NORWICH
City Council

Cabinet

Date: Wednesday, 18 January 2023
Time: 17:30
Venue: Council chamber, City Hall, St Peters Street, Norwich, NR2 1NH

Committee members:

Councillors:

Waters (chair)
Harris (vice chair)
Giles
Hampton
Jones
Kendrick
Oliver
Stonard

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Agenda

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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 which have been submitted in accordance with the council's constitution.

4 Minutes 5 - 14

To agree the accuracy of the minutes of the meeting held on 14 December 2022.

5 Greater Norwich Local Plan (GNLP), consideration of consultation regarding possible gypsy and traveller sites for inclusion within the plan 15 - 40

Purpose: To seek Cabinet approval to undertake a focused public consultation on the allocation of Gypsy and Traveller sites in the Greater Norwich Local Plan (GNLP).

6 Local Development Scheme Update 2023 41 - 70

Purpose: To consider the draft revised Local Development Scheme. This is the work programme for producing key planning documents, which will form part of the local plan for Norwich. The scheme is attached at Appendix 1 and covers a two-year period to 2025.

7 Scrutiny Committee Recommendations 71 - 74

Purpose: To consider the recommendations made by scrutiny committee with respect to debt support and advice on 8 December 2022.

8 Housing Compliance Update - Report to follow

9 Managing Assets (Non-Housing) 75 - 80

Purpose: For cabinet to consider the transfer of the land identified in this report to Norfolk County Council.

10 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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***11 Minutes - Exempt (para 3)**

- 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, 10 January 2023**

NORWICH City Council

MINUTES

Cabinet

17:30 to 19:55 **14 December 2022**

Present: Councillors Waters (chair), Harris (vice chair), Giles, Hampton, Jones, Kendrick, Oliver and Stonard

Also present: Councillors Galvin, Green Group Leader.

1. Declarations of interest

Councillor Stonard, cabinet member for inclusive and sustainable growth, declared an interest in relation to items 4, 11 and 16 (below) in that he was a director of Norwich Regeneration Limited. He would not take part in the debate or vote and would leave the room for these items.

2. Public questions/ petitions

There were no public questions or petitions.

3. Minutes

RESOLVED to agree the accuracy of the minutes of the meeting held on 16 November 2022.

(Councillor Stonard left the meeting at this point).

4. Nutrient Neutrality: Interim policy led approach towards allocation of potential mitigation headroom

Councillor Waters, leader of the council, presented the report. Following a ruling on a European case and Natural England guidance regarding the additional nutrient load of new developments on sites of scientific interest, developments had stalled. All seven Norfolk district authorities and the county council were affected by the ruling and were working together to look at a long term solution. The report proposed an interim solution to invest in energy efficient measures in council owned properties reducing the load of wastewater and creating nutrient headroom to be used as credits to progress stalled development sites.

A Norfolk wide calculator designed to calculate nutrient loading had been adopted. This diverged from the Natural England calculator but was broadly consistent with it. Some developers would be able to provide onsite mitigation for nutrient loading but

this would be more difficult on urban sites and nutrient credits could unlock these developments.

There was a limit to the headroom created through efficiencies in council owned stock and therefore criteria to identify sites was needed. Appendix A listed priority developments identified. This included Anglia Square which was a corporate priority for the council and had been granted Housing Infrastructure Funding.

The monitoring officer advised the following:

"Cabinet members appreciate that when they make decisions that may be more novel in their nature, there is an element of risk that has to be managed. The report sets out the advice we have received and the steps we are taking to manage risks associated with this decision.

Paragraph 55 of your report highlights that we have requested further perspectives on the nature of consultation required with respect to these policy-led proposals. As the report highlights, formal consultation is required with Natural England. The advice we have now obtained indicates that at this stage no further consultation is required on the proposals before you.

Nonetheless, we will continue to obtain advice, review it and act accordingly as both the short and longer term proposals to develop mitigation schemes progress."

The deputy leader and cabinet member for social housing noted that if the council's own housing could be used as part of the solution whilst achieving water efficient measures this was a bonus. The Executive Director of development and city services noted that this interim solution was only available as the council was a stock holding authority. A more permanent solution was being sought as a joint endeavour across Norfolk and a report would come to cabinet in the New Year.

In response to Councillor Galvin's question, the Executive Director of development and city services explained that the calculator had to reflect local circumstances and would be different in each region. He advised that the caselaw in the area was not well established but he was confident that the work completed regionally would withstand legal challenges. Ultimately it was to be noted that every planning decision was at risk of legal challenge.

RESOLVED:

1) That Cabinet agrees to pursue option 7 and to endorse an interim policy led approach for the apportionment of any nutrient neutrality mitigation credits secured through fitting more water efficient fittings into Council owned properties, and to delegate authority to the Executive Director of Development and City Services, in consultation with both the cabinet member for social housing and the cabinet member for sustainable and inclusive growth to finalise such an interim approach subject to being satisfied as to the further technical work (including an Appropriate Assessment which is necessary to establish the robustness of the proposed approach) together with engagement with Natural England.

2) To note the indicative cost of the nutrient neutrality mitigation credits and to delegate authority to the Executive Director of Development and City Services, in consultation with both the cabinet member for social housing and the cabinet member for sustainable and inclusive growth, to determine the final cost at which nutrient neutrality mitigation credits shall be sold.

3) To agree the provisional list of sites set out in rows 1-10 of Appendix A as the priority sites for the credits to be offered and to delegate authority to the Executive Director of Development and City Services to award credits (having regard to the preferred priority sites) and to enter into legal agreements allocating credits to these sites subject to them securing planning permission.

4) To delegate authority to the Executive Director of Development and City Services, in consultation with both the cabinet member for social housing and the cabinet member for sustainable and inclusive growth to allocate credits to further sites provided the headroom exists to do so, subject to legal agreements and the site securing planning permission.

(Councillor Stonard was readmitted to the meeting at this point).

5. Article 4 Direction

Councillor Stonard, cabinet member for inclusive and sustainable growth, presented the report. The direction was submitted on 28 July 2021 to remove permitted development rights to convert buildings from offices to residential accommodation within the city centre. Twelve months notice was required to be given as notice against compensation claims. The direction was sought due to a 30% reduction in the availability of office space in the city since 2008. If the direction was successful applications to convert offices to residential accommodation would be determined by Planning Applications Committee.

The initial application made was unsuccessful because the direction was not targeted enough. Ramidus consultants had been commissioned to undertake research into the local Norwich office market. They broke the city down into seven areas as listed in the report and categorised each office building with a Red, Amber, Green (RAG) status. Listed buildings were excluded from the direction. A key finding of the Ramidus work was that office economy in Norwich was different to that in other cities as there was no single defined business district and therefore a targeted approach in a number of areas was needed.

The planning policy team leader added that the team had responded proactively to the initial refusal to the direction and she was confident it would be accepted this time.

In response to Councillor Galvin's question, Councillor Stonard, cabinet member for inclusive and sustainable growth agreed that out of town business parks which relied on the private car to access were a concern. He noted that the direction of travel was not always out of the city and referred to Aviva's recent move into the city centre.

The Executive Director of development and city services highlighted that where good quality office accommodation existed in the city it was well occupied. The first action

was to address the loss of office space and then to maximise investment in the current stock. He referred to the Town's Deal funding of the Digihub at Townsends House which would create new office space which was able to compete in the market.

RESOLVED to recommend that that Council proceeds with the introduction of an non-immediate Article 4 Direction and that delegated authority be given to the Head of planning and regulatory services to ask the Secretary of State for Levelling Up, Housing and Communities to modify the proposed non-immediate Article 4 Direction.

6. The council's provisional 2023/24 budget and medium-term financial strategy

Councillor Waters, leader of the council referred to the supplementary agenda which had been circulated and included section six of the report.

Councillor Kendrick, the cabinet member for resources presented the report. He highlighted that this was the draft budget and that the public consultation on it would be completed and results available before the budget was approved by Council. The provision of the local government settlement was not known but it was expected to be a one year agreement. Funding was not keeping pace with expenditure and it was a challenge to balance the council's budget.

The leader of the council noted that the government was not acknowledging the cost of living crisis for councils, local government settlements were one year and not three but a medium term financial strategy still had to be produced. The council had to maintain financial reserves in order to absorb, tackle and anticipate budgetary risks.

The deputy leader and cabinet member for social housing referred to the Housing Revenue Accounts reliance on income derived from rents and the difficult decision to increase rents in order to fund work on the stock. The interim head of housing and community safety highlighted that a Tenant's Engagement Strategy would be coming to cabinet for approval shortly. This was as a result of the regulator of social housing increasing focus on residents being involved in the management of their homes.

The interim head of finance, audit and risk advised indications were that upper tier authorities were going to see an increase in budget settlements of 9% but there were no indications on the position of district councils. Professional advice was that a 3% increase would be guaranteed and this left a real issue for district councils in the face of inflation.

Councillor Hampton agreed to consider Councillor Galvin's request that an assurance update be taken every six months to the Climate and Environment Emergency Executive Panel on decarbonisation of the Housing Revenue Account investment. The interim head of housing and community safety advised the council's new asset management strategy would show how decarbonisation fitted in.

RESOLVED to:

1) note the latest financial information and the financial strategy principles incorporated into the report, which enable the Council to set a balanced budget for 2023/24; and
2) note the budget principles used for consultation and agree that budget consultation with businesses, residents, tenants and other interested stakeholders commences to inform the Council's budget setting decisions in February 2023.

7. Housing Revenue Account Business Plan

(This item was contained within the supplementary agenda).
The deputy leader and cabinet member for social housing, presented the report. This was an update of the Housing Revenue Account (HRA) 30 year business plan. A full review had been conducted and a new business plan model introduced. The review aligned the investment priorities in the business plan with the council's housing strategy 'Fit for the Future'. The HRA 30 year business plan provided a framework by which the affordability of investment and operational plans could be evaluated.

This was the first HRA business plan committed to large scale investment in decarbonisation. The council was a large local authority landlord with older stock which required significant investment. The cost of living crisis was putting pressure on services provided and increasing the demand in general for social housing. The council's income was not rising in line with inflation creating a gap in the council's capacity to invest in its stock.

There were a number of priorities within the business plan for 2022-23 and an emphasis on complying with new legislation including the Fire Safety Act 2021 and the Building Safety Act 2022. The council would continue to invest in health and safety compliance measures, to deliver improvements to properties and building maintenance services.

With the demand for social housing increasing the business plan committed to deliver three new housing schemes at Three Score Phase 3, Argyle Street and Mile Cross. The schemes would be subject to further viability assessments as they came forward.

The council was required to deliver plans to ensure that council homes reached energy performance certificate level C by 2030 and to develop a roadmap to decarbonisation. This would require significant investment which was accounted for in the business plan. It was intended to reduce management costs with a focus on improving performance. Frontline housing services would be improved with NEC housing software to play a major part in this. The requirements of the Social Housing (Regulation) Bill would be implemented, the introduction of a new Tenant Engagement Strategy would be key to this.

In response to a question from Councillor Galvin, the deputy leader and cabinet member for social housing advised that the council was not opposed to mixed tenure

development sites. The units at Mile Cross were modelled into the business plan and the plan could finance the development. The interim head of housing and community safety advised that the viability of any site was open to discussion. The business plan modelled the current known situation for the site but this could change in the next year.

The Executive Director of Community Services highlighted the importance of rebalancing the loss of rental income streams. These had been impacted by the right to buy and the cap on social housing rents.

RESOLVED to approve the HRA Business Plan report for 2023/24, subject to approval of the HRA Revenue Account Budget 2023/24 at Council in February 2023.

8. Treasury Management Mid-Year Review Report 2022/23

Councillor Kendrick, cabinet member for resources presented the report. He noted the report had been endorsed by the newly formed Treasury Management Committee. The Council had adopted the new CIPFA Code of Practice for Treasury Management in the Public Sector and operated in compliance with the code.

In response to a question from Councillor Galvin the interim head of finance, audit and risk advised the council had specific investments in products with a social and environmental benefit.

RESOLVED to:

1) Note the contents of the report and in particular the treasury management activity undertaken in the first six months of the 2022/23 financial year; and

2) Propose that this report be considered and agreed by Full Council.

9. Delegation to Award Contract for works to Public Realm in the City Centre.

Councillor Stonard, cabinet member for inclusive and sustainable growth, presented the report. Cabinet had considered Towns Deal funding at its meeting in January 2020. The report considered the public realm elements included in the bid. The St Giles Street project was included as part of the wider 'Connecting the Norwich Lanes' programme and Hay Hill was identified as a vital public city centre space which had become degraded.

The Hay Hill project provided for a rejuvenated and regenerated site, supporting the recovery of the city centre post covid and enhancing bio-diversity. Both schemes undertook full public consultations with the majority of the public in favour of the schemes.

The original budgets for the schemes were estimated in 2020 and were affected by significant cost pressures due to the volatile economic situation. Given the financial risks the project at St. Giles was to be deferred, it was also not considered ideal to conduct two projects in tandem given the impact on users of the city centre.

In response to a question from Councillor Galvin, the principal landscape architect, advised that the statue at the site of Thomas Browne was to be moved to a more focal point and his relevance to Norwich to be explained.

RESOLVED to delegate the Executive Director of Development and City Services, in consultation with the portfolio holder for sustainable and inclusive growth, the authority to award the public realm enhancements contract at Hay Hill, Norwich to Tarmac Trading Limited.

10. To award a contract to decontaminate and stabilise the land at the Mile Cross development site

The deputy leader and cabinet member for social housing, presented the report. The main focus of the investment was the remediation of the brown field site to make the land suitable for residential dwellings. It was a complex site and a specific specialist contractor was required. If construction did not commence at the site funding achieved through the One Public Estate programme could be at risk.

RESOLVED to approve the awarding of the contract to Anglian Demolition Ltd for the undertaking of the land stabilisation and remediation works at the site of the former Mile Cross Depot, in preparation for future housing development.

(Councillor Stonard left the meeting at this point).

11. Development Pipeline

The leader of the council presented the report. The key objective of the report was to identify potential development sites as a pipeline and resource funding. Bidwells had been asked to do an assessment of potential sites in order to maximise the value of the council's assets across the city. The initial stage, phase 1 of the work, had now been completed and the second phase was to consider the sites and determine an order of priority and put a business plan together. There would be consultation with local residents and ward councillors in relation to any potential scheme.

12. Exclusion of the public

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

***13. Development Pipeline – exempt appendix (Para 3)**

An exempt minute exists for this item.

(The public were readmitted to the meeting at this point).

14. Development Pipeline

After discussion of the exempt appendix to the report, members agreed an additional recommendation to the item.

RESOLVED to:

1) endorse the initial work on a development pipeline as set out in the exempt appendix and to approve the identified sites to be taken forward for detailed feasibility work; and

2) include a consultation with local communities affected by any scheme and local ward councillors as part of phase 2 of the work.

(Councillor Stonard was readmitted to the meeting at this point).

15. Compulsory purchase of 238A Dereham Rd (site of former Earl of Leicester Pub) and land adjoining Lime Kiln Mews

Councillor Stonard, cabinet member for inclusive and sustainable growth, presented the report. He referred to the two sites being considered for Compulsory Purchase Orders (CPOs),and noted that both had lengthy and detailed planning histories, Despite the work of council officers, work on the sites had not progressed to developments. A revolving fund to progress stalled development sites was introduced as part of the Towns Deal funding.

Councillor Stonard highlighted that recommendation 1 to the report had been amended. The Monitoring Officer advised that representations had been received from the owners of 238A Dereham Road which had been circulated to members of cabinet and the recommendation had been amended to reflect this.

In response to Councillor Galvin's question, the Executive Director, development and city services noted that the CPO at the former Kings Arms Public House had taken considerable officer resource to achieve. Until Towns Deal funding was received for the revolving fund it would have taken a significant reprioritisation of work to progress these CPOs.

