

Cabinet

Date: Wednesday, 13 November 2019

Time: 16:30

Venue: Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

Committee members:

For further information please contact:

Councillors:

Committee officer: Alex Hand
t: (01603) 212459
e: alexhand@norwich.gov.uk

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

Democratic services
City Hall
Norwich
NR2 1NH

www.norwich.gov.uk

Information for members of the public

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Agenda

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1 Apologies

To receive apologies for absence.

2 Public questions/petitions

To receive questions / petitions from the public.

Please note that all questions must be received by the committee officer detailed on the front of the agenda by **10am on Friday 8 November 2019**.

Petitions must be received by the committee officer detailed on the front of the agenda by **10am on Tuesday 12 November 2019**.

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

3 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)

4 Minutes

To agree the accuracy of the minutes of the meeting held on 9 October 2019.

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5 Norwich council housing strategy 2020-2026

Purpose - To seek approval for the Norwich council housing strategy 2020-2026

9 - 46

6 Regulation 10A review of Norwich's Development Management Policies and Site Allocations plans

Purpose - To consider the Regulation 10A review of policies in the Development Management Policies and the Site Allocations and Site Specific Policies plans.

47 - 84

7 Temporary accommodation policy

Purpose - To consider the temporary accommodation policy.

85 - 92

8	Purpose built student accommodation in Norwich - evidence and best practice advice note Purpose - To consider the final version of the 'Purpose-built student accommodation in Norwich: Evidence and best practice advice note', which has been revised following public consultation.	93 - 142
9	Recommendations from scrutiny committee Purpose - To consider the recommendations from the scrutiny committee meetings held on 19 September and 17 October 2019.	143 - 152
10	Constitution Review Purpose - To consider the recommendations of the constitution working party.	153 - 172
11	To award a contract for communal heating upgrade at Bradecroft Sheltered Housing Scheme - Key decision Purpose - To seek approval to delegate authority to award a contract for communal heating upgrading works at Bradecroft sheltered housing scheme.	173 - 180
12	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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- | | |
|------------|---|
| *13 | Housing Development at Rayne Park - Key decision (para 3) |
| | <ul style="list-style-type: none"> 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.

***14 Organisational Change - (para 4)**

Purpose - To consider a report on organisational change.

Key decisions

A 'key decision' means a decision which is likely to either –

(a) result in the council incurring expenditure which is, or making savings which are, significant in relation to the council's total budget for the service or function to which the decision relates (for these purposes the presumption is that "significant" means any sum exceeding whichever is greater of the thresholds established by the European public contracts directive 2014/24/EC for local government in respect of contracts for supplies or services), or;

(b) be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the Norwich city area.

Date of publication: **Tuesday, 05 November 2019**



Cabinet

17:30 to 18:15

09 October 2019

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

Also present: Councillors Schmierer and Wright.

1. Public Questions/Petitions

There were no petitions.

One question had been received.

County Councillor Danny Douglas, asked the leader of the council the following question:

“The government has announced that they will fund the return of bus services that have been cut as part of austerity. Does the city council leader support the community in its initiative to get the county council to investigate the return of a seven day a week high frequency bus service to Heigham Street/Old Palace Road area with the funds provided?”

Councillor Waters, the leader of the council replied:

“Thank for your question.

The Chancellor of the Exchequer’s recent announcements about public transport funding are welcome and the council will of course want to support communities in Norwich that wish to see the reinstatement of subsidies to support their local bus service.

However, the £30 million that appears to have been announced is to be spent on improving existing routes as well as restoring previously cancelled services. It falls short of the £172 million that the Campaign for Better Transport estimate has been withdrawn from supported bus services in England alone since 2010/11.

There has been no announcement about how such funding will be allocated. Therefore how much ends up with Norfolk County Council remains to be seen.

This council is a strong advocate for good public transport, it is built into our thinking and with the Transforming Cities funding which the city council played

a fundamental role in securing we would want to see competitive bus services and modes of transport introduced.”

In response to Councillor Douglas’ supplementary question, Councillor Stonard, the cabinet member for sustainable and inclusive growth, said in terms of the earmarking of capital funds from the Community Infrastructure Levy (CIL) and Transforming Cities to allow bus priority into areas of social exclusion this was not entirely in the city council’s gift. Transforming Cities was managed by a county council committee which the city council had representatives on and CIL spending was decided in partnership with South Norfolk, Broadland and Norfolk County Councils and the Local Enterprise Partnership.

There was clear criteria set by government on how the funding should be spent, key to this was the fast and efficient movement of vehicles and people within the city and from outside the city in. Fundamental to this was good public transport and supporting other modes of transport such as cycling and walking including encouraging behaviour changes and shifts to different modes of transport. It was difficult to be specific in terms of what this would mean for bus services but certainly the introduction of smart ticketing and the integration of public transport services.

There was £1.2 billion of Transforming Cities monies and Norwich was one of 12 cities able to bid for this pot, this would prove to be more important to the city than the chancellor’s recent announcement.

2. Declarations of interest

There were no declarations of interest.

3. Minutes

RESOLVED to agree the accuracy of the minutes of the meeting held on 11 September 2019 including the exempt minute.

4. Neighbourhood community infrastructure levy – revision to allocation process

Councillor Kendrick, the cabinet member for resources, introduced the report.

The neighbourhoods and community enabling manager said the allocation process had been reconsidered in line with the new neighbourhood’s department structure and the corporate vision. The strategic and neighbourhoods element of the Community Infrastructure Levy (CIL) were separate, the process related to the neighbourhood element. The new process would ask for cabinet approval on the total capital program spend whilst maintaining flexibility on what the pot would be spent on.

The director of people and neighbourhoods said the new process aimed to incorporate greater involvement from councillors. It linked well with the role of the ward councillor as it provided an opportunity for councillors to champion ideas.

In response to a member question the neighbourhoods and community enabling manager said there was no plan to divide the funding equally across wards. Rather decisions on what to fund would be made using a scoring matrix, the key criteria

were that it was to mitigate the impact of growth in areas and to improve infrastructure for growth. It would be weighted to focus on deprived wards and 2040 City Vision values too. Consideration would be given to the organisation which was bidding to deliver a project too in terms of due diligence.

In response to Councillor Wright's question the director of people and neighbourhoods said in terms of the overall governance arrangements and reporting back on spend the aim was for greater visibility and a quarterly or six month update could be provided to councillors. The neighbourhoods and community enabling manager said that the Pledge Norwich scheme which replaced the council's crowdfunder funding scheme advertised successful projects on the council's website which provided transparency and this could be considered for the neighbourhood CIL spend.

RESOLVED to agree the revised allocation process for the neighbourhood community infrastructure levy.

5. Norwich Airport Masterplan – key decision

Councillor Stonard, the cabinet member for sustainable and inclusive growth presented the report. Government guidance was that airport masterplans should be adopted every five years and this masterplan responded to that and would be material in planning decisions. The masterplan had been discussed in detail when previously presented at cabinet on 13 September 2017 and this report was the finalisation of outstanding issues which had been identified at that time.

The outstanding areas of concern were the need for a Surface Access Strategy (SAS) and a lack of sufficient evidence to support the use of Site 4 for non-aviation purposes. The airport engaged specialist consultants to produce evidence in relation to release of Site 4 for purposes other than its retention to enable the expansion of the airport. The council was not satisfied with this research and engaged independent specialists to report on the possible need to retain Site 4. This resulted in a subsequent change to the approach from the airport in relation to site 4 and a commitment to producing a SAS within a year of the masterplan being adopted. The masterplan with these issues addressed was recommended for adoption.

In response to Councillor Schmierer's question the director of regeneration and development said the impact assessment related to the decision to adopt a masterplan not the impact of the expansion of the airport.

Councillor Wright asked if the evidence referred to on agenda page 32, paragraph 39 relating to the future CO2 emissions had been provided. The director of regeneration and development said the paragraph related to the original cabinet report and all matters requested from the airport had been provided and he could provide this information to group leaders and cabinet members.

RESOLVED to endorse the proposed masterplan for Norwich Airport.

6. Revenue and capital budget monitoring 2019/20: Period 5

Councillor Kendrick, the cabinet member for resources, presented the report.

In response to Councillor Schmierer's question the director of people and neighbourhoods said that work to ensure a source of external funding for the Norwich Park's tennis expansion was ongoing.

RESOLVED to:

- 1) note the forecast outturn for the 2019/20 General Fund, HRA and capital programme;
- 2) note the consequential forecast of the General Fund and Housing Revenue Account balances;
- 3) delegate to the chief finance officer and director of regeneration & development, in consultation with the cabinet member for resources, approval of the repayment of a £0.8m capital receipt in respect of the Norwich Livestock Market, as detailed in paragraphs 11 and 12;
- 4) note a change to the anticipated HRA capital receipt amount in respect of 16 Elm Hill, as detailed in paragraph 13; and
- 5) note the HRA Capital Programme virement, as detailed in paragraphs 14 and 15.

7. The award of contract for purchase of IT services infrastructure (storage and back up)

Councillor Kendrick, the cabinet member for resources, presented the report. A new IT system was required because the old one had reached the end of its life. The new equipment would reduce the council's carbon footprint whilst the old equipment would be repurposed where possible or disposed of in an environmentally safe way.

In response to Councillor Wright's question the director of strategy, communications and culture confirmed other options had been considered and proved more expensive such as the cloud and lift and shift. Options which had been considered would be detailed in future reports.

RESOLVED to delegate approval to the director of strategy, communications and culture in consultation with the cabinet member for resources to award the contract for IT Services Infrastructure (storage and back up).

8. The award of contract for an income receipting and management system

Councillor Kendrick, the cabinet member for resources, presented the report

RESOLVED to award the contract for an income receipting and management system to Civica UK Limited for the period 30 September 2019 to 29 September 2024.

CHAIR

Report to Cabinet
13 November 2019
Report of Head of neighbourhood housing services
Subject Norwich council housing strategy 2020-2026

Item

5

Purpose

To seek approval for the Norwich council housing strategy 2020-2026

Recommendation

To approve the draft Norwich council housing strategy 2020-2026

Corporate and service priorities

The report helps to meet all corporate priorities

Financial implications

The cost of all actions arising from the strategy will be modelled within the HRA business plan and met from existing budgets or approval will be sought for specific budgets as projects arise.

Ward/s: All Wards

Cabinet member: Councillor Harris - Deputy leader and social housing

Contact officers

Lee Robson: head of neighbourhood housing 01603 212120

Sarah Loades: housing innovation and improvement manager 01603 212814

Background documents

None

Report

Background

1. A suitable, decent and affordable home is central to residents being able to enjoy a good quality of life. Norwich City Council has a proud tradition and history of building and providing good quality affordable housing for a significant number of the city's residents.
2. Norwich is the largest urban area in Norfolk with the population of the Council's administrative area of some 140,000 people. The population has increased every year since 2001 and projections are that those trends will continue over the next 20 years.
3. The Council owns and manages 14,729 tenanted homes, 3059 leasehold homes and 3,333 garages. With some 140 employees within the neighbourhood housing service, the council manages almost one quarter of all homes in Norwich, has a major impact on people's lives and the environment and contributes to many of the council's corporate objectives.
4. With ring fenced funding through the housing revenue account, there is an overall annual budget of some £99m made up of approximately £67m revenue funding allocated to day to day management and maintenance and £32m capital allocated to build new homes, improve the existing stock and undertake major repairs and improvements.
5. As a registered provider the housing landlord service is regulated by the Regulator of Social Housing (RSH). Registered providers must operate co-regulation principles with tenants. There are four consumer standards which apply to the service we provide to tenants:
 - **Tenant involvement and empowerment** - Customer service, choice and complaints; involvement and empowerment; understanding and responding to the diverse needs of tenants
 - **Home** - Quality of accommodation; repairs and maintenance
 - **Tenancy** - allocations and mutual exchanges; tenancy management
 - **Neighbourhood and community** - neighbourhood management; local area co-operation; anti-social behaviour.
6. The housing options service is regulated by legislation through parts VI and VII of the Housing Act 1996.
7. These formal, legal and organisational standards form the framework in which the council provides and manages services to tenants.
8. A growing population, increased issues of financial inequality arising from the impacts of welfare reform and a low wage economy, and the challenges of replacing houses lost through right to buy means that the efficient, effective management of council houses, tenancies, waiting lists and lettings have become more and more critical as well as challenging.
9. In addition to the core task of tenancy management, there are contributions and interventions on wider agendas such as fuel poverty, digital inclusion

and other social inequalities relating to health and well-being and overall poverty etc.

10. The housing management challenge extends to outside of the immediate property and concerns itself with the cleanliness and safety of estates and how well tenants are connected to communications and transport infrastructure. Revenue and capital spending will reflect all of these challenges in addition to spending on responsive, planned and programmed repairs and maintenance, plus any investment in new build properties.
11. The money that tenants pay in rent coupled with income from some assets owned by the Council is held within the Housing Revenue Account (HRA). This is 'ring fenced' to pay for the repairs and management of council houses. Over the last few years considerable work has been undertaken to develop a sustainable HRA business plan over 30 years that allowed the council to invest in the homes we already have to the Norwich Standard and to build new homes.
12. That plan was on track. The housing and planning act 2016 changed that situation with the Government imposed 1% rent reduction; the proposal that local authority stock holders would fund the costs of replacing right to buy sales in registered providers (the high value voids determination) and the continued risk of increased right to buy sales promoted by the Government.
13. The Government has since abandoned many of the key planks of the act that would have increased costs, accelerated right to buy sales and made council housing a more precarious tenure for many people and less affordable. However, the future sustainability of the HRA business plan continues to be uncertain despite the welcome removal of the HRA borrowing cap.
14. The enforced 1% rent reduction which ends in 2019-20 has resulted in the need to reduce capital expenditure by an average of £7.4m per year throughout the 30 year life of the HRA business plan. This equates to some £222m of lost investment in much needed new housing and the maintenance of council homes.
15. The general downturn in the health of the UK economy, the difficulties in the housing sector in general as well as the continuing implications of welfare reform (including the roll out of Universal Credit) has had a negative impact on the ability for many tenants to pay their rent.
16. Reduced spending on other essential public services provided by other agencies such as social services, mental health provision and policing, has also increased the challenges facing the council in supporting tenants to sustain their tenancies, and in supporting and accommodating more vulnerable people with complex needs.
17. Whilst the vast majority of the HRA is spent on repairs and maintenance, and an increasing amount on building new homes, there has been little work to date undertaken on how the HRA business plan reflects the council's developing and wider thinking about council housing and future needs.

18. This strategy moves away from previous business plans which concentrated solely on maintenance considerations and reflects a comprehensive and holistic approach to the supply, condition, allocation and management of council housing and locates the work in a city wide context which aims to deliver our ambition.
19. The completion and national recognition of the Goldsmith Street development is an example of this ambition.
20. It is timely to consider whether our housing stock is fit for the future, to identify our short, medium and long term priorities and to organise ourselves in a way to deliver it.
21. This strategy sets out a way to do this. It will inform all of the decisions about Council housing including:
- where, when and what new council housing is built
 - how much should and is spent on maintenance and management
 - what informs the way homes are allocated and let
 - supporting sustainable tenancies and intervening when needed
 - seeing council homes as a real asset not a property of last resort and as a fundamental element to the life and future shared prosperity of the city.
22. In this way the council's decisions can be based on the vision for the city, on housing need and peoples' aspirations and informed by financial realities and maintenance considerations rather than being informed by the current approach of being driven by the latter, and/or by unplanned, opportunistic developments.
23. The strategy outlines some high level statements about Council housing in the city and sets out a number of considerations that will need to be balanced in a comprehensive forward looking 30-60 year plan, and beyond, which is revised and revisited each year so that it reflects our long term thinking and any changing circumstances.
24. A draft copy of the strategy is included at appendix 1.
25. To deliver our objectives means that the council will be and need to be a housing authority and provider that is recognised as financially resilient with high performing service and high levels of citizen engagement and satisfaction and seen by members, staff and partners as a great service to work with and for.
26. Set within the corporate plan we will detail the improvements in the way we work and the things we achieve each year.
27. Working as part of a "one council" and furthering the values of the council we can make sure we can deliver on the things we set out to achieve our stated goals to develop answers to the questions and solutions to the problems to:

- Meet Housing need and delivering new homes
- Maintain and improve the condition of existing housing
- Improve the use and management of our existing housing stock
- Improve our neighbourhoods.

28. In turn to achieve our ambition “to provide good quality, well maintained affordable homes to meet local housing needs within a safe, clean and well cared for neighbourhood’
29. We want to make a difference to peoples’ lives by promoting independent living and to build sustainable communities, where people take responsibility for their own lives and those of their families
30. Our ambition is to provide good quality, well maintained affordable homes to meet local housing needs within a safe, clean and well cared for neighbourhood’
31. We want to make a difference to peoples’ lives by promoting independent living and to build sustainable communities, where people take responsibility for their own lives and those of their families.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	13 November 2019
Director / Head of service	Lee Robson
Report subject:	Norwich Council Housing Strategy 2020-2026
Date assessed:	10 September 2019

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The cost of all actions arising from the strategy will be modelled within the HRA business plan and met from existing budgets or approval will be sought for specific budgets as projects arise.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The impact of all actions arising from the strategy will be modelled within the HRA business plan and met from existing budgets or approval will be sought for specific budgets as projects arise.
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The impact of all actions arising from the strategy will be modelled within the HRA business plan and met from existing budgets or approval will be sought for specific budgets as projects arise.
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improving the economic prospects of the city through the development of a new Council Housing Strategy will contribute positively to economic development.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improving the economic prospects of the city's residents through the development of a new Council Housing Strategy may contribute positively to financial inclusion
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no significant impacts as a result of this report

	Impact			
<u>S17 crime and disorder act 1998</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Improving the condition of housing and neighbourhoods through the development of a new Council Housing Strategy will contribute to reducing crime and anti-social behaviour.
Human Rights Act 1998	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By improving the housing conditions and access to housing new Council Housing Strategy will contribute positively to improving human rights, specifically by advocating that everyone is treated equally, with fairness, dignity and respect.
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By improving the housing conditions and access to housing new Council Housing Strategy may contribute positively to improving health and well-being by ensuring peoples' housing needs are met.
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no significant impacts as a result of this report
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no significant impacts as a result of this report
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By improving the housing conditions and access to housing new Council Housing Strategy may contribute positively to improving equality of opportunity by ensuring peoples' housing needs are met.
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no significant impacts as a result of this report

	Impact			
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	By improving the neighbourhoods and building new high quality housing the new Council Housing Strategy will contribute positively to improving the built environment of the city.
Waste minimisation & resource use	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Promoting the development of green technologies and better use of resources through the new Economic Strategy may contribute positively to this impact.
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Promoting the development of green technologies and better use of resources through the development of a new Economic Strategy to mitigate against potential pollution arising from growth may have a neutral impact
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	By improving the housing conditions and access to housing new Council Housing Strategy may contribute positively to improving health and well-being by ensuring peoples' housing needs are met.
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Promoting the development of green technologies and better use of resources through the development of a new Economic Strategy may contribute positively
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No adverse risks or policy impacts have been identified as associated with this report.

Recommendations from impact assessment	
Positive	
By improving the housing conditions and access to housing new may contribute positively to improving health and well-being by ensuring peoples' housing needs are met. The Norwich Council Housing Strategy supports and feeds into, the council's 2040 vision: a fair city; a creative city; a connected city and a dynamic city; a liveable city. It provides a clear statement of our housing objectives, priorities and intent to local residents, the business community and our stakeholders and partners.	
Negative	
There are no negative recommendations	
Neutral	
Issues	

Fit for the Future -

A Council Housing Strategy for Norwich 2020 - 2026

Fit for the future



NORWICH
City Council

Foreword by Cllr Gail Harris, Cabinet Member for Social Housing

Having a good-quality home, in a community where people feel safe and connected, is important to each and every one of our citizens. I know that, for many people, finding and securing the right home is a real cause of concern.

The City Council has invested £94m over the past seven years in ensuring our Council homes are of a decent standard and have gone beyond the Government minimum standard by introducing the Norwich Standard. This means that not only do all of our homes reach the minimum required but every home has benefitted from a huge investment in planned works fitting new bathrooms, kitchens, doors and windows.

We want to make a difference to peoples' lives by promoting independent living and to build sustainable communities, where people take responsibility for their own lives and those of their families. Norwich City Council will provide good quality, well maintained affordable homes to meet local housing needs within a safe, clean and well cared for neighbourhood'

Our huge success in winning the prestigious and world renowned Stirling prize for architecture the first for social housing ever for our development at Goldsmith Street has set the bar for new housing which is not only affordable to rent but cheap to run and even more importantly has created homes and a community fit for the now *and* the future! It will serve as an inspiration to the Council and indeed the rest of the country. As a leading national newspaper said: "I've seen the future. And it's Norwich".

Our housing management performance in our key areas like vacant property turnaround, repairs satisfaction, rent levels, arrears and collection are in and around the best in the UK. Year on year we have reduced spending on management, so that we can allocate more money to building and repairing and improving the supply and condition of really affordable housing.

But we have more to do – much more.

Our houses are getting older and so are our tenants and the demand for housing coupled with the increasing support needs of many of our tenants are growing year on year. Resources on the other hand are shrinking as the results of austerity reduce services and income of the council but also in the local economy and in residents' pockets. We can campaign to reverse this as we do but we also have to respond in the here and now. That is why we are changing the way we work to support people in need, and make sure our homes and the way we do things are fit for the future.

Norwich City Council is committed to building new Council homes, and as Cabinet member for Social Housing I have set a challenging target to increase the number of new Council homes build by the council by at least 500 homes within the lifetime of this strategy.

Fit for the future



NORWICH
City Council

I also want to make sure that our housing waiting list is fair, that people understand why we have to prioritise some people over others, and that we act quickly to help people in housing need.

How we support vulnerable people is important to me and is one of the Council's key priorities. We have invested heavily in joining up services to focus our resources particularly to older and vulnerable people through our sheltered housing service and the way we approach the basics of housing management.

Norwich City Council has worked tirelessly to mitigate the impact of the reduction in central government funding whilst also supporting every person and family affected by Welfare Reform and the roll-out of Universal Credit. We will continue this work to make sure that our City and its residents/citizens live well, have safe, clean great neighbourhoods and can benefit from a local economy those delivers for all.

Cllr Gail Harris

Deputy leader and cabinet member for social housing

Introduction

A suitable, decent and affordable home is central to residents being able to enjoy a good quality of life. Norwich City Council has a proud tradition and history of building and providing good quality affordable housing for a significant number of the city's residents.

However, we are managing an increasingly scarce resource.

A growing population and the challenges of replacing houses lost through right to buy mean that the efficient, effective management of council houses, tenancies, waiting lists and lettings have become more and more critical. In addition to the core management task are contributions and interventions on wider agendas such as fuel poverty, digital inclusion and other social inequalities relating to health and well-being, poverty etc.

The housing management challenge extends to outside of the immediate property and concerns itself with the cleanliness and safety of estates and how well connected tenants are to communications and transport infrastructure. Revenue and capital spending will reflect all of these challenges in addition to spending on responsive, planned and programmed repairs and maintenance, plus any investment in new build properties.

The money that tenants pay in rent coupled with income from some assets owned by the Council goes into the Housing Revenue Account (HRA). This is 'ring fenced' to pay for the repairs and management of council houses. Over the last few years considerable work has been done to develop a sustainable HRA business plan over 30 years that allowed the council to invest in the homes we already have to the Norwich Standard and to build new ones.

That plan was on track.

