supply position in the Greater Norwich area, assessed against the Government's requirement for local planning authorities to maintain at least a five year supply of specific deliverable housing sites, as set out in the National Planning Policy Framework and supporting planning practice guidance². It includes tables showing housing completions in Norwich and its adjoining districts on a site by site basis in the last year and projections for future housebuilding on individual sites. The delivery estimates are informed by the

¹ See https://www.norwich.gov.uk/info/20221/development_management_policies_plan Appendix 9.

² National Planning Policy Framework, Department for Communities and Local Government 2012: section 6 *Delivering a wide choice of high quality homes*. See <http://planningguidance.communities.gov.uk/>

most recent evidence on delivery expectations provided by housebuilders and landowners during 2017.

8. The JCS AMR shows that housebuilding activity is increasing both in Norwich and in the Norwich Policy Area (NPA), which is the relevant area for calculating Norwich's housing land supply. Total housing delivery for the NPA in 2016-17 was 1,810, a significant increase from the 1,164 units delivered the previous year. This is the highest rate of delivery since the credit crunch of 2008 and the first time delivery in the NPA has approached the annual average required of 1,825 to deliver the JCS. In Norwich itself delivery increased from 365 units in 16/17 to 445 in 16/17.
9. In relation to the **five year land supply**, notwithstanding the very considerable increase in the rate of delivery, overall land supply remains similar to that reported last year. Based on the most recent available estimates, the land supply in the NPA as at April 2017 was **92.2%** of the required figure, or **4.61** years' worth of sites.
10. So long as a five year supply cannot be demonstrated in the NPA, Norwich City Council will need to take a view on how to address the requirements of the NPPF when considering planning applications.
11. However, for the first time the AMR also reports on housing land supply when measured against the more recently published figures in the Central Norfolk Strategic Housing Market Assessment (SHMA). Using this revised approach suggests that land supply is in a better position across the NPA, with a 6.82 year supply after allowance has been made for the City Deal.
12. Whilst this recent evidence around housing need is a material planning consideration that can be taken into account when determining planning applications it is considered, in the light of government advice, that the SHMA (which is largely untested) cannot be taken as the starting point in considering land supply at present. The weight attached to the new SHMA will increase as the GNLP is produced but for the time being all it may do is to potentially reduce the weight afforded to the shortfall in housing land supply when making planning decisions.
13. Appendix B of the full JCS AMR contains details of Community Infrastructure Levy (CIL) receipts across the three councils. CIL regulations require this report to include details of CIL receipts received over the monitoring period. Details of expenditure from the Greater Norwich Infrastructure Investment Fund are also recorded.
14. Appendix C of the full JCS AMR provides information in relation to the statutory Duty to Cooperate and how the Greater Norwich authorities are complying with the duty to plan collaboratively across boundaries. This includes discussion of progress on the Norfolk Strategic Framework which will set the general parameters to inform future local plans across Norfolk.
15. Appendix D of the full JCS AMR updates the sustainability appraisal baseline information covering the Greater Norwich area. This will inform the approach to the sustainability appraisal of the emerging Greater Norwich Local Plan (GNLP)

which will eventually replace the Joint Core Strategy, and of any other subsequent local plans which are dependent on the GNLP.

Joint Core Strategy for Broadland, Norwich and South Norfolk Annual Monitoring Report 2016-17

Executive Summary

- 1.1 This Annual Monitoring Report (AMR) assesses how the Greater Norwich area performed for 2016/17 against the objectives set out in the Joint Core Strategy.
- 1.2 There are many indicators that are currently being met or where clear improvements have been made:
 - The number of new employee jobs have increased this year;
 - The number of Lower Super Output areas among the most deprived 20% nationally has shown a relative reduction since 2009/10;
 - Net housing completions have increased from last year and are at the highest level since 2009/10;
 - The number of affordable housing completions has more than doubled from the previous year;
 - The proportion of workers employed in higher occupations have increased;
 - The level of 16-18 year olds who are not in education, employment or training has reduced from last monitoring year;
 - The proportion of population aged 16-64 qualified to NVQ level 4 has increased year on year;
 - The rate of active new businesses has increased;
 - Norwich has maintained its 13th position in the national retail ranking;
 - No listed buildings have been lost or demolished;
 - CO₂ emissions per capita have decreased; and
 - The proportion of household waste that is recycled and composted has remained stable from last monitoring year.
- 1.3 There are several indicators where targets are not currently being met, some of which have been adversely affected by the global economic downturn. There are however some indicators which are perhaps less influenced by external factors and these are the areas where the overall focus of action should be placed:
 - Although housing delivery has improved in recent years, the number of completions remain below target;
 - Affordable housing completions are below target in both percentage and absolute terms;