RESOLVED to approve:

1) In the event that the Council and site owners of 238A Dereham Road cannot agree a satisfactory timetable by 31 January 2023 for the progression of development of the site (as referenced in paragraph 17 of the report), or the site owners do not subsequently adhere to the timetable the making a CPO under the Acquisition of Land Act 1981 and section 17(1)(a) of the Housing Act 1985, for the acquisition of the Former site of Earl of Leicester pub, 238A Dereham Road as registered under title number NK120838 and as identified on the plan in Appendix 1 for the purposes of the provision of housing accommodation;

2) Making a CPO under the Acquisition of Land Act 1981 and section 17(1)(a) of the Housing Act 1985, for the acquisition of the Land at Lime Kiln Mews, Drayton Road as registered under title number NK294086 and as identified on the plan in Appendix 2 for the purposes of the provision of housing accommodation;

3) Delegating authority to the executive director of development and city services, in consultation with the executive director of corporate and commercial

services, the leader of the Council, the portfolio holder for resources, and the portfolio holder for sustainable and inclusive growth, in relation to the two sites to:

a. take all necessary steps to secure the making, confirmation and implementation of the CPOs including the publication and service of notices and all other associated procedural steps.
b. acquire the two sites whether by voluntary agreement or compulsorily using the statutory powers Acquisition of Land Act 1981 and section 17(1)(a) of the Housing Act 1985
c. develop a scheme for development of the two sites for residential use if required (including any necessary site investigations) and to submit planning applications for the proposals.
d. once acquired (and following securing of planning consent as appropriate), dispose of the two sites to an appropriate developer partner who shall develop the sites for residential use, subject to all due diligence. In the event that this cannot be achieved, and subject to the judgement of the executive head of development and city services, to sell the site on the open market with a condition of sale that it is developed and used for residential development within a specified timeframe.
e. issue and serve any warrants to obtain possession of the two sites once acquired by the Council following the execution of a General Vesting Declaration or service of a notice of entry if it is necessary to obtain vacant possession
f. suspend or abandon the CPO proceedings or withdraw an order for either of the two sites on being satisfied that one or both sites will be satisfactorily developed and occupied in a reasonable timescale.
g. take necessary action to deal with all matters relating to the payment of statutory compensation including, where required, instituting or defending proceedings
h. take all other necessary action to give effect to these recommendations.

4) Delegating authority to the Executive Director of Development and City services, in consultation with the Executive Director of Corporate and Commercial services, the leader of the Council, portfolio holder for resources, and the portfolio holder for sustainable and inclusive growth, to approve the use the Council's powers under of Section 203 of the Housing and Planning Act 2016 to appropriate land for planning purposes and override the existing rights and covenants within or on the two sites that would be infringed by or impede the construction, operation or maintenance of the development of residential property.

(Councillor Stonard left the meeting at this point).

16. Norwich Regeneration Ltd Business Plan 2023-2030

Councillor Kendrick, the cabinet member for resources presented the report. He thanked officers from Norwich Regeneration Ltd (NRL) for an excellent and exciting business plan. The deputy leader and cabinet member for social housing was pleased to see how well the company were relating to the community in Bowthorpe.

The leader invited the leader of the green group (and a member of the scrutiny committee) to propose a recommendation following scrutiny committee's discussion of the NRL business plan at its meeting held on 8 December 2022 which members accepted.

With no members indicating that they wished to discuss the exempt appendix accompanying the report, it was:-

RESOLVED to:

1) Thank the company and its directors for their efforts and impressive performance over financial years FY 2021/2022 and FY 2022/2023;

2) Endorse the NRL Business Plan on behalf of the shareholder;

3) Note that any individual business cases for developments and the disposal of sites to facilitate development will be subject to approval by Cabinet prior to moving to construction phase;

4) Invite NRL to undertake work on business case development for investment in phase 4a of Threescore and a further residential development site as outlined in the exempt appendix for consideration at Cabinet during 2023/24;

5) Invite RL to undertake work on an outline Business Plan for the establishment of a new company primarily aimed at holding assets in the private rented sector for presentation to the Council in 2023/24; and

6) Both grow, deliver and to mitigate overexposure to commercial risk from one sector, cabinet will support more detailed work on the part of NRL to spread risk.

CHAIR

Committee name: Cabinet

Committee date: 18/01/2023

Report title: Greater Norwich Local Plan (GNLP), consideration of consultation regarding possible gypsy and traveller sites for inclusion within the plan.

Portfolio: Councillor Stonard, Cabinet member for inclusive and sustainable growth

Report from: Executive director of development and city services

Wards: All wards

OPEN PUBLIC ITEM

Purpose

To seek Cabinet approval to undertake a focused public consultation on the allocation of Gypsy and Traveller sites in the Greater Norwich Local Plan (GNLP).

Recommendation:

It is recommended that Cabinet:
1) Approves the focused consultation on the Greater Norwich Local Plan proposed allocations for Gypsy and Traveller sites; and
2) Delegates authority to the Executive director of development and city services, in consultation with the Cabinet member for inclusive and sustainable growth, to agree consultation documentation and materials prior to the public consultation.

Policy framework

The council has five corporate priorities, which are:

- People live independently and well in a diverse and safe city.
- Norwich is a sustainable and healthy city.
- Norwich has the infrastructure and housing it needs to be a successful city.
- The city has an inclusive economy in which residents have equal opportunity to flourish.
- Norwich City Council is in good shape to serve the city.

This report's content addresses the following corporate aims of: Norwich is a sustainable and healthy city; and Norwich having the infrastructure and housing it needs to be a successful city. The provision of gypsy and traveller accommodation

through making site specific allocations will help ensure that this group's housing needs are addressed.
This report helps to meet the following objective of the COVID-19 Recovery Plan: Item 5: Housing, regeneration and development:

- Make progress on the Greater Norwich Local Plan to put in place a framework to guide development in the city and encourage it to be well designed and genuinely sustainable.

- Make the most of its own land holdings and financial capability to maximise rates of housing delivery through exemplary homes that meet the needs of the people of Norwich and develop a pipeline of sites that can be delivered over the medium to long-term.

Introduction

1. Members will recall that Cabinet in July 2022 gave approval for a focussed consultation to take place on the Greater Norwich Local Plan (GNLP) proposed Gypsy and Traveller sites due to take place in summer 2022. This consultation did not take place as it was not agreed by South Norfolk Council, as noted at paragraph 24 below. That report set out the background to the consultation including the fact that the GNLP Inspectors indicated that they would require Gypsy and Traveller accommodation needs to be addressed through the allocation of sites.

2. We now need to reconsider the provision of gypsy and traveller sites as part of the local plan examination process. Over recent months there has been engagement with the Gypsy and Traveller community, additional sites have been identified, and need has increased, as set out below.

3. The purpose of this report is to seek Cabinet approval to undertake a focused public consultation on the allocation of Gypsy and Traveller sites in the GNLP. The consultation includes 10 favoured sites, a reasonable alternative site, proposed changes for the submitted contingency site and 3 unreasonable sites. All the sites are located outside the city council's administrative area but the city council part owns the proposed contingency site at Costessey. The consultation also provides the opportunity for people to put forward additional sites for Gypsy and Traveller accommodation.

4. The consultation is scheduled to take place from 30th January to 13th March 2023 with the opportunity for Cabinet to agree the final sites in early June prior to final site information and representations being sent to the inspectors later in June. The GNLP examination hearings sessions on Gypsies and Travellers sites are expected to take place in late July.

5. It is anticipated that the inspectors will subsequently include Gypsy and Traveller sites in their main modifications to the GNLP. The main modifications are expected to be consulted on in early Autumn 2023 allowing the inspectors to produce their report on the plan before the end of 2023 and adoption to take place early in 2024.

6. For consultation to take place on the proposals there needs to be unanimity on the contents of the consultation document. South Norfolk District Council considered a similar paper to this at their meeting on 9th January and resolved to approve it "subject to the reference to the contingency site, for Gypsy and Traveller pitches, at Costessey being deleted". Broadland District Council are due to consider the matter on 10th January. Should Broadland resolve to accept the change from South Norfolk the City will need to do likewise to allow the consultation to proceed to the timetable. A verbal update on this matter will be given at the meeting.

Summary

7. In resolving to submit the GNLP for independent examination in July 2021 the Council agreed to "*proactively identify and bring forward sufficient Gypsy and Traveller sites to meet identified needs in accordance with the criteria-based policies of the current and emerging Development Plans*".

8. During the GNLP hearing sessions in February/March 2022 it was made clear that Gypsy and Traveller accommodation needs must be addressed through site allocations in the plan. This is in accordance with the expectations set out in paragraph 68 of the National Planning Policy Framework (NPPF) and allied guidance specifically for Gypsies and Travellers in Planning Policy for Travellers Sites (PPTS) (2015).

9. No potential Gypsy and Traveller sites were submitted to the GNLP for consideration prior to its submission for independent examination. Subsequently, officers have undertaken an extensive process of proactive engagement and site assessment to identify suitable allocation sites.

10. This report seeks Cabinet agreement to undertake a Focused Consultation on the sites which have been identified from this work. Furthermore, to ensure that the best and most appropriate sites are chosen, the consultation gives landowners a further chance to submit land for inclusion in the GNLP, but this will be strictly limited to the promotion of Gypsy and Traveller sites.

11. Following the close of the consultation the GNLP team will process and analyse the responses received and finalise the favoured site allocations for consideration at Cabinets in June. The finalised sites information and representations will be provided to the inspectors and published. The sites will then be subject to additional hearing sessions in late July, with the outcome being the subject of main modifications to the plan.

12. The main modifications are expected to be consulted on in Autumn 2023 with adoption planned for early 2024.

Background

13. Policy regarding the provision of Gypsy and Traveller sites is set out in the NPPF. Paragraph 68 states that local plans should include specific deliverable sites for years 1 to 5 of the plan period and developable sites for years 6-10 and where possible years 11-15. Allied guidance to the NPPF specifically for Gypsies and Travellers is in the Planning Policy for Traveller sites (PPTS, 2015). This makes the same point at paragraph 10 about local plans having '*specific deliverable sites sufficient to provide 5 years-worth of sites against their locally set targets… [and] specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15'*.

14. The PPTS also contains a definition of Gypsies and Travellers for planning purposes which focuses on people who continue to lead a nomadic lifestyle. This is known as the PPTS need, as opposed to the full need, which is referred to as the ethnic need.

15. While the PPTS does not require allocations to meet the needs of Gypsies and Travellers who have ceased to travel, a recent Court of Appeal decision (dated 31st October 2022) has found that this distinction can discriminate against ethnic Gypsies and Travellers, in particular the disabled and elderly who are unable to travel.

16. The councils must decide how many Gypsy and Traveller pitches are required ('the need') by gathering evidence, which is then tested as part of the independent examination of the plan. Evidence has been produced by RRR Consultancy on behalf of the councils and is available online as B8.3. This most recent Gypsy and Traveller Accommodation Assessment (GTAA) identifies a potential need in the Greater Norwich area for 50 residential pitches to meet the total ethnic need. Since the evidence was completed, the additional capacity to be provided through refurbishment work at the existing site at Swanton Road site in Norwich has been reduced by 3 pitches. As a result of this reduced commitment, 53 additional pitches are likely to be needed over the plan period although not all of these will require allocations to be made.

17. In order to provide some flexibility and choice and to minimise the risks of non-delivery and any implications of the Court of Appeal decision, favoured sites should be identified for consultation which are capable of delivering at least the minimum number of pitches required to meet the ethnic definition in the earlier years of the plan. A criteria-based policy set out within Policy 5 of the plan provides the potential for further windfall sites to come forward in suitable locations which could meet needs in the later years of the plan. These windfall pitches also provide additional flexibility.

18. No sites for Gypsies and Travellers were submitted for allocation through the GNLP plan-making process between 2016 and its submission in July 2021. Therefore, the GNLP as submitted does not contain any Gypsy and Traveller site allocations.

19. In considering the submission of the GNLP back in July 2021 the Council resolved specifically to "*commit to proactively identify and bring forward sufficient Gypsy and Travellers sites to meet identified needs in accordance with the criteria-based policies of the current and emerging Development Plans".* The purpose of this was to allow the Gypsy and Traveller accommodation issue to be addressed through the examination hearings without adding undue additional delay to plan adoption.

20. The GNLP was submitted for examination by inspectors on 30th July 2021. Their role is to undertake an independent assessment of the overall "soundness" of the plan and to verify that it satisfies the relevant statutory and regulatory requirements for its preparation. As part of the submission of the plan, the councils formally requested that the appointed inspectors recommend such modifications to the plan as may be necessary to ensure legal compliance and soundness in accordance with Section 20 (7C) of the Planning and Compulsory Purchase Act 2004 (as amended).

21. Public hearings took place in February and March 2022, with further sessions on the outstanding issues of nutrient neutrality and the housing trajectory to be reconvened in late March 2023 and on Gypsies and Travellers in late July 2023.

Examination process January 2022 to present

22. The partnership wrote to the inspectors on 4th January 2022 (D5.4) in relation to the Part 1 Matters Issues and Questions to seek advice on how to progress the issue of Gypsies and Travellers through the examination. The inspectors responded on 19th January 2022 (D5.4A) with the view that any sites identified would need to be subject to dedicated public consultation and examination, with any modifications necessary for soundness to be incorporated into any main modifications. This view was offered without prejudice to discussions to take place during the hearing sessions.

23. During the GNLP hearing sessions in February/March 2022 the inspectors indicated that they would require Gypsy and Traveller accommodation needs to be addressed through site allocations in the plan in accordance with the expectations set out in paragraph 68 of the NPPF.

24. Following the hearing sessions officers from the GNLP team undertook further work to identify Gypsy and Traveller allocations. A report was written for consideration by Cabinets in July 2022 which identified three potential sites for consultation at Wymondham Recycling Centre, the Costessey Contingency Site and Cawston. Consultation was anticipated to take place from 25th July to 7th September 2022. As noted above the city council's cabinet supported undertaking the consultation at its meeting on 6th July. South Norfolk did not do so at its meeting on 11th July and as a result Broadland did not take the matter to their Cabinet meeting. Since decisions on the GNLP must be unanimous this meant the focused consultation on Gypsy and Traveller sites could not take place as anticipated. South Norfolk's concerns centred around the nature of the consultation and specific issues in relation to the proposed Costessey site.

25. Since July a number of letters have been exchanged between the partnership and the inspectors regarding the issue of Gypsy and Traveller sites to establish the most appropriate way forward. These can be found in section D5.4.of the GNLP website

The current position

26. The inspectors' most recent letter (D5.4G) provides the timetable for the rest of the examination as referenced in this report, making it clear that strict adherence to this timetable is critical to the timing of the modification stage and the adoption date of the plan. It also requested a response on whether the partnership will update its evidence on Gypsy and Traveller needs in the light of the Court of Appeal decision.

27. The partnership's response (document D5.4H) stated that the assessment of Traveller site needs would be reviewed in the light of the legal decision through an addendum to current evidence which would make clear how the needs of those who have ceased to travel for reasons of age or infirmity are to be dealt with. It explained that the addendum would be provided by the

consultancy which produced the Greater Norwich Gypsy and Traveller Accommodation Assessment by early December.

28. The response also stated that legal advice has been commissioned on this issue.

29. Officers have undertaken a process of extensive proactive engagement and site assessment to identify suitable allocation sites over recent months. This includes:
    - Officers have contacted local agents and development promoters asking them to bring forward any options where there are willing landowners. Agents Brown & Co have been commissioned to contact landowners on behalf of the Partnership.
    - All GNLP new and carried forward residential, employment and mixed use allocations have been reviewed to see if any of them have potential to accommodate Gypsy and Traveller pitches.
    - A review of publicly owned land options has been done.
    - The Norfolk and Suffolk Gypsy, Roma and Traveller Service has been commissioned to engage with the Gypsy and Traveller community on the partnership's behalf.

30. All the sites identified have been assessed in a standardised manner. It is important to have clear criteria to assess all the Gypsy and Traveller sites, to apply the methodology consistently and to include the findings in public consultation. This process ensures that sites are selected or ruled out on their planning merits and that unsuitable sites are ruled out at an early stage. The assessment criteria were provided to the inspectors as part of the letter dated 2 September (D5.4D) . They are based on the Housing and Economic Land Availability Assessment (HELAA) criteria that the partnership used to assess all potential development sites with adjustments for specific issues that Gypsy and Traveller sites raise such as the manoeuvring of trailers and caravans and the vulnerability of people living in caravans during flood events.

Proposed action

31. It is proposed to undertake public consultation on potential Gypsy and Traveller sites for allocation in the GNLP between 30th January and 13th March 2023. It is crucial that the consultation takes place between these dates so that it is closed prior to the pre-election period for the local elections in May.

32. As set out above, the evidenced requirement is for 53 pitches to meet total need under the ethnic definition of Gypsies and Travellers. Sites in the planning applications pipeline have been taken account of in the evidenced need.

33. In line with the national policy requirements identified in paragraph 12 above, a minimum of 31 pitches would need to be provided through site allocations within the initial 5-year period from April 2022 to March 2027. Ten pitches would need to be provided as either site allocations or by the

identification of broad locations for sites between April 2027 and March 2032. Greater flexibility is possible over provision for the remaining years of the plan to 2038, and windfall could play a role here.