The Housing and Planning Act 2016 changed that situation with the Government imposed 1% rent reduction, the proposal that local authority stock holders would fund the costs of replacing right to buy sales in registered providers (the high value voids determination) and the continued risk of increased right to buy sales promoted by the Government.

The Government has since abandoned many of the key aspects of the Act that would have increased costs, accelerated right to buy sales and made council housing a more precarious tenure for many people and less affordable. However, despite the welcome removal of the HRA borrowing cap, recently offset by the subsequent 1% rise in public loans board interest rates which may dampen the council's ability to build new homes, the future sustainability of the HRA business plan relies on a longer term strategy which balances our ambition to build and improve homes for social rent, with our need to maintain existing stock.

The enforced 1% annual rent reduction from 2016 resulted in a loss of £200m over the life of the 30 year business plan but remedial action means the HRA remains relatively healthy particularly when modelled over a 60 year period.

The general downturn in the health of the UK economy, the difficulties in the housing sector in general as well as the continuing implications of welfare reform (including the roll out of Universal Credit) has had a negative impact on the ability for many tenants to pay their rent.

Reduced spending on other essential public services provided by other agencies (e.g. social services and policing) has also increased the challenges facing the council in supporting tenants to sustain their tenancies, and in supporting and accommodating more vulnerable people with complex needs.

Whilst much of the HRA income is spent on repairs, maintenance and the upgrade of council homes, an opportunity exists through the HRA business plan to further explore how HRA resources may support the council's developing and wider thinking about council housing.

This strategy sets out how the council will develop a long term view of Council housing in the city, covering supply, condition, allocation and management.

It is timely to consider whether our housing stock is fit for the future, to identify our short, medium and long term priorities and to organise ourselves in a way to deliver it.

This strategy sets out a way to do this. It will inform all of the decisions about Council housing including:

- where, when and what new council housing is built
- how much should and is spent on maintenance and management
- what informs the way homes are allocated and let
- supporting sustainable tenancies and intervening when needed
- Seeing council homes as a real asset not a property of last resort and as a fundamental element to the life and future shared prosperity of the city.

In this way the council's decisions can be based on the vision for the city, on housing need and peoples' aspirations and informed by financial realities and maintenance considerations rather than being informed by the current approach of being driven by the latter, and/or by unplanned, opportunistic developments.

The paper starts with some suggested high level statements about Council housing in the city and sets out a number of considerations that will need to be balanced in a comprehensive forward looking 30-60 year plan, and beyond, which is revised and revisited each year so that it reflects our long term thinking.

Background and context

Norwich is the largest main urban area in Norfolk. The population of the Council's administrative area is around 140,000. The population has increased very year since 2001. Projections are that those trends will continue over the next 20 years.

The Council owns and manages 14,729 tenanted homes, 3059 leasehold homes and 3,333 garages. Employing around 140 staff the housing service is the council's largest single service. The service manages almost one quarter of all homes in Norwich, has a major impact on people's lives and the environment and contributes to many of the council's corporate objectives.

The homes are a mix of flats and houses, with 923 dedicated for 'sheltered housing':

Houses	6,158
Upper floor flats	3,688
Ground floor flats	3,114
Bungalows	869
Tower flats	407
Maisonettes / other	493

There is an overall annual budget of some £104million made up of around £67m allocated to day to day management and maintenance and operating costs as this includes financing items such as interest and revenue contributions to capital outlay. There is a capital budget in 2019/20 of £37m capital budget to build new home and improve the existing stock, repairs, maintenance and improvements.

As a registered provider the housing landlord service is regulated by the Regulator of Social Housing (RSH). Registered providers must operate co-regulation principles with tenants. There are four consumer standards which apply to the service we provide to tenants:

- **Tenant involvement and empowerment** - Customer service, choice and complaints - Involvement and empowerment - Understanding and responding to the diverse needs of tenants
- **Home** - Quality of accommodation - Repairs and maintenance
- **Tenancy** - Allocations and mutual exchanges - Tenancy management
- **Neighbourhood and community** - Neighbourhood management - Local area co-operation - Anti-social behaviour

Our housing options service is regulated by legislation (parts VI and VII of the Housing Act).

These formal, legal and organisational standards form the framework in which the council provides and manages services to tenants.

Service delivery arrangements

The teams that constitute the housing service are located at City Hall but essentially operation is mobile, visible and responsive to the needs of tenants and neighbourhoods through some patch based and some specialist working.

A duty service is provided at City Hall to deal with housing tenancy and home options enquiries at first point of contact and works consistently within the early help hub on more complex cases where other agencies can be engaged.

The functions are arranged through:

- **Housing Options** –including homelessness prevention, reduction and application, advice and support for rough sleepers, first stop housing advice and choice based lettings;
- **Tenancy management & housing Income** – responsible for day to day tenancy management of council homes, lettings, void management, estate management, caretaking services, rent setting and income collection.
- **Tenancy Sustainment** – providing housing support for sheltered tenants and securing additional support for independent living.
- **Housing Outcomes** – leaseholder management, right to buy, private sector leasing scheme and garage management.
- **NPS Norwich Ltd** – an arrangement to strategically and operationally manage and improve the condition of our housing stock and neighbourhoods through repairs, maintenance and investment.

This work is underpinned and informed by **an innovation and improvement team** that analyses data, undertakes research and develops tenant engagement to inform and evidence service delivery and improvement.

The council's **customer contact team** handles front facing contact by phone, email, letter, and mini-com or online via the council's website. Tenants and people needing housing advice or other services can access some services via the public access computer terminals available at City Hall.

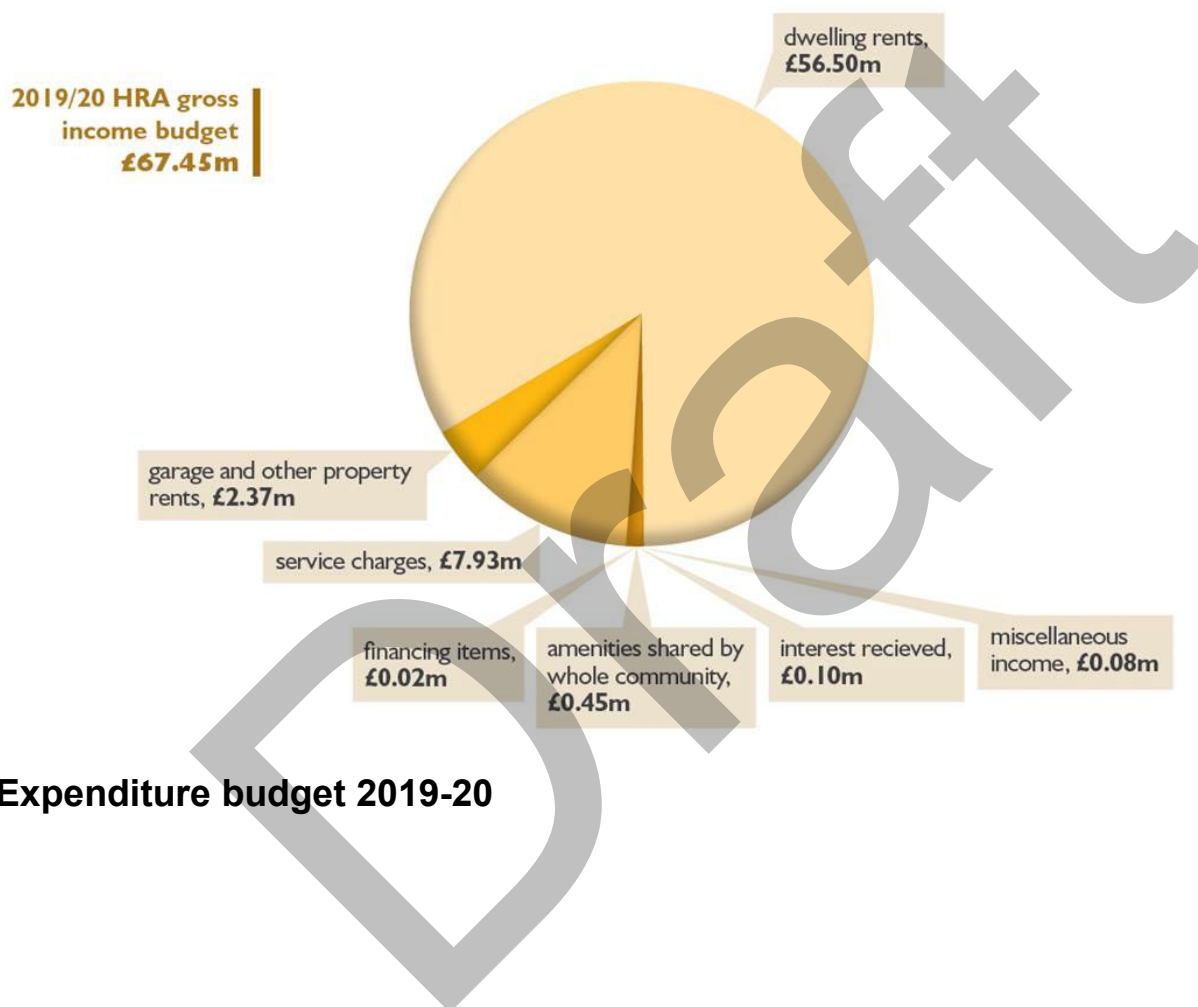
Citywide services are responsible for the grounds maintenance, cleansing and refuse collection contracts for the council housing stock and the **area management teams** work in partnership with housing on broader community issues and are responsible for delivering a first stop, tenure neutral, approach to anti social behaviour.

The **specialist support team** located in the neighbourhoods directorate provide bespoke targeted interventions in complex cases where tenants are at serious risk of losing their tenancy or of the tenancy failing.

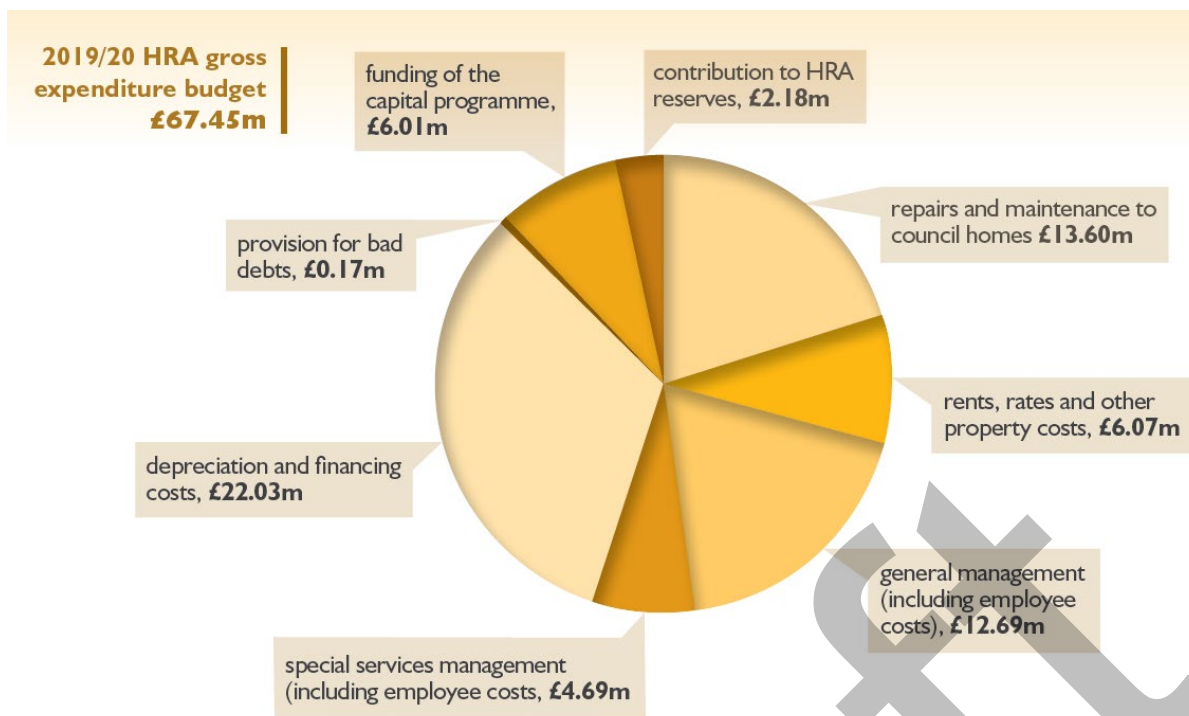
Working collaboratively is critical to the success of the housing service. Our key partners include Norfolk County Council, children's services, health and social care commissioning. Our **ABATE** team work closely with the Police and the Operational Partnership Team (OPT), in dealing with antisocial behaviour (ASB), the voluntary sector to provide support and move on accommodation through our homeless protocol and the Norfolk housing alliance representing social housing providers across Norfolk.

Income and costs

Income budget 2019-20



Expenditure budget 2019-20

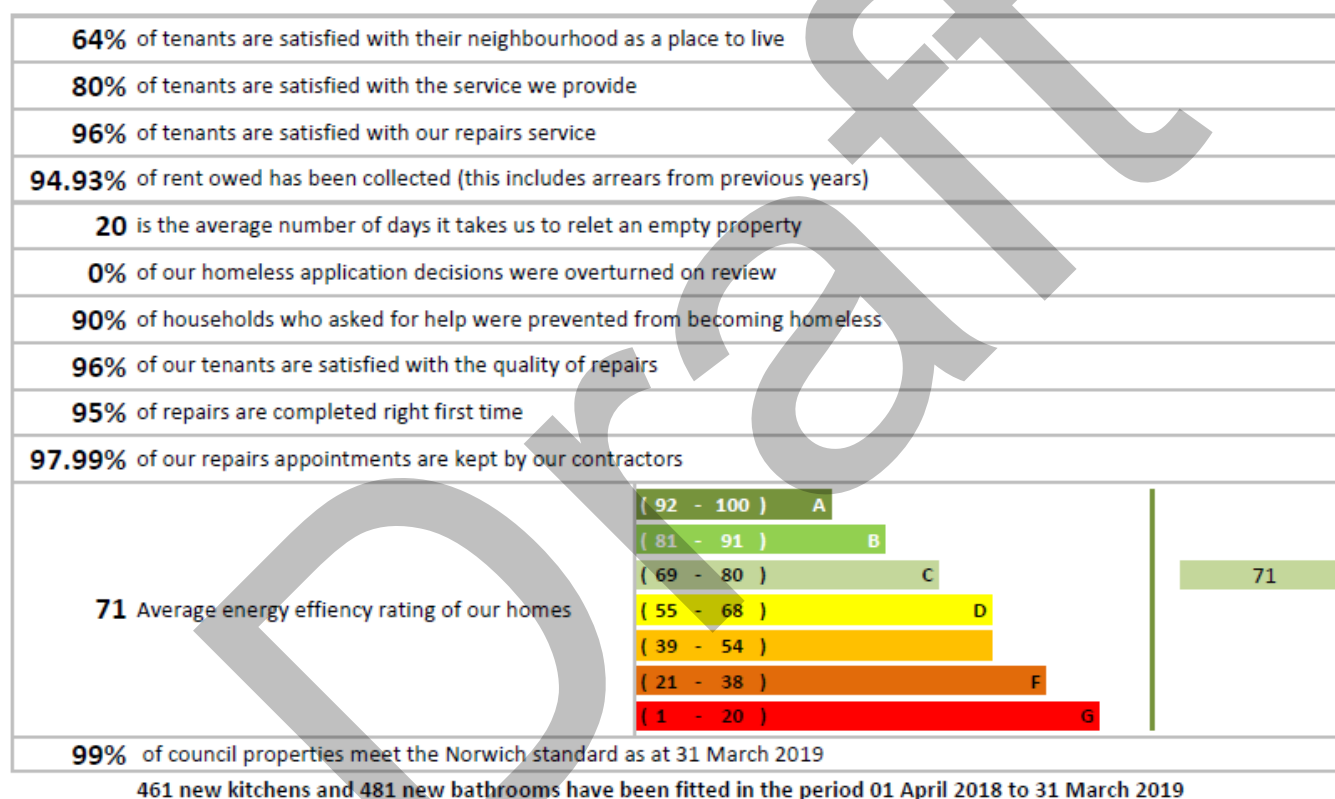


How are we doing?

The housing service is underpinned by a range of key performance indicators that show how the service contributes to wider corporate priorities and how well we perform against our targets in comparison to past with our 'family' of benchmark housing providers (i.e. those with similar size and characteristics).

Performance improvement drives our activity and tells us not only what we do and how well we do it and also what tenants think of us and the services they pay for through their rent. Some headlines include

Housing Service performance from April to June 2019



Norwich City Council subscribes to HouseMark, a performance management and benchmarking service, jointly owned by the National Housing Federation and the Chartered Institute of Housing.

For 2018-19 we submitted performance results to HouseMark and compared our performance to 110 other registered housing providers with between 10,000 and 20,000 properties.

Of the headline measures above, we are top performing compared to our peer group for satisfaction with our repair service, repairs completed at first visit, appointments kept and average days to relet.

Fit for the future



NORWICH
City Council

Fit for the future – Our vision, ambition, mission and goals.

Over the last year, the public and representatives from businesses, organisations and community groups were asked what they value in Norwich and what they see as the future challenges – what sort of city they want to see in 2040.

Focus groups, public and stakeholder interviews and two conferences have all fed into the story of Norwich as it is now, and as it should be in the future.



Norwich City Council's '2040' Vision sets out the themes and ambitions for the city and for its citizens to continue to drive Norwich forward whilst ensuring that the benefits of success are felt by all residents.

As a council our **corporate vision** is to make Norwich a fine city for all and to put people and the city first.

We will:

- Work creatively, flexibly and in partnership with others to create a city of which we can all be proud.

Fit for the future



NORWICH
City Council

- Provide good services to our residents, visitors and businesses, whilst enabling people to help themselves and ensuring that those who need extra help can access it.
- Be financially self-sufficient, to ensure the sustainability of our services.

This means that we:

- Understand our city and our customers, recognising the interconnected nature of the objectives we are seeking to achieve.
- Take decisions based on a full understanding of the evidence and risks.
- Build relationships proactively and work collaboratively internally and externally and leverage resource where possible to deliver the best outcomes.
- Are agile and adaptable, to enable us to adjust our resources to deliver our priorities.
- Adopt commercial approaches where appropriate.
- Value and trust our staff and our partners and respect PACE values.

In delivering its ambition, the council will focus on three main priorities:

- Great Neighbourhoods, housing and environment
- Inclusive economy – Making sure that everyone who lives here can contribute to and benefit from, the city's success.
- People live well

Our council housing ambition is to

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

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

In order to achieve our vision and provide focus for our mission we have identified four primary goals. These are underpinned by four secondary goals that will ensure that our work in delivering the primary goals creates sustainable communities, provides value for money, enables equality of access to all and helps to combat climate change.

Our **primary goals** are:

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- **Meeting Housing need - Delivering new homes.**
- **Maintaining and improving condition of existing housing**
- **Improving the use and management of our existing housing stock**
- **Improving our neighbourhoods.**

The way in which we will deliver our goals is outlined in the following sections and more detail about our proposed actions will be detailed in an corporate plans, an annual action plan and individual service plans.

Draft

Goal 1 - Meeting Housing need - Delivering new homes.

During 2017-18, 1,019 people asked the council for help as they were at threat of being homeless. There are also 4,024 people on our waiting list, of which

- 1,788 are awaiting a transfer to either a bigger property or another location
- 2,096 are awaiting a new home.
- 316 people on the waiting list are emergency or gold band as they have a high priority need
- 2,411 have been assessed as having a low need or no priority.
- 46% of people on the waiting list have been waiting over a year.

The Strategic Housing Market Area Assessment (SHMAA) carried out in 2017 looked at all housing need from 2015 through to 2036 and concluded that to meet the growing population and changing of households, Norwich needs 5828 new homes (apportioned as 84% rated social and affordable and 16% intermediate tenures) - an additional 278 'affordable' homes per annum.

Figure 96: Size and Tenure Mix for Objectively Assessed Need Dwellings 2012-2036 by Local Authority (Source: ORS Housing Model. Note: figures may not sum due to rounding)

Dwellings		Breckland	Broadland	North Norfolk	Norwich	South Norfolk
MARKET HOUSING						
Flat	1 bedroom	-	200	200	1,400	300
	2 bedrooms	-100	100	300	1,800	300
House	2 bedrooms	200	1,700	900	1,700	1,700
	3 bedrooms	6,900	6,600	5,200	6,600	9,100
	4 bedrooms	1,600	1,900	1,000	1,100	3,400
	5+ bedrooms	600	400	300	300	1,000
Total		9,200	10,900	7,900	12,900	15,800
AFFORDABLE HOUSING						
Flat	1 bedrooms	400	200	200	1,600	500
	2 bedroom	300	-	100	1,700	200
House	2 bedrooms	1,700	1,100	900	900	1,200
	3 bedrooms	2,500	800	900	2,500	1,300
	4+ bedrooms	200	100	100	300	200
Total Affordable Housing		5,100	2,200	2,200	7,000	3,400
Total Housing		14,300	13,100	10,100	19,900	19,200

What we don't know is if and how our existing stock will cater for changing family make up and individual housing needs in the same plan period. Changes to welfare provision and wider societal changes coupled with changes in peoples' hopes and expectations can all affect how people see their future lives and where and how they live.

As the strategic housing authority and a main provider of social housing the challenge for the Council is to ensure that our future housing not only meets the needs of our present and future citizens and families at any given point in time but also that they can be 'homes for life' or at least that 'homes for life' are available.

We also need to consider that, as things stand, about 140 of our existing homes are sold each year as tenants exercise their right to buy. Over the last five years 789 homes have been lost from the social rented stock.

We are confident that in the short to medium term we can identify and commission the building of additional housing to meet some of this existing and foreseeable need and replace some homes lost through right to buy.

The Council has worked in partnership with other registered providers, developers, and its own wholly owned housing company Norwich Regeneration limited (NRL) to build, buy and enable homes for social affordable rent with 93 homes in Goldsmith Street, 10 in Hansard Close and currently 49 at Rayne Park in the Three Score development in Bowthorpe.

Up to 300 additional homes are planned for major developments in small and medium sized sites including at Mile Cross. More are planned as part of developments in the north of the city and others at smaller sites throughout the city.

Significant as this may be it will not be enough to meet rising housing need identified earlier.

To address the challenges we will

- Commission a study of existing stock condition, type and projected housing need into the future with a particular emphasis on family housing.
- Develop more cost effective and faster ways to deliver more homes for those in need are required and we will need to commission larger scale developments to complement the existing smaller scale and opportunistic development approach to create a critical mass of supply which can make as step change in our efforts to meet housing need.
- Develop a land strategy with our registered provider partners and NRL to include land which may be 'outside but serving' the city.
- We will set out a capital ambition for the next 25 years which delivers significant new 'affordable homes over the next 6 years - the overwhelming majority will be council homes at

social rent levels. To ensure we have sufficient professional and technical capacity to build at sufficient speed and with confidence about price and house type and embrace new build techniques such as modular build based on a Norwich Standard' designs guaranteeing space, design and massing of sites that are fit for the future.

Draft

Goal 2 • Maintaining and improving condition of existing housing

Each year the Housing Revenue account spends around £8 million on responsive repairs to its properties. In 2018/19, 37,558 repairs were undertaken to 9,175 properties. These works are organised through NPS Norwich (a joint venture between the city council and NPS Group) and delivered by Norwich Norse Building with overall good performance. It will be important that this performance is maintained throughout the changes required to end the joint venture arrangements and exert more control over this work and create improved value.