- Some of the economic indicators are not on target – particularly the office floorspace, and city centre retail floorspace are not growing as envisaged;
 - The continued loss of office space in Norwich City, and the growth of office space in Broadland and South Norfolk is noteworthy, continuing previous years' trends;
 - The total crime level has increased this year;
 - The number of people who were killed or seriously injured on roads has increased in the Greater Norwich Area;
- 1.4 Even though a five-year housing land supply cannot be demonstrated, throughout the monitoring period there is a significant stock of unimplemented planning permissions for housing. The consistent under delivery of dwellings across the period reflects tough market conditions and housing industry business models that seek to maintain margins rather than necessarily increase supply. The low levels of affordable housing delivery are partly due to developers being able to demonstrate that planning obligation requirements challenge viability.
- 1.5 Similarly, the underperforming economic indicators reflect wider economic conditions. However, there is a strong argument that the ambitious JCS targets for office and retail development reflect older business models and less efficient use of space.
- 1.6 Crime rates and road accidents are among several “contextual” indicators in the AMR. The JCS has, a limited impact on these indicators.

Conclusion and next steps

- 1.7 A range of activities are underway that will have a positive impact on stimulating growth and help deliver against targets over the coming years.
- 1.8 A number of local plan site allocation documents were progressed during the monitoring year in Broadland and South Norfolk and these have since been adopted. These will provide more certainty to developers and investors.
- 1.9 The local planning authorities, working with the County Council and the LEP through the Greater Norwich Growth Board, progressed implementation of the Greater Norwich City Deal agreed with Government in 2013. Working together, the partners support the private sector to deliver in numerous ways, including:
- making a Local Infrastructure Fund available to developers to unlock site constraints;
 - direct investment in infrastructure such as the NDR and other transport measures; and
 - engagement in skills initiatives to improve the match between labour supply and demand.

- 1.10 The authorities are working with colleagues across Norfolk and Suffolk to negotiate a devolution deal with Government that includes options to stimulate growth, covering areas including housebuilding, economic growth, infrastructure and skills. The LPAs have recently begun to review and roll forward the JCS to produce the Greater Norwich Local Plan (GNLP), scheduled to be adopted in 2020. The AMR will inform and be informed by this process.

Appendix 2 Norwich City Council Report against policies in the adopted Norwich development management policies local plan

Summary of Main Findings

The AMR's main findings in relation to the monitoring of its own district wide policies are set out in the following table:

Issue	Findings
Housing	<ul style="list-style-type: none"> • Taking account of dwellings lost through demolition and conversion, 445 new dwellings were built including completion of development at Brazen Gate/Southwell Road, the completion of a substantial part of the former Lakenham Sports Club, Carshalton Road, two adjoining sites contributing to the regeneration of King Street and a new 66 dwelling apartment development at Wherry Road, alongside a significant number of dwellings provided through conversion of former office premises under permitted development (PD) rights. • 4219 homes had planning permission in Norwich as at April 2017 (a small increase over the figure a year previously (4181); • Of these 985 dwellings were granted planning permission in 2016/17 although a significant proportion of these were approval of details, resubmitted or amended schemes on sites where the principle of development has already been agreed. • Of these, 406 homes were office conversions granted prior approval as PD which do not have to provide affordable housing and are not subject to the policies of the plan which would otherwise apply, including those in relation to space standards, amenity and outlook, parking and servicing. 335 of these were accounted for by three large schemes at Elliott House Ber Street, Sentinel House Surrey Street and Paston House Princes Street: the first two of these are already underway; • Work continued on the St Anne's Quarter development at King Street, which will provide a total of 437 homes on a key regeneration site, initial release of the first phase of homes expected at the end of 2017. The 105 dwelling regeneration scheme at Goldsmith Street also made substantial progress. • New student accommodation was approved at 30 All Saints Green providing total of 244 student bedrooms, to be known as "The Quad". Construction of this city centre scheme is already well advanced and is scheduled for completion in September 2018. There has been a very significant rise in the number of proposals for student accommodation, one of which, conversion of St Stephens Towers, St Stephens Street to 702 student bedrooms, was approved just after the end of the reporting period. It