34. Work on the evidence of need to reflect the implications of the Court of Appeal decision is ongoing but the current advice is that the need should be derived from the ethnic population rather than the PPTS. The very recent appeal court decision suggests that providing sufficient pitches to meet ethnic need will de-risk the examination and reduce the potential for legal challenge. Legal advice has confirmed that this is the case.

35. As a result of the above, the intention is to consult on 10 favoured sites along with a reasonable alternative site and the potential opportunity provided by a proposed change to the submitted housing contingency site as follows (see Appendix A for further details):

Table 1: Favoured Sites

Reference	Address	Pitches	Pitches Delivered years 1 to 5
GNLP5004	Land off Buxton Road, Eastgate, Cawston	4	4
GNLP5005	Land at Strayground Lane, Wymondham Recycling Centre	2	0
GNLP5009	Land off Hockering Lane, Bawburgh	6	6
GNLP5014	A47 North Burlingham Junction	15	15
GNLP5019	Land north of Shortthorn Road, Stratton Strawless	4	4
GNLP5020	Romany Meadow, The Turnpike, Carleton Rode	6	6
GNLP5021	Land at the Old Produce Shop, Holt Road, Horsford	6	6
GNLP5022	Land at the Oaks, south-east of Letter Box Cottage, Reepham Road, Foulsham	5	5
GNLP5023	Land off Strayground Lane, Wymondham	10	0
GNLP5024	Land off Upgate Street, Carleton Rode	4	4
Total		62	50

Table 2: Reasonable Alternative			
Reference	Address	Pitches	Pitches Delivered years 1 to 5
GNLP5013	Land at Ketteringham Depot	10	0
Total		10	0

Table 3: Proposed change to Contingency Site			
Reference	Address	Pitches	Pitches Delivered years 1 to 5
GNLP5007R	Land off Bawburgh Lane, north of New Road and east of the A47 (Costessey contingency site)	18	0
Total		18	0

36. The 10 favoured sites provide the opportunity to deliver up to 62 pitches against the overall ethnic need of 53 pitches. This provides flexibility should sites drop out and/or choice if some favoured sites are found to be unsuitable through the consultation.

37. Current expectations, as set out in the tables above, are that 50 of these pitches could be delivered in years 1 to 5 and 12 could be delivered in years 6 to 10. This would more than meet the NPPF requirements (31 pitches in years 1 to 5 and 10 in years 6 to 10). The consultation will provide further evidence on deliverability.

38. Ketteringham Depot is recommended as a reasonable alternative. It is not part of the favoured approach due to concerns over accessibility and integration with neighbouring uses, though potential remains.

39. The Costessey Contingency Site is in a highly accessible location and continues to provide an excellent opportunity if the wider contingency housing site comes forward.

40. Windfall delivered through policy 5 plus the Costessey Contingency Site could meet needs later in the plan period or could provide a buffer against non-delivery to help ensure the 53-pitch need will be met. It is anticipated that this would also meet NPPF requirements.

41. Three sites, two in Denton and one on London Road, Wymondham, were proposed through the South Norfolk Village Clusters Plan. These have been assessed as unreasonable for the reasons set out in Appendix A which provides a summary of key considerations in relation to all sites. Consultation respondents will be able to comment on the non-inclusion of these sites.

42. The existing Gypsy and Traveller Transit site at Long Lane, Bawburgh is to be retained in its current use and improved with new investment. Consequently, it does not form part of this consultation on permanent Gypsy and Traveller sites.

43. Appendix B to this report is a map showing the distribution of the favoured, reasonable alternative, contingency and unreasonable sites.

44. The Site Policies document in Appendix C of this report will be the main consultation document.

45. Detailed site appraisals in the Site Assessment Information document which is in Appendix D of this report will be available to assist consultation responses. The legally required Sustainability Appraisal and Habitat Regulations Assessments on the environmental impacts of proposed site allocations are in Appendices E and F of this report. Consultation respondents will also be able to comment on these supporting evidence documents.

46. In the interests of efficiency and continuing the successful approach taken at previous GNLP consultations, responses will be encouraged online, although written responses will also be accepted either by post or via email.

47. Publicity relating to the consultation will be undertaken in line with the Communications Protocol agreed by the Greater Norwich Development Partnership (GNDP) Board in 2017 (updated 2019). Cllr Shaun Vincent as chair of the GNDP will be the nominated spokesperson for all media. All media responses will be co-ordinated by the Broadland and South Norfolk Joint Marketing and Communications team as communications lead for the project, in liaison with other partners.

48. The GNLP has been prepared with regard to the Public Sector Equality Duty as defined by the Equality Act 2010 and this consultation represents a further positive step in meeting the Public Sector Equality Duty. Gypsies and Travellers are a key ethnic minority in the area and making specific site allocations in the plan to meet ethnic need, potentially in tandem with other sources of delivery, would give added assurance that their housing needs are being addressed in line with current requirements.

49. Following the close of the consultation on 13th March the GNLP team will process and analyse the responses received and finalise the preferred site allocations for consideration at Cabinets in June. The new council administrations formed after the May elections will need to take the decision on submitting the Gypsy and Traveller sites into the GNLP process. If this is agreed the finalised sites information and representations will be provided to the inspectors for their consideration. Hearing sessions and possible modifications to the plan will follow.

50. The main modifications are expected to be consulted on in Autumn 2023 allowing the Inspectors to produce their report on the plan before the end of 2023 and adoption to take place early in 2024.

Written statement

51. A written statement from the Secretary of State Michael Gove was published on 6th December 2022. A supporting letter was also sent to local planning authorities. The written statement sets out further changes to the planning system alongside the Levelling Up and Regeneration Bill which aim to "*place local communities at the heart of the planning system*". It contains a number of commitments to consultation and a small number of clear policy statements.

52. For the Greater Norwich authorities, the main impact is likely to be on how 5-year land supply will be calculated in the future. A key statement is that *"We will end the obligation on local authorities to maintain a rolling five-year supply of land for housing where their plans are up-to-date".* This means that progressing the GNLP to adoption will result in 5-year land supply requirements not applying in the area for an as yet undefined period.

53. Other measures to "*give local communities a greater say in what is built in their neighbourhood*" remain to be clarified through consultation. In general, future changes to calculating housing numbers are most likely to impact on heavily constrained local planning authorities, for example those with green belts, which are at earlier stages of plan-making. As Greater Norwich has a submitted plan, these changes are less likely to have an impact on its examination.

Consultation papers

54. The documents to support the GNLP Gypsy and Traveller Focused Consultation are the:
    - Site Policies document (the main consultation document -see Appendix C linked below)
    - Site Assessment Information document (Appendix D linked below).
    - Sustainability Appraisal of the Greater Norwich Local Plan Gypsy and Traveller Sites and Policies by Lepus Consulting (Appendix E linked below)
    - Habitats Regulations Assessment of published Proposed Submission Greater Norwich Local Plan – Gypsy and Traveller Sites Addendum by The Landscape Partnership (Appendix F linked below).
    - A review of new and carried forward residential, employment and mixed-use allocations which concludes that none of the allocations in the GNLP have the potential to accommodate pitches for Gypsies and Travellers (see Appendix G linked below).

55. Other documents that are part of the GNLP's examination evidence library which relate to Gypsies and Travellers are:

- B8.1 Caravans and Houseboats Study, October 2017, RRR Consultancy Ltd
- B8.2 Gypsy and Travellers Addendum, January 2021, RRR Consultancy Ltd
- B8.3 Greater Norwich Gypsy & Traveller Accommodation Assessment Draft Report, June 2022, RRR Consultancy Ltd

- D3.6 Topic Paper - Policy 5 Homes, September 2021
- D3.7 Topic Paper - Policy 5 Homes - Appendices A to D, September 2021
- D5.4 Inspectors' Matters Issues and Questions (Part 1) - GNLP letter on Matter 6 (Homes) Issue 3: Gypsies and Travellers, Travelling Showpeople and Residential Caravans, 4th January 2022
- D5.4A Inspectors' response letter regarding sites for Gypsies and Travellers, 19th January 2022
- D5.4B A letter from the partnership explaining the position following the July Cabinet, 26th July 2022.
- D5.4C The inspectors' response to the partnership letter of 26th July, 9th August 2022.
- D5.4D A letter from the partnership in response to the inspectors' letter of 9th August, 2nd September 2022.
- D5.4E The inspectors' response to the partnership letter of 2nd September, 14th October 2022.
- D5.4F A letter from the partnership in response to the inspectors' letter of 14th October, 17th October 2022.
- D5.4G a letter from the inspectors sent on 11th November.
- D5.4H partnership response to the above letter.

Consultation

56. Should the recommendation be approved by all three Council's full public consultation will be undertaken on the sites proposed.

Implications

Financial and resources

57. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2022-26 and budget.
58. There are no proposals in this report that would reduce or increase resources. The focused consultation will be undertaken within the current GNLP officer resource and covered by the existing GNLP budget.

Legal

59. The consultation is required to ensure a sound plan and consequently relates to the regulatory framework associated with plan making. Statutory requirements for Sustainability Appraisal and Habitats Regulations Assessment are also part of this focused consultation.

Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	The GNLP has been prepared with regard to the Public Sector Equality Duty, as defined by the Equality Act 2010. This consultation represents a positive step in meeting the Public Sector Equality duty. The recent court decision on meeting needs should be taken into account in decision making.
Health, social and economic impact	The report has no direct health, social and economic impacts but will have positive impacts in the longer term by enabling the allocation of accommodation for Gypsies and Travellers to meet need.
Crime and disorder	The report does not have any direct implications for the council's crime and disorder considerations and therefore no measures are proposed.
Children and adults safeguarding	There are no implications with regards to safeguarding and therefore no measures proposed.
Environmental impact	A Sustainability Appraisal and Habitat Regulations Assessment have been undertaken alongside the site assessment process to ensure that the environmental impacts of proposed site allocations are fully understood.

Risk management

Risk	Consequence	Controls required
Failure to consult on, and enable the allocation of, sufficient sites for Gypsy and Traveller accommodation carries a significant risk that the GNLP will be found unsound.	Delays to the examination process and potentially leading to the plan being found unsound, and the possibility of a public sector equality duty challenge.	Identification of sites will assist in ensuring the soundness of the GNLP to support future housing delivery

Other options considered

60. If a focused consultation is not undertaken on potential allocation sites for Gypsies and Travellers it will prevent the inspectors from undertaking a subsequent consultation on the modifications. Such modifications are very likely to be necessary for the soundness of the GNLP. Therefore, choosing not to agree to undertake the proposed consultation carries a strong likelihood of the GNLP being found unsound. Officers do not consider that

there is evidence to justify this option as reasonable and therefore consider there are no other options to present.

Reasons for the decision/recommendation

61. It is recommended that Cabinet gives approval for the Gypsy and Traveller Focused Consultation to go ahead as it forms an important part in the examination of the GNLP. Allocating sites for Gypsies and Travellers through the main modifications to the GNLP is needed both to address identified accommodation needs and to support a sound plan.

Appendices:

Appendix A (attached): Summary of key considerations in relation to the sites
Appendix B (attached): Distribution Map of the favoured, reasonable alternative, contingency and unreasonable sites
Appendix C: Site Policies document (the main consultation document
Appendix D: Site Assessment Information document
Appendix E Sustainability Appraisal of the Greater Norwich Local Plan Gypsy and Traveller Sites and Policies by Lepus Consulting
Appendix F: Habitats Regulations Assessment of published Proposed Submission Greater Norwich Local Plan – Gypsy and Traveller Sites Addendum by The Landscape Partnership
Appendix G: A review of new and carried forward residential, employment and mixed-use allocations which concludes that none of the allocations in the GNLP have the potential to accommodate pitches for Gypsies and Travellers

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IN TRAN communication for all	If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.

Appendix A: Summary of key considerations in relation to the sites

Introduction

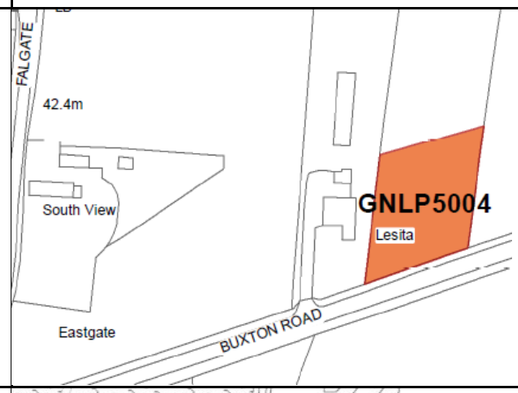
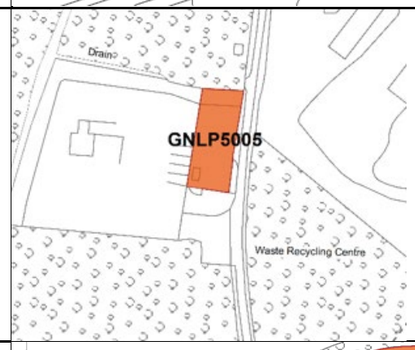
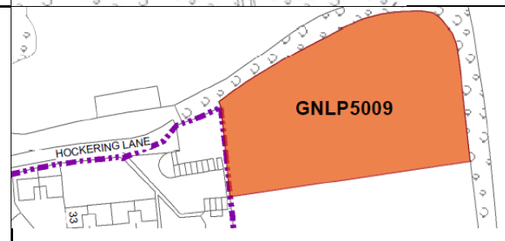
15 potential sites for Gypsy and Traveller accommodation have been assessed in detail. Three of these were promoted through the public consultation for the South Norfolk Village Clusters Housing Allocations Plan (VCHAP), with the remainder resulting from proactive engagement over recent months as set out in this report.

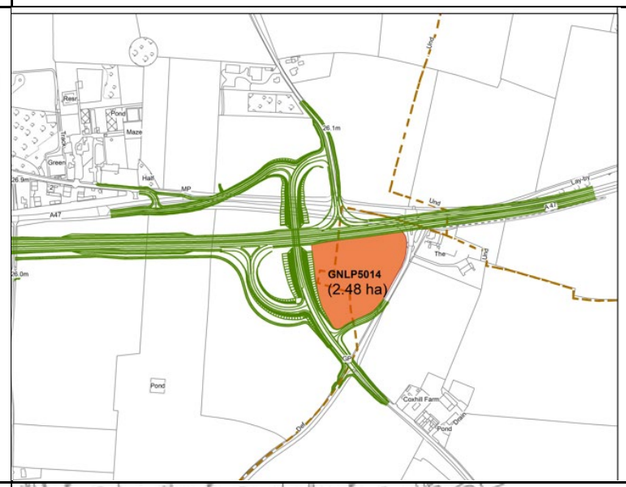
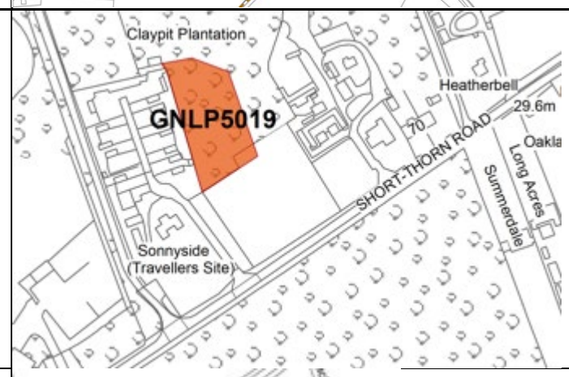
The sites have been categorised into four tables in this appendix as follows:

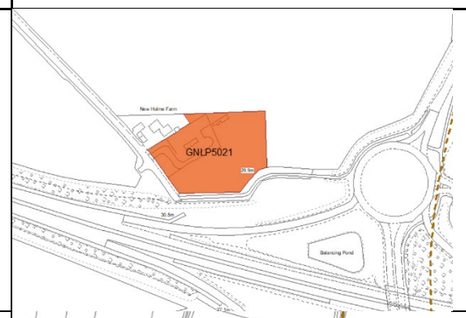
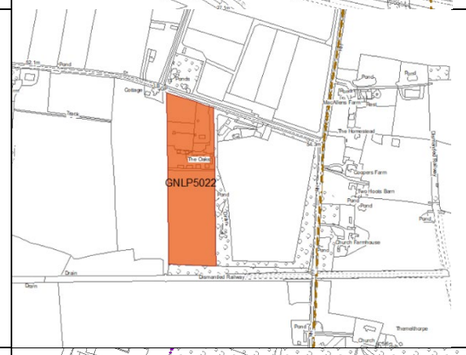
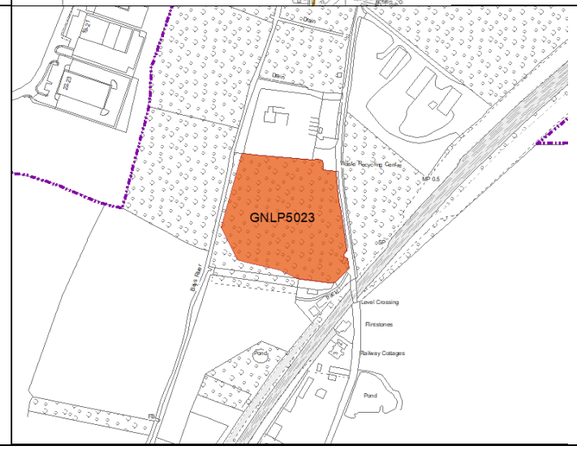
- Table 1: Favoured Sites
- Table 2: Reasonable Alternative
- Table 3: Proposed change to Contingency Site
- Table 4: Unreasonable Sites

Brief details are given for each site, along with a summary of deliverability conclusions. This assessment is based on and supported by the Site Assessment Information document (see Appendix D below).