Our stock condition assessment and historic spend show that the council's maintenance costs are high mainly because of the age profile of the properties with many at the end of the original build life but also because this stock costs more to maintain because the properties were built with traditional materials. A lot of investment was and continues to be made in upgrading and maintaining poor drainage systems across the City because of the ageing sewerage systems in many of our estates.

- Whilst energy efficiency ratings are on average high in council homes when compared to the private rented sector, some are low due to a third of the stock being built pre-1945¹. Certain stock types are more expensive to maintain although a number of initiatives have been carried out to improve the SAP ratings of properties with 80% meeting level C by 2021 and 100% by 2025.

Stock condition surveys are carried out every five years on a rolling programme and form the basis of a revised 60 year investment plan and capital programme. Previous capital programme for housing has been driven almost exclusively by the maintenance requirements of the stock rather than the strategic requirements and council housing priorities of the Council. Recent work on the 2018/19 programme and the emerging capital ambition attempts to mirror the four key 'goals' of the housing service HRA strategy.

Currently our work on **Maintaining and improving condition of existing housing** is based on all homes meeting the Norwich Standard. This developed from the Decent Homes Standard driven by the UK Government's Housing Green Paper – 'Quality and Choice: A Decent Home for All'. The standard was first published in England in April 2002. The Decent Homes Standard incorporates four main criteria:

- the statutory minimum fitness standard for housing
- repair
- modern facilities and services
- thermal comfort

Any property that does not meet all four criteria is deemed to have failed the standard.

The Council has adopted the Norwich standard which requires that over and above the decent homes standard Norwich Council homes will have

- Kitchens no more than 20 years old.
- Bathrooms no older than 30 years
- Heating boilers no older than 15 years.
- 100% with composite doors and electrical rewiring.

Future challenges.

Our performance indicator reports that 98% of our homes meet the Norwich Standard where tenants have agreed to the work taking place.

Some tenants do not want the upgrades for a variety of reasons such as not wanting the upheaval, wanting to keep the existing facilities or they have already upgraded their home for themselves. This means that there are 3,629 elements that do not meet the Norwich Standard across 2,699 homes. These completions are programmed to be completed to ensure all properties are meeting the Norwich standard and continue to do so and where tenancies change the opportunity is taken to undertake this work.

With climate change and an increasing concern about fuel poverty affecting households in Norwich, the Council's capital programme will need to take into account the fuel efficiency of our properties. The Government's recent green paper a new deal for social housing (2018), in addition to reviewing the decent homes standard proposes to make it a requirement that all social housing needs to have an efficiency rating of C or above. Although the stock is generally in good order it will be necessary to align our investment programmes with this requirement.

More generally, our future capital and revenue spending programme will need to be mindful of the wider aspects of the older and poorly performing stock to inform a strategy to dispose or upgrade to ensure all stock is fit for the future. Options may be to remodel existing dwellings, dispose of poor performing dwellings and/or redevelop some properties to extend lifespan or improve the suitability and/or condition of the housing supply.

Following the Grenfell tragedy safety issues, particularly in relation to tower blocks, are also taking on increased prominence. The Hackett review (2018) placed increased expectations and responsibilities on safety in high rises. Indeed, the Council has completed fire safety works totalling in excess of £2million to ensure any fire is prevented but in the unlikely event is contained within the compartments of the dwelling as designed. Whilst the focus has been on high rise blocks, there are also implications for management of the low and medium rise blocks.

In addition, a recent review of costs within the HRA business plan highlighted some very significant costs emerging for the repair and maintenance of flats and the eight tower blocks. Built

in the sixties with a 60-year lifespan this is leading to significant capital costs being projected over the next 10 years in order to extend their lifespan and to increase the fuel efficiency.

Current work to renew the lateral and rising power supplies to the two tower blocks will cost in the region of £3million and as much as £60million over the next ten years may be required to bring the 8 high rise blocks up to an acceptable standard. The 30 year investment plan outlines some options which will be pursued along with engaging more effectively with current and potential/future leaseholders (pre-RTB) to inform potential and existing leaseholders of the future costs associated with leasing a freehold held by the council.

In addition to these works a review of our existing sheltered housing is in progress which proposes some key investment to ensure housing for supported 'independent living' is suitable and appropriate to meet the needs of older more vulnerable people into the future. However, it is also recognised that there are some/many tenants in the general needs stock who require support to live independently and to help them retain their tenancies.

Future actions to meet these challenges. We will continue to develop our capital programme around our 4 key goals but in relation to stock condition and suitability we will:

- Determine future investment by developing a maintenance and improvement strategy based on the stock condition and a full understanding of the full property and management costs and utility of our stock in line with the Councils strategic objectives and future housing need.
- Commission a review of our tower blocks to include an options appraisal of all blocks to ensure we make the best use of our future financial resources reduce our liabilities and repair obligations.
- Develop a strategy to drive down fuel costs for our tenants and increase fuel efficiency of our stock.
- Better understand our sheltered housing provision.
- Develop a tenure neutral approach to enabling independent living bringing together Disabled facilities grants and council adaptations teams and finance with existing support services.
- Increase the control, influence and value for money of our contractors and providers seeking to increase the amount spent in the local economy.

GOAL 3 Improving the use and management of our existing homes

This section deals with how we allocate our properties and manage the tenancies.

Homelessness and its prevention are addressed in the Council's homelessness strategy.

Norwich has some aspects of housing that are distinctive such as the relative popularity of living in tower blocks for existing tenants but less enthusiasm among applicants. Only a third of our homes are families with children. Notably, of the 14,729 properties that the council own and manage over half are flats.

An increasing number of our new and existing tenants and applicants have needs other than requiring a home and some have very challenging needs ranging from physical disability to mental health issues. Poverty, deprivation and chronic illness also provide a backdrop to the work we do which means that the Council is not and cannot be 'just a landlord'. However this comes at a cost following the reductions to supporting people funding.

More specifically, as outlined earlier applicants in need of housing are placed into one of the following five bands according to the level of housing need:

- Emergency Band
- Gold Band
- Silver Band
- Bronze Band
- Low Need Band

The criterion for each band is shown below:

Emergency Band:

- Applicants threatened with serious and immediate violence
- Applicants accepted as unintentionally homeless and in priority need
- Applicants with very urgent and serious medical needs
- Applicants where a emergency prohibition order has been served on their current property
- Applicants requiring urgent hospital discharge where their current property is totally unsuitable for their needs
- Applicants with a combination of high needs
- Other very extreme circumstances

Gold Band:

- Applicants threatened with Homelessness, within 12 weeks, through no fault of their own, who have been assessed by a housing adviser as likely to be in priority need.
- Applicants with high medical needs
- Applicants with high welfare needs

- Applicants where a prohibition order or demolition order has been served on their current property
- Overcrowding - applicants lack two or more bedrooms
- Existing Home Option tenants under occupying by two or more bedrooms and prepared to move in to significantly smaller accommodation, or occupying an adapted property that they no longer require.
- Applicants in supported housing/hostels who participate in the hostel move on agreement and are assessed as needing to move on.
- Significant evidence of harassment or violence where a change of accommodation could be reasonably expected to alleviate the problem.
- Applicants with a combination of medium needs

Silver Band:

- Applicants with significant medical needs as determined by the particular council
- Applicants with medium welfare needs as determined by the particular council
- Applicants who are homeless or threatened with homelessness who are assessed by the particular scheme council as not to be in priority need
- A hazard awareness notice has been served by the Private Sector Housing Team, of the particular scheme council, on the applicant's current property. In relation to a category 1 or 2 hazard at the applicant's home where the remedies needed to reduce the hazard will require the property to be vacated for a significant period of time; or the cost of the remedies are beyond the means of the applicant; or the remedies will make the property unsuitable for occupation by the applicant
- Existing Home Option tenants who are under occupying by 1 bedroom and are willing to move to smaller accommodation.
- Applicants lacking one bedroom.
- Applicants with child(ren) aged 10 or under, living in a maisonette or a flat without a garden on the same level as the property.

Bronze Band:

- Applicants with one of the assessed needs as detailed in emergency, gold or silver band but who do not have a local connection to the particular scheme council area
- Applicants who, following a homelessness application, have been deemed by the particular scheme council to be in priority need but are intentionally homeless.
- Applicants with one of the assessed needs as detailed in emergency, gold or silver band but who have been assessed for reduced preference.

Low Need Band:

- All other applicants

The applicants who are assessed in emergency, gold and silver bands can be quickly accommodated. Those assessed as being in low need or bronze banded can wait for many years and still not be accommodated. Sometimes this is due to applicants wanting a property in a

specific location and one of the consequences of the current allocations policy is that time spent on the waiting list does not increase the chance of obtaining accommodation.

- Transfers between council properties are mostly due to growing families upsizing to larger accommodation.
- New build properties while meeting housing need initially are most at risk of being subject to right to buy.
- Data shows a low prevalence of families with children being accommodated in council stock. The private rented sector has grown in terms of accommodating families who cannot afford to buy their own homes and who do not qualify or cannot access Council housing. It does raise the question of whether Council housing is currently meeting broader housing need rather than acute housing need by not being able to accommodate or providing homes for enough families.
- Out of 4018 Home Options applicants, 1589 are from families with children.
- Out of a council stock of 14,729 properties, 11,196 are two bed or greater and could accommodate a family with children. Of these 11,527 properties, 4,867 are flats.

Our Future Challenges

Overall demand for housing services or at least support required to sustain and retain a tenancy is increasing. Conversely, there is a drive to increase efficiency in providing that service as increasing levels of funding are needed to pay for repairs, the maintenance of existing stock and importantly to build new homes.

Overall housing need was highlighted earlier in this document showing that as families grow and develop the demand on housing increases. At the same time there are many families which have grown up in council properties and as children leave home are now as defined by housing legislation would be seen to be under occupying their homes.

There are some other observations which will need to be considered to re-define our allocations policies more in keeping with the need to address and meet housing need into the future.

- Families don't 'aspire' to live in flats preferring to express their housing needs as needing a house with a garden and consequently demand for flats from families is low. Demand for houses is therefore extremely high. The council reinforces the view that flats are not suitable accommodation for families through its Home Options policy, awarding gold band for families in 2nd floor or above with no lift and silver band for applicants in flats with no garden on the same level.
- Although popular with *existing* tenants tower blocks are increasingly more difficult to let.
- Time spent on the waiting list does not increase the chance of obtaining accommodation.

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- Many of our tenants are becoming increasingly reliant on advice and support to sustain a tenancy because of financial challenges, mental health needs or sometimes both at a time when other statutory and voluntary provision is being withdrawn.
- Sheltered housing tenants pay an additional charge for some limited support now paid for by the council based on individual support plans but many are not in any greater need than many tenants living in general needs stock.
- A policy based primarily on absolute need will continue to create communities with widening inequalities in health, wealth and opportunities rather than more mixed self-sustaining communities.

These issues highlight some key questions.

- What do we want our allocations policy to achieve?
- How can we tackle stigma, encourage independence and 'pride' at the beginning and through the life of the tenancy?
- Although sensitive letting can create some 'mix' and cohesion in certain areas can the allocations policy do more in creating mixed communities?
- What can we do to reduce demand or at least focus it on applicants whose needs we can meet with our current and future housing supply.
- How can we reconfigure the stock to meet need including making tower blocks more 'attractive' and re balancing the supply of flats with houses.

From a tenancy management perspective, we know the overwhelming majority of demand on the service relates to a minority of tenants requiring help and support to manage their tenancies and rent accounts. UEA research commissioned by the council highlighted the risk factors that can help allocate resources in anticipation of early problems and issues and how greater use of data can identify where resources should be targeted.

We also know that although our void turnaround rate is among the top in the UK, one in three new tenants is dissatisfied with their new home at the start of the tenancy.

Our core function in terms of rent is to make sure people can and do pay. Rent should not be seen as an optional payment but a building block for living independent, active lives.

Future actions to address the challenges we will:

- Build on the undoubted pride people feel about Norwich Council housing, its history and traditions or encourage it where it may be lacking. We can do this by making sure Council homes are a positive housing choice not housing as last resort.

- Value the principle that the landlord role should respect a tenant's right to quiet enjoyment, fulfil our obligations as a landlord, champion tenants' rights and involvement and play our part in ensuring people can live in peace with their neighbours, live safely in well cared for neighbourhoods.
- We will maximise the ability of tenants to do business with us digitally where desirable and necessary but be mindful that not everyone can.
- We will continue to provide timely money advice to people to maximise income and minimise cost to families who may be struggling to make ends meet.
- Our properties will be well maintained throughout the life of the tenancy but will be of a **Norwich standard** at letting.
- Seek to ensure support is available where it is needed and avoid a one size fits all approach.
- Target our support and interventions with the aim of helping everyone enjoy a healthy tenancy.

As a guiding principle we will make sure all tenants get value for money by securing the best value on the things that we do including the management of our properties. A key indicator of success will be to maximise the productivity of the housing management service by decreasing the management cost per property year on year whilst maintaining high levels of service performance.

We will:

- Develop our 'specialist support' function to help support and encourage independent living and sustainable tenancies. Develop specialist support as a continuum of our management approach so that information advice and support follows people not properties.
- Invest in technology to provide a comprehensive digital service for self serve and officer efficiency and effectiveness
- Develop a comprehensive range of tenant involvement techniques that seeks to engage all tenants in the management and shaping of the services available Develop and adopt a Norwich Standard property at the time of letting
- Review our allocations policy to broaden the appeal of Council Housing and help families get started.
- Allocate resources to incentivise downsizing where tenants under occupy properties.
- Apply our disabled adaptations funding to help improve independent living outcomes.

- Upgrade our lettings offer by maximising information and improving presentation and developing a range of other options that are available.
- Move way from an enforcement driven tenancy management model and *adopt a new approach to tenancy management* based on a 'healthy tenancy' outcome and driven by an agreed model of support and self-management.

Goal 4 - Improving our neighbourhoods

The housing service sits within the neighbourhood directorate and, in addition to the HRA expenditure on local open and communal amenities, also invests in wider projects which benefit the whole neighbourhood. Indeed, in the 2019-20 financial year a £1million budget was set (an increase of 300%) to target areas in need of enhancement. This is in addition to our ongoing programmes to improve community safety and deter crime.

Irrespective of this, the council's neighbourhood model of service delivery provides opportunities for the council to make best use of all of its resources including, integrating services where appropriate, and targeting need and delivery being as cost effective as possible.

The model also provides an opportunity to more effectively deliver against the current neighbourhood strategy objectives. These are that a successful, sustainable **Norwich Standard** neighbourhood will be:

- clean and well cared for by the community and the council
- feel safe to live in and move around
- contain community facilities and activities that cater for the needs of its community; whether young, old or with special or particular needs and interests
- have local people who take responsibility for their own lives and those of their family
- Have lively challenging community organisations that champion the needs of the people and the neighbourhood and who work to meet those needs independently.

The directorate uses the following principles to shape and inform delivery:

- Developing integrated functions across the services for ASB and public space management
- A move to self-serve and encouraging residents to be more responsible and self sufficient
- Allocating resources according to need, demand and risk
- Having specialist teams supporting front line roles
- Taking a case work approach
- Reducing bureaucracy, duplication and hand offs between teams
- Getting it right first time
- Being visible within the community
- Managing expectations
- Establishing structures within cost parameters
- Having the right people with the right skills aptitudes and competencies

- Delivering the council's neighbourhood strategy

Our neighbourhoods are overall relatively clean and well cared for though there exists some problematical locations. We continue to look at ways to improve them to ensure we meet our obligations and the standards we set – albeit within the resources available to us.

The directorate has set a robust performance framework to drive improvements and residents satisfaction.

The HRA will continue to contribute to this joint work and work across other priorities. In particular we need to ensure that HRA spending power does not only deliver first class services but that the Norwich £ can add value to the local economy. As our services are brought back to the City council we will:

- Continue to make sure our neighbourhoods are clean, safe and active developing a **Norwich standard** for our neighbourhoods.
- make sure our community assets like shops, communal areas and green spaces are seen as contributing to the neighbourhood and valued by local people
- Work to make our procurement processes maximise the benefit to the local economy and increase local employment and business opportunities.
- increase the number of apprentices and employees drawn from our neighbourhood and estates

Resourcing the strategy

We have assessed the resources we expect to be available to all partners in order to deliver our strategy over the next 30-60 years. These include:

- Capital expenditure for improving housing standards and subsidising the delivery of new affordable homes.
- Maximising use and spend of retained right to buy receipts
- Funding available to enable people to move to more appropriate accommodation making best use of existing homes.
- Value of developer contribution towards the delivery of new affordable homes through land, housing units and commuted sums.
- Homes for England subsidy for delivery of new affordable homes.
- Land supply for new affordable housing delivery in terms of the expected number of units from public land holdings, developer contributions and private sector empty homes.

- Revenue funding from key partner agency budgets, Government grants and incentives and Supporting People funding.
- Staffing capacity dedicated to strategic housing employed within local authorities, contracted agencies e.g. home improvement and housing advice agencies and partners eg housing associations.

Conclusions

To deliver our objectives means that we will be and need to be a housing provider and housing authority that is recognised as a financially resilient, high performing service with high levels of citizen engagement and satisfaction and seen by members, staff and partners as a great service to work with and for.

Set within the wider corporate work we will spell out the improvements in the way we work and the things we achieve each year. Our proposed actions will be detailed in an corporate plans, an annual action plan and individual service plans.

Working as part of one council and furthering the values of the council we can make sure we can deliver on the things we set out to achieve our stated goals to develop answers to the questions and solutions to the problems.

- **Meet Housing need and delivering new homes.**
- **Maintain and improve the condition of existing housing**
- **Improve the use and management of our existing housing stock**
- **Improve our neighbourhoods.**

In turn to achieve our ambition “to provide good quality, well maintained affordable homes to meet local housing needs within a safe, clean and well cared for neighbourhood’

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

Report to	Cabinet	Item
	13 November 2019	
Report of	Director of regeneration and development	6
Subject	Regulation 10A review of Norwich's Development Management Policies and Site Allocations plans	

Purpose

To consider the Regulation 10A review of policies in the Development Management Policies and the Site Allocations and Site Specific Policies plans.

Recommendation

To endorse the Regulation 10A review of local plan policies, and to agree the proposal to commence review of the Development Management Policies plan following the Regulation 19 stage of the Greater Norwich Local Plan, likely to be in Spring 2021, subject to further consideration as part of the 2021/22 budget process.

Corporate and service priorities

The report helps to meet the corporate priority great neighbourhoods, housing and environment, inclusive economy and people living well.

Financial implications

Review of the Development Management Policies plan will have financial implications for the council although this is anticipated as all plans require periodic review. The budget implications will need to be considered as part of next year's budget review.

Ward/s: All Wards

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

Judith Davison, Planning policy team leader 01603 212529

Charlotte Hounsell, Planner policy 01603 212629

Background documents

None

Report

Introduction

1. The purpose of this report is to review Norwich's Development Management Policies Plan ([DM policies plan](#)) and Site Allocations and Specific Policies plan ([Site allocations plan](#)) in accordance with Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2017, to conclude whether a review is necessary and, if so, what form it should take. The review needs to be completed by 30 November 2019.
2. The 2017 regulations introduce a statutory requirement, under Regulation 10A, that from 6 April 2018 local planning authorities must review their local plan within five years of the date of adoption. The purpose is to ensure that local plans are kept up to date and are responding to changing local needs and circumstances. The regulations state that, where an authority reviews a document but decides not to update it, they must publish their reasons.
3. This new requirement is reflected in the National Planning Policy Framework (2019) at paragraph 33 which states that "Policies in local plans and spatial development strategies should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary."
4. Guidance about reviewing policies is contained within [Planning Practice Guidance](#) (PPG) which was updated in March 2019. This provides more detail on what such a review should address, including for example changing local circumstances such as when the local housing need figure has changed significantly, success of policies against local plan indicators as set out in the Annual Monitoring Report (AMR), planning appeals performance, where there are relevant changes in national policy, and whether any new social, environmental or economic priorities may have arisen (PPG paragraph 065). If, after assessing its Local Plan policies, a local planning authority needs to amend one or more policies, it should update its Local Development Scheme to set out the timetable for when these amendments will be consulted upon and examined. PPG paragraph 070 clarifies that local planning authorities will not necessarily need to revise their entire plan and may publish a list of policies they will update and those they do not consider need updating.
5. The Planning Advisory Service (PAS) has very recently published more detailed guidance ([Local Plan Route Mapper](#), October 2019) to assist with the review process and with the development of local plans generally. This stresses that there is no definitive way for undertaking a review of local plan policies but that it provides a useful starting point. The guidance notes that the outcome of a review could potentially range from small-scale partial update of specific policies through to a full update of a local plan. It stresses that local planning authorities have significant discretion to determine the most appropriate way forward for their local plan review.

Norwich's local planning documents

6. The development plan for Norwich comprises the following documents:
 - Joint Core Strategy for Broadland, Norwich and South Norfolk (the JCS) adopted in March 2011, amendments adopted January 2014;
 - Norwich Site Allocations and Site Specific Policies Local Plan (the Site allocations plan) adopted December 2014; and
 - Norwich Development Management Policies Local Plan (the DM policies plan) adopted December 2014.
7. The policies in the JCS are currently being reviewed as part of the development of the Greater Norwich Local Plan (GNLP) by the three Greater Norwich authorities and Norfolk County Council, and will be superseded by the GNLP upon its adoption, likely to be in 2022. The GNLP also includes site allocations across the three districts and again it will supersede the site allocations plans for Broadland, Norwich and South Norfolk upon its adoption.
8. The exercise to undertake a Regulation 10A review therefore applies to both the DM Policies and Site allocations plans but not to the JCS as the latter is currently being reviewed through preparation of the GNLP. As both local plan documents were adopted on 1st December 2014 the review needs to be completed before the end of November 2019. There is currently no need to update the current Statement of Community Involvement as this was adopted in November 2016 and therefore does not need review until 2021.
9. This report is being considered by Sustainable Development Panel at its meeting on 13 November 2019. Any comments will be verbally reported to the Cabinet meeting later that day. This will enable a decision on the outcome of the review and the recommended way forward to be made in advance of the deadline of 30 November 2019.

Review process and scope

10. The approach taken by the council in reviewing its local plan policies reflects the PPG and the PAS guidance.
 - a. A number of local plan review factors have been considered to ensure that the plans are still on target to meet their objectives and the strategic policy approach is still appropriate. These factors are considered at paragraphs 13-19 below. (As the DM policies plan does not set a housing target for Norwich, this review does not include assessment of change in local housing need numbers, whether the council has a 5 year supply of housing land, and whether it is meeting its housing delivery targets including for affordable housing. Housing targets for Norwich and Greater Norwich as a whole are set out in the Joint Core Strategy and in the future will be included in the GNLP. The 5 year supply of housing and the housing delivery target are calculated jointly for Greater Norwich as a whole.);

- b. In addition, individual policies have been assessed against the revised NPPF, having regard to relevant evidence including the Annual Monitoring Report and planning appeal decisions and changing local circumstances. It should be noted that not all policies age at the same rate; some will remain valid for many years whereas others may be more susceptible to changing circumstances and therefore may require review at an earlier stage. The reviews for the respective local plans (the DM policies plan and Site allocations plan) are set out at appendix 1 and 2, and discussed below at paragraphs 20-26.
11. The PPG expects local planning authorities to have due regard to the Duty to Cooperate when undertaking a review of policies. Several policies have cross boundary implications including policies DM26 (Development at the University of East Anglia) and DM27 (Norwich Airport). The guidance notes that often the most significant cross boundary issues relate to housing numbers but this is not the case for Norwich's local plans as the housing target is set by the higher tier plan (the JCS and the emerging GNLP). It should also be noted that extensive joint working is underway between all Norfolk local authorities through the Norfolk Strategic Planning Framework (NSPF) on a wide range of issues including housing, green infrastructure, health, climate change, the economy, and telecommunications. Consideration of the NSPF has been included in the review of the DM policies plan and site allocations plan.
12. PAS guidance states that if assessment of the above issues suggests that a different strategy or strategic policy approach is necessary then an update to the plan is likely to be necessary. The scope of the update will depend on the extent to which the vision and objectives and spatial strategy are still 'fit for purpose'.