Issue	Findings
	<p>is estimated that there are now over 2000 student bedrooms in the potential development pipeline taking account of proposals at pre-application stage;</p> <ul style="list-style-type: none"> 90.2% of completed dwellings achieved a residential density at or above the minimum of 40 dwellings per hectare set by local plan policy. This is an increase over the comparable figure in 2015-16.
Heritage	<ul style="list-style-type: none"> No listed buildings were lost during the 2016-17 reporting period; The number of buildings on the Heritage at risk register (27 Listed Buildings and one Scheduled Ancient Monument) has reduced from the situation last year when there were 28 listed buildings.
Environment	<ul style="list-style-type: none"> A range of green design and wildlife friendly features were negotiated in schemes across the city, including green roofs and bat and bird boxes in smaller schemes and wider green infrastructure initiatives in larger developments. A standard planning condition is now attached to planning permissions to ensure access routes for small mammals are available (via gaps in fences, etc.). One application raised Environment Agency concerns in relation to flood risk (a temporary warehouse at Havers Road): this was approved following the receipt of supplementary information in a revised flood risk assessment. No applications raised water quality concerns or were refused on those these grounds; 90% of Norwich's County Wildlife Sites are in positive conservation management (27 of 30 sites) and there were no losses of nature conservation sites to development; CIL funding has been used or earmarked for further natural environmental improvements and access improvement works at Earlham Millennium Green and Bowthorpe in the Yare valley, east of Carrow Bridge in the city centre and along Marriotts Way. Based on latest published figures (2015), air quality monitoring shows that levels of nitrogen dioxide and airborne particulates are reduced from previously reported levels, with NO₂ levels having shown a marked reduction in Castle Meadow. Average levels across the city centre Air Quality Management Area remain well below the recommended maximum of 40 µg/m³.
Trees and Landscape	<ul style="list-style-type: none"> No land in the Yare Valley Character Area (YVCA) was lost to development in the reporting period, although there has been a small loss since as a result of development at Sandy Lane. 403 applications for works to trees (were submitted in the reporting period (280 in conservation areas); 354 of these were approved. 17 applications resulted in the serving of

Issue	Findings
	<p>new Tree Preservation Orders. There was however no net loss of trees or hedgerows as a result of development.</p> <ul style="list-style-type: none"> No new street trees on the frontage to development sites were funded through planning obligations (the city council is now moving away from this funding mechanism) although a significant number of trees and landscaping enhancements were delivered in new development schemes.
Open Space	<ul style="list-style-type: none"> Just under a hectare of designated open space was lost to approved development, the majority being poor quality open space at the Swanton Road travellers site extension; New areas of public open space secured by s106 agreement were transferred to city council control at Fifers Lane and The Loke, Dereham Road. 5.2 hectares of new recreational open space for public use has been secured by legal agreement at the former Bartram Mowers site on Bluebell Road, whilst 1.17 hectares of formal and informal open space and allotments will shortly be brought into use at the former Lakenham Sports and Social Club site.
Employment	<ul style="list-style-type: none"> For the first time since the local plan was adopted there was a recorded net gain in approved employment floorspace on designated employment land as a result of new development coming forward on land north of Hellesdon Hall Road, Sweet Briar Road, Europa Way and elsewhere Further significant losses of office space were recorded in the city centre (amounting to 24,449 sq.m) sanctioned under the prior approval process involving conversion for housing and educational use – the Charles Darwin Primary Academy set up in former office premises in Rose Lane was brought into use in 2016. Contrary to expectations, the number of office to residential schemes coming forward increased sharply in comparison with 2015-16, with three major city centre schemes approved providing 335 apartments and a further three previously approved schemes underway. In contrast to previous years these schemes have started to affect more modern higher specification offices of the kind the local plan had sought to protect (in particular the 1980s Sentinel House, Surrey Street) as well as lower quality 1960s and 70s buildings, which have also been subject to numerous conversion proposals for student accommodation development.
Retailing	<ul style="list-style-type: none"> The postponement of the city council's annual shopping survey to 2018 means that we are unable to report in detail on retail floorspace change in the city centre and district and local shopping centres for this year's AMR.