Table 1: Favoured Sites

Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Maps
GNLP5004	Land off Buxton Road, Eastgate, Cawston BROADLAND	4	3-5 years	The private landowner has sold land for a Gypsy and Traveller site in the past and is content to promote this site for Gypsies and Travellers, having previously had an appeal for a residential property on the site refused. The site is somewhat remote from services and facilities, but development could take place here within 3-5 years.	
GNLP5005	Land at Strayground Lane, Wymondham Recycling Centre SOUTH NORFOLK	2	6-10 years	Norfolk County Council intend to relocate the recycling centre and are willing to sell it as a Gypsy and Traveller site. However, the site will not be available prior to 2027. Development would be subject to investigations about possible contamination.	
GNLP5009	Land off Hockering Lane, Bawburgh SOUTH NORFOLK	6	3-5 years	The private landowner has sold land for a Gypsy and Traveller site in the past and is content to promote this site for Gypsies and Travellers. There is a Cadent gas pipeline that runs north to south through the western part of the site and this is likely to dictate that the majority of pitches would be positioned towards the middle or eastern part of the site. Other considerations are the possible landscape impacts on the River Yare, and, to a lesser extent, nearby heritage assets and the Bawburgh Conservation Area. Nevertheless, there is development potential here and a scheme could come forward in 3-5 years.	

Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Maps
GNLP5014	A47 North Burlingham Junction BROADLAND	15	3-5 years	The A47 improvements will sub-divide neighbouring land and reduce its agricultural potential. They will also create new vehicular accesses. Site GNLP5014 is a 2.48 ha broad location for development with the opportunity to provide 15 pitches on 1 ha of this land and landscaping to mitigate noise from the A47 and visual impacts on the surrounding landscape. While the site is somewhat remote from services and timescales are dependent on the trunk road scheme, delivery is anticipated in years 1 to 5.	
GNLP5019	Land at Shortthorn Road, Stratton Strawless BROADLAND	4	1-3 years	This site currently comprises 9 pitches and a community building. The proposal is to submit a revised scheme for 8 pitches on an area of land that has been granted permission for 4 pitches. The proposal would expand the site to a total of 17 pitches. While somewhat remote from services, this is an existing Gypsy and Traveller site which the owners would be likely to progress quickly.	
GNLP5020	Romany Meadow, The Turnpike, Carleton Rode SOUTH NORFOLK	6	1-3 years	This site currently comprises 6 pitches and the proposal is to expand on adjacent land to provide up to an additional 6 pitches. While somewhat remote from services, this is an existing Gypsy and Traveller site on which additional pitches could come forward quickly. If approved, the Romany Meadow site would grow to a total of 12 pitches.	

Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Maps
GNLP5021	Land at the Old Produce Shop, Holt Road, Horsford BROADLAND	6	1-3 years	This site currently comprises 1 pitch and the proposal is to expand it by 6 pitches within the current curtilage of the site. The land was previously a shop selling fruit and vegetables but has been a private Gypsy and Traveller site for nearly 10 years. The owner would be likely to progress this proposal quickly and if approved the site would grow to a total of 7 pitches.	
GNLP5022	Land at the Oaks, south-east of Letter Box Cottage, Reepham Road, Foulsham BROADLAND	5	1-3 years	This site currently has 2 pitches and Broadland District Council is discussing regularising all the development on the site with the landowner. The landowner wants to expand the site by 5 pitches, bringing the total number of pitches to 7. Development would need to be in the northern part of the site, as a gas pipeline runs east to west below the central part of the site. While somewhat remote from services and located next to rural roads, this is an existing Gypsy and Traveller site on which additional pitches could come forward quickly over the next 1-3 years.	
GNLP5023	Land off Strayground Lane, Wymondham SOUTH NORFOLK	10	5-10 years	The private landowner has stated that the land is available immediately and is willing to sell it as a private or publicly funded Gypsy and Traveller site. Investigations for possible contamination and ground stability will be required as part of the land was previously used as a landfill site. 10 pitches is considered to be appropriate given the highway constraints posed by the narrowness of Strayground Lane and Whartons Lane and delivery would be likely to need to be delayed until after the waste and recycling centre has closed.	

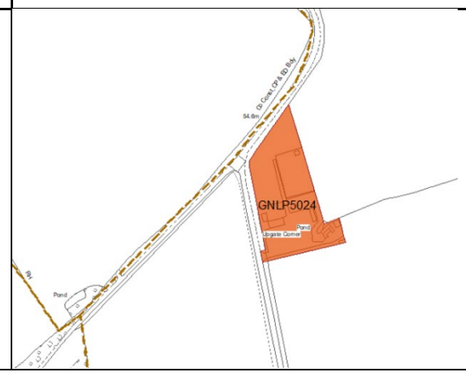
Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Maps
GNLP5024	Land off Upgate Street, Carleton Rode SOUTH NORFOLK	4	1-3 years	This site currently comprises 2 pitches and the proposal is to expand within the current curtilage of the site by 4 pitches to grow the site to a total of 6 pitches. While somewhat remote from services and located next to rural roads with a bend nearby which will require further investigation and potentially mitigation, this is an existing Gypsy and Traveller site on which additional pitches could come forward quickly.	

Table 2: Reasonable Alternative

Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Plan
GNLP5013	Land at Ketteringham Depot SOUTH NORFOLK	10	5-10 years	This 0.7 ha brownfield site is owned by South Norfolk District Council. It is currently used as a depot which is expected to be relocated and a Gypsy and Traveller site could be delivered over the next 5 to 10 year period. Site constraints include possible contamination, the compatibility of neighbouring uses and the distance to local services in Hethersett via a necessarily indirect route as it is not practicable to cross the A11 to the north of the site.	

Table 3: Proposed change to Contingency Site

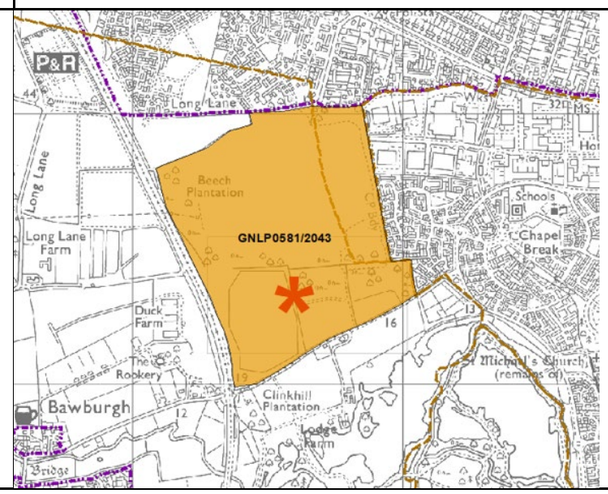
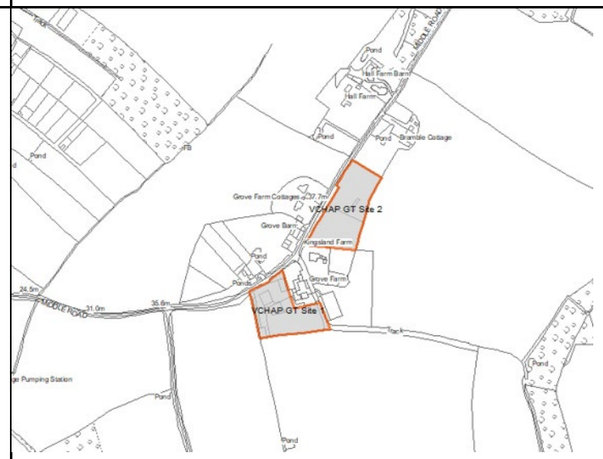
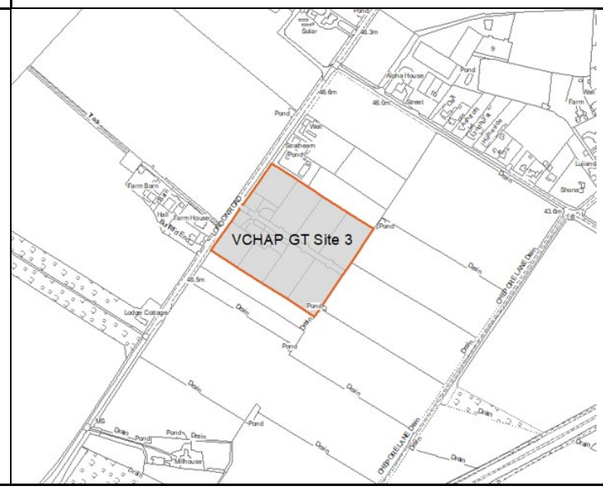
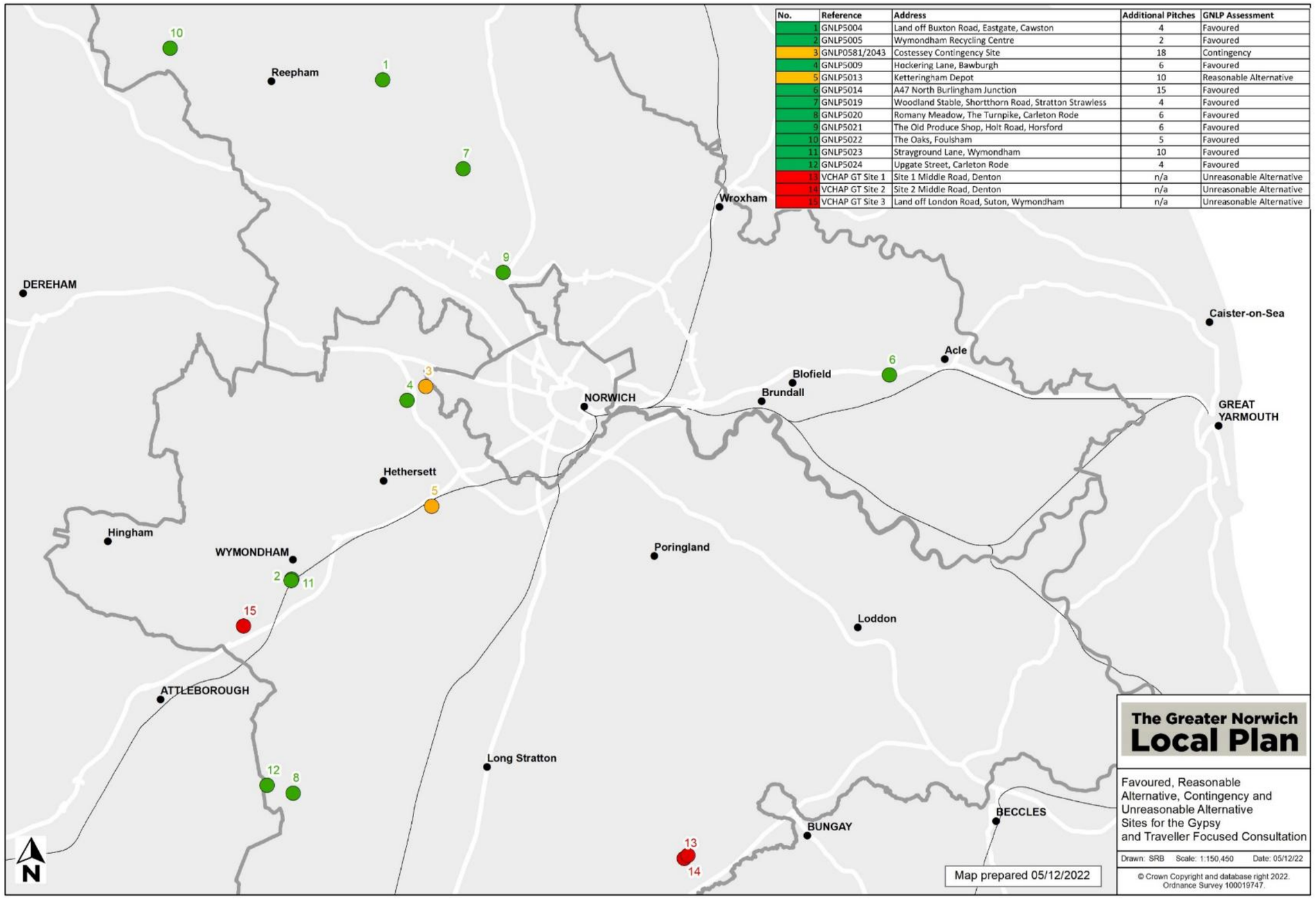
Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Plan
GNLP5007R	Land off Bawburgh Lane, north of New Road and east of the A47 (Costessey Contingency Site) SOUTH NORFOLK	18	4-6 years	A large site in Costessey is identified as a contingency site for housing in the submitted GNLP. The role of the contingency site has been discussed at the examination. The inspectors' conclusions on this have not yet been released. Subject to agreement from the landowners, the southern portion of the site is identified as a potential broad contingency location for a Gypsy and Traveller site (denoted by a star on the map to the right). To ensure good planning, the need for a Gypsy and Traveller site at this broad location would need to be evidenced if and when the wider contingency site for housing is brought forward for development.	

Table 4: Unreasonable Sites

Site Reference	Site Address	Estimate of Pitches	Timeframe for Delivery	Opportunities and Constraints	Site Plan
VCHAP GT Site 1 VCHAP GT Site 2	Sites at Denton, Middle Road SOUTH NORFOLK	n/a	n/a	Planning constraints relate to the highway implications for Middle Road, the distance to facilities and the impact on the setting of adjacent listed buildings. These issues were cited in planning applications that were refused and appeals that were dismissed in 2004 and 2006 and continue to apply.	
VCHAP GT Site 3	Land off London Road, Suton, Wymondham SOUTH NORFOLK	8	n/a	Planning constraints are accessibility to local services and facilities, as well as impacts on landscapes and heritage assets. These issues were tested at a dismissed appeal in 2021. The site is known as Hollyoaks and the planning reference is 20190330.	

Appendix B - Distribution Map of the favoured, reasonable alternative, contingency and unreasonable sites.



No.	Reference	Address	Additional Pitches	GNLP Assessment
1	GNLP5004	Land off Buxton Road, Eastgate, Cawston	4	Favoured
2	GNLP5005	Wymondham Recycling Centre	2	Favoured
3	GNLP0581/2043	Costessey Contingency Site	18	Contingency
4	GNLP5009	Hockering Lane, Bawburgh	6	Favoured
5	GNLP5013	Ketteringham Depot	10	Reasonable Alternative
6	GNLP5014	A47 North Burlingham Junction	15	Favoured
7	GNLP5019	Woodland Stable, Shortthorn Road, Stratton Strawless	4	Favoured
8	GNLP5020	Romany Meadow, The Turnpike, Carleton Rode	6	Favoured
9	GNLP5021	The Old Produce Shop, Holt Road, Horsford	6	Favoured
10	GNLP5022	The Oaks, Foulsham	5	Favoured
11	GNLP5023	Strayground Lane, Wymondham	10	Favoured
12	GNLP5024	Upgate Street, Carleton Rode	4	Favoured
13	VCHAP GT Site 1	Site 1 Middle Road, Denton	n/a	Unreasonable Alternative
14	VCHAP GT Site 2	Site 2 Middle Road, Denton	n/a	Unreasonable Alternative
15	VCHAP GT Site 3	Land off London Road, Suton, Wymondham	n/a	Unreasonable Alternative

Committee name: Cabinet

Committee date: 18/01/2023

Report title: **Local Development Scheme Update 2023**

Portfolio: Councillor Stonard, Cabinet member for inclusive and sustainable growth

Report from: Head of planning and regulatory services

Wards: All Wards

OPEN PUBLIC ITEM

Purpose

To consider the draft revised Local Development Scheme. This is the work programme for producing key planning documents, which will form part of the local plan for Norwich. The scheme is attached at Appendix 1 and covers a two-year period to 2025.