Wider local plan review factors

13. There is some overlap between wider policy issues and how these are reflected in individual local plan policies. The extent to which the plan policies still reflect current national policy requirements is addressed in the section on the DM Policies plan in paragraphs 20-22 below and at Appendix 1.
14. Monitoring information has been used to assess whether plan policies are on target to deliver plan objectives such as employment / office floorspace targets. For example, the Annual Monitoring Report for 2017-18 notes a significant loss of employment floorspace over the year which seems to be closely related to permitted development rights allowing for changes of use from office to residential without the need for planning permission. However, the council is considering options for resisting the loss of office floorspace which is likely to involve commissioning specialist evidence and may result in imposition of an Article 4 Direction, to resist further loss of such floorspace and to support the promotion of offices in the city centre.

15. There have been some challenges to local economic conditions since adoption of both plans but no compelling evidence to date that this will undermine delivery of the plans. For example:
- a. A major local employer (Britvic / Unilever) is relocating from its long established site in the city centre, currently designated as an employment area in the Local Plan policies map. It is anticipated that the site will be allocated in the emerging Greater Norwich Local Plan (Regulation 18 plan) for residential-led mixed use development to be informed by a masterplan for the east Norwich sites, including the Deal Ground and Utilities sites, to guide its redevelopment and ensure comprehensive regeneration of this new gateway quarter.
 - b. The Employment Town Centres and Retail Study 2017 (ETCRS), which is part of the evidence base of the GNLP, identifies a positive picture for the potential future of office based employment in the city centre, despite significant losses to office floorspace since 2008. The ETCRS identifies the Norwich urban area's role as principal focus and driver of the Greater Norwich economy. It acknowledges that Norwich city centre's employment offer is changing and identifies an increasing 're-urbanisation' of business activity, driven by wider business trends and small business creation within the creative and media sector in particular, back to locations which offer a broader range of services to employees including the city centre.
 - c. The AMR (2017-18) found that 5000 new jobs were created in Greater Norwich in that year, meeting the JCS target, 2000 of which were in Norwich.
 - d. The 2018 Retail Monitor presented a fairly positive picture given the prevailing economic climate, with only a small increase in vacant available retail floorspace and a reduction in the percentage of vacant units. The 2019 Retail Monitor is in preparation and should be presented to next Sustainable Development Panel. It is likely to reflect wider challenges to the retail market from the continuing growth in online shopping and from Brexit uncertainty.
 - e. Recent challenging economic circumstances have affected the viability of some housing development, with particular impact on delivery of affordable housing. The JCS (and emerging GNLP) sets the target for affordable housing delivery however the city council has recently adopted a supplementary planning document for affordable housing (July 2019) which provides guidance on viability assessment and other measures to promote delivery of affordable housing in Norwich to meet identified needs.
16. Although delivery of some site allocations has been affected by wider economic circumstances, a number of key allocations have been developed, are currently being developed or are subject to planning consent, as shown at Appendix 2. Several local plan allocations have been developed for purpose built student accommodation (PBSA), including the former Mecca Bingo Site on All Saints Green which was allocated for

employment uses, and St Stephen's Towers which was allocated for comprehensive mixed use development. In response to the increase in applications for PBSA the council has produced a 'Purpose built student accommodation: Evidence and best practice advice note' to guide applicants and decision-makers with the purpose of encouraging good quality and appropriate student accommodation in the city. PBSA now can be counted as part of housing delivery. The NPPF identifies students as a group whose housing needs should be addressed. The higher education institutions also have an important role to play in delivering a creative city as part of the Norwich 2040 City Vision. Norwich's site allocations will be superseded by the GNLP as noted above.

17. There have been no significant changes to the local environmental or heritage context which have implications for the local plan approach or policies. For example there have been no recent changes to conservation areas, or changes to local nature conservation designations such as County Wildlife Sites or Sites of Special Scientific Interest, or to the city centre Air Quality Management Area. Also, a revised Greater Norwich Strategic Flood Risk Assessment (2017) has updated the flood zone boundaries, which means that the local plan policies map is out of date in this respect, however the updated boundaries are available on the council's website and are being used to inform planning decision-making.
18. The 2019 NPPF continues the previous NPPF's focus on mitigating and adapting to climate change. The need to respond effectively to climate change will be fundamental to any review of the local plan and will impact on many policy areas in the Development Management Policies plan as well as in the emerging GNLP and the NSPF. The 2019 NPPF requires that development should wherever possible help to improve local environmental conditions such as air quality, which is reflected in provisions within the Environment Bill. There may be a range of policy implications arising from the Environment Bill which should be considered when it passes into law, as is noted below and in the assessment of many local plan policies at Appendix 1.
19. Finally, the emerging Greater Norwich Local Plan (which will include site allocations as noted above) may have a material impact on the planning context for the DM Policies plan. Therefore any future review of the latter plan should be informed by the GNLP once there is some clarity about its policy content.

Review assessment – Development Management Policies Plan

20. The table at Appendix 1 assesses the plan's policies on an individual basis. Policies have been assessed using a 'traffic light' approach:

- Green Policy is still currently fit for DM purposes and no changes are required.
- Orange Policy is still currently fit for DM purposes but issues may have been identified, the policy may need minor alteration, or further evidence may be required. Further

review in due course is desirable.

- Red The policy is not fit for DM purposes and requires urgent review.

21. The review at Appendix 1 finds that 18 DM policies are still ‘fit for purpose’ in the sense that they meet the content requirements of the NPPF and are being successfully implemented, and are considered overall to reflect current national planning policy requirements. However a significant number of policies would benefit from minor updates or clarifications to make them easier to use (for example policy DM5 ‘Planning effectively for flood resilience’ would benefit from additional guidance relating to sustainable drainage measures) and some require new evidence to make them effective (for example policy DM19 ‘Encouraging and promoting major office growth’ may require gathering of new evidence to support an Article 4 Direction aimed at protecting against the loss of office space). The review finds that it would be desirable to review 15 DM policies, albeit that these policies are still considered ‘fit for purpose’ for decision making until such time that a review takes place. In addition there may be policy implications arising from emerging legislation such as the Environment Bill which are likely to impact on a number of policies which consider, for example air quality, biodiversity etc. as noted above. However, it will take some time for the full provisions of the Bill to be brought forward in legislation.

22. Although, based on the assessment at Appendix 1, there is considered to be no immediate case for an urgent full or partial review of the DM policies plan, there is a case for commencing a full review of the plan within the next couple of years given the issues noted above. It would make sense for the review to commence when there is some clarity about the content of the GNLP given that the higher tier plan will provide the strategic planning context for the lower tier plan. The draft Regulation 18 GNLP is due to be consulted upon in early 2020; following that the revised Regulation 19 draft will be consulted upon, prior to being submitted to the Secretary of State for public examination. A good opportunity to commence the review of the DM policies plan would be following the Regulation 19 consultation of the GNLP but before the start of the public examination. This stage is likely to be reached in Spring 2021.

Review assessment – Site Allocations and Site Specific Policies Plan

23. The Site Allocations plan will be superseded by the GNLP upon its adoption. The assessment of allocations in the current plan is set out at Appendix 2 and is based on whether sites are still available for development (a number have been developed already, as would be expected) and on whether there is any evidence to suggest that the sites cannot be delivered in the plan period. This is supplemented by information about planning consents and delivery on individual sites as relevant.

24. The table at Appendix 2 also assesses the site specific allocations using a ‘traffic light’ approach:

- Green There is no current evidence to suggest that the site is not deliverable within the plan period. No changes required.
- Orange As part of any future update of the Site Allocations Plan, the site would not be included as the allocation has either come forward in full or is assumed to come forward in full in accordance with granted permissions within the plan period.
- Red There is evidence that the site would not come forward in full within the plan period.

25. The review at Appendix 2 finds that 57 of the site specific policies in the Site Allocations plan are still relevant and require no change as there is no current evidence to suggest that these allocations cannot be delivered within the plan period. 15 of the site specific policies are no longer considered to be relevant as either the allocations have come forward in full or it is assumed that they will come forward full as a result of the granting of planning permission/commencement of works. One site specific policy CC27: St Stephens Street is no longer considered to be relevant. CC27 was allocated for a comprehensive mixed use development including primary retail development at ground floor and office and residential uses on upper floors. However, a significant part of the site has been brought forward as student accommodation leaving parcels of disjointed allocated land. As such it is considered that the allocation cannot come forward in full as originally intended and therefore policy CC27 is no longer considered relevant and should be given reduced weight.

26. However, notwithstanding the above, the site allocations plan is also being reviewed in detail as part of the GNLP which, once adopted, will supersede the Norwich City Council site allocations plan. Therefore, it will not be necessary for the Council to undertake a separate full review of this plan.

Conclusions and recommendation

27. In summary, there is no immediate case for commencing full or partial review of the DM Policies plan for the reasons set out in this report and at Appendix 1. The recommendation is that Members endorse the Regulation 10A review of local plan policy in this report, and agree that a full review of the plan should commence following the Regulation 19 consultation of the GNLP but before the start of the public examination. This stage is likely to be reached in Spring 2021.

28. There is no need for the city council to review the Site allocations plan as this is currently being reviewed through the preparation of the GNLP.

29. It should be noted that this Regulation 10A review has outlined some areas for future policy review but is not an exhaustive list of changes. The local plan review (recommended in paragraph 27) will be based upon information available at the time of that review and may therefore make different conclusions to those of the Regulation 10A review.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Cabinet
Committee date:	13 November 2019
Director / Head of service	Graham Nelson
Report subject:	Consideration of Regulation 10A review of policies in the Development Management Policies and the Site Allocations and Site Specific Policies plans
Date assessed:	01 November 2019

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Review of the DM Policies plan will have financial implications for the council although this is anticipated as all plans require periodic review. The budget implications will need to be considered as part of next year's budget review.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment	
Positive	
Negative	
Neutral	
<p>The majority of the impacts of the initial review of the DM policies plan and site allocations plan are considered to be neutral. In most cases this is because there are no relevant impacts arising from this initial review. Relevant impacts are instead likely to arise as part of the full review of the DM policies plan which will be assessed at the time the review is undertaken.</p>	
Issues	

APPENDIX 1:
DM Policies Plan Review Table

Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
DM1 Achieving sustainable development	Policy DM1 is considered to be consistent with the provisions of the updated NPPF.	On the basis of the review of the other policies below, Policy DM1 is considered to still be relevant and central to the successful implementation of the other local plan policies.	DM1 is considered to be in line with national policy and there are no local circumstances that suggest the policy is not fit for purposes. No changes required to DM1.
DM2 Ensuring satisfactory living and working conditions	DM2 seeks to achieve the strategic aim of the NPPF to ensure that development provides for satisfactory living conditions for both existing and future occupiers. Therefore Policy DM2 is considered to be consistent with the provisions of the updated NPPF.	The Development Management team, who have been implementing this policy, consider it is still fit for purpose for decision making. Furthermore, the Council won 67% of appeals on decisions which were refused on the grounds of policy DM2 in the period September 2018-September 2019.	DM1 is considered to be in line with national policy and there are no local circumstances that suggest the policy is not fit for purposes. No changes required to DM2.
DM3 Delivering high quality design	New NPPF requirement to support opportunities for using airspace above existing buildings. DM3 does not currently refer to this but its content is considered sufficient to assess such applications. Policy DM3 could be updated to include specific reference to this. Publication of the National Design Guide 2019 and updated Planning Practice Guidance: DM3	The Council won 70% of appeal decisions which were refused on the grounds of policy DM3 in the period September 2018-September 2019 suggesting that the policy is fit for purpose for decision making. Some parts of DM3 are only applicable to major development types. The policy could be restructured to allow for more effective	Policy DM3 is considered to be fit for purpose at the present time however a future review is considered desirable.

APPENDIX 1:
DM Policies Plan Review Table

Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
	does not currently make reference to the use of the Guide and does not have a local design guide. There is the opportunity to produce a local design guide in future.	implementation. Various standards and guides are referred to within the policy which are no longer applicable or have been updated. DM3 could be updated to refer to the most up to date standards.	
DM4 Providing for renewable and low carbon energy	Policy DM4 seeks to achieve the aims of the NPPF to encourage renewable energy schemes and is therefore considered to be consistent with the provisions of the updated NPPF.	According to the latest AMR 2017-2018, no specific renewable energy/low carbon schemes were submitted to the City Council during that monitoring period. This policy is infrequently used, however the Development Management team (who are implementing this policy) considered it is still fit for purpose.	DM4 is considered to be in line with national policy and there are no local circumstances that suggest the policy is not fit for purposes. No changes required to DM4.
DM5 Planning effectively for flood resilience	New NPPF strengthens wording on locating development away from areas at risk of flooding and requires sustainable drainage measures for major development. DM5 is considered to be consistent with the provisions of the updated NPPF.	According to the latest AMR 2017-2018, there were no approvals of planning permission contrary to EA advice in relation to flooding. Observations by the Development Management team outline that the policy could provide more detailed advice on the type of assessment and measures required for different development types to provide clarity to developers. This could be included within the policy or as an SPD/guidance note.	Policy DM5 is considered to be fit for purpose at the present time however a future review is considered desirable.
DM6 Protecting and enhancing the natural environment	The publication of the Environment Bill in October 2019 includes mandating biodiversity net gain and the requirement to produce nature recovery strategies identifying where compensatory provision of biodiversity can be	As part of the latest informal review of the DMP 2017-2018, there was no reported loss of SSSI, CWS and CGS sites. The Development Management team, who have	DM6 is considered to be fit for purpose at the present time however a future

APPENDIX 1:
DM Policies Plan Review Table

Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
	delivered. It is not considered necessary to update DM6 in accordance with these proposals given that they are yet to be fully considered by Parliament and have not yet passed into law. However, DM6 will need to be kept under review when this situation changes.	been implementing this policy, consider that it is still fit for purpose for decision making.	review is considered desirable.
DM7 Trees and Development	The publication of the Environment Bill in October 2019 includes mandating biodiversity net gain and the requirement to produce nature recovery strategies identifying where compensatory provision of biodiversity can be delivered. It is not considered necessary to update DM7 in accordance with these proposals given that they are yet to be fully considered by Parliament and have not yet passed into law. However, DM7 will need to be kept under review when this situation changes.	<p>It has been observed that DM7 does not currently specify a method for calculating replacement biomass. Further clarity is required, however this could be provided in the form of an SPD/guidance note or review of the existing Landscape and Trees SPD.</p> <p>Policy DM7 refers to provision of new street trees. Highways responsibilities will transfer to the County Council at the end of the financial year as a result of the Highways Agency Agreement coming to an end. Policy DM7 may require a review to ensure the provision of street trees can be achieved in context of the administrative/management arrangements.</p>	DM7 is considered to be fit for purpose at the present time however a future review is considered desirable.
DM8 Planning effectively for open space and recreation	The publication of the Environment Bill in October 2019 includes mandating biodiversity net gain and the requirement to produce nature recovery strategies identifying where compensatory provision of biodiversity can be delivered. It is not considered necessary to update DM8 in accordance with these proposals given that they are yet to be fully considered by Parliament and have not yet passed into law. However, DM8 will need to be kept under review when this situation changes.	<p>As part of recent monitoring of DM policies in 2017-2018, it was reported that 5550m2 of open space was lost as a result of school expansions. However, the loss of this space was considered acceptable given that it was for necessary school expansion and included alternative recreational uses.</p> <p>Policy DM8 was produced on the basis of an Open Space Needs Assessment (OSNA) conducted in 2007. It is likely that the situation on the ground has change. A revised OSNA is currently underway and should be used to inform</p>	DM8 is considered to be fit for purpose at the present time however a future review is considered desirable.

APPENDIX 1:
DM Policies Plan Review Table

Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
DM9 Safeguarding Norwich's heritage	<p>Publication of the National Design Guide 2019 and updated Planning Practice Guidance. DM3 does not currently make reference to the use of the Guide and does not have a local design guide. There is the opportunity to produce a local design guide in future. The Council currently makes use of Conservation Area Appraisals in assessing applications.</p> <p>PPG has been updated requiring lists of non-designated heritage assets to be produced. DM9 refers to non-designated assets for consideration in planning applications. A non-designated heritage asset list may need to be drawn up in future, however this does not require alteration to DM9.</p> <p>Plans announced to require all authorities to produce a locally designated heritage asset list. Norwich City Council currently makes use of a local list produced by The Norwich Society.</p>	<p>any policy changes.</p> <p>As part of recent monitoring of DM policies in 2017-2018, no listed buildings were reported as demolished within the monitoring. 31 assets were included on the Heritage at Risk Register which represented a very slight increase from the year before.</p> <p>The Development Management team (who are implementing this policy) still consider this policy is fit for purpose for decision making. In addition, the Council won (or won in part) 60% of appeal decisions which were refused on the grounds of policy DM9 in the period September 2018-September 2019.</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM9.</p>
DM10 Supporting the delivery of communications infrastructure	<p>The policy seeks to encourage the sharing of facilities. Policy DM10 is considered to be consistent with the provisions of the updated NPPF.</p> <p>At the time of undertaking this review, MHCLG were undertaking a consultation on 'Proposed reforms to permitted development rights to support the deployment of 5G and extend mobile coverage'. Policy DM10 will need to be kept under review to reflect any anticipated</p>	<p>As part of recent monitoring of DM policies in 2017-2018, there was a reported decrease in the number of telecoms permissions allowed in conservation areas (or other protected areas) within the monitoring period.</p> <p>Policy DM10 is in line with the aims of the NSPF which has been undertaking work to aid improvements to existing network coverage and enable the roll out of 5G across Norfolk.</p>	<p>DM10 is considered to be fit for purpose at the present time however a future review is considered desirable.</p>

APPENDIX 1:
DM Policies Plan Review Table

Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
	changes in national policy and guidance, for example as a result of any changes to permitted development rights (as above) or any new legislation relating to telecommunications.		
DM11 Protecting against environmental hazards	The publication of the Environment Bill in October 2019 and includes changes in relation to air and water quality etc. It is not considered necessary to update DM11 in accordance with these proposals given that they are yet to be fully considered by Parliament and have not yet passed into law. However, DM11 will need to be kept under review when this situation changes.	<p>As part of recent monitoring of DM policies in 2017-2018, there was a reported reduction in NO2 emissions and either no change or slight increase in particulates (location dependent). This will continue to be monitored for the period 2018-2019.</p> <p>In the latest AMR of the JCS for the monitoring year 2017-2018, both Domestic, and Industry and Commerce CO2 emissions were reduced compared to the previous monitoring period. Emissions from Transport, however, saw a slight increase. This will continue to be monitored for the period 2018-2019.</p> <p>DM11 may require an update in relation to Health and Safety Executive Areas as a result of granted permissions.</p> <p>The Development Management team (who have been implementing this policy) considered it is still fit for purpose for decision making.</p>	DM11 is considered to be fit for purpose at the present time however a future review is considered desirable.
DM12 Ensuring well-planned housing development	The new NPPF includes significant information in relation to housing need and delivery. These matters are being considered in the preparation of the GNLP. Other changes relate to the need to consider housing in town centres. DM12 (along with DM20 and DM21)	In the latest AMR of the JCS for the monitoring year 2017-2018, it was reported that there was a decrease in housing delivery to 237 units from 445 units in the previous year. The housing delivery data from 2018 -2019 collected at the time of the above report showed that units	The policy is considered to be in line with national policy and there are no local circumstances or

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
	<p>already made provision for this. Therefore, policy DM12 is considered to be consistent with the provisions of the updated NPPF.</p> <p>The current consultation on updating Building Regulations referring to energy efficiency of homes may need to be reflected within DM12, however it is not clear whether these changes will formally be brought forward.</p>	<p>delivered had significantly increased to 1084 units suggesting that policies continue to contribute to housing delivery.</p> <p>The Development Management team (who are implementing this policy) consider that it is still fit for purpose for decision making.</p> <p>DM12 refers to a number of standards (such as Lifetime Homes standard) which are no longer relevant or have been superseded. As part of any future review DM12 could be updated to refer to any new standards.</p>	<p>evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM12.</p>
DM13 Communal development and multiple occupation	Policy DM13 is considered to be consistent with the provisions of the updated NPPF.	<p>The Council have recently taken a stronger stance in relation to large HMOs and have won 100% of appeals against applications for large HMOs in the period September 2018-October 2019. This suggests that policy DM13 is still fit for purpose for decision making.</p> <p>There has been a significant increase in Purpose Built Student Accommodation (PBSA) recently. The Council has produced a PBSA guidance note to support decision making alongside DM13.</p> <p>The Development Management team (who have been implementing this policy) consider it is still fit for purpose for decision making.</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM13.</p>
DM14 Meeting the needs of Gypsies, travellers and travelling showpeople	The updated version of the NPPF does not include any changes in relation to accommodation needs for Gypsy, traveller and showpeople. Therefore DM14 is considered to be consistent with the provisions of the updated NPPF.	The emerging Greater Norwich Local Plan will include a criteria based policy relating to development of gypsy and traveller sites, travelling showpeople sites and residential caravans, which will supersede DM14. The GNLP policy will be based on updated evidence:	The policy is considered to be in line with national policy and there are no local circumstances or

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		the Norfolk Caravans and Houseboats Needs Assessment (RRR Consultancy, 2017). Policy DM14 refers to the need for additional pitches in Norwich to be provided by end of March 2016. There is current planning consent for 13 units - development is expected to commence by the end of this year.	evidence that suggests the policy is not fit for DM purposes. No changes required to DM14.
DM15 Safeguarding the City's housing stock	The updated NPPF continues to place great emphasis on the ability of local authorities to meet the housing need for their area. Policy DM15 is considered to be consistent with the provisions of the updated NPPF to ensure that housing is not lost from the City unnecessarily. Therefore DM15 is considered to be consistent with the provisions of the updated NPPF.	As part of recent monitoring of DM policies in 2017-2018, the loss of two residential properties to other uses were reported. However, in one case this loss was to provide a Class C2 residential institution and in the other case the loss was the combining of two flats to create one dwelling. Therefore, the changes have occurred to uses which still provide some form of residential accommodation. Similarly, the 2017-2018 informal review of the DMP reported the construction of student accommodation on land partly allocated for housing (Site Allocation Policy CC27). However, this proposal has also brought forward some form of residential accommodation. The Development Management team (who have been implementing this policy) consider it is still fit for purpose for decision making.	The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for purpose. No changes required to DM15
DM16 Supporting the needs of business	The new NPPF and updated PPG include additional reference to understanding business needs and national economic trends, and recognising different locational requirements of different sectors.	As part of recent monitoring of DM policies in 2017-2018, it was identified has been a net loss of employment uses across the city, although this loss is reported as greater outside of defined employment areas. In discussion with the Development Management team (who have been	DM16 is considered to be fit for purpose at the present time however a future review is

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
	<p>The strategic vision for growth and the economic development for the Greater Norwich area are covered by the JCS, which is being reviewed as part of the preparation of the GNLP.</p> <p>Therefore DM16 is considered to be consistent with the provisions of the updated NPPF.</p>	<p>implementing this policy), it is considered that some of this loss is likely due to a proliferation of main town centre uses being permitted in employment areas. The Development Management team consider this policy is still currently fit for purpose for decision making, however it is suggested that further evidence may be required to investigate observed trends further.</p>	<p>considered desirable.</p>
<p>DM17 Supporting small business</p>	<p>The new NPPF and updated PPG include additional reference to understanding business needs and national economic trends, and recognising different locational requirements of different sectors.</p> <p>The policy includes reference to allowing other uses in employment areas where it can be demonstrated that there is no viable prospect of it continuing to be used for business purposes and therefore DM17 is considered to be consistent with the provisions of the updated NPPF.</p>	<p>As part of recent monitoring of DM policies in 2017-2018, it was reported that there was an increase in office space less than 1500m² and an increase in new small/medium business space in the city. These trends suggest that the policy is successfully promoting new small business spaces and is still fit for purpose for decision making.</p> <p>The Development Management team (who have been implementing this policy) have observed a proliferation of main town centre uses being permitted in employment areas. Therefore, it is suggested that further evidence may be required to investigate observed trends further.</p>	<p>DM17 is considered to be fit for purpose at the present time however a future review is considered desirable.</p>
<p>DM18 Promoting and supporting centres</p>	<p>The new NPPF increases the emphasis on encouraging housing within centres. DM18 does not specifically refer to this, however this is covered in the application of policy DM12, DM20 and DM21.</p> <p>Therefore policy DM18 is considered to be consistent with the provisions of the updated NPPF.</p>	<p>The results of the latest retail monitor report for 2018 outlined that whilst there were changes in the vacancy rates etc. within the city centre, Norwich is still considered to be a thriving destination centre that has a diverse offering.</p> <p>As part of recent monitoring of DM policies in 2017-2018, it was reported that a greater proportion of main town centre uses were permitted outside of defined centres compared to</p>	<p>DM18 is considered to be fit for purpose at the present time however a future review is considered desirable.</p>

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		<p>within these designated areas. However, this data does not specify what proportion of the development permitted outside of the defined centres was located in edge of centre locations.</p> <p>The Development Management team (who have been implementing this policy) have observed a proliferation of main town centre uses being permitted in employment areas. Therefore, it is suggested that further evidence may be required to investigate observed trends further.</p> <p>The Development Management team have also identified areas of the policy which would benefit from greater clarity on wording.</p>	
DM19 Encouraging and promoting major office growth	The new NPPF removes reference to the need for an impact assessment for office development outside of defined centres. DM19 will require an update to reflect this. The provisions of the updated NPPF are considered sufficient for decision making purposes until DM19 can be updated as above.	<p>As part of the latest AMR of the JCS 2017-2018, a net loss of office space of 40,205m² was reported for Norwich. In the period 2008-2018, there has been overall net reduction in office space of approx. 25.8%. Much of the lost office space is as a result of the ability to change B1 office into residential units under the prior approval process. The Council are considering the use of an Article 4 Direction in order to protect against the inappropriate loss of floorspace, which would not require alteration to policy DM19</p> <p>A Greater Norwich Employment Town centre & Retail Study: Strategy Advice 2017 was recently prepared as part of the evidence base for the GNLP. This provides updated evidence to that considered in the preparation of the DMP. Therefore DM19 may need to be reviewed in light</p>	DM19 is considered to be fit for purpose at the present time however a future review is considered desirable.