Issue	Findings
	<ul style="list-style-type: none"> On the basis of permissions granted there would appear to be a continuing, albeit gradual, loss of city centre shops to other uses, most notably restaurants and cafes although there were some examples of other uses being approved in former shops such as the creative arts and community hub at Swan Lane (within the Lanes area). The single largest retail development scheme was the major extension to Primark's store in the Haymarket, totalling 7735 sq.m (net gain of 1805 sq.m allowing for the demolition of the existing shops on the site). Elsewhere, work continued to extend the Timberhill level of Castle Mall to provide a new dining terrace, whilst discussions are continuing on the major housing led development scheme for Anglia Square, an application for which is expected soon. The most significant developments out of centre were a new foodstores for Lidl on a site immediately adjoining the Aylsham Road district centre: construction has commenced. Other notable retail developments included new stores for Aldi at Drayton Road and Hall Road and the new larger Wickes DIY store at Hellesdon Hall Road. In contrast to last year the majority of new floorspace for main town centre uses was outside of defined centres. This was largely due to three separate permissions for leisure uses (two gyms and a dance school) approved within former industrial buildings on employment areas, justification for which was provided by the applicant in each case on the basis that no suitable premises were available within the city centre or district centres.
Community Facilities	<ul style="list-style-type: none"> 13 new permissions for community facilities were granted in the 2016-17 reporting period. These covered a wide variety of uses from surgeries, medical centres and other healthcare facilities to church halls and arts and cultural events space. Three new leisure facilities requiring wide span buildings were approved on out of centre sites as noted above, whilst the new Tuckswold Community Centre approved in association with the recently opened ASDA store at Hall Road was brought into use recently. Six proposals involving new education and training facilities were approved, including two completely new schools (Wherry Special School, Hall Road and the Charles Darwin Primary Academy at Rose Lane); additional teaching space for two existing schools, a city centre financial services training centre and minor development at Duke Street for the NUA. Community facilities proposed to be lost as a result of new permissions granted in 2016-17 included a dental surgery, two places of worship and clinical facilities at the

Issue	Findings
	<p>Julian Hospital and on various sites in the city centre. An application for the residential conversion St Peters Methodist Church, Park Lane was refused just after the end of the reporting period in July 2017 after a lengthy period of negotiation failed to produce an acceptable scheme;</p> <ul style="list-style-type: none"> • Six community pubs identified for protection under local plan policy – two in the city centre and four in the outer area - closed this year, although none have yet been lost permanently to other uses; • Between April 2015 and May 2017 national planning regulations were in operation that withdrew PD rights for the change of use of pubs that were registered as Assets of Community Value. 22 Norwich pubs have been registered with ACV status since 2015, with seven newly added to the register in 2016-17. A further rule change in May 2017 means that planning permission is now required to demolish or change the use of any pub, irrespective of its location. Consequently it can be expected that ACV registration will no longer be used as a primary means of protecting local pubs, although it may still be used to help protect other community facilities.
Leisure, catering, Evening and Late Night Economy	<ul style="list-style-type: none"> • As noted above there was some further growth in catering and hospitality uses in the city centre with restaurants, bars and cafes having been approved at the expense of shops in various parts of the centre including Swan Lane, St Benedict's, Rose Lane and Chapelfield. Investment in pubs and bars was notable with a major refurbishment of the Bell Hotel approved and ongoing during the year. • Four new hot food takeaways were approved in former shops: two in district and local centres, one in the city centre and one elsewhere; one was refused. • No new leisure uses were approved in the city centre, although leisure facilities form an important component of the emerging Anglia Square proposals. • Just two new late night uses were approved, both within the Late Night Activity Zone (LNAZ) centred on Prince of Wales Road. The city council's Special Cumulative Impact Policy (CIP) for licensing applies within a more extensive area in the south east of the centre which includes the LNAZ. It seeks to restrict the proliferation of such uses where they are likely to contribute to increased crime and disorder.
University of East Anglia (UEA)	<ul style="list-style-type: none"> • The first phase of a 915-bed student accommodation development at the former Blackdale School site was completed in September 2016 • Discussions are continuing in relation to options for development of further academic and science buildings on campus and extension to the Law School, with

Issue	Findings
	planning applications submitted for both.
Transport	<ul style="list-style-type: none"> • Significant investment in sustainable transport schemes progressed during the reporting period, including the completion of streetscape enhancement works in the city centre at All Saints Street, All Saints Green and Westlegate, further work on the Pink Pedalway (new cycle path and link at Heathgate), work to improve cycle and pedestrian accessibility along the Yare and Wensum and key access improvement projects associated with strategic transport links and Bus Rapid Transit (BRT) along the A1074 Dereham Road and A11 Newmarket Road corridors. • Construction of the Norwich Northern Distributor Road (NDR) to relieve pressure on the highway network in the north and east of the city made rapid progress, with some sections set to open in late 2017 ahead of schedule; • A significant number of low car dependent schemes in various parts of the city were negotiated and approved, with car free developments approved for the new student accommodation development at All Saints Green and on smaller sites elsewhere in the city centre. • A draft masterplan for the Airport setting out its proposed development strategy to 2045 was in preparation during the reporting period and was published for consultation in June 2017. The city council's cabinet resolved to endorse the masterplan subject to a number of changes particularly in relation to climate change impacts.