Recommendation:

To agree the Local Development Scheme 2023 update and approve it for publication under section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by section 111 of the Localism Act 2011).

Policy framework

The council has five corporate priorities, which are:

- People live independently and well in a diverse and safe city.
- Norwich is a sustainable and healthy city.
- Norwich has the infrastructure and housing it needs to be a successful city.
- The city has an inclusive economy in which residents have equal opportunity to flourish.
- Norwich City Council is in good shape to serve the city.

This report meets the Norwich is a sustainable and healthy city, Norwich has the infrastructure and housing it needs to be a successful city and Norwich City council is in good shape to serve the city corporate priorities.

This report addresses the following strategic actions in the Corporate Plan:

- Provide means for people to lead healthy, connected, fulfilling lives, particularly those who are most vulnerable

- Maintain a clean and sustainable city with a good local environment that people value
- Ensure our services mitigate against any adverse effects of climate change and are efficient to reduce carbon emissions
- Build and maintain a range of affordable and social housing
- Continue sensitive regeneration of the city that retains its unique character and meets local needs
- Mobilise activity and investment that promotes a growing, diverse, innovative and resilient economy.

This report helps to meet the following objectives of the COVID-19 Recovery Plan:

- Housing, regeneration and development
- Climate change and the green economy

Report details

1. The Local Development Scheme (LDS) must be prepared as part of the statutory process of plan making. It is the work programme and project plan for the preparation of the various planning policy document making up the local plan for the city.

2. Preparation of an LDS is required by Section 15 of the Planning and Compulsory Purchase Act, as amended by section 111 of the Localism Act 2011. The Localism Act has amended procedures for LDS production: a local planning authority has only to make a formal resolution to adopt the scheme and publish it on their website in order for it to take effect. There is no requirement to consult on the LDS prior to publication, or to submit it to the government for formal endorsement.

3. The legislation gives local authorities considerable leeway in the form and content of the LDS. However, it requires as a minimum the local planning authority, when publishing the LDS, to make the up-to-date text of the scheme available, provide details of any amendments made to the scheme, and information on its compliance (or non-compliance) with the timetable for the preparation and revision of documents identified within it.

4. The LDS was last reviewed in December 2021 and was intended to cover the period to 2023. Since then, further information has become available surrounding the East Norwich masterplanning exercise, progress on the Greater Norwich Local Plan (GNLP), as well as updates on a neighbourhood planning process and new legislative requirements relating to biodiversity.

5. The revised LDS will run to early 2025 and will entirely supersede the version published in December 2021. It will be rolled forward periodically to ensure that it is as up-to-date and flexible as possible.

Updates to the Local Development Scheme

6. The following summarises the changes made to the previous version of the LDS from December 2021:

    a. In May 2022, the Government published its Levelling Up and Regeneration Bill (LURB) which includes information on repealing the

duty to cooperate, replacing CIL and S106 obligations with a new Infrastructure Levy, introducing mandatory area-wide design codes, the introduction of national development management policies, removal of the five-year land supply requirement in areas with an adopted local plan, replacement of Environmental Impact Assessments with a new system and introduction of a street vote system for planning permissions (list is not exhaustive). Given the political instability of the past few months, plans set out within the LURB have been delayed and amended and at the time of writing it is still unclear which of the proposals will be implemented. Therefore, this version of the LDS assumes a continuation of the current system. Should any changes to the planning system be formalised in future, a further update of the LDS will be prepared as necessary.

b. In November 2021, the Environment Act came into force and has a number of implications for the planning system, primarily the need to achieve 10% biodiversity net gain on development sites. This requirement must be implemented by November 2023 and has, in part, generated the need for several additional work streams (Green Infrastructure Strategy and Biodiversity Baseline Study) which are set out below.

c. The Statement of Community Involvement was fully revised in 2016, but a minor temporary update was approved in 2020 to increase flexibility in planning consultations as a result of the COVID-19 pandemic. This version of the SCI is still in place but is due for review in the coming months.

d. In 2018, a neighbourhood area was designated for the Northern City Centre Area and the Norwich Over the Wensum neighbourhood forum was subsequently designated by Cabinet in April 2022. The neighbourhood forum is now at the initial stages of preparing their neighbourhood plan. The City Council is required to provide assistance in the plan preparation process and is reviewing the forum's anticipated work programme so that council resource can be assigned accordingly.

e. The timetable for the production of the GNLP has been amended in the LDS to reflect recent changes to anticipated timescales to adoption. In July 2021, the GNLP was formally submitted to the Planning Inspectorate for examination and the first round of examination hearings were held in March this year. Adoption of the GNLP was previously envisaged in Winter 2022, however a consultation for a call for sites for Gypsy and Traveller development is currently underway and hearings on this issue are currently planned for July 2023, with hearings relating to the housing trajectory and nutrient neutrality planned for March 2023. Given the delay in the examination timetable, the GNLP is now likely to be adopted in early 2024. Further detail of the examination timetable is outlined in Section 5 of the LDS.

f. In 2019, the council undertook a review of the DM Policies Plan and Site Allocations Plan in accordance with Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2017, which concluded that the local plan policies are fit for purpose at the time but that a full review of the DM policies should take place following the

Regulation 19 consultation of the GNLP. However, as set out above in paragraph (a) there is still a significant degree of uncertainty surrounding what planning reforms might be implemented, as well as a delay to the adoption of the GNLP, both of which could impact on any future review of the DM Policies Plan. Therefore, the intention is to commence review of the DM policies in early 2024 when there is greater clarity on proposed planning reforms and the final content of the GNLP.

g. Following the cessation of the Britvic/Colmans/Unilever operations at the Carrow Works site, the Council and key partners commissioned a masterplan for the East Norwich Strategic Regeneration Area (ENSRA) in early 2021, to guide its future regeneration. The Stage 1 masterplan for East Norwich was endorsed by Norwich City Council's Cabinet in November 2021 and the Stage 2 masterplan and associated documents, including a draft supplementary planning document (SPD), in June 2022. A further stage of work (stage 3), led and funded by Homes England, is currently underway which considers a range of delivery issues, potential delivery mechanisms and refinement of infrastructure costs and triggers. The stage 3 work will help inform the final SPD which will be subject to statutory consultation prior to adoption. Once formally adopted, either alongside or following adoption of the GNLP, the SPD will supplement policies in the GNLP and will be a joint document guiding planning decision making for Norwich City Council, South Norfolk Council, and the Broads Authority.

h. Over the past few years Norwich has seen a significant reduction in the office floorspace, largely attributed to the ability to convert offices to residential accommodation under the prior approval process and without planning permission. In July 2021, Cabinet agreed to delegate authority to officers to make an Article 4 Direction to remove permitted development rights for the conversion of offices to residential within Norwich City Centre. A copy of the direction and notice was submitted to the Secretary of State (SoS) for consideration, however feedback from the Department for Levelling Up, Housing and Communities (DLUHC) indicated that the area covered by the Direction needs to be more focussed. Further evidence was commissioned, and the boundaries covered by the Direction have been amended. Informal discussion with officers from DLUHC indicates that this would be an acceptable amendment. Cabinet approved the revised Article 4 Direction boundary in December 2022. The next step is to submit a formal request to the SoS to modify the Article 4 Direction. Should the process proceed as envisaged, the Direction should come into force in 2023.

i. The River Wensum Strategy was adopted by Norwich City Council and partners in 2018. The River Wensum Strategy Partnership group continue to meet and have progressed to the delivery phase of the project, producing a Delivery Plan in 2021 to focus project delivery for the next two-year period. A number of projects identified within the strategy have already been completed such as the installation of canoe portages, an eel pass at New Mills and Barn Road Gateway public realm and accessibility improvements.

j. Through the Greater Norwich Development Partnership, Norwich City Council, Broadland and South Norfolk Council's are jointly working on

preparing a new Green Infrastructure Strategy for Greater Norwich. This work is currently at the data collection and analysis stage, with the final work expected Spring/Summer 2023.

k. To support the implementation of biodiversity net gain as introduced by the Environment Act, Norwich City Council has commissioned a Biodiversity Baseline Study to understand the threats to and opportunities for biodiversity across the city. This study commenced in November 2022 and is currently at data collection stage, with the final work outputs expected in Summer 2023.

l. The Norfolk authorities previously commissioned the Norfolk Green Infrastructure and Recreational Avoidance and Mitigation Strategy (GIRAMS) to identify compensatory measures to mitigate the recreation impacts of new development. This study identifies the need to provide green infrastructure as well as payment of a tariff towards mitigation measures set out within the strategy. A review and refining exercise of the mitigation package and monitoring strategy is currently being commissioned with anticipated completion in mid-late 2023.

m. In March 2022, a written Ministerial Statement on Nutrient Levels in River Basin Catchments was issued with supporting documentation that identified that water bodies in the River Wensum and Broads Special Areas of Conservation (SACs) and in the Broadland Ramsar are in unfavourable condition due to nutrient pollution. As such the local planning authorities are unable to grant planning permission for development resulting in additional overnight accommodation unless they are certain it will have no negative effect in nutrient terms on the protected sites. The Norfolk Councils appointed consultants Royal Haskoning in May 2022 to produce a Nutrient Neutrality Mitigation Strategy for the River Wensum and Broads SACs. This will identify specific and deliverable mitigation at a strategic level and is expected to be adopted by local authorities by June 2023. A separate report to this Cabinet meeting seeks approval for the establishment of a Joint Venture company (JV) with Anglian Water and Norfolk authorities. The purpose of the JV is to enable delivery of additional overnight accommodation and unlock homes that are currently on hold by enabling developers to purchase environmental credits to cover the additional nutrient load calculated for their sites. The GNLP will consider policy changes to reflect the issues of nutrient neutrality, and further examination hearings covering this topic will be held in March 2023.

Conclusions

7. The principal challenges to meeting the aims and timescales set out in the revised LDS remain the uncertainty around changes to national policy, availability of resources (both staff and financial), timescales surrounding local plan production process including the GNLP and a Neighbourhood Plan, and the continued joint working with other authorities across Norfolk.

8. In addition, many other aspects of the planning policy team's workload are not included in the LDS (such as monitoring and implementation of local plan policies) which require a significant staff resource. New planning priorities may

also emerge during the LDS period, which may impact upon achievement of LDS timescales.

9. Information about the workstreams identified in this LDS and any new priorities will be reported to Sustainable Development Panel as required and will be included in any future revisions to the LDS as appropriate.

Consultation

10. LDS must be made publicly available and kept up to date. There is no requirement for consultation on their content. However, the LDS is prepared with input internally as well as through engagement with partners such as the GNLP and Norfolk Strategic Planning Forum teams on workstreams that involve joint working and neighbourhood groupings.

11. This report will be presented to a meeting of Sustainable Development Panel on 10th January 2023. A verbal update on the Panel's recommendation will be presented at Cabinet.

12. In addition, the relevant portfolio holder was made aware of the contents and updates to the LDS prior to this report being completed.

Implications

Financial and resources

13. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2022-26 and budget.

14. The information contained within the updated LDS is the Planning Policy team's planned workload based on the information available at the current time and this takes into account both financial and resource implications as part of the planning exercise.

15. Any changes to workloads that have financial or resource implications over and above existing budget provision will be subject to review and further approvals within the context of the council's stated priorities, as set out in its Corporate Plan 2022-26 and Budget.

Legal

16. As set out in paragraph 2 of this report, the Council has a duty to approve and publish the Local Development Scheme. The Scheme itself does not form part of the local plan and therefore is for Cabinet to approve. This report also establishes the legal requirements in respect of publication of the Scheme.

Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	This information report does not have any direct implications for the council's equality and diversity considerations.
Health, social and economic impact	This information report does not have any direct implications for the council's health, social and economic impacts considerations.
Crime and disorder	This information report does not have any direct implications for the council's crime and disorder considerations.
Children and adults safeguarding	This information report does not have any direct implications for the council's children and adults safeguarding considerations.
Environmental impact	This information report does not have any direct implications for the council's environmental impact considerations.

Risk management

Risk	Consequence	Controls Required
Government makes significant changes to the planning system	Many of the workstreams identified in the LDS may not be required any longer and risks undertaking abortive work; new workstreams may be required which will have an impact on timescales and resources	The LDS already highlights areas of work which may be at risk from Government changes to the planning system. The LDS can be revised at any time to take account of changing circumstance. Reporting and sign off via SD Panel and Cabinet will be required for any future revision of the LDS.
Timescales for planned workload are brought forward/slip	This may impact on the resources required to ensure the workstreams continue/are completed.	The LDS can be revised at any time to take account of changing circumstance. Reporting and sign off via SD Panel and Cabinet will be required for any future revision of the LDS.

Risk	Consequence	Controls Required
Unknown additional workstreams not currently planned for	This may impact on timescales and resources available for planned-for workstreams.	The LDS can be revised at any time to take account of changing circumstance. Reporting and sign off via SD Panel and Cabinet will be required for any future revision of the LDS.
Changes to available resources	This may impact on timescales for planned-for and unknown additional work streams.	The LDS can be revised at any time to take account of changing circumstance. Reporting and sign off via SD Panel and Cabinet will be required for any future revision of the LDS.

Other options considered

17. Preparation of an LDS is required by section 15 of the Planning and Compulsory Purchase Act, as amended by section 111 of the Localism Act 2011, therefore no other options have been considered

Reasons for the decision/recommendation

18. The recommendation is to agree the Local Development Scheme and recommend that Cabinet approves it for publication to ensure that the Council complies with the requirement of section 15 of the Planning and Compulsory Act 2004 (as amended by section 111 of the Localism Act 2011).

Background papers: None

Appendices:

1 Local Development Scheme January 2023

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IN TRAN communication for all	If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.

NORWICH City Council

Local Development Scheme for Norwich

January 2023

1. Introduction

1.1 A Local development scheme (LDS) must be prepared under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011). It must identify the documents that will be prepared to set out the strategy for the development and use of land in the local planning authority's area – collectively called development plan documents. An LDS is a project plan which identifies the documents which, when prepared, will make up the Local Plan for the area. It must be made publicly available and kept up-to-date. It allows the public and stakeholders to find out about planning policies in their area, the status of any emerging policies in the development plan, and the details of and timescales for production of all relevant documents.

1.2 This LDS applies only to the area of the city for which Norwich City Council is the local planning authority. It should be noted that part of the administrative area of Norwich (namely the tidal river Wensum downstream of New Mills and an area of land at Cremorne Lane) falls within the planning jurisdiction of the Broads Authority, which is subject to a separate local plan and LDS.

1.3 In addition to providing information about the main development plan documents in preparation, this LDS also provides detail about the preparation of Supplementary Planning Documents (SPDs) and other informal planning guidance and adopted local development documents, to provide a full account of the planning policies that will operate in Norwich. This document also refers to committed and potential workstreams contributing to documents, which may form part of the LDS.

1.4 The LDS was last updated in December 2021. Since the publication of that document, further information has become available surrounding the East Norwich masterplanning exercise, progress on the Greater Norwich Local Plan, as well as neighbourhood planning and biodiversity related workstreams.

1.5 In May 2022, the Government published its Levelling Up and Regeneration Bill (LURB) which includes information on repealing the duty to cooperate, replacing the Community Infrastructure Levy and S106 obligations with a new Infrastructure Levy, introducing mandatory area-wide design codes, the introduction of National Development Management Policies, removal of the five year land supply requirement in areas with an adopted plan, replacement of Environmental Impact Assessments with a new system and introduction of a street vote system for planning permissions (list is not exhaustive).

1.6 Given the political instability of the past few months, plans set out within the LURB have been delayed and amended, however it is still unclear at this time which of the initial proposals will end up being implemented. Therefore, this revision of the LDS, and all the workstreams contained within it, assume a continuation of the current system. Should any changes to the planning system be formalised in future, a further update of the LDS will be prepared as necessary.

Summary of progress since the last LDS

1.7 Since publication of the last LDS, progress has been made on the preparation of the **Greater Norwich Local Plan** (GNLP). Further details are set out in the main body of this document.

1.8 The **Statement of Community Involvement** (SCI) was fully revised and published in November 2016, and replaces the version published in July 2013. The SCI is the council's code of practice for involving the community in planning issues, including decisions about plan making and on planning applications. A minor temporary update was made to the SCI in 2020 to increase flexibility in planning consultations as a result of the COVID-19 pandemic. The latest version of the SCI remains in place and is due for review in the coming months.