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		<p>of this evidence.</p> <p>The Office Priority Area needs review as it currently contains sites which have been brought forward for alternative uses than those envisaged in the Site Allocations plan.</p>	
DM20 Promoting and supporting city centre shopping	The new NPPF includes emphasis on the need for local authorities to respond to rapid changes in retail and leisure. DM20 should be read in conjunction with the associated Main Town Centre Uses and Retail Frontages SPD. This SPD provides guidance on thresholds for uses in these centres and encouraging beneficial supporting services. Therefore policy DM20 is considered to be consistent with the provisions of the updated NPPF.	<p>As part of recent monitoring of DM policies in 2017-2018, it was reported that none of the identified retail frontages/areas referred to in policy DM20 were operating with the proportion of retail frontage below the threshold outlined in the SPD. This indicates that the policy has been implemented successfully.</p> <p>The Greater Norwich Employment Town centre & Retail Study: Strategy Advice 2017 was prepared as part of the evidence base for the GNLP. Policy DM20 is considered to be consistent with this evidence.</p> <p>The Development Management team (who have been implementing this policy, consider it is still fit for purpose for decision making.</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM20.</p>
DM21 Protecting and supporting district and local shopping centres	The new NPPF includes emphasis on the need for local authorities to respond to rapid changes in retail and leisure. Policy DM21 is considered to be consistent with the provisions of the updated NPPF.	<p>The latest retail monitor report 2018 outlined that whilst there were changes in the vacancy rates and percentages of retail occupation, overall, the district and local centres continue to be perform their function and to offer an appropriate range of local services and facilities. This would suggest that the current policy is being implemented effectively.</p> <p>The Greater Norwich Employment Town centre & Retail Study: Strategy Advice 2017 was prepared</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p>

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		<p>as part of the evidence base for the GNLP. Policy DM21 is considered to be consistent with this evidence.</p> <p>The Development Management team (who have been implementing this policy, consider it is still fit for purpose for decision making.</p>	No changes required to DM21.
DM22 Planning for and safeguarding community facilities	Policy DM22 is considered to be consistent with the provisions of the updated NPPF.	<p>As part of recent monitoring of DM policies in 2017-2018, an increase in the amount of community facility and educational/training floorspace was reported compared with the previous years.</p> <p>Two protected community public houses (outlined in Appendix 5 of the DMP) were lost to other uses. As part of any future review, the list of protected pubs in Appendix 5 should be updated to accurately reflect changes on the ground.</p> <p>The Development Management team (who have been implementing this policy, consider it is still fit for purpose for decision making.</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM22.</p>
DM23 Supporting and managing the evening economy	The new NPPF includes reference to the 'agent of change' principle. Although there is no specific reference to this within DM23, the provisions of the updated NPPF are considered sufficient for decision making purposes in this respect and therefore no alteration to DM23 is required.	It has been observed that the boundary of the Late Night Activity Zone may need reviewing to reflect changes on the ground. The Development Management team (who are implementing this policy) consider policy DM24 is still fit for purpose for decision making at the current time. However, it is recommended that further evidence is required in relation to the above which may inform future policy changes.	DM23 is considered to be fit for purpose at the present time however a future review is considered desirable.
DM24 Managing the impacts of hot food	This policy is intended to be read in conjunction with other policies in the plan (E.g. DM2, DM20, DM21 etc.) DM24 (and related	The 2016/2017 AMR report outlined that more A5 hot food takeaway uses have been permitted within centres than outside of centres, suggesting	The policy is considered to be in line with

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
takeaways	policies) is considered to be consistent with the provisions of the updated NPPF.	that the location of these services is being directed to the most appropriate locations. In addition, the Development Management team (who have been implementing this policy) consider that the policy is still fit for purpose for decision making.	national policy and there are no local circumstances or evidence that suggests the policy is not fit for purpose. No changes required to DM24.
DM25 Retail warehousing	DM25 is considered to be consistent with the provisions of the updated NPPF.	As part of recent monitoring of DM policies in 2017-2018, there were no reported approvals or refusals of permission to relax restrictions relating to retail warehousing. The Development Management team (who have been implementing this policy) considered it still fit for purpose for decision making.	The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for purpose. No changes required to DM25.
DM26 Supporting development at the University of East Anglia (UEA)	DM26 is considered to be consistent with the provisions of the updated NPPF.	The University has produced the following documents since the adoption of the plan: <ul style="list-style-type: none"> • Travel Plan Strategy • Draft Development Framework Strategy The Development Management team (who have	The policy is considered to be in line with national policy and there are no local circumstances or evidence that

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		been implementing this policy) consider it still fit for purpose for decision making.	suggests the policy is not fit for purpose. No changes required to DM26.
DM27 Development at Norwich Airport	<p>The new NPPF emphasises the importance of general aviation airfields and provision/support of large scale infrastructure:</p> <ul style="list-style-type: none"> • Para 104 e): authorities should provide for any large scale transport facilities which need to be located in their area, including supporting their operation, expansion and contribution to the wider economy. • Para 104 f) importance of maintaining a national network of general aviation airfield and their need to adapt and change over time. <p>DM27 is considered to be consistent with the provisions of the updated NPPF.</p>	<p>The latest version of the Airport Masterplan was endorsed by the City Council in October 2019 and will provide guidance for development in accordance with policy DM27.</p> <p>The Development Management team (who are implementing this policy) considered that the policy is still fit for purpose for decision making, however, it is acknowledged that as part of any future review the text of DM27 will need to be updated to refer to the new Masterplan and the airport operational boundary will need to be adjusted as necessary.</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM27.</p>
DM28 Encouraging sustainable travel	<p>The new NPPF includes reference to the need to consider strategic transport issues and ensuring allocated sites promote sustainable transport modes. Both of these strategic matters will be covered by the GNLP.</p> <p>DM28 is considered to be consistent with the provisions of the updated NPPF.</p>	<p>This policy is considered to be in line with the aims of the NSPF to ensure appropriate transportation is available for residents, although it is acknowledged that the NSPF also focuses on the strategic transport network which is covered by the GNLP.</p> <p>The Transportation team and Development Management team (who are implementing this policy) consider that the policy is still relevant and</p>	<p>The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the policy is not fit for DM purposes.</p>

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		fit for purpose for decision making.	No changes required to DM28.
DM29 Managing car parking demand in the city centre	<p>The new NPPF requires that clear and compelling justification must be given for maximum parking standards. Parking standards (included in Appendix 3 of the DMP) were included in the DMP to support sustainable transport, taking account of the urban city environment and road congestion.</p> <p>DM29 is considered to be consistent with the provisions of the updated NPPF.</p>	<p>The Transportation team have confirmed that the current number of off-street parking spaces available is approx. 9,965, below the threshold of 10,000 set out within the policy.</p> <p>The Development Management team (who are implementing this policy) have observed that the policy makes no provision for restricting/assessing proposals for new car parks that are located just outside of the city centre parking area. This should be considered as part of any future review.</p> <p>As part of Transforming Cities, the Council are considering mobility hubs around the city to encourage and enable sustainable travel. DM29 may require future review to accord with any transport strategies.</p> <p>The Development Management team (who are implementing this policy) consider that DM29 is fit for purpose for decision making.</p>	DM29 is considered to be fit for purpose at the present time however a future review is considered desirable.
DM30 Access and highway safety	DM30 is considered to be consistent with the provisions of the updated NPPF.	<p>Developments continue to be designed to achieve 20mph traffic zones. This is supported by wider transport strategies including speed limits as part Transforming Cities projects.</p> <p>The Development Management team (who are implementing this policy) consider it is still fit for purpose for decision making.</p>	The policy is considered to be in line with national policy and there are no local circumstances or evidence that suggests the

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
			policy is not fit for DM purposes. No changes required to DM30.
DM31 Car parking and servicing	<p>The new NPPF requires that clear and compelling justification must be given for maximum parking standards. Parking standards (included in Appendix 3 of the DMP) were included in the DMP to support sustainable transport, taking account of the urban city environment and road congestion.</p> <p>The new NPPF also emphasises the need to ensure adequate provision for plug-in and other ultra- low emissions vehicles.</p>	<p>The City Council have won 100% of appeals based on decisions made in relation to policy DM31 in the period September 2018 - September 2019 suggesting the policy is still fit for purpose for decision making.</p> <p>As part of Transforming Cities, the Council are considering mobility hubs around the city to encourage and enable sustainable travel. DM31 may require future review to accord with any transport strategies.</p> <p>The Transportation team and Development Management team highlighted that the parking standard standards relating to EV charging points require revision to encourage the use of low and ultra-low emissions vehicles and to ensure appropriate infrastructure is in place for future anticipated increase in these modes of transport. Therefore, further work will be required to understand future demand for this infrastructure to inform any policy changes.</p>	DM31 is considered to be fit for purpose at the present time however a future review is considered desirable.
DM32 Encouraging car free and low car housing	DM32 is considered to be consistent with the provisions of the updated NPPF.	The Transportation team and Development Management team (who have been implementing this policy) consider that it is still fit for purpose for decision making. There continues to be approval of applications that are car free or low	The policy is considered to be in line with national policy and there are no local

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Policy	Conformity with National Policy	Evidence and change to local circumstances	Recommendation
		<p>car housing schemes in appropriate locations.</p> <p>As part of Transforming Cities, the Council are considering mobility hubs around the city to encourage and enable sustainable travel. DM32 may require future review to accord with any transport strategies.</p> <p>Appendix 3 which relates to parking standards may benefit from review.</p>	<p>circumstances or evidence that suggests the policy is not fit for DM purposes.</p> <p>No changes required to DM32.</p>
DM33 Planning obligations and development viability	The general principles of the policy are in accordance with the new NPPF.	Although the policy is still considered fit for purpose for planning decision-making purposes overall, the S123 list which it refers to is now no longer a requirement (the CIL regulations have replaced this with a requirement for an Infrastructure funding statement), and the Planning Obligations Prioritisation Framework is no longer relevant. Planning practice guidance has been updated recently in relation to viability so the policy would benefit from review in due course to reflect this and the changes referred to above.	DM33 is considered to be fit for purpose at the present time however a future review is considered desirable.

APPENDIX 2
Site Allocations Plan Review Table

Allocation	Evidence and change to local circumstance	Recommendation
City Centre Sites		
CC1: 60-70 Ber Street	The site has consent for the change of use from use class B8 to A1. However, the site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC1
CC2: 147-153 Ber Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC2
CC3: 10-14 Ber Street	The site is owned by the Council. This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC3
CC4: Land at Rose Lane and Mountergate	Part of the site has consent and the car park development is complete. There is no current evidence to suggest that the remainder of the site is not deliverable within the plan period.	No change required to CC4
CC5: Land at Greyfriars Road/Rose Lane	The site has been developed and was considered complete as of July 2018. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, CC5 would not be included as the allocation has come forward in full
CC6: St Anne's Wharf and adjoining land	The site has consent and is currently under construction. A further application is currently under consideration. Therefore the site allocation has not come forward in full but there is no current evidence to suggest that the remainder of the site is not deliverable within the plan period.	As part of any future update of the Site Allocations Plan, CC6 would not be included as the allocation will have been brought forward in full, assuming the site is built out in accordance with the granted permissions.
CC7: Land at Hobrugh Lane King Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC7

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Allocation	Evidence and change to local circumstance	Recommendation
CC8: King Street Stores	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC8
CC9: 144-162 King Street	The site has been developed and was considered complete as of April 2018. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, CC9 would not be included as the allocation has come forward in full
CC10: Lane at Garden Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC10
CC11: Lane at Argyle Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC11
CC12: Land at Wherry Road	This site has been developed and was considered complete before April 2011. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, CC12 should not be included as the allocation has come forward in full.
CC13: Land at Lower Clarence Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC13
CC14: Busseys Garage site Thorpe Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC14
CC15: Norwich Mail Centre 13-17 Thorpe Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC15
CC16: Land adjoining Norwich City Football Club	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC16

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Allocation	Evidence and change to local circumstance	Recommendation
CC17a: Barrack Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC17a
CC17b: Whitefriars	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC17b
CC18: 140-154 Oak Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC18
CC19: Furniture Store, 70-72 Sussex Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC29
CC20: Oak Street and Sussex Street commercial site 160-162 Oak Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC20
CC21: Duke's Wharf, Duke Street (Former EEB Offices)	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC21
CC22: Barn Road Car Park	This site has consent and is currently under construction. There is no current evidence to suggest that this will not be completed in full.	As part of any future update of the Site Allocations Plan, CC22 should not be included as the allocation has come forward, assuming current construction is completed in full.
CC23: Pottergate Car Park	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC23
CC24: Land to Rear of City Hall	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC24

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Allocation	Evidence and change to local circumstance	Recommendation
CC25: Chantry Car Park	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC25
CC26: Former Mecca Bingo Site All Saints Green	This site has been developed and is considered complete. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, CC26 should not be included as the allocation has come forward in full.
CC27: St Stephens Street	Part of this site has been developed for student accommodation and is considered complete. This has left parcels of disjointed allocated land. As such the allocation cannot come forward in full.	As part of any future review of the Site Allocations Plan, CC27 should not be included as there is evidence that the site would not be brought forward within the plan period. For the purpose of applying the current policy, reduced weight should be given to CC27.
CC28: Land and Buildings at the junction of St Stephens Street and Westlegate	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to CC28
CC29: Land at Queens Road and Surrey Street	The majority of this site has consent however construction has not commenced. There is no current evidence to suggest that this site is not deliverable within the plan period.	As part of any future update of the Site Allocations Plan, CC29 should not be included as the allocation has come forward, assuming the extant permission is completed in full.
CC30: Westwick Street Car Park	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable	No change required to CC30

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Allocation	Evidence and change to local circumstance	Recommendation
	within the plan period.	
Rest of City Sites		
R1: The Neatmarket, Hall Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R1
R2: Norfolk Learning Difficulties Centre, Ipswich Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R2
R3: Hall Road District Centre	This site has been developed and is considered complete. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, R3 should not be included as the allocation has come forward in full.
R4: Hewett Yard, Hall Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R4
R5: Part of school playing field of Hewett School	This site has been developed and is considered complete. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, R5 should not be included as the allocation has come forward in full.
R6: 138a Hall Road and land to the rear	This site has been developed and is considered complete. Therefore the allocation has come forward in full.	As part of any future update of the Site Allocations Plan, R6 should not be included as the allocation has come forward in full.
R7: John Youngs Ltd. 24 City Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R7
R8: Aviva Car Park, Southwell Road/Brazen Gate	This site has been developed and is considered complete. Therefore the site allocation has come forward in full.	As part of any future update of the Site Allocations Plan, R8

APPENDIX 2
Site Allocations Plan Review Table

Allocation	Evidence and change to local circumstance	Recommendation
		should not be included as the allocation has come forward in full.
R9: The Deal Ground Trowse	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R9
R10: Utilities Site, Cremorne Lane	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R10
R11: Kerrison road, Hardy Road, Gothic Work	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R11
R12: 261-277 Aylsham Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R12
R13: Gas Holder at Gas Hill	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R13
R14: Land East of Bishop Bridge Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R14
R15: Land at Ketts Hill and Bishop Bridge Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R15
R16: 126-128 Barrack Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R16
R17: Van Dal Shoes, Dibden Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R17
R18: Former Start Rite Factory	This site has been assessed by the Council and there is no	No change required to R18

APPENDIX 2
Site Allocations Plan Review Table

Allocation	Evidence and change to local circumstance	Recommendation
Site, 28 Mousehold Lane	current evidence to suggest that the site is not deliverable within the plan period.	
R19: Land North of Windmill Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R19
R20: Starling Road	The Northern part of the site has been consented and developed. The Southern part of the site has also been consented but has not yet been developed. A further application is currently under consideration for the central part of the site. The site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	As part of any future update of the Site Allocations Plan, R20 would not be included as the allocation will have been brought forward in full, assuming the site is built out in accordance with the granted permissions.
R21: Land at Aylsham Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R21
R22: 165-187 Aylsham Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R22
R23: Former Pupil Referral Unit, Aylsham Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R23
R24: Land adjoining Lime Kiln Mews	There is an application currently under consideration for this site. Should permission be granted and the site developed, the allocation will have come forward in full.	As part of any future update of the Site Allocations Plan, R24 would not be included if permission is granted and the site developed in full.
R25: 81-93 Drayton Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R25
R26: Site North of Raynham	This site has been assessed by the Council and there is no	No change required to R26

APPENDIX 2
Site Allocations Plan Review Table

Allocation	Evidence and change to local circumstance	Recommendation
Street	current evidence to suggest that the site is not deliverable within the plan period.	
R27: Goldsmith Street	The site has been developed and 93 of 105 dwellings have been completed. There is no current evidence to suggest that the remainder of the site is not deliverable within the plan period.	As part of any future update of the Site Allocations Plan, R27 would not be included as the allocation will have been brought forward in full, assuming the site is built out in full.
R28: 231-243 Heigham Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R28
R29: Two sites at Hurricane Way Airport Industrial Estate	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R29
R30: The Paddocks, Holt road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R30
R31: Heigham Water Treatment Works	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R31
R32: 120-130 Northumberland Street	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R32
R33: Site at former Earl of Leicester Public House, 238 Dereham Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R33
R34: Land adjacent to and including 349a-349b Dereham Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R34
R35: Land at Havers road	This site has been assessed by the Council and there is no	No change required to R35

APPENDIX 2
Site Allocations Plan Review Table

Allocation	Evidence and change to local circumstance	Recommendation
	current evidence to suggest that the site is not deliverable within the plan period.	
R36: Mile Cross Depot	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R36
R37: Part of Norwich Community Hospital, Bowthorpe Road	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R37
R38: Three Score, Bowthorpe	The site has been partially developed with Phase 1 (care home) considered complete and Phase 2 (residential) under construction. The remainder of the site has been assessed by the Council and there is no current evidence to suggest that it is not deliverable within the plan period.	Given that Phase 1 has already been delivered and Phase 2 is under construction, R38 could be updated to remove these areas from the allocation as part of any future review of the Site Allocations Plan. However, the rest of the site is still considered deliverable. Therefore no change is required to the remainder of R38.
R39: Earlham Hall	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R39
R40: Former Blackdale School, University of East Anglia	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R40
R41: Land between Suffolk Walk and Bluebell Road, University of East Anglia	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R41

APPENDIX 2

Site Allocations Plan Review Table

Allocation	Evidence and change to local circumstance	Recommendation
R42: Land west of Bluebell Road, Bartram Mowers Limited.	This site has been assessed by the Council and there is no current evidence to suggest that the site is not deliverable within the plan period.	No change required to R42

Report to Cabinet
13 November 2019
Report of Head of neighbourhood housing services
Subject Temporary accommodation policy

Item

7

Purpose

To consider the temporary accommodation policy

Recommendation

To adopt the temporary accommodation policy, as detailed in appendix A

Corporate and service priorities

The report helps to meet the corporate priority People living well

Financial implications

None

Ward/s: All Wards

Cabinet member: Councillor Harris - Deputy leader and social housing

Contact officers

Chris Haystead, Housing Options manager

01603 212936

Background documents

None

Report

Background

1. Homeless applicants who are accommodated under the council's interim duty to accommodate may be placed in short-term self-contained accommodation such as annexes, managed cluster units or hotel rooms while enquires are carried out.
2. A recent Supreme Court ruling advised that local authorities adopt a policy for allocating this temporary accommodation, which would be used to explain the individual factors that have been taken into account when offering such accommodation to homeless households.
3. The council seeks to accommodate homeless households within Norwich as far as reasonably practicable and considers the suitability of any temporary accommodation offered. However, due to limited availability of temporary accommodation, it is sometimes necessary to place people outside of Norwich.

Policy main points

4. Where the availability of temporary accommodation in Norwich is limited, the policy sets out the criteria used to prioritise which households are placed in temporary accommodation within Norwich. These include clients receiving specialist care or treatment in Norwich and families with high needs.
5. Applicants at risk of domestic abuse or violence will be accommodated in a refuge or, if this is not practicable, other safe accommodation outside of Norwich if the risk is within Norwich. They will be accommodated in an area where the risk is not present, with consideration given to all other aspects of policy.
6. Health and mobility issues will be taken into consideration when they will have an impact on the suitability of a temporary accommodation placement.
7. Wherever possible, the council will avoid placing families with dependent children in bed and breakfast accommodation. Where no other suitable accommodation exists and such placements are necessary, the council will move these households to self-contained accommodation as soon as possible and always within six weeks.
8. For safeguarding purposes, the council will divulge any potential risk or safeguarding issues to the provider prior to placement. The provider is at liberty to refuse any placement. In such instances the council will continue to try to find suitable accommodation in accordance with its legal obligations.
9. The council will do all that is reasonably possible to provide temporary accommodation. Where a referral to a provider is refused by the provider, the council will try other providers and contact other local authorities in the county. There may be occasions when the risk presented by the client means that no providers will accept a referral.

Summary

10. The adoption of a new temporary accommodation policy will set out clearly the obligations of both client and the council in regard the provision of temporary accommodation to homeless households and show clearly how such accommodation is allocated.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	13 November 2019
Director / Head of service	Head of neighbourhood housing
Report subject:	Temporary accommodation policy
Date assessed:	31 October 2019.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	X	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	X	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	X	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	X	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	X	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input type="checkbox"/>	X	<input type="checkbox"/>	Formalises the council's responsibilities toward homeless families
<u>S17 crime and disorder act 1998</u>	X	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	X	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	X	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	X	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	X	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	X	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	X	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	X	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	X	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	X	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	X	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	X	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	X	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment
Positive
Negative
Neutral
Issues

Report to	Cabinet 13 November 2019	Item
Report of	Director of regeneration and development	8
Subject	Purpose-built student accommodation in Norwich: evidence and best practice advice note	

Purpose

To consider the final version of the 'Purpose-built student accommodation in Norwich: Evidence and best practice advice note', which has been revised following public consultation.

Recommendation

To adopt the 'Purpose-built student accommodation in Norwich: Evidence and best practice advice note'.

Corporate and service priorities

The report helps to meet the corporate priorities great neighbourhoods, housing and environment, inclusive economy, and people living well.

Financial implications

There are no direct financial implications

Ward/s: All Wards

Cabinet member: Councillor Stonard - Sustainable and inclusive growth

Contact officers

Judith Davison: planning policy team leader

01603 212529

Background documents

None

Report

Introduction

1. Norwich's universities and their students have many positive impacts for the city and the wider economy. An independent report commissioned by the University of East Anglia (Connecting People and Places, 2019) found that the institution has an economic output impact of £1.04 billion on the UK economy through the expenditure of the University, its staff and students. In addition the universities have an important role to play in delivering a creative city as part of the Norwich 2040 City Vision.
2. Student numbers have risen steadily in recent years with a total of 20,170 students at both University of East Anglia (UEA) and Norwich University of the Arts (NUA) in 2017/18 academic year (which is the most recent available national data). Alongside this growth there has been a significant increase in applications for purpose-built student accommodation (PBSA) as well as other forms of student accommodation. Recent examples of new PBSA include the two Alumno schemes (All Saints Green and Pablo Fanque), and the Crown Place development on St Stephen's Street most of which is now occupied. There are currently 5,765 PBSA student bedspaces in Norwich and 1,930 units in the 'pipeline' (ie with current planning consent, some of which are under construction).
3. The city council is committed to continuing to support the growth of the key higher educational institutions (HEIs) in the city however the recent increase in proposals for PBSA means that there is a need to develop a better understanding of current and future need for new student housing in order to inform consideration of planning applications and potential future planning policy.

Consultation

4. A draft PBSA evidence and best practice advice note ('the advice note') was reported to Sustainable Development Panel in June 2019. The draft advice note included an assessment of need for new PBSA, 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.
5. The purpose of the advice note is to inform both applicants and decision makers by pulling together relevant policy, evidence, best practice and information about student development. It is not a supplementary planning document but it may be material to planning decisions. By encouraging good quality and appropriate student accommodation in Norwich, the council will help support the continuing success of the city's higher education institutions and increase retention of graduates in Norwich, thereby boosting the city's reputation and economic prospects.
6. The report to Sustainable Development Panel in June sought member comment prior to public consultation. Minor amendments suggested by the panel, as noted in the minutes of the meeting, were carried out prior to the start

of the public consultation. Consultation on the draft advice note commenced on Monday 1st July and ended on Sunday 11 August 2019.

7. A full report of the public consultation representations and the council's responses are available in the [report](#) to Sustainable Development Panel on 16th October. This noted that there was a good level of response to the public consultation, attracting 23 representations containing around 106 individual comments, however the level of change proposed to the revised advice note was not considered significant.

Final document

8. Sustainable Development Panel on 16 October 2019 agreed to endorse the advice note subject to a small number of amendments and clarifications, and recommended that Cabinet adopt the final document with the following revisions:
 - a) Add reference in paragraph 5.16 to the new bike share scheme (Beryl Bikes) due to commence in Spring 2020 and where appropriate to encourage provision of space for bike docks in new PBSA development and funding for the docks and bikes;
 - b) Emphasise that communal rooms in PBSA should be accessible (paragraph 5.34);
 - c) Remove suggested addition to paragraph 5.34 providing greater flexibility about room sizes, in order to ensure that rooms are of a sufficient size to include a desk;
 - d) Strengthen paragraphs 5.6 and 5.40 to make clear that the council will advise developers to demonstrate contact with HEIs, rather than just suggest this.
 - e) Clarify the reference to student finance in paragraph 5.43 to say 'student maintenance loan'.
9. In addition, Section 6.1 of the draft document has been deleted ('Moving forward / next steps') as this is no longer relevant. A factual change has also been made to table 1b in Appendix 1 to reflect a recent appeal decision for land adjacent to the former Shoemaker Public House (appeal dismissed). This does not affect the totals shown in the table.
10. The revised advice note is set out at Appendix 1.

Conclusions

11. The aim of the PBSA Evidence and Best Practice advice note is to guide both applicants and decision makers to ensure delivery of PBSA appropriate for Norwich. It is considered necessary in order to address the current absence of specific planning policy within the current local plan, following a rise in planning applications for student accommodation in Norwich.
12. This report's recommendation is that members agree to adopt the advice note attached at Appendix 1 which, although not a supplementary planning

document, may be material to planning decisions. By encouraging good quality and appropriate student accommodation in Norwich, the council will help support the continuing success of the city's higher education institutions and increase retention of graduates in Norwich, thereby boosting the city's reputation and economic prospects.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Cabinet
Committee date:	13 November 2019
Director / Head of service	Graham Nelson
Report subject:	Consideration of purpose built student accommodation: evidence and best practice advice note
Date assessed:	17 October 2019

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	An adopted advice note should indirectly support the success of higher educational institutions (HEIs) in the city and thereby boost the city's reputation and economic prospects.
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	If adopted, the advice note will be a material planning consideration which should encourage improved management of purpose built student accommodation (PBSA).

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	An adopted advice note should ensure good management of PBSA including neighbour / community liaison to address and mitigate any concerns of existing residents
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	An adopted advice note will encourage high quality PBSA of an appropriate scale, with appropriate room sizes, and in locations with sustainable access to higher education institutions (HEIs).
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

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

Recommendations from impact assessment

Positive

There are some positive impacts that are likely to arise from adoption of the advice note which will become a material planning consideration for relevant development proposals. These include impacts on health and wellbeing, the local economy, environment, and relations between groups as noted above.

Negative

Neutral

The majority of impacts of the adopted advice note are considered to be neutral. In many cases this is because there are no relevant impacts arising from adoption of the advice note. In some cases (for example pollution, energy and climate change) impacts are judged neutral as these categories are already subject to adopted policy which the advice note will not change.

Issues

Purpose-built student accommodation in Norwich: Evidence and best practice advice note



**Norwich City Council
November 2019**

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1 Purpose

- 1.1. Norwich has experienced a significant rise in proposals for purpose built student accommodation (PBSA) in recent years. As a result of this increase, the city council is seeking to develop a better understanding of both the need for such accommodation and of the key factors that should be taken into consideration as part of the planning application process.
- 1.2. Purpose built student accommodation has traditionally taken the form of halls of residence provided by the universities themselves, primarily focused on the University of East Anglia (UEA) campus. However proposals are now coming predominantly from the private sector, with developers delivering significant levels of PBSA in the city centre and, to a lesser extent, in peripheral neighbourhoods. There are currently 1930 units of PBSA in the 'planning pipeline'¹ for both conversions and new development.
- 1.3. The adopted local plan (the Norwich development management policies plan, 2014) does not contain a specific policy relating to such development. It is not legally possible to produce a Supplementary Planning Document to guide planning decision making as there is no current policy basis for such a document.
- 1.4. This document therefore does not have the status of a supplementary planning document but it may be material to planning decisions. Its purpose is to inform both applicants and decision makers by pulling together relevant policy, evidence, best practice and information about student development. It should also help inform emerging policy relating to student accommodation in the Greater Norwich Local Plan (GNLP) which is due for adoption in late 2021.

2 Introduction

- 2.1. Higher education institutions and their students have many positive economic impacts for Norwich, boosting the city's national and international profile, providing local companies with skilled graduates, and purchasing local goods and services. The universities have an important role to play in delivering a creative city as part of the emerging Norwich 2040 City Vision. Norwich's student population has been expanding steadily over recent decades alongside the Expansion of Higher Education, with both the University of East Anglia (UEA) & Norwich University of the Arts (NUA) planning for continued growth over the coming years.
- 2.2. Current data² shows that there are 20,170 students in Norwich. Of these, 18,015 students are full-time, accounting for about 13% of Norwich's total population of 139,900 residents, and potentially in need of accommodation.

¹ Planning pipeline is defined as either sites under construction, with planning consent but not commenced, or subject to a current planning application.

² Higher Education Statistics Agency (HESA) statistics for 2017/18.

- 2.3. Over the past five years Government has made a number of changes to admissions and funding policies for Higher Education which has the potential to affect the number and demographic characteristics of students studying and living in Norwich. Student enrolments in Norwich have continued to steadily increase, including a rise in the number of international students, particularly at UEA.
- 2.4. It is important to both the city of Norwich and the higher education establishments based here that the overall offer to students includes an attractive range of good quality accommodation. This can take the form of both purpose built student accommodation and private rented accommodation (which includes Houses in Multiple Occupation - HMOs).
- 2.5. Private rented housing including HMOs currently fulfil a large proportion of the need for student accommodation in Norwich. They are located in neighbourhoods throughout the city, but with particular concentrations in the Golden Triangle, West Earlham, Bowthorpe and parts of Eaton. HMOs are perceived as a problem in some areas where high concentrations may have some negative impacts. This note does not cover student HMOs however the provision of significant levels of PBSA is likely to take some pressure off the private rented sector. It is important that a joined up approach is taken to PBSA and HMOs; this note will help inform the council's policy response to the issue of proliferation of HMOs.
- 2.6. This note also aims to encourage potential for closer working with both universities and other relevant bodies (such as students unions), to encourage development of well managed appropriate student accommodation and reduce the potential for conflict arising between students and their neighbours. By encouraging good quality and appropriate student accommodation in Norwich with a positive student experience, the council will help support the continuing success of the higher education institutions in the city, and increased retention of graduates in Norwich following their studies thereby boosting the city's reputation and economic prospects.



UEA Campus Accommodation

3 Policy Context

National Planning Policy Context

- 3.1. The National Planning Policy Framework 2018 (NPPF) sets out the Government's policy approach to achieving sustainable development. In relation to delivering a sufficient supply of homes, the NPPF requires that the needs of groups with specific housing requirements are addressed and reflected in planning policies (paragraph 61). Students are specifically listed as a particular group whose needs should be addressed.
- 3.2. Planning Practice Guidance (PPG), updated in September 2018, states that local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. It states that encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. The PPG encourages plan makers to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers "need to engage with universities and other higher educational establishments to ensure they understand their student accommodation requirements". The city council is currently working with UEA to develop its new Development Framework Strategy, likely to be published in 2019. This will inform UEA's development requirements to 2036 as well as informing the preparation of the emerging GNLP.
- 3.3. The 2019 NPPF places increased emphasis on housing delivery, introducing a Housing Delivery Test and a new standard approach for assessing housing need. Guidance relating to the Housing Delivery Test includes communal student accommodation in the calculation of housing need, with an assumption that 2.5 units of student accommodation equates to one unit of general market housing. If all 1,930 units of student accommodation with current planning consent were to be built out this would equate to 772 units of housing. The NPPF also aims to build a strong and competitive economy, stating that significant weight should be placed on the need to support economic growth and productivity, and aims to ensure the viability of town centres.

Local Planning Policy Context

- 3.4. Policy DM13 relates to communal development and multiple occupation. Part of the policy relates specifically to residential institutions and student accommodation and sets out a number of criteria that such proposals need to satisfy in addition to satisfying the overall objectives for sustainable development in policy DM1, and criteria for residential development in policy DM12. The requirements of DM13 are summarised as follows:
 - (a) the site must not be designated or allocated for an alternative non-residential use;
 - (b) if allocated for housing, it can be demonstrated that the proposal would not compromise the delivery of a 5 year housing supply for the city;

- (c) the location provides convenient and direct access to local facilities and bus routes;
 - (d) the provision of shared amenity space is satisfactory; and
 - (e) applicants can demonstrate provision of satisfactory servicing and warden / staff accommodation.
- 3.5. Policy DM12 sets out principles for all residential development, not all of which are relevant to student accommodation. Relevant criteria are summarised below:
- (a) proposals should not compromise delivery of wider regeneration proposals and should be consistent with the objectives for sustainable development set out in the JCS and in policy DM1;
 - (b) proposals should have no detrimental impacts upon the character and amenity of the surrounding area (including open space) which cannot be resolved by the imposition of conditions; and
 - (c) proposals should contribute to a diverse mix of uses within the locality.
- 3.6. The Council is currently revising its affordable housing Supplementary Planning Document (SPD) to reflect the 2018 NPPF and the latest evidence for housing need which is set out in the 2017 Strategic Housing Market Assessment (SHMA). Once adopted, the Affordable Housing SPD will be a material consideration in determining applications for new student accommodation on sites allocated for housing or housing-led development.
- 3.7. As noted previously a new local plan is currently being prepared to provide the planning strategy and identify sites for growth across the three districts of Broadland, Norwich and South Norfolk. The GNLP will build on the long-established joint working arrangements for Greater Norwich, which have delivered the current Joint Core Strategy (JCS) for the area. The JCS plans for the housing and employment needs of the area to 2026. The GNLP will ensure that these needs continue to be met to 2036. The GNLP has a target adoption date of September 2021.
- 3.8. The Community Infrastructure Levy (CIL) applies to all new development which adds 100m² of new floorspace, the creation of a new dwelling, the conversion of a building no longer in lawful use ([link to information on when CIL applies](#)). Section 106 agreements and planning conditions may also be used where necessary. The [CIL Charging Schedule](#), adopted by Norwich City Council on the 25 June 2013, sets out the charge per square metre that will apply to each category of new development. Privately developed Purpose-Built Student Accommodation is regarded as Sui Generis use class which falls under the category 'All other types of development covered by the CIL regulations'. This currently returns a charge of £7.10 per m². The Charging Schedule rate is index linked which is updated annually, however it is expected that the schedule will undergo thorough review alongside production of the GNLP.

4 Need for additional purpose built student accommodation

4.1. One of the key objectives of this document is for the council to develop a better understanding of the need for additional PBSA in Norwich, to inform planning decision-making.

4.2. This section firstly pulls together current data on the student population and the distribution and characteristics of PBSA in Norwich. It then factors in projected growth in the student population at the city's higher educational institutions, whilst noting the factors that might affect growth in student numbers and future demand for PBSA. Based on this information and experience elsewhere it reaches a conclusion on the need for additional PBSA looking ahead for 5 and 10 years.

Current Student Population

4.3. The most recently available data (Higher Education Statistics Agency - HESA, 2017/18) on student numbers for UEA and NUA is shown in Table1, along with the breakdown between undergraduates and postgraduates, and UK and non-UK students. It also includes data about full-time students who require accommodation.

Table 1: Student numbers in 2017/18 (HESA data) including estimate of number of students requiring student accommodation.

Table 1	Total Students - 2017/18			Full-time students - 2017/18			Full-time students requiring accommodation *
UEA	Undergraduate	12,985	17,955	Undergraduate	12,725	15,850	13,948
	Postgraduate	4,970		Postgraduate	3,125		
	UK	14,025		UK	11,975		
	International	3,930		International	3,875		
NUA	Undergraduate	2,115	2,215	Undergraduate	2,115	2,165	1,299
	Postgraduate	105		Postgraduate	50		
	UK	2055		UK	2005		
	International	165		International	160		
Total	20,170			18,015			15,247

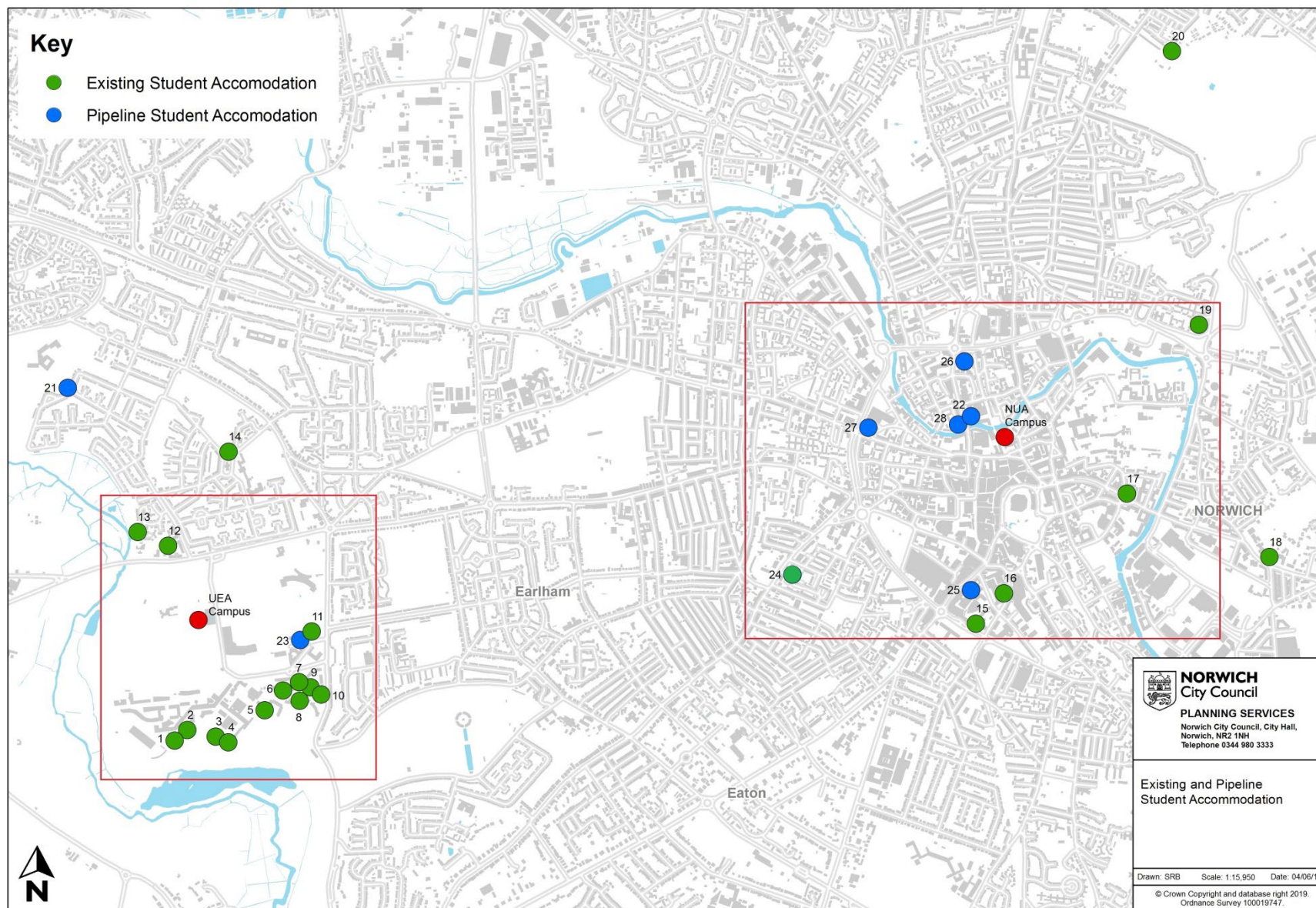
*(88% at UEA, 60% at NUA. 85% of full time students)

4.4. HESA published figures for 2017/18 show that 88% of UEA students and 98% of NUA students are full time. The institutional growth targets referred to below relate to total student numbers. The projected growth targets used in the calculation of need have been adjusted using these percentages to reflect estimated full-time student numbers.

- 4.5. Not all full-time students need to live in rented accommodation as they may live either in their parental/guardian home, a house or flat bought for them by their parents, or may own their accommodation (more likely at postgraduate level). The ratios used in Table 1 to arrive at students in need of accommodation were agreed with UEA and NUA: 88% of UEA full time students and 60% of NUA full time students are assumed to require student accommodation. This equates to 85% of students overall requiring student accommodation.

Distribution and characteristics of PBSA

- 4.6. The term 'purpose-built student accommodation' (PBSA) refers to both university maintained property and private sector halls. There are currently 5,765 student bedspaces in Norwich in PBSA. This figure will rise to 7,695 bedspaces if all development in the planning pipeline is completed (although it should be acknowledged that not all pipeline development will necessarily be delivered).
- 4.7. Figures 1 to 3 below illustrate the distribution of existing and pipeline PBSA in Norwich; figure 1 is an overview whilst figures 2 and 3 show the UEA campus and city centre in more detail. These figures show that whilst most institutionally provided PBSA is focused on the UEA campus, the city centre is now a key location for privately provided PBSA, with some outlying developments in other parts of the city less well related to the HEIs. PBSA in the planning pipeline tends to be more concentrated in the city centre.
- 4.8. Appendix 1 provides the information on individual PBSA schemes that sits behind Figures 1 to 3, and is split into existing schemes and those in the pipeline.