1.9 The **Brownfield Register** (Part 1) was last published in October 2022. This includes sites that have been assessed as being appropriate for residential development, such as sites with planning permission and allocations in local plans. The register will be updated at least once a year in accordance with Regulation 17 of the Town and Country Planning (Brownfield Land Register) Regulations 2017.

1.10 A **Self-build Register** for Norwich was established in 2016 to enable individuals and organisations to register their desire for land for self-build or custom-built housing. The register will enable the council to monitor the demand for self and custom build plots. A local connection test and annual fee were introduced in 2017.

1.11 The **River Wensum Strategy** was adopted by Norwich City Council (in June 2018) and by the other partner authorities during summer 2018. The strategy development and ongoing delivery is led by Norwich City Council working in partnership with the Broads Authority, Norfolk County Council, the Environment Agency and the Norwich Society. This is a non-statutory strategy aimed at facilitating change and regeneration in the river corridor by helping to change perceptions of the city as a visitor destination and acting as an economic driver to attract investment. It promotes greater use of the river Wensum, in particular promoting improved access/signage to the river, increasing activity on the river, enhancing its function as a key piece of green infrastructure and its contribution to biodiversity, and increasing its attractiveness to tourists and visitors. The River Wensum Strategy Partnership group continue to meet and have progressed to the delivery phase of the project, producing a Delivery Plan in 2021 to focus project delivery for the next two-year period. A number of projects identified in the strategy have already been completed, such as the installation of canoe portages, an eel pass at New Mills, and Barn Road Gateway public realm and accessibility improvements.

1.12 In June 2018, the city council's Cabinet formally designated the area that was previously the subject of the Northern City Centre Area Action Plan as a neighbourhood area. This followed applications for designation of a wider area (the Cathedral, Magdalen and St Augustine's Street area - CMSA) as a neighbourhood area and for designation of a forum for that area. Following a public consultation in early 2018, both applications were

refused by Norwich City Council and the Broads Authority (the latter being involved as part of the River Wensum falls within the proposed area) in June 2018. The Localism Act 2011, S61G(5) states that, where a local authority refuses an application for designation of a neighbourhood area because they consider the specified area to be inappropriate as such, they must exercise their powers of designation to secure that some or all of the specified area forms part of one or more areas designated as neighbourhood area.

1.13 The designated **Northern City Centre Neighbourhood Area** is already well established as an appropriate area for planning purposes, and development of a neighbourhood plan could help to positively build on the area's significant regeneration potential. Since the last version of the LDS was published, the Norwich Over the Wensum Neighbourhood Forum was designated by Cabinet in April 2022. The Forum have begun initial preparation work for a **Neighbourhood Plan**.

1.14 In November 2019, **the Purpose Built Student Accommodation in Norwich: Evidence and Best Practice Advice Note** was adopted by cabinet. Following a significant rise in the number of applications for Purpose Built Student Accommodation (PBSA) over a number of years, the PBSA advice note was prepared to provide guidance for applicants and decision-makers in the absence of a specific policy in the Local Plan. The council has produced the advice note with the aim of ensuring delivery of high quality PBSA in Norwich. This includes an assessment of the need for purpose-built accommodation and guidance on a range of issues including the location, scale, external and internal design and management of PBSA, and how to encourage an accommodation mix for a wide range of students. The Council is continuing to work with local higher education institutions and their student's unions through PBSA working groups, to monitor and share information to support the provision of good quality and appropriate student accommodation. An update to the PBSA advice note to reflect current need and to support the emerging policy in the GNLP is anticipated in 2023/24.

1.15 UEA has updated its **Estates Strategy** to focus on the approach to new development and refurbishment on campus. The university also has the 2019 Development Framework Strategy which is part of the evidence base for the Greater Norwich Local Plan.

2. Scope of the Norwich Local Development Scheme

2.1 The Local Development Scheme covers the following types of documents:

Development plan documents (DPDs)

2.2 Development plan documents or DPDs are the formal policy documents which make up the statutory development plan (the *local plan*) for Norwich. Once adopted, these have full legal weight in decision-making. The council's decisions to approve or refuse any development which needs planning permission must be made in accordance with the local plan unless material considerations indicate otherwise. The local plan may be either a single document or a number of separate related documents.

2.3 The adopted local plan for Norwich comprises the **Joint Core Strategy for Broadland, Norwich and South Norfolk** (the JCS) adopted in March 2011, amendments adopted January 2014; the **Norwich Site Allocations and Site Specific Policies Local Plan** (the Site Allocations Plan), adopted December 2014 and the **Norwich Development Management Policies Local Plan** (the DM Policies Plan), adopted December 2014. The **Northern City Centre Area Action Plan** (NCCAAP) as stated earlier no longer forms part of the local plan, although policy 11 of the JCS remains adopted and requires regeneration of the northern city centre in accordance with NCCAAP principles. Accordingly, a commitment to regenerate the northern city centre will remain a material consideration in determining planning applications in that area.

2.4 The JCS and Site Allocations plan will be replaced by the emerging Greater Norwich Local Plan (GNLP), which will run until 2038 and is scheduled to be adopted in early 2024.

2.5 Each document must be prepared in accordance with a nationally prescribed procedure set out in the national Local Planning Regulations for England, which were last reviewed in 2012 and in accordance with the National Planning Policy Framework. At key stages of plan-making there is an opportunity for the public to comment on emerging planning policies and proposals in the documents. At the end of the process, development plan documents must be submitted to the Secretary of State and independently examined by a government appointed inspector to assess their soundness and legal compliance before they can be *adopted* by the city council and come into force.

2.6 Certain other documents must be published alongside each DPD, including:

- the **sustainability appraisal** (SA) report of the plan at each stage (a **sustainability appraisal scoping report** is prepared and consulted on at the start of the process to set out what sustainability issues and objectives the SA should cover and what evidence it will use);
- A **habitats regulations assessment** (HRA) if policies and proposals in the plan are likely to have impacts on important natural and wildlife habitats protected by national and international legislation. This is also known as the "Appropriate Assessment".
- a **policies map**, setting out the DPDs policies and proposals on a map base (if relevant);
- a **statement of consultation** summarising public representations made to the plan and how they have been addressed (called the "Regulation 22(c) statement");
- copies of any representations made;
- any other supporting documents considered by the council to be relevant in preparing the plan;
- an **adoption statement and environmental statement** (when the plan is adopted).

Supplementary planning documents (SPDs)

2.7 Supplementary planning documents (SPDs) help to support and explain in more detail how the city council will implement particular policies and proposals in the Local Plan.

SPDs can also take the form of master plans, detailed design briefs or development briefs for sites identified for future development ("allocated") in the plan, as well as for other emerging sites.

2.8 SPDs can be reviewed frequently and relatively straightforwardly to respond to change, whereas a review of the policies in the plan is a longer and more complex process.

2.9 National **Planning Practice Guidance** (PPG) states that SPDs should build upon and provide more detailed advice or guidance on the policies in the Local Plan and should not be used to add unnecessarily to the financial burdens on development. SPDs should not introduce new or include excessively detailed policy guidance, but ought to be used only where it can clarify and amplify existing policy and set out how it will help to bring forward sustainable development.

2.10 There are currently five adopted SPDs in place, which support the policies in the JCS and DM Policies Plan. Other planning guidance may also be produced during the lifetime of this LDS (see below).

Other local plan documents

2.11 In addition to the progress report provided by this LDS, a number of other documents must be prepared alongside the local plan, but do not form part of it.

2.12 A **Statement of Community Involvement** (SCI) must show how the council intends to involve the community in plan preparation and planning decision-making. It is not a local development document but legally it must set out how documents specified in the LDS will be consulted on.

2.13 To ensure that plans and policies are effective, an **Annual Monitoring Report** (AMR) must also be prepared to record progress on implementing the local plan and how new development and change taking place in the previous year has contributed to achieving its targets. From 2011, the AMR for Norwich has been incorporated within a combined monitoring report for the JCS prepared jointly by Norfolk County Council and the three district authorities covering Greater Norwich. The most recent JCS AMR, for the monitoring period April 2020 to March 2021, was published in November 2022[1].

Associated documents and initiatives

2.14 Although not required to be published as part of the LDS programme, the following additional documents and initiatives are listed in this LDS for information, as they will inform the preparation of future statutory development plan documents and/or provide a wider context for their implementation.

a) **Non-statutory strategic guidance** including the **Norfolk Strategic Planning Framework** (NSPF);

[1] Annual Monitoring Report » Greater Norwich Growth Board

b) Other **potential and anticipated workstreams** arising from ongoing national and local policy changes. The scope and extent of the work that may be undertaken depends on resources available to the council and (in some cases) further clarification from central government about how proposed new planning measures would operate in practice. For that reason, no detailed timescales can be specified for future informal local guidance and other work items in this category.

3. The existing local plan

3.1 A number of planning documents are already in place to guide the council's decisions on planning applications. Together these form the existing adopted local plan for Norwich, which has been through a formal process of consultation and independent examination before adoption. These documents include the **JCS**, the **DM Policies Plan** and the **Site Allocations Plan**.

3.2 As these documents are already in use, they are not part of the formal LDS schedule set out in the Annex, which deals in the main with the new and emerging documents that will be prepared to replace or supplement them. However, they are referred to below in order to provide a complete picture of the planning policy documents that apply in Norwich.

3.3 The documents making up the local plan must conform to national planning policy in the **National Planning Policy Framework** (NPPF), supported by national **Planning Practice Guidance** (PPG). In preparing its local plan, the council must show that it has met the statutory **Duty to Cooperate** with adjoining authorities and other relevant bodies. The Duty to Cooperate places a legal duty on local planning authorities and county councils in England to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic cross boundary matters.

3.4 The local plan documents fit into a hierarchy with broad strategic policies at the top and more detailed policies interpreting the strategic approach at a district and small area level. This is illustrated in Figure 1 on page 9.

3.5 For the Norwich area, the adopted **JCS** is the primary document at the top of the hierarchy with which other development plan documents prepared by individual districts should conform. The JCS was adopted in March 2011, with amendments adopted in January 2014. It is a strategic planning document prepared jointly by the three constituent districts in Greater Norwich and Norfolk County Council, and provides the long-term vision, objectives and spatial strategy for development of Norwich and its surrounding area for the period to 2026. The JCS is therefore at the heart of the present local plan for Norwich until it is superseded by the Greater Norwich Local Plan once adopted (see section 4 below).

3.6 The **Site Allocation Plan** identifies and sets out policies for sites in Norwich city where development is proposed or expected to occur between now and 2026. It responds to the requirement of the JCS to identify additional sites for 3000 new homes in the city by 2026 over and above existing housing commitments. It also identifies opportunities to accommodate the overall levels of growth in jobs and services anticipated over that period and to ensure that these can be delivered and located sustainably, with a particular focus on expanding office employment and retail and leisure uses in the city centre. It will also help to deliver the community facilities and green infrastructure and elements of the sustainable transport network required to support new development as it occurs, in accordance with the JCS. The Site Allocations Plan was adopted in December 2014.

3.7 The **DM Policies Plan sets** out a range of more detailed policies applying throughout Norwich to be used in the council's assessment of development proposals and to guide future council decisions on applications for planning permission up to 2026. Its 33 policies cover a range of topics, building on the national policy principles for sustainable development set out in the NPPF and the strategic policies and objectives of the JCS. In certain cases, the policies also set out local criteria and standards for different kinds of development. The DM Policies Plan was also adopted in December 2014.

3.8 The Localism Act 2011 allows for community led **neighbourhood plans** to be brought forward to complement the adopted local plan, and this is reflected in Figure 1. As stated above (paragraph 1.10), a neighbourhood area and neighbourhood forum have been designated for the northern city centre area. However, no neighbourhood plans are yet adopted within the city boundary although a number of neighbourhood plans are now formally in place ("made") for the adjoining suburban parishes of Cringleford in South Norfolk, and Sprowston, Hellesdon and Old Catton in Broadland. The city council remains open to working in cooperation with community-led groups to produce neighbourhood plans where these help to promote beneficial development, regeneration or neighbourhood enhancement in accordance with the presumption in favour of sustainable development and the general principles set out in the NPPF.

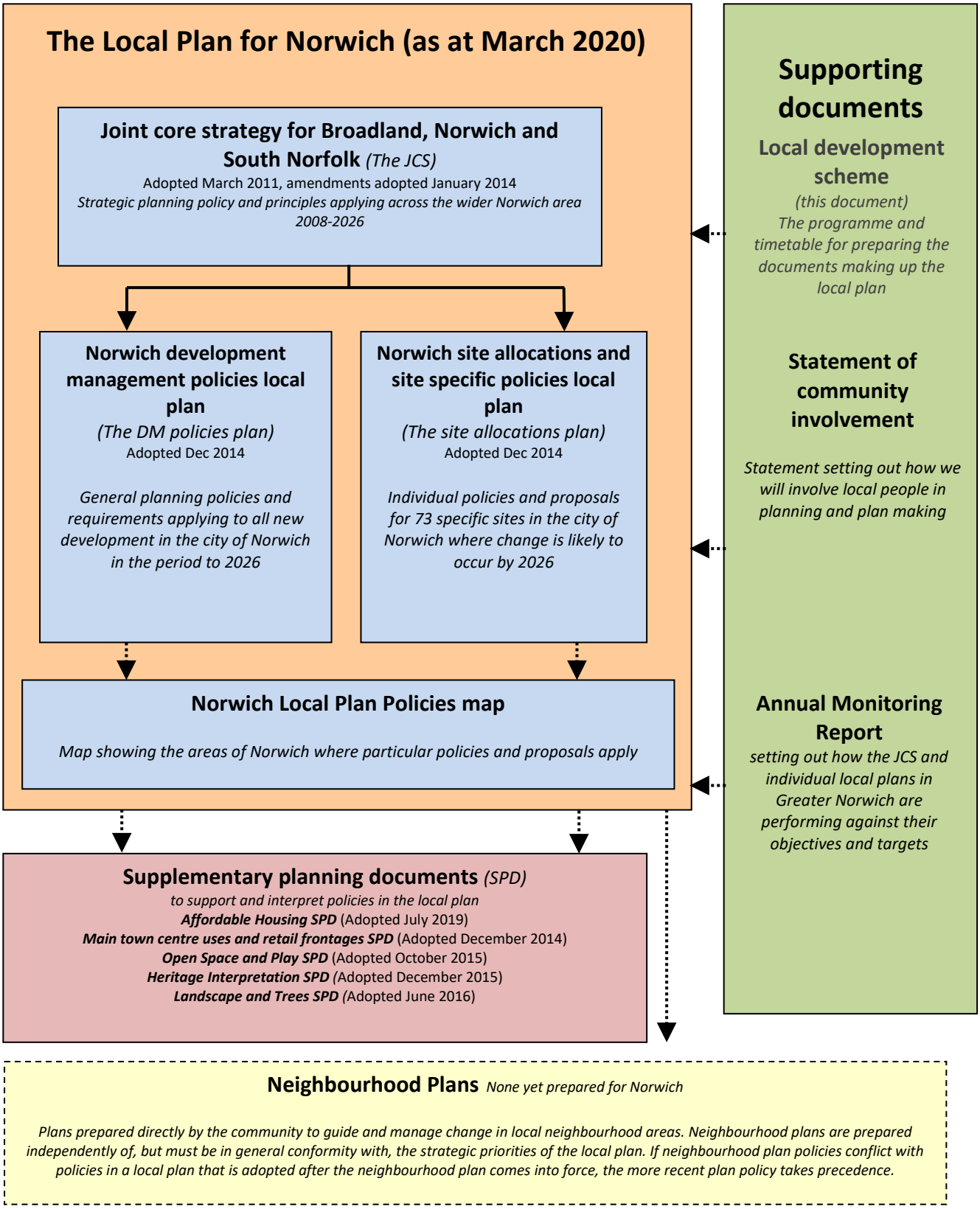


Figure 1: Hierarchy of the local policy context in Norwich

4. Looking forward – the emerging local plan and the 2023-25 LDS programme

4.1 The LDS was last reviewed in full in December 2021. This review is required to make updates to local plan preparation timescales and to provide updates on the progress of workstreams since the last revision. This revision of the LDS outlines the programme of documents and associated workstreams that will contribute to the replacement and review of the local plan. These will include the statutory and non-statutory planning documents detailed below.

4.2 Further detailed information on the GNLP is included in the Key Document Profiles in section 5. The work programme set out for this document may be subject to review dependent on the extent of evidence and resources likely to be required and timescales proposed by the Planning Inspectorate.