For details of PBSA location/names please refer to Appendix 1 (tables 1a and 1b).
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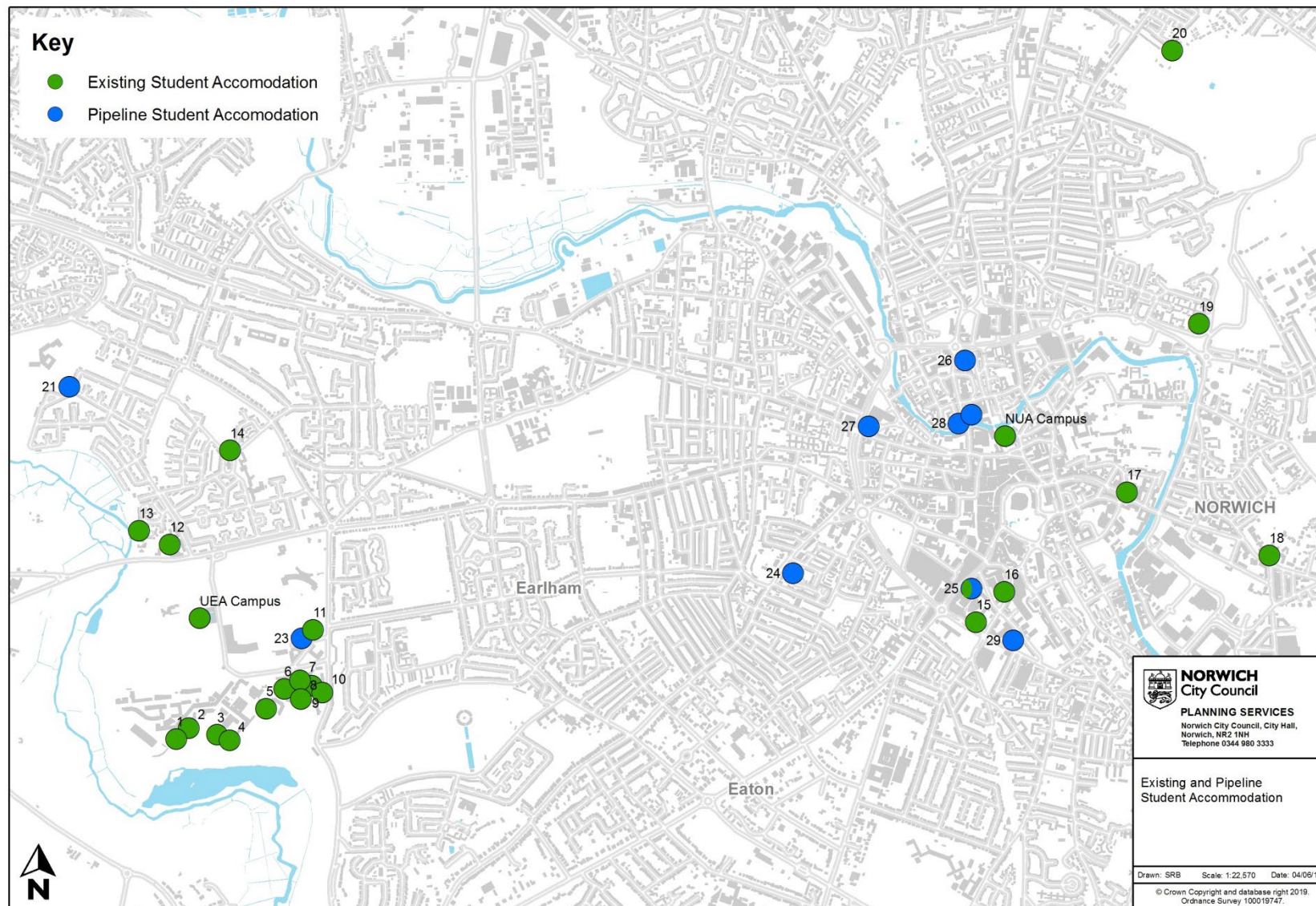


Figure 2: Existing and Pipeline PBSA at UEA Campus/Village (detail)

For details of PBSA location/names please refer to Appendix 1 (tables 1a and 1b).

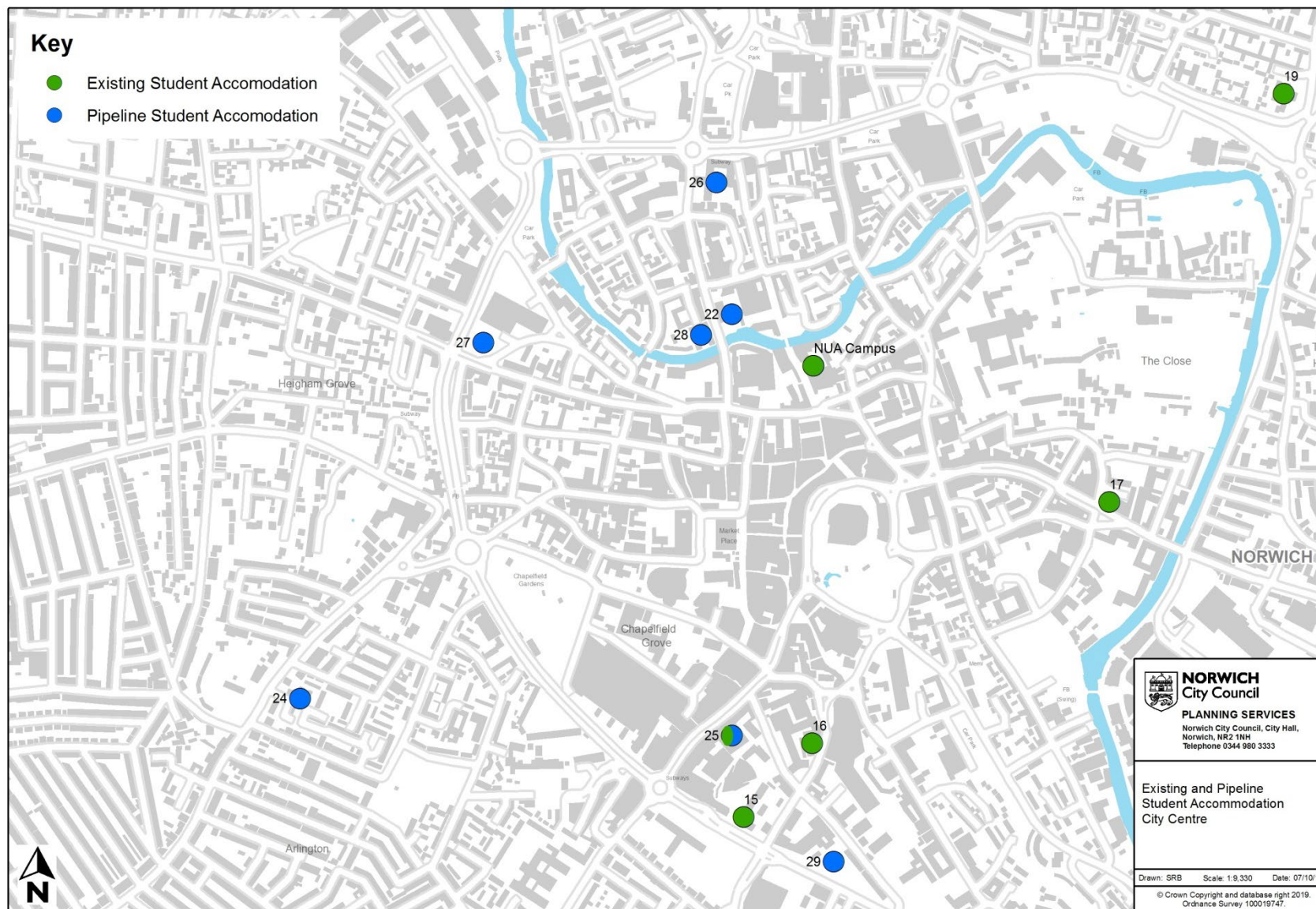


Figure 3: Distribution of Existing and Pipeline PBSA in the City Centre (detail)

For details of PBSA location/names please refer to Appendix 1 (tables 1a and 1b).

4.9. Of the existing PBSA in Norwich (Institutional and private), the majority is 'cluster' type. Cluster accommodation is typically a group of study bedrooms with either en-suite or shared facilities and a shared kitchen/accessible communal space. Only a small proportion is 'studio' type. Studios are self-contained units within student accommodation whereby the occupant does not share facilities, kitchen or accessible communal space with other students. 'Other' includes shared rooms, house style units in the UEA village etc. (refer to Appendix 1 table 1a for details)

4.10. Of the pipeline PBSA in Norwich, whilst the majority remains as 'cluster' type there is a recognisable increase in the proposed amount of studio type accommodation. The pipeline accommodation introduces two-person studios; these have been included in 'other'. (refer to Appendix 1 table 1b for details)

4.11. Overall, the future of PBSA in Norwich remains focused upon cluster accommodation, with an increased offering of alternative options.

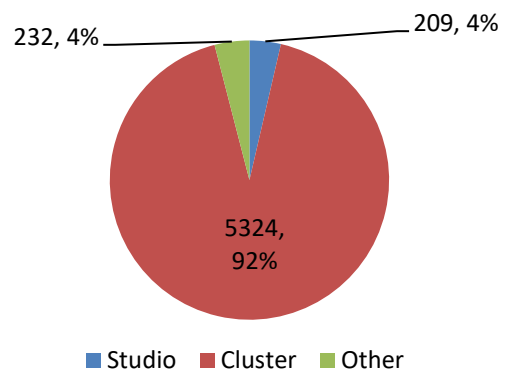


Chart 1: Existing PBSA characteristics

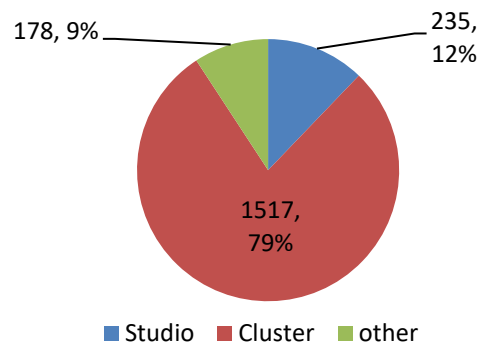


Chart 2: Pipeline PBSA characteristics

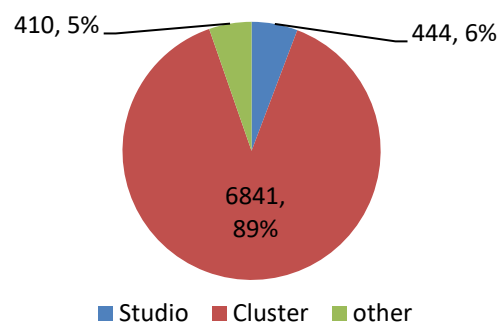


Chart 3: Existing and Pipeline PBSA characteristics

Projected growth and relationship to demand for PBSA

- 4.12. The council has liaised with both higher education institutions on their respective growth plans to inform this document.
- 4.13. As shown in Table 1, NUA is significantly smaller than UEA in terms of its student population so will have less impact overall on future demand for PBSA. NUA's aspiration is to maintain current student numbers over the next 5 to 10 years, with small incremental growth year on year. This has informed the growth projections set out in Table 2.
- 4.14. The UEA's current projections are for an increase in overall student numbers of 22% from 2016/17 (17,195 total students) to 2035/36 (22,000 total students). This represents a net increase of 4,805 students over the 20-year period from 2016 to 2036.
- 4.15. The UEA currently plans for small increase in campus-based accommodation through phase two of the Blackdale development (401 bed-spaces granted planning consent in 2016). NUA currently has planning consent to redevelop Mary Chapman Court (previously occupied by UEA) to provide 104 bed-spaces (granted planning consent in January 2019). Without development of further PBSA in the city, the predicted additional student numbers will need to seek accommodation in the private rental market (HMOs).



NUA – Mary Chapman Court

4.16. As indicated in Table 1, the proportion of international students is significantly higher at UEA than at NUA. Approximately 24% of total students from UEA are from either the rest of the EU or non-EU countries, compared to 7% at NUA (the UK average proportion of international students is 19% in 2017/18³). The evidence suggests that international students tend to be better financed than UK students and are considered to generate a greater demand for PBSA rather than for shared accommodation in the private rented sector.



INTO building – international student school/accommodation

4.17. Table 2 sets out estimated growth at UEA and NUA over 5 and 10 year periods, based on HESA data and ratios agreed with the HEIs.

Table 2: Estimated number of students requiring accommodation

Table 2	Estimated Total Students		Estimated Full-time students		Estimated Full-time students requiring accommodation *	
	5yrs	10 yrs	5yrs	10yrs	5 yrs	10 yrs
UEA	19,455	20,205	17,174	17,836	15,113	15,695
NUA	2,400	2,600	2,346	2,541	1,407	1,524
Total	21,855	22,805	19,520	20,377	16,520	17,219

*(88% at UEA, 60% at NUA. 85% of full time students)

³ Source: Universities UK, Higher Education in Numbers. <https://www.universitiesuk.ac.uk/facts-and-stats/Pages/higher-education-data.aspx>

- 4.18. Projected growth in student numbers is obviously a key determinant of the future need for PBSA, however there are a number of factors which may affect future student numbers which include:
- (a) Demographic changes: the UK is currently in the middle of a 'dip' in the number of 18 to 20 year olds. ONS statistics⁴ for national population projections for 18-20 year old UK citizens show a decrease of 10% in this age group from 2014 to 2021, followed by an increase in this group of 19% between 2021 and 2030. As UK students make up the majority of the higher education population this demographic 'dip' is currently impacting on student numbers but they are expected to grow during the next decade.
 - (b) Changes in demand from international student market: HESA data indicates that the overall number of non-UK students has been growing, largely driven by a Chinese market for good quality higher education. However it is also noted that countries such as China and India are developing their own high quality HE institutions. In addition China is undergoing a steep decrease in the young population, with a projected decrease from 176 million in 2010 to 105 million in 2025⁵. This will affect demand for UK university places, alongside competition from other countries for international students from outside the EEA, and emerging student migration policies from central government (Migration Advisory Committee – [Impact of international students in the UK](#)). Therefore it may be necessary to exercise a degree of caution in relying upon the international student market for growth in student numbers.
- 4.19. Other factors which may also affect future student numbers include:
- (a) increased competition between universities;
 - (b) tuition fees & loans systems;
 - (c) macro-economic factors such as the possible impact of Brexit;
 - (d) national and local trends for student living in PBSA;
 - (e) the impact of University league tables and student experience rankings;
 - (f) changes in desirability of achieving Higher Education qualifications;
 - (g) the potential introduction of 2-year degrees and increased focus on vocational qualifications; and
 - (h) any changes to government policy arising from the Review of Post-18 Education Review (the Augar review) which aims to create a joined up post-18 education system.
- 4.20. In addition there are several other factors which may affect student demand for PBSA. These include:
- (a) Changing student preferences: until recently there has been little alternative for students requiring accommodation in Norwich during their time at university outside of institutionally provided halls of residence, which are at most only available to first year students, or in student HMOs. At present there is no publicly available research into student

⁴ Source: Universities UK Patterns and Trends in UK Higher Education 2017
<https://www.universitiesuk.ac.uk/facts-and-stats/data-and-analysis/Documents/patterns-and-trends-2017.pdf>

⁵ Source: <https://www.universitiesuk.ac.uk/facts-and-stats/data-and-analysis/Documents/patterns-and-trends-2017.pdf>

accommodation preferences in Norwich from the student perspective, such as second or third year students seeking PBSA, however it is acknowledged that the choice of accommodation is driven to a great extent by the significant disparity in rental costs between PBSA and HMOs. The increasing availability of PBSA may see uptake from such students but this needs to be monitored. Although there is no evidence to suggest that students prefer to live in HMOs, the city council continues to receive regular applications for conversion of a residential dwellinghouse (C3a) to larger house in multiple occupation (sui generis HMO) indicating continuing pressure on the private rented sector.

- (b) Affordability of student accommodation: this issue was recently extensively reviewed by the National Union of Students (NUS) and Unipol, in their '[Accommodation Costs Survey – 2018](#)' report. There is increasing concern nationally that cost of accommodation is taking up greater proportions of financial support available to students: “over time, the rate of increase in student finance is falling short of the rate of increases in the cost of living and students are, on average, using a higher proportion of their income on rent”. Other publicly available research reports that, nationally, private development of student accommodation was dominated by the provision of en-suite and studio bed spaces in 2017/18⁶. The increase of provision of studio rooms is noted as a cause for concern in their research, they argue that much studio development has been driven by land cost rather than true student demand, with evidence suggesting that a number of developments elsewhere in the UK are experiencing occupancy issues – despite demand continuing to outstrip supply for bed spaces at a national level. This is coupled with a significant increase in delivery of en-suite rooms both of which will be aimed at the higher cost and luxury market, and an under delivery of ‘standard rooms’ which are considered to provide the most affordable type of accommodation. Affordability issues may therefore affect demand for particular types of student accommodation. They are addressed further in section 5 of this document.

4.21. There are obviously a number of uncertainties about the future growth in student numbers. However many of these uncertainties existed in the past and, despite this, both NUA & UEA have successfully planned for and achieved increased student numbers over recent years. This suggests that their projected growth plans are a good basis for assessing future need, but it is important that, going forward, regular monitoring is undertaken in conjunction with the higher education institutions to verify assumptions and forecasts, and to gain more detailed information about changing student preferences.

4.22. Most PBSA developed within the city in recent years is fully occupied, even let prior to completion in some instances, which indicates strong demand for this product to date. Although there is a significant amount of PBSA in the planning

⁶ Sources: <https://www.cushmanwakefield.co.uk/en-gb/research-and-insight/2017/uk-student-accommodation-report-2017> , Unipol Accommodation Cost Survey 2018 available at: <https://www.unipol.org.uk/acs2018> , <https://www.alltop.co.uk/media/time-put-purpose-built-student-accommodation-myth-bed/>

pipeline, not all such proposals will necessarily go ahead for various reasons such as lack of finance or change in a developer's aspirations for a site.

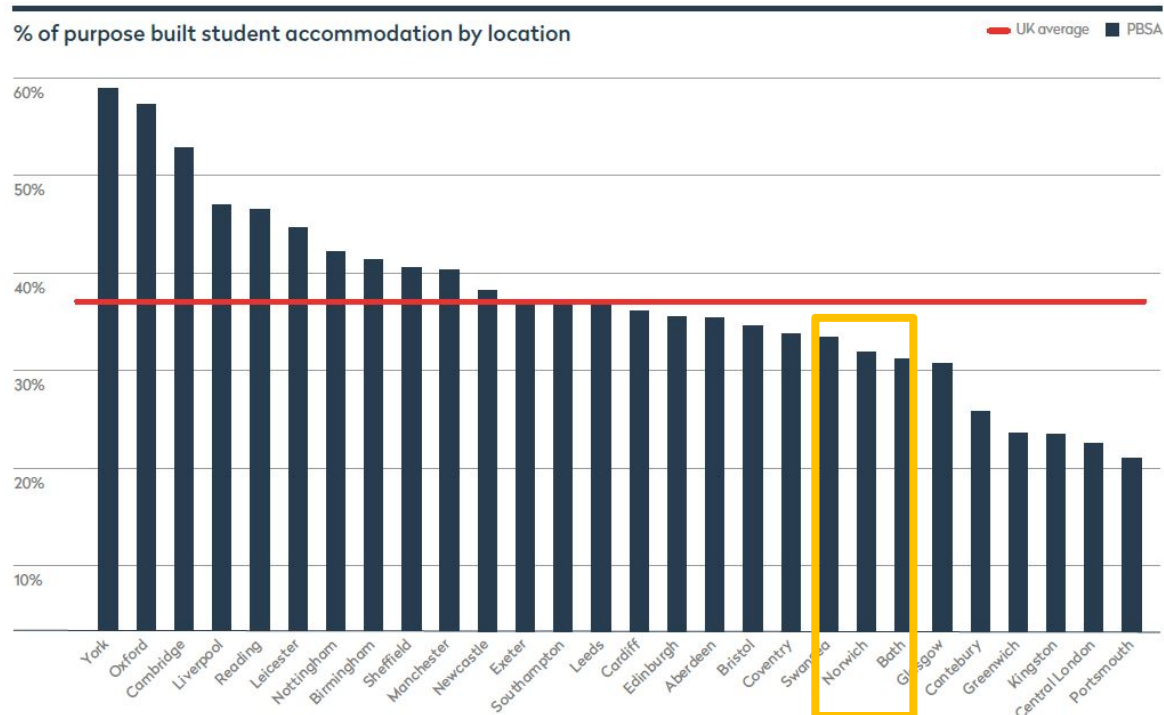
- 4.23. There is a risk that if Norwich does not facilitate the growth of its student population appropriately by providing opportunities for development of new and appropriate student accommodation, this may have negative impact upon the reputation and popularity Norwich currently enjoys as a destination for higher education. The city needs to offer a range of forms of good quality accommodation to maximise the growth of the universities, and continue to nurture the growth in international student numbers with Norwich remaining an attractive destination for higher education students.

Conclusion on need for additional PBSA

- 4.24. A review of best practice in other parts of the UK shows that there is no 'one size fits all' approach to calculating the need for PBSA based on the size of the student population.
- 4.25. Locally there is currently a lack of robust data regarding student accommodation preferences and future need for PBSA. For example, the numbers of students requiring purpose built student accommodation are not collected by the higher educational institutions in Norwich.
- 4.26. Therefore it has been necessary to make informed assumptions relating to the ratio of full-time students likely to require student accommodation which have been agreed with representatives from UEA and NUA.
- 4.27. Nationally, evidence from a report produced for the Mayor of Liverpool '[The Future of Student Accommodation in Liverpool](#)' found that "*generic investor evidence which suggested that investment in purpose-built accommodation will start to trail off once the bed-spaces to total student numbers ration reaches 40%*". This review was produced in 2015/2016 as such the market may have moved on since then. A report by [Allsop](#) suggests that, using HESA data, full-time student numbers have risen by 11.3% nationally between 2007-2017. A significant proportion of these students require student accommodation which will influence need over coming years. If this trend is reflected locally this will push up the proportion of students requiring accommodation.
- 4.28. There is no conclusive evidence to suggest that Norwich is reaching a ceiling in terms of the need for new PBSA, even if all pipeline development is delivered. From research produced in 2018 by GVA (now Avison Young)⁷ as shown in figure 4 below, PBSA is shown to provide around 35% of student bed-spaces in Norwich, which places Norwich below average for this type of provision in the UK. Approaches taken in other university cities have been to encourage PBSA to alleviate the pressure on the private rental sector; this is often accompanied by locational recommendations and affiliation with higher education institutions.

⁷Graph sourced from Avison Young (Formerly GVA)
<https://www2.avisonyoung.co.uk/insights/research/student-housing-review/> this graph represents the number of PBSA bed-spaces, including those under construction, relative to the number of full-time students in each location.

Figure 4: GVA Student Housing Review Spring 2018



4.29. Table 3 estimates the future capacity for PBSA in both 5 and 10 years' time based on student population projections, taking account of existing PBSA and development currently in the planning pipeline. The table uses the 40% threshold from the Liverpool study as guidance to estimate need, and data is therefore based on total student numbers to be consistent with that study's methodology.

Table 3: Estimated PBSA bedspace capacity available

Table 3	2017/18	5yrs	10yrs
Total Students	20,170	21,855	22,805
Percentage of existing PBSA bed-spaces (5,765) to students	29%	26%	25%
Percentage of existing and pipeline bed-spaces (7,692) to students (pipeline = applications pending decision, approved but un-commenced & under construction)	38%	35%	34%
Additional bed-spaces over and above 'pipeline' to reach estimated capacity (40% of total students)	376	1,050	1,430

- 4.30. The 2017/18 figures in the table are based on the most recent HESA data and form the baseline for future projections. The table indicates that in order to meet the need arising from projected student growth there is an estimated potential for up to 1,000 additional units of PBSA in a 5 year period from now (by 2024) or nearly 1,500 units by 2029. Due to uncertainty over future growth noted above, these figures should not be treated as a fixed target or cap, but as an estimate for potential growth.
- 4.31. It is concluded that the evidence suggests that there is potential for well-designed, well-located, and appropriately priced PBSA to meet the needs of a greater student population than at present, subject to this development according with the best practice guidelines set out in section 5 below. However, as stated above, ongoing data collection, monitoring and review of data in association with higher education institutions in Norwich is essential to improve the understanding and accurate forecasting of such developments.

5 Evidence and best practice advice:

5. Introduction:

- 5.1. The purpose of this document is to better inform both applicants and decision makers in relation to proposals for purpose-built student accommodation, with the objective of encouraging good quality accommodation in appropriate and sustainable locations which will meet the needs of Norwich's student population and contribute to mixed and inclusive neighbourhoods.
- 5.2. This section lists the factors that the council will take into consideration in the assessment of relevant planning applications. It pulls together existing policy, evidence, best practice and information about student development into a series of guidelines to inform the planning application and assessment process.
- 5.3. Individual proposals will be assessed on a case by case basis. Applicants are encouraged to engage with the council's [Pre-application service](#) which may increase their chances of receiving planning consent.