New Development Plan Documents

4.3 The proposed **Greater Norwich Local Plan**[2] (GNLP) will be a new statutory local plan for Broadland, Norwich and South Norfolk to update the present JCS. This will similarly set out a statement of strategic planning policy for the wider Norwich area but, unlike the JCS, will also include policies and proposals for individual sites. As such, the GNLP will also replace separate site allocations plans for individual districts – in the case of Norwich, the Site Allocations plan. However, the village clusters site allocations policies for the South Norfolk District will be included in a separate South Norfolk Village Clusters local plan which is being prepared alongside the GNLP. Only the overall number of dwellings proposed within these settlements is included within the GNLP itself.

4.4 The timetable for the production of the GNLP shown in this LDS has been adjusted to reflect changes in the production timetable and to account for progress over the last year. In July 2020 the Greater Norwich authorities agreed to extend the timescales for GNLP preparation to allow more time to make updates and amendments following the Regulation 18 consultation, to take on board updated evidence, to allow for an additional Regulation 18(d) consultation and to take account of the impacts of COVID-19. In August 2020, the Government published the Planning White Paper and Changes to the Current Planning System documents, which included a revision to the standard methodology for calculating housing need. Following consideration of options by the GNDP Board, the decision was taken to accelerate plan production making use of the transitional arrangements provided by the Government, based on the draft GNLP already consulted upon. In December 2020, the Government announced that the existing standard methodology would be retained meaning that the GNLP would no longer need to proceed though transitional arrangements. However, the Greater Norwich authorities agreed to proceed to the accelerated timescales in order to avoid any further delay in the plan's production and to ensure that plan-making momentum was maintained. In July 2021, the GNLP was formally submitted to the Planning Inspectorate for examination and the first round of examination hearings were held in March this year. Further hearings covering

[2] https://gnlp.oc2.uk/

topics such as the housing trajectory and nutrient neutrality are planned to be held in Spring 2023 with further sessions relating to Gypsy and Traveller sites in July 2023. Given the delay in the examination timetable, the GNLP is now likely to be adopted early 2024.

4.5 In accordance with paragraph 33 of the NPPF and S10A of the Town and Country Planning (Local Planning) (England) Regulations 2017, the council undertook a review of the DM Policies Plan and the Site Allocations Plan[3], to review whether the plans are up to date and respond to changing local needs and circumstances. The review was carried out in October-November 2019 and endorsed by cabinet on 13 November 2019. It concluded that, in general, the local plan policies are fit for purpose at the current time, however it recommends that a full review of the DM Policies Plan should commence following the Regulation 19 consultation of the GNLP. The Regulation 19 consultation of the GNLP took place in early 2021 and therefore the review of the DM policies plan could, in theory, commence.

4.6 However, as set out in paragraphs 1.5-1.6, there is still a significant degree of uncertainty surrounding what planning reforms may be implemented by the government which could impact upon any future review of the DM Policies Local Plan. The intention is to consider commencement of a review of the DM Policies Local Plan in early 2024 when there is greater clarity on proposed planning reforms and on the final content of the GNLP. Once this is clarified, the LDS will be updated to include the programme of work.

Review of the non-statutory Norfolk Strategic Planning Framework

4.7 The **Norfolk Strategic Planning Framework**[4] (NSPF) is a non-statutory strategic policy statement setting out broad strategic targets and priorities for the next round of statutory local plans for individual local planning authorities in Norfolk, facilitating joint working across district boundaries and helping to fulfil the statutory Duty to Co-operate. Current workstreams being facilitated through this joint working group include work to resolve cross-boundary issues of nutrient neutrality, and implementation of the Norfolk Green Infrastructure and Recreational Avoidance and Mitigation Strategy. The NSPF was revised and endorsed by Norwich City Council in April 2021.

4.8 As part of the LURB, it is proposed that the Duty to Cooperate requiring authorities to work together in an ongoing and meaningful way is abolished and replaced with a more flexible alignment test, which is still to be defined/described. The position on joint working will need to be kept under review when there is further clarity on proposals in the LURB.

[3] https://www.norwich.gov.uk/info/20199/adopted_local_plan/2494/regulation_10a_review_of_the_local_plan

[4] https://www.norwich.gov.uk/info/20022/planning_policy/1194/emerging_local_plan_and_evidence_documents/2

New Supplementary Planning Documents and planning guidance

4.8 Following the cessation of the Britvic/Colmans/Unilever operations at the Carrow Works site, the Council and key partners commissioned a **masterplan for the East Norwich Strategic Regeneration Area (ENSRA)** in early 2021, to guide its future regeneration. The ENSRA comprises approximately 50ha of brownfield land including Carrow works, the adjacent Carrow House, the Deal Ground/May Gurney site, and Utilities Site. Its regeneration is of strategic importance to the future growth and success of the city and wider area. It represents the largest regeneration scheme in Greater Norwich and has the potential to deliver a highly sustainable mixed use new community comprising up to 4,000 homes (as proposed in the Regulation 19 Greater Norwich Local Plan) alongside considerable employment and community spaces, linking the city centre with the Broads National Park at Whitlingham. To unlock the potential of this area there will need to be considerable investment in physical, social and community infrastructure to support redevelopment.

The master-planning exercise was completed by consultants Avison Young and partners and overseen by a public private partnership led by Norwich City Council and including Homes England. The Stage 1 masterplan for East Norwich was endorsed by Norwich City Council's Cabinet in November 2021 and the Stage 2 masterplan and associated documents, including a draft supplementary planning document, in June 2022. The stage 2 masterplan and draft SPD envisage around 3,600 new homes and at least 4,000 new jobs for East Norwich as a whole.

A further stage of work (Stage 3), led and funded by Homes England, is currently underway which considers a range of delivery issues including potential delivery mechanisms, and refinement of infrastructure costs and triggers. The Stage 3 work will help inform the content of the final SPD which will be subject to statutory consultation prior to adoption (see section 5 for timescales) in order to reflect the revised programme for adoption of the GNLP.

The SPD once formally adopted will supplement policies in the GNLP, currently undergoing public examination, and provide a framework for delivery of significant regeneration of the East Norwich area. The SPD will be a joint document, guiding planning decision making for Norwich City Council, South Norfolk Council and the Broads Authority.

Other committed and potential workstreams

4.9 The following paragraphs refer to committed and potential workstreams, which are or may be part of the Council's work programme, although in many cases the status and timescales for production of these have yet to be confirmed. None are formal development plan documents or supplementary planning documents but are included in the LDS for completeness. Subsequent revisions to the LDS would identify the need for any formal DPDs or SPDs emerging from this work.

Committed

4.10 Additional workstreams which are **committed** and form part of the planning service's work programme during this LDS period are as follows:

- Maintenance of the **Brownfield Land Register updates**. The Town and Country Planning (Brownfield Land Register) Regulations 2017 require local planning authorities to maintain a statutory Brownfield Land Register. The regulations state that the Part 1 Registers must be updated at least annually so this will form an ongoing commitment. Part 2 of the register is intended to include sites listed in Part 1, which are considered suitable for the granting of planning permission in principle for residential development. There is no intention at this stage to produce a Part 2 Register.

- The **Self-Build Register** (set up in April 2016) will continue to be maintained in accordance with the Self-build and Custom Housebuilding Act 2015[5] (as amended by the Housing and Planning Act 2016).

- Through the Greater Norwich Development Partnership, Norwich City, Broadland and South Norfolk Council's are jointly working on preparing a new **Green Infrastructure Strategy for Greater Norwich**. This work is currently at the data collection and analysis stage, with the final work expected in Spring/Summer 2023.

- To support the implementation of biodiversity net gain as introduced by the Environment Act, Norwich City Council has commissioned a **Biodiversity Baseline Study**. This study commenced in November 2022 and is currently at data collection stage, with the final work expected in Summer 2023.

- In exercising their duties as a local authority, the council has a legal duty to comply with the Conservation of Habitats and Species Regulations 2017. The requires the authority to assess the impacts of all plans and programmes that may affect the protected features of any site protected under those regulations. Recreational pressures from growth and the resultant impact on designated habitat sites is a cross boundary issue affecting all local plans in Norfolk. Compensatory measures to mitigate the recreation impacts have been identified within the **Norfolk Green Infrastructure and Recreational Avoidance and Mitigation Strategy (GIRAMS),** which was commissioned on behalf of all the Norfolk authorities. This identifies that new developments are required to provide appropriate green infrastructure as well as payment of a tariff towards mitigation measures set out in the strategy. A review and refining exercise of the mitigation package and monitoring strategy set out in the original strategy is currently being commissioned with anticipated completion in mid-late 2023.

- On March 16th 2022, a Written Ministerial Statement (WMS) on Nutrient Levels in River Basin Catchments was issued. It signalled changes in the approach to the assessment of development proposals in catchments where water bodies that are

[5] http://www.legislation.gov.uk/ukpga/2015/17/contents/enacted/data.htm

protected sites under the Habitat Regulations are in unfavourable condition due to nutrient pollution. The WMS stated that "Local Planning Authorities can only approve a project if they are certain it will have no negative effect on the protected site". At the same time, the Chief Planner sent a letter to the affected local planning authorities (LPAs) on nutrient pollution issues, support and funding. NE also published advice and support on how to evidence that nutrient neutrality will be achieved in relevant new development in order to mitigate impacts on the protected habitats. Supporting documentation identified that relevant development in large parts of Greater Norwich impacts on protected water bodies in the River Wensum and the Broads Special Areas of Conservation (SACs) and in the Broadland Ramsar. As with all affected councils, this means that the city council is currently unable to grant planning permission where a development will result in additional overnight stays. The Norfolk councils appointed consultants Royal Haskoning in May 2022 to produce a **Nutrient Neutrality Mitigation Strategy** for the River Wensum Special Area of Conservation (SAC) and the Broads SAC. The strategy will identify specific and deliverable mitigation at a strategic level. It is currently expected that the strategy will be adopted by Local Authorities by June 2023. Work is underway to establish a Joint venture (JV) company with Anglian Water and Norfolk authorities (subject to Cabinet approval). The purpose of the JV is to enable delivery of additional overnight accommodation and unlock homes that are currently on hold by enabling developers to purchase environmental credits to cover the additional nutrient load calculated for their sites. The GNLP will consider policy changes to reflect the issue of nutrient neutrality; the GNLP examination hearing on nutrient neutrality session is programmed for March 2023.

- Over the past few years, Norwich has seen a significant reduction in office floorspace. This is largely attributed to the ability to convert offices to residential accommodation under the prior approval process, and without planning permission. In July 2021, Cabinet agreed to delegate authority to officers to make an Article 4 Direction to remove permitted development rights for the conversion of offices to residential within Norwich City Centre. Following this, a copy of the direction and notice was submitted to the Secretary of State (SoS) for consideration, however feedback from the Department of Levelling Up, Housing and Communities indicated that the area to be covered by the Article 4 Direction needs to be more focused. Subsequently, consultants were commissioned to update the evidence for the Article 4 Direction, and the boundaries to be covered by the Direction have been amended. Informal discussion with officers from DLUHC have indicated that this would be an acceptable amendment. Cabinet approved the revised Article 4 Direction boundary in December 2022. The next step is to submit a formal request to the SoS to modify the Article 4 Direction. Should the process proceed as envisaged, the Direction should come into force in 2023.

- In 2018, a neighbourhood area was designated for the Northern City Centre Area and the Norwich over the Wensum neighbourhood forum was subsequently designated by Cabinet in April 2022. The neighbourhood forum is now at the initial stages of preparing their neighbourhood plan. The City Council is required to provide assistance

in the plan preparation process and is reviewing the forum's anticipated work programme so that council resource can be assigned accordingly.

Potential Additional Work

4.11 Additional workstreams which may be progressed, but which **are not firm commitments** in this LDS period, are:

- **The Environment Act** [6] came into force in November 2021. The Act makes provision about targets, plans and policies for improving the natural environment. The Act has a number of implications for the planning system, in particular the need for development sites to achieve 10% biodiversity net gain compared to pre-development levels; as well the production of Local Nature Recovery Strategies to contribute to a national nature recovery network. The LNRS is a workstream led by the county council. The biodiversity net gain requirement must be implemented by November 2023, and has therefore generated the need for several additional work streams (see below).

- In 2019, the Government published the first two parts of the **National Design Guide**[7]. This document sets out the characteristics of well-designed places and demonstrates what good design means in practice. It forms one part of Government guidance aiming to achieve enduring and successful places and forms a material consideration in the determination of planning applications. The third part of the design guide includes the provision of a National Model Design Code and sets a baseline standard of quality and practice across England which local planning authorities will be expected to take into account when developing local design codes and guides, and when determining planning applications. Since then, the LURB proposes that all local planning authorities will be required to produce a design code for its area. These codes will have full weight in making decisions on development either as part of the local plan or as supplementary planning documents. Further clarity is required on what requirements will be put in place as result of the LURB and the timescales for doing so. Additional resource will be required as well as an assessment of internal expertise.

[6] https://services.parliament.uk/bills/2019-20/environment.html

[7] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/843468/National_Design_Guide.pdf

5. Key document profiles

Document Title	Greater Norwich Local Plan (GNLP)
Role and content	To provide the strategic vision, objectives and strategy for future development of the greater Norwich area, to accommodate objectively assessed needs for growth and to identify specific sites for development in the period to 2038. The GNLP provides the strategic context for the preparation of lower level policy documents prepared by the three constituent district planning authorities.
Status	Statutory Development Plan Document (DPD)
Conformity	The document must conform with the National Planning Policy Framework (the NPPF). It should also accord with standing advice in national Planning Practice Guidance (PPG).
Geographical coverage	The three districts of Broadland, Norwich and South Norfolk, excluding the parts of those districts falling within the Broads Authority area. This excludes site allocations in village clusters in South Norfolk.
Joint working arrangements (if any)	The plan is being prepared by a joint team comprising officers from Norwich, Broadland and South Norfolk district councils with the support of Norfolk County Council. Each council will make independent decisions at key stages in the plan preparation process.
Relationship with adopted local plan(s)	The GNLP will supersede a) the **Joint Core Strategy (JCS*)*** for Broadland, Norwich and South Norfolk (adopted March 2011, amendments adopted 2014) a) the **Norwich Site Allocations and Site Specific Policies Local Plan** (adopted December 2014)
Production milestones **Commence document production**	 December 2015
The work includes a “call for sites” (an invitation to put forward specific	

Document Title	Greater Norwich Local Plan (GNLP)
development sites for inclusion in the GNLP, held in May-July 2016); evidence studies; Regulation 18 stage consultation on issues and options and site proposals held January-March 2018; further Regulation 18 stage consultations on additional sites (October – December 2018), and on a draft plan to include suggested policy options, growth strategy and site allocations (see below). For further details of the timetable for this work see www.gnlp.org.uk.	
Regulation 18 draft plan	January – March 2020
Publish pre-submission (Regulation 19) document	February – March 2021
Formal submission of GNLP to Secretary Of State (Regulation 22)	July 2021
Call for Gypsy and Traveller Sites Consultation	Ongoing
Housing trajectory examination in public hearings	Spring 2023
Gypsy and Traveller sites public hearings	July 2023
Main modifications published for consultation	Autumn 2023
Adoption of the Greater Norwich Local Plan	Early 2024
Monitoring and review	Annual Monitoring report and five year housing land supply updates

The National Planning Policy Framework states that policies in local plans should be reviewed to assess whether they need updating at least once every 5 years, and should then be updated as necessary. Such a review will need to determine whether any significant matters have arisen, for example changes to national policy or needs for development, that mean that

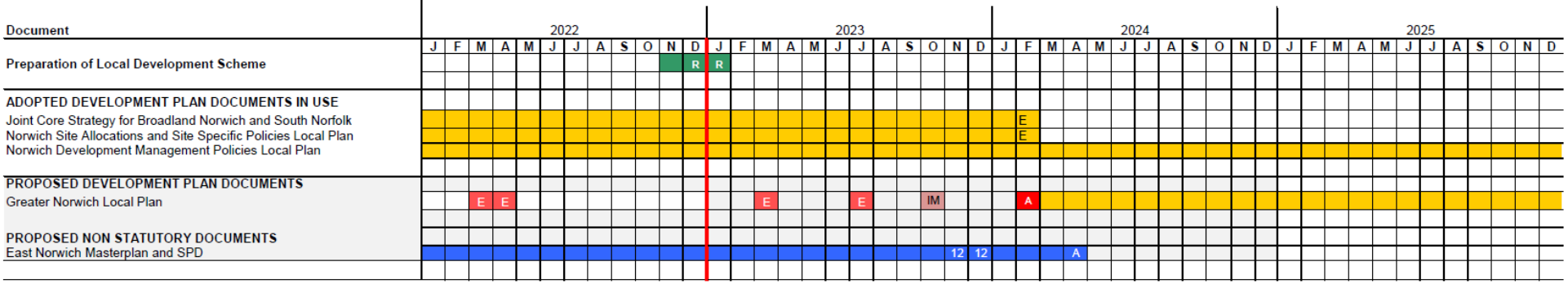
modifications should be made to the local plan or a new replacement local plan produced. The need for a review of policies in the GNLP will be assessed in due course following on from its adoption.

Document Title	East Norwich Masterplan
Role and content	A supplementary planning document for the East Norwich Strategic Regeneration Area to support policy in the GNLP for the coordinated redevelopment of the site and delivery of transformational change of this key area of Norwich.
Status	Non-statutory supplementary planning document.
Geographical coverage	East Norwich sites including the Deal Ground, Utilities Site, May Gurney and Carrow Works identified on East Norwich masterplan map[8].
Joint working arrangements (if any)	A public-private partnership board (the East Norwich Partnership – ENP) was formed in 2020 to drive forward the regeneration of East Norwich and particularly the production of a masterplan. Following completion of the masterplan, the ENP was superseded by the East Norwich Delivery Board (from October 2022). The Board is led by Norwich City Council and membership includes Homes England, South Norfolk Council, Norfolk County Council, and the Broads Authority.
Conformity	As a non-statutory document there is no formal requirement for conformity with higher-level national policy statements, however the masterplan will need to align with the principles set out within the GNLP and National Policy.
Relationship with adopted local plan(s)	The East Norwich Masterplan will be adopted as an SPD by the Greater Norwich authorities and the BA to support policies set out in the emerging GNLP and the BA Local Plan.

Production milestones (provisional) **Overall production period** **Consultation** **Adoption**	 November 2021 – March 2022, with updates in mid- late 2023 Late 2023/early 2024 Early 2024 (alongside or shortly after) adoption of GNLP)
Monitoring and Review	Ongoing

ANNEX

LOCAL DEVELOPMENT SCHEME FOR NORWICH, 2023-25
KEY DOCUMENT PROGRAMME



KEY

General
- LDS production/review
- Resolution to bring LDS into effect — R
- Commencement of this LDS period
- Commencement of individual document production — *
- **Adopted development plan documents**
- Adopted DPDs (local plans) in use
- Adopted DPD (local plan) expiry. NB the JCS and Site Allocations plan expire in 2026 but will be superseded by the new GNLP upon its adoption in 2022. — E

Greater Norwich Local Plan (GNLP)

Previous Stages
- Call for sites *May-July 2016* — S
- Preparation of issues and options Regulation 18 document and supporting evidence *March 2016 - 2018*
- Reg 18 consultation stage (issues and options/site proposals) — 18A
- Focussed consultation on additional sites — 18B
- Reg 18 draft consultation stage (preferred policy options, growth strategy and site allocations — 18C
- Assessment of responses/preparation of Reg 19 pre-submission plan and additional evidence
- Reg 19 publication (pre-submission plan) — 19
- Assessment of responses/preparation of Reg 22 submission document
- Formal Submission to Secretary of State (Regulation 22) — 22
- Examination in Public — E
- Consultation on inspectors' proposed modifications — IM
- Publication of Inspectors Report — IR
- **Adoption** — A

Norfolk Strategic Planning Framework (NSPF) Review
- Evidence gathering and production of draft framework
- Consultation on draft framework — C
- Production of final framework
- Endorsement of NSPF by constituent Norfolk councils
- Ongoing updates to Statement of Common Ground

Supplementary Planning Documents (SPD)
- SPD production
- SPD Consultation - draft (Regulation 12) — 12
- SPD adoption — A

NORWICH
City Council

Committee name: Cabinet

Committee date: 18/01/2023

Report title: Scrutiny Committee Recommendations

Portfolio: Councillor Kendrick, cabinet member for resources

Report from: Executive director of community services

Wards: All wards

OPEN PUBLIC ITEM

Purpose

To consider the recommendations made by scrutiny committee with respect to debt support and advice on 8 December 2022.

Recommendation:

To consider whether to adopt all or some of the recommendations from the scrutiny committee.

Policy framework

The council has five corporate priorities, which are:

- People live independently and well in a diverse and safe city.
- Norwich is a sustainable and healthy city.
- Norwich has the infrastructure and housing it needs to be a successful city.
- The city has an inclusive economy in which residents have equal opportunity to flourish.
- Norwich City Council is in good shape to serve the city.

This report meets the city has an inclusive economy in which residents have equal opportunity to flourish corporate priority.

Report details

1. At its meeting on 17 November 2022, the scrutiny committee considered an update on debt advice and support services. The Committee received a report from the council's senior financial inclusion officer and heard from the head of revenues and benefits, the interim tenancy services and income manager and the income and rents manager.

2. The Committee considered information from officers detailing why households fell into debt and what assistance the council were providing, and the work of the Financial Inclusion Consortium and wider partnership working that the Council was involved with.

3. Members heard how covid had affected debt recovery and about the impact of the cost of living crisis, and officers explained about the introduction of the council's non-commercial debt policy and how this had led to a more coordinated approach across council teams responding to household debt.

4. Recommendations to cabinet from the update on debt advice and support services were considered at the following meeting of scrutiny committee on 8 December 20022. The recommendations reflect members support for the council's current approach to both debt recovery and early intervention work to support those finding themselves at risk of or newly falling into debt and were as follows:

Recommendation	**Rationale**	**Implications/ resource requirements**
That the council maintains a 100% Council Tax reduction scheme.	To protect those on the lowest income from falling into debt.	The council could derive extra income if the scheme were ended.
That the council maintain its financial support of the Financial Inclusion Consortium.	To fund social welfare organisations.	The council could retain income if the funding were ended.
That cabinet lobbies against the punitive elements of the benefit system such as the recovery of overpayments and the Spare Room Subsidy;	To protect those on low income from falling into debt.	Member time to lobby.
That the council campaigns to encourage everyone to claim what benefits they are entitled to.	To ensure the highest take up of benefit entitlement.	Officer and member time taken.

That council tax and housing benefit letters when revised are brought to scrutiny committee to be reviewed and that partners such as the tenant improvement panel, leaseholder group, Citizens Advice Bureau and Norfolk Community Law Service are consulted on changes.	To ensure letters are as accessible as possible.	Officers are already looking at amending letters but there is an extra staffing implication if officers are required to attend scrutiny committee.
If collected, that information as to why households fall into debt is provided	To increase member and officer understanding.	Officer time to disseminate information if collected would be minimal.
Illustrate how many people access debt information and by what means; in person, online or by telephone.	To increase member and officer understanding.	Officer time to disseminate information if collected would be minimal. If not already collected greater resource implication.

Consultation

5. There has been no specific consultation on these proposals.

Implications

Financial and resources

6. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2022-26 and budget.

7. Any additional financial requirements where activities cannot be undertaken within existing resources will need to be subject to further consideration, and approval through a business case. This will need to include an appropriate funding source being identified and/ or being built into future years' budget processes.

Legal

8. The Council has a range of specific statutory and non-statutory responsibilities to levy charges and collect debt. It is best practice guidance that in doing so, Councils should seek to provide appropriate debt advice and support, aligned with the debt advice sector.

Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	None at this stage.
Health, social and economic impact	The aim of the recommendations is to have a positive impact on those experiencing debt.
Crime and disorder	None at this stage.
Children and adults safeguarding	None at this stage.
Environmental impact	None at this stage.

Risk management

Risk	Consequence	Controls required
None at this stage.		

Other options considered

9. There have been no other options considered for this report, as it is a factual report based on the outcome of committee meetings that have already taken place.

Reasons for the decision/recommendation

10. This report will allow cabinet to make a decision on whether or not to take forward some or all of the recommendations.

Background papers: None

Appendices: None

Contact officer: Senior Committee Officer

Name: Alex Hand

Telephone number: 01603 989398

Email address: alex.hand@norwich.gov.uk

IN TRAN communication for all	If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.

Committee Name: Cabinet

Committee Date: 18/01/2023

Report Title: Managing Assets (Non-Housing)

Portfolio:	Councilor Kendrick, Cabinet member for resources
Report from:	Executive Director of Development and City Services
Wards:	**Bowthorpe**
Open Public Item	

Purpose

For cabinet to consider the transfer of the land identified in this report to Norfolk County Council.

Recommendation:

To approve the transfer of land identified in the report.

Policy Framework

The Council has five corporate aims, which are:

- People live independently and well in a diverse and safe city.
- Norwich is a sustainable and healthy city.
- Norwich has the infrastructure and housing it needs to be a successful city.
- The city has an inclusive economy in which residents have equal opportunity to flourish.
- Norwich City Council is in good shape to serve the city.

A positive decision from this report would contribute towards the aim of ensuring infrastructure is in place to make Norwich a successful city. This will be aided by Norfolk County Council who are promoting this as a highway improvement under its Transforming Cities Fund program.

Report Details

Background

1. The subject of this report is a small piece of land off Dereham Road located just before the Barnard Road, Dereham Road and Wendene roundabout. Shown in red on the plan attached as Appendix 1.

2. Norwich City Council have been approached by Norfolk County Council requesting that the land is gifted to them.

3. The land will be used as part of a scheme to infill the current subway located under Dereham Road and provide an on-carriageway pedestrian crossing – linking the old Dereham road with the public footpath that leads to Clover Hill Road. This forms part of the Transport for Norwich Dereham Road Travel Hub Scheme which was consulted on by the County Council in November, the aim is to take it to the Transport for Norwich advisory committee on 26 January. In order to avoid any prejudice to the current consultation it is proposed that the land will be transferred only in event of the scheme being supported by the TfN advisory committee.

4. The land in question is covered in low level shrubs and is around 34 square meters. It is included within the grounds maintenance contract within Norwich City Council's area of responsibility.

5. Norfolk County Council is promoting a highway improvement scheme under its Transforming Cities Fund (TCF) programme along the Dereham Road corridor, including various junction improvements, provision of a bus lane and mobility hub in Norwich. It was brought to the County Council's attention that some vulnerable users do not feel safe using the subway and therefore they have chosen to include it as part of the improvement proposals for TCF scheme for Costessey.

Best Value Considerations

6. This land has not been marketed.

7. Given the size, shape, and location of the land, it is considered that it has no intrinsic value. The land is adjacent to footpaths adjacent to a subway which leads under Dereham Road. Immediately to the south is a dense mature tree belt and further south is Bowthorpe football development centre. The land in question has no development potential given its location and surrounding vegetation.

8. The land is well kept within the grounds maintenance contract.

Options

Financial and Resources

9. Allowing a transfer of the land will result in no capital sum but will reduce the liability under the grounds maintenance contract.

10. No income is derived from this piece of land.

Legal

11. This transaction is a disposal of land at less than best consideration. By virtue of the Local Government Act 1972; General Consent (England) 2003 consent is given from the Secretary of State for such a disposal where it will help to secure the promotion or improvement of the economic, social or environmental well-being of its area and it is satisfied that the value of the asset disposed of is less than £2million.

12. Given that the disposal has the potential to support the transport improvements to the area it will assist in promoting social and environmental well-being and therefore the requirement in paragraph 11 is satisfied.

13. If any part of the site consists of open space land, section 123(2A) of this Act states that the council must follow certain statutory requirements to advertise the disposal of the said areas of open space land. Open space is defined in s336(1) of the Town and Country Planning Act 1990 as land laid out as public garden, or used for the purposes of public recreation (or disused burial ground). In this case the land forms part of a verge adjacent to the highway and is not considered to consist or form part of an open space.

Statutory Considerations

Consideration	**Details of any implications and proposed measures to address:**
Equality and Diversity	No impact.
Health, Social and Economic Impact	The proposals are aimed at improving transport improvements in the area and making walking/cycling easier and more attractive via removal of the subway.
Crime and Disorder	The County Council scheme aims to make the general public feel safer and reduce crime and disorder in the area.
Children and Adults Safeguarding	Not applicable.
Environmental Impact	The proposals are aimed at improving transport improvements in the area and making walking/cycling easier and more attractive via removal of the subway.

Risk Management

Whilst there are wider risks to the County Council scheme this will be for the County Council to consider as part of their proposals. There are no risks worthy of note in transferring this small piece of land to the County Council.

Other Options Considered

14. Other options considered are outlined below;

a) Do nothing and retain the land. However, this would inhibit Norfolk County Council being able to create the on-carriageway crossing.

b) Disposal to another party. There would be no reason to dispose of the land in this manner to anyone else, the land has no intrinsic value.

15. After considering all options, the best way forward would be to allow the transfer to Norfolk County Council for a nil fee.

Reasons for the decision/recommendation

16. Allowing the transfer will assist in Norfolk County Council's promotion of a highway improvement under its Transforming Cities Fund programme along the Dereham Road corridor, that will benefit the people of Norwich.

Background papers: None

Appendices: Appendix 1 – Map detailing location of land.

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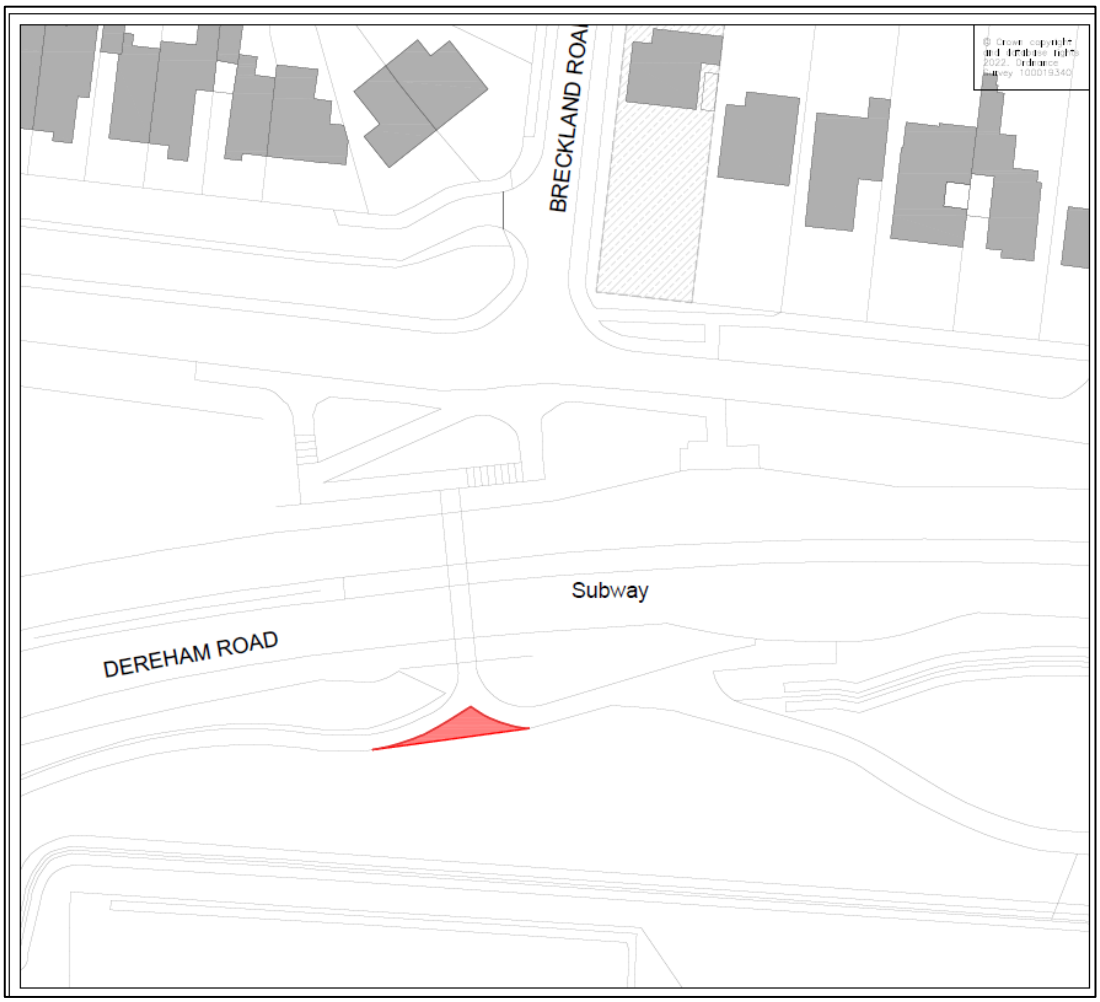
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