Need

- 5.4. Development proposals for PBSA will be supported, subject to the other considerations set out below, so long as the need for development remains justified in relation to the current and future size of the institutions. The evidence set out in section 4 above estimates that there is currently considered to be a need for additional PBSA in Norwich.
- 5.5. The need for student accommodation will be a material consideration in the assessment of planning proposals for PBSA (both new-build and conversions). If need cannot be demonstrated, proposals are unlikely to be supported.
- 5.6. The quantum of need will change over time, as further sites are developed for PBSA, or other factors change such as the universities' growth plans. Information on need will be kept up-to-date and will be informed by ongoing council engagement with the higher education institutions. Any subsequent updates on need will be publicised on the council's website or included in a future iteration of this document. Applicants are advised to demonstrate contact with at least one of the HEIs in Norwich in accordance with paragraph 5.40.
- 5.7. Whilst it is recognised that it is important to meet the accommodation needs of the current student population and its planned growth, there remains a need in Norwich for development of market and affordable housing as defined in the Strategic Housing Market Assessment ([SHMA](#)). This means that, while it is important to consider the merit of additional student accommodation, due consideration should be given to the opportunity to deliver much needed housing.
- 5.8. Student accommodation is one of a number of forms of housing which may contribute to the provision of mixed and balanced communities in Norwich. However student accommodation in the city centre may be competing with other,

high value commercial interests. Care needs to be exercised in ensuring sites utilised for student accommodation do not impact on the overall commercial potential of the city or the implementation of local plan policy.

Location:

- 5.9. Historically the majority of university accommodation for students has been located on the UEA campus but, as Figure 1 shows, that pattern is changing and a significant amount of new PBSA has been provided in the city centre in recent years to serve both UEA and NUA.
- 5.10. The key locational focus for future provision of new student accommodation will be the UEA campus and the city centre where the two key higher education institutions are situated. This does not rule out provision of PBSA to serve the future needs of Norwich City College, should that need arise.
- 5.11. Development proposals will be supported in principle at the UEA campus (as defined in [Adopted Policies Map – South Sheet DM26](#)), subject to all the other considerations in this section. Away from the UEA campus proposals will be supported where they are in a location otherwise suitable for residential development with sustainable access to the higher education institutions served as described in paragraph 5.16.
- 5.12. Unite Students Resilience report 2016⁸ states that both applicants and current students place a high priority on location / walking distance to campus and service provision (such as laundry facilities) ahead of physical features such as room size, when choosing accommodation.
- 5.13. Proposals should also be located with good access to existing local facilities and amenities, such as shops, cafes, and leisure uses appropriate to the student market, to ensure a high quality of student experience.
- 5.14. PBSA will not normally be considered acceptable on sites allocated or designated for other purposes, unless evidence is provided to demonstrate that an allocated site has no realistic prospect of being developed and that it is therefore relevant to consider the extent to which an alternative use would address an unmet need, and subject to not undermining planning policies in the adopted local plan (such as DM [12,13, 15, 16, 17, 18, 19, 20](#)).
- 5.15. For city centre located PBSA developments, mixed-use development is encouraged, with active frontages provided at street level to maintain vibrant streets for the wider community throughout the year.
- 5.16. As stated above proposed new PBSA developments must demonstrate that the site is in an accessible location for higher education institutions and accessible by sustainable transport modes (including bus transport, cycling and walking). For all applications it should be demonstrated that bus provision runs at times and with capacities appropriate for the number of students requiring the

⁸ <https://www.unitestudents.com/about-us/insightreport/2016-full-report>

service to fulfil their educational needs. Secure cycle storage should be provided on site for occupants and their visitors in accordance with policy DM28 'Encouraging sustainable travel' and appendix 3 'standards for transportation requirements within new development' of the adopted local plan. Given that a new bike share scheme (Beryl) is due commence in spring 2020, the council will, where appropriate, encourage the provision of space within proposed PBSA development for a bike dock, subject to this being publicly accessible, and seek funding for the bike dock and bikes.

5.17. Proposed developments should be appropriately located to enable them to be car free in accordance with policy DM32 'Encouraging car free and low car housing' of the adopted local plan. If sites are appropriately located there should be no need or desire for residents to use a private car (with the exception of appropriate provision of car parking spaces for disabled people). Further to this, management of sites and contractual arrangements should be agreed with residents to discourage/prohibit private car parking/use whilst in residence.

5.18. Access to Norwich Car club or provision of a Norwich Car Club bay or bays close to proposed development may contribute to a successful car free development.

Scale:

5.19. In recent years the council has received proposals for PBSA for a range of sizes. Appendix 1, table 1b shows schemes currently in the pipeline, which range from a small development of 34 units at St Mildred's Road with planning consent to the Crown Place development on St Stephen's Street where construction of 705 units is nearing completion.

5.20. There are a number of factors considered relevant to the appropriate scale for provision of new purpose built student accommodation:

- (a) The development must be of sufficient scale to be capable of providing for high standards of student welfare, including 24 hour staffing on-site. Student resilience and emotional wellbeing are of great concern to the higher educational establishments as well as to the council. The Unite survey referred to above states that good quality accommodation has an important role to play in student wellbeing, with issues such as provision of on-site maintenance, reception and security being key considerations for students, and identifies the ability to talk to wardens and counselling services as very valuable in times of difficulty.
- (b) New PBSA development should ensure that adequate infrastructure and on-site amenities, as described in these guidelines, can be provided and serviced effectively.
- (c) New PBSA development should achieve appropriate densities, and planning decisions should support development that makes efficient use of land (National Planning Policy Framework, paragraph 122). On the one hand proposed PBSA should be of sufficient scale to represent an efficient use of land; low-density developments are unlikely to be able to demonstrate this. On the other hand, proposed PBSA should contribute to

mixed and inclusive neighbourhoods, and should not be so high density that it dominates existing residential developments.

- 5.21. In line with these considerations, the city council regards developments within the range of 200-400 student bed-spaces as acceptable in principle for new PBSA developments in Norwich. Developments below the 200 threshold are considered less likely to be able to viably provide the appropriate level of management and facilities required to ensure a high quality development. Proposals within the 200-400 bed-space range are likely to be relatively high-density which would be most suited to city centre or campus locations. PBSA development in excess of 400 bed-spaces may have negative impacts on neighbourhoods and existing residential communities.
- 5.22. However this range is not a cap and applications outside this range will be considered on their merits. Well managed accommodation in accordance with a management plan can ensure the amenity of neighbouring properties is not adversely affected and can address the wellbeing of occupants. There may be valid reasons why applications for PBSA developments outside the 200-400 range are appropriate, for example such development might include a mixture of educational uses within the site in addition to student accommodation. Any application for PBSA development should provide appropriate justification to address the issues set out in paragraph 5.20 above.

External Building Design:

- 5.23. Norwich is a historic city with many important cultural landmarks. The appearance, scale, height and massing of proposed developments are highly important considerations and must be sympathetic to relevant positive characteristics of the site and its setting. Norwich local authority area has 17 designated conservation areas, approximately 1,500 statutory listed buildings and 31 scheduled ancient monuments of international importance; as well as many locally listed buildings. It is important that regard is paid to safeguarding the historic environment.
- 5.24. Developments should respect the existing form and grain of the local area, including the historic skyline, and must be designed sympathetically to respect their immediate and surrounding environments to minimise any adverse impacts. Inappropriate design of scale influenced by economic factors alone will not be supported. Building design must accord with policies and guidance laid out in paragraph 5.26 below. Specific advice on individual projects can be provided by Conservation and Design officers as part of a pre-application advice request. Historic England welcome early discussion when student accommodation sites are first brought forward so that detailed development of proposals can take place in a collaborative manner.
- 5.25. Buildings should be designed with minimal impact upon the amenity of its surroundings and neighbouring residents, with regards to noise, loss of light, overshadowing and loss of privacy and shall be assessed against relevant local planning policies. Proposed developments should also address the cumulative impact of the new development.

5.26. Policies in the Adopted Local Plan (2014) relevant to design and building form include:

DM2: Ensuring satisfactory living and working conditions (Amenity),

DM3: Delivering High Quality Design which includes reference to Secured by Design guidelines (further detail available at www.securedbydesign.com)

DM9: Safeguarding Norwich's heritage,

Local heritage and conservation design guidance can be found on the council website: [Heritage and Conservation](#)

Heritage Interpretation SPD: [Heritage Interpretation SPD](#)

Conservation area appraisals: [Conservation Area Appraisals](#)



UEA Ziggurats



Pablo Fanque House

External Amenity and Landscape Design:

5.27. Creating sustainable communities depends, amongst other things, on the relationship between the design of buildings, their location, and the quality of the outdoor space. Successful places, where people are attracted to live, have successful provision of external amenity and green spaces offering lasting economic, social, cultural and environmental benefits.

5.28. External green space is a vital component of healthy living. Given the increase in high-density residential developments in recent years, it is essential to ensure that a sufficient supply of high quality external space is included to minimise impacts on biodiversity and provide net gains in biodiversity and green infrastructure where possible. All development proposals should seek to manage and mitigate against flood risk from all sources and opportunities should be taken to improve blue and green infrastructure where appropriate. Appropriate landscaped external space for use by occupants is an essential

requirement of successful applications for PBSA. City centre developments in particular must seek to facilitate this provision, preventing increasing pressure on existing public amenity and green space.

5.29. General guidance relating to local landscape design and information expected to be provided in support of a planning application can be found in the adopted 'Landscape and Trees supplementary planning document' available on the council website: [Landscape and Trees SPD](#).

5.30. Policies in the Adopted Local Plan (2014) relevant to landscaping include:

DM2: Ensuring satisfactory living and working conditions

DM5: Planning effectively for flood resilience

DM6: Protecting and enhancing the natural environment

DM7: Trees and development,

DM8: Planning effectively for open space & recreation

Internal Building Design:

- 5.31. Purpose built student accommodation is typically occupied by students for the majority of a year (contracts are often between 46 and 48 weeks in length) and therefore it is critical that design is of a high quality with adequate amenity to contribute to healthy sustainable lifestyles including daylight, sunlight, privacy and outlook. Appropriate amenities and facilities must be provided for the occupants including sufficient accessible communal space, private and shared facilities, for example kitchens and dining rooms should be designed to be of a sufficient size for all occupants to dine together. Sufficient on-site laundry facilities are often regarded as important facilities for students. Internal design should have regard to Secured by Design guidelines (see www.securedbydesign.com).
- 5.32. Student accommodation has unique characteristics differing from other residential accommodation. Student accommodation should provide an appropriate environment in which to study as well as live, socialise and sleep. It is likely that elements of the buildings will be in use for 24 hours a day. In high density developments where the occupants are unable to select their neighbours, the provision of private space is also important.
- 5.33. The government has provided guidelines for space standards in general market housing in the “Technical housing standards – nationally described space standard”. However, there are no equivalent guidelines for student accommodation.
- 5.34. The ‘Metric Handbook – Planning and Design Data’⁹ is a well-recognised source of planning and design data for all types of development. In the absence of government technical standards for student accommodation the council has used the Metric Handbook as the basis for the following requirements, which it expects proposals for PBSA to meet:

Room Sizes:

- A standard study bedroom without en-suite bathroom should have a minimum area of 10m².
- A standard study bedroom with en-suite bathroom should have a minimum area of 13m².
- A study bedroom shared by two students with en-suite bathroom should have a minimum area of 20m².
- Appropriate provision must be made for accessible rooms and wheelchair access in accordance with document M4 of the Building Regulations, with at least 5% of bedrooms to be wheelchair accessible. Requirements for accessible rooms are also addressed in BS 8300:2009+A1:2010; wheelchair users require larger study bedrooms, with room for a wheelchair turning space between furniture. Circulation, social and communal spaces should also be accessible.

⁹ ‘Metric Handbook – Planning and Design Data’, fifth edition (2015), edited by Pamela Buxton (Chapter 23 Student housing and housing for young people)

- Studio 'room' for one student with en-suite bathroom and kitchen area should have a minimum area of 18m². Studio rooms could arguably be comparable to a bedsit flat with additional space sufficient to accommodate the appropriate furniture to use for study purposes as well as an en-suite bathroom.
- Studio 'flat' for one student or a couple with en-suite bathroom and kitchenette should have a minimum area of 30m². Studio flats could arguably be comparable to 1 bed 1 person flats for minimum internal space requirements. Other accessible shared facilities such as laundry and communal spaces may contribute to the acceptability of the comparably smaller space in a studio flat. However there must be sufficient space to accommodate the appropriate furniture to use for study purposes as well as an en-suite bathroom
- Sizes of accessible communal rooms will need to be determined against the number of people sharing them.
- The figures in table 4 below are indicative only, for guidance.

Number of Residents	3	4	5	6	7
Living room in a dwelling with dining kitchen	13m ²	14 m ²	15 m ²	16 m ²	17 m ²
Dining Kitchen	10 m ²	11 m ²	12 m ²	13 m ²	14 m ²

Table 4: communal spaces – indicative minimum sizes

5.35. Overall accommodation satisfaction is important for student wellbeing. Recent student experience surveys carried out by Unite & Higher Education Policy Institute (hepi) relate accommodation as a significant contributing factor to general life satisfaction. Supporting students to integrate well in their accommodation and socialise with housemates helps to ensure an overall satisfactory student experience; this results in a greater level of retention of students and increases wellbeing.

5.36. There appears to be some correlation between 'living with others' and being more likely to report learning gain. This could be a benefit of sharing accommodation and therefore being more likely to engage in peer-to-peer discussion, support and collaboration either of an interdisciplinary or cross-disciplinary nature (Higher Education Policy Institute 2018 Student Academic Experience Survey)¹⁰. The Unite student resilience report referred to above indicates that both applicants and current students rate the size of kitchen/dining and communal areas as important attributes when selecting their accommodation. These positive attributes are unlikely to be achieved through residing in studio flats, there are concerns that such accommodation does not encourage interaction with fellow students and can encourage social isolation. Further to this, speculatively developed PBSA that is delivered as studio flats is unlikely to be affordable for a large proportion of the student population. .

¹⁰ <https://www.hepi.ac.uk/2018/06/07/2018-student-academic-experience-survey/>

Management:

5.37. Given the recent trend for increased provision of privately developed PBSA in the student housing market, it is important that quality of management of PBSA is on a par with university managed accommodation. Proposals for new student accommodation should be accompanied by a management plan which displays how the accommodation will be managed during operation; this should include (but not exclusively):

- **Arrangements for moving in/out days:**
To ensure that impacts on traffic network are managed effectively. A schedule of how this will be operated will be expected.
- **Arrangements for Servicing and Deliveries**
To ensure that appropriate arrangements have been considered to ensure impacts on traffic network are managed effectively. A schedule of how this will be operated will be expected.
- **Control of Car use:**
It is expected that proposals for new PBSA will be located in the city centre or the UEA campus, and will be expected to be car free developments, (with the exception of provision for students with disabilities). Applicants should provide details of measures to ensure that a car free policy shall be adhered to (such as clear advertising as a car free site prior to moving into the property, terms of tenancy agreements, restrictions on parking within a one-mile radius of the property amongst local residences, parking inspection patrols, procedures for dealing with tenants who do not abide by the agreement, measures to positively promote alternative sustainable transport methods).
- **On site security, cleaning and maintenance procedures:**
Security: Details of appropriate security measures, such as a security door and window locks, intercom entry systems, lighting, wardens and CCTV, which can all help to make the local environment safer for occupants and reduce opportunities for crime.
Cleaning: Nature and frequency of provision including the responsibilities and expectations for all parties involved and how this information shall be conveyed. (e.g. what areas will be cleaned by professional cleaners & expected frequency; what areas are the responsibility of the occupants to clean)
Maintenance: Details of commitment to a 'planned maintenance schedule' as well as procedure for reporting and dealing with unexpected maintenance events.
- **Refuse storage and collection arrangements:**
High densities of students living together can produce a large amount of refuse. Refuse storage and collection arrangements must be clearly defined, along with guidelines for responsibilities of occupants including refuse minimisation and positive recycling protocols.
- **Compliance and Standards:**
Details to be provided to demonstrate that compliance with relevant safety standards (Fire, Health and Safety etc.) and how this will be managed and updated.
Details of key personnel and their responsibilities.
Method of conveying information to occupants including detailing their responsibilities.
Paragraph 0.16 of 'Building Regulations Approved Document M: access to and

use of buildings, volume 2 – buildings other than dwellings¹¹ indicates that purpose-built student living accommodation should be treated as hotel/ motel accommodation in relation to space requirements and internal facilities, as set out in paragraphs 4.17 to 4.24 of the document. These include a requirement for at least 5% of bedrooms to be wheelchair accessible.

- **Neighbour/Community liaison to address & mitigate concerns:**
 - Details of proposed measures to ensure that occupants of the accommodation integrate effectively into the host community. (Existing example initiatives in Norwich could include UEA SU 'Good Neighbour' scheme)
 - What procedures, measures and guidance will be provided to address or mitigate issues that may arise?
 - How will expectations of occupants be conveyed to them & what may be the repercussions of not abiding by expectations.
 - Details of method of how neighbouring residents may report concerns, and expectations for resolution management.
- **Appropriate soundproofing:** to address both internal and external noise transmission.
- **Pastoral care and welfare:**
24 hour staffing on site is required to provide for high standards of student welfare. Pastoral care is considered to be of high importance in PBSA to ensure the wellbeing of the occupants. Details as to how this shall be provided will be required, including details of partnership with external bodies or Higher Education Institutions where appropriate. (e.g. Issues that may arise: debt management, health issues, criminal behaviour). Methods of delivery may include personnel on site, senior resident/resident tutor scheme, and/or a telephone helpline. The level of provision is expected to vary dependent upon the scale of the proposed development and whether the accommodation provided is on or off campus.
- **Provision of onsite wardens** is considered to be beneficial to ensuring that there is a point of contact to address concerns relating to all of the above issues as and when they arise.
- **Provision of a fire strategy;** this will be used to develop the Fire Risk Assessment required on occupation by the The Regulatory Reform (Fire Safety) Order 5005 Article 9.

5.38. Provision of a well thought out and detailed management plan may assist in building community confidence in proposed developments and promote a positive experience for students as residents. Developments subject to management and supervision arrangements appropriate to the size, location and nature of occupants of schemes may be supported.

Partnership/Support from Higher Education Institutions in Norwich:

5.39. Higher education institutions and their affiliated Students Unions are best placed to understand and represent the needs of their students. Ideally proposals for new student accommodation should involve consultation with, and

¹¹ Source: Building Regulations Approved Document M – Volume 2.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/441786/BR_PDF_AD_M2_2015.pdf

meet the needs of, higher education institutions in Norwich as representatives of their students. This could include agreement relating to appropriate: location, facilities, amenities, tenure type, cost, and management.

- 5.40. Applicants for proposed new student accommodation are advised to demonstrate contact has been made with at least one of the HEIs in Norwich. The following means may be considered appropriate:
- (a) Proposed new student accommodation can be demonstrated to be in collaboration/partnership with one of Norwich's HEIs.
 - (b) Proposed new student accommodation has agreed nomination rights from at least one of Norwich's HEIs.
 - (c) Consultation with at least one of Norwich's HEIs can be demonstrated with a written response from the institution(s) confirming support in principal for the proposal as submitted.
- 5.41. The City Council proposes the establishment of a working group containing representatives from the City Council, Higher Education Institutions and Student's Unions, to meet periodically to provide improved assessment and monitoring of student numbers and accommodation needs.

Providing an accommodation mix for a wide range of students

- 5.42. As discussed in the Policy Context above, the planning practice guidance (PPG) encourages more dedicated student accommodation to provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. The information presented in paragraphs 4.20(b), while referencing national trends, raises a degree of caution that recent delivery of PBSA may not be in accordance with PPG guidelines. Rather than delivering low-cost accommodation, development has largely been targeted at the high-cost luxury market aimed at the overseas/mature student sector. This potentially upwardly affects rental rates in *all* areas of student accommodation delivered through the private sector.
- 5.43. The National Union of Students (NUS) has a policy, referred to in paragraph 4.20 (b), that an affordable rent for PBSA is no more than 50% of the maximum amount of student maintenance loan available in England, and that providers should ensure that at least a quarter of their portfolio sits within this cap. In addition, the BBC report discussed in Appendix 4 highlights the importance of ensuring that there is an appropriate mixture of tenures and rental arrangements to suit a variety of student's financial situations. Care must be taken not to saturate the market with high-end high-cost provision.
- 5.44. The following methods to improve affordability of student accommodation should be considered by applicants when developing proposals for PBSA:
- offer a range of room types
 - offer rents at a range of prices
 - increased amount of low-priced rooms, offer some at a percentage of rent below market value
 - vary tenancy lengths

- external protocol for affordability criteria (Unipol/students' union etc.)
- include other bills in rent cost (internet, energy etc.)
- offer subsidies/bursaries/scholarships

5.45. All planning applications for PBSA shall be scrutinised to ensure that they are genuinely accommodation solely for use by students, and not C3 (ie. general market) housing. Applicants will be liable for affordable housing contributions for developments which are not considered to be genuine Sui Generis (private) / C2 (institutional) student accommodation, all applications will be liable for Community Infrastructure Levy.

5.46. Sui Generis PBSA does not have any permitted development rights for change of use, as such any future change of use would require formal planning consent.

Affordable housing provision

5.47. Both the Joint Core Strategy and Norwich local plan acknowledge the importance of new residential development that contributes to a mix of housing types and tenures, which in turn contribute to mixed and balanced communities. New student accommodation is often proposed on sites that could otherwise be developed for general purpose housing which would include affordable homes as part of the wider tenure mix.

5.48. Where proposals for PBSA come forward on sites allocated for residential or residential led development in the adopted Norwich Local Plan (2014), the [Affordable Housing Supplementary Planning Document](#) (July 2019) notes at paragraphs 2.20-2.27 that the loss of the opportunity for affordable housing on such sites is a matter that can be taken into consideration when considering relevant planning applications. In accordance with the SPD, a quantum of affordable housing will be sought on such developments that would be expected if the site were developed for general needs housing. Such provision may be made by off-site provision via a commuted sum as set out in the SPD.

6 Implementation

6.1. **Monitoring and data collection**

As mentioned throughout this document, there are areas of this report that require ongoing monitoring to establish a greater understanding of the current climate and developing picture of student accommodation in Norwich; these include:

- student numbers at both institutions relevant to institutional growth plans with accurate estimations of those requiring accommodation.
- international student numbers
- new consents and delivery of consented accommodation
- student accommodation preferences (in association with students union representatives)
- available tenure types
- occupation levels of institutional and private PBSA
- At present there are no post-graduation co-housing developments in Norwich, this is something that has been seen in other University cities; emergence of accommodation of this nature should also be monitored.

6.2. In line with paragraph 4.21, it is proposed that a working group is established to collate share information to provide an accurate response to the changing climate of student accommodation to best meet the needs of the students, the institutions and the city.

Glossary

C2 Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.

C3 Dwellinghouses - this class is formed of 3 parts:

- C3(a) covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.
- C3(b): up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.
- C3(c) allows for groups of people (up to six) living together as a single household. This allows for those groupings that do not fall within the C4 HMO definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.

C4 Houses in multiple occupation - small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

Sui Generis - Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: betting offices/shops, pay day loan shops, theatres, larger houses in multiple occupation with more than six persons sharing, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses and casinos.

Purpose Built Student Accommodation (PBSA) - housing specifically built for university students by private developers, further education institutions or higher education institutions. Properties may be provided in a variety of forms, including: Multiple bedrooms with shared facilities, modern halls of residence containing en-suite bedrooms with shared kitchen, dining and living facilities. Self-contained studio or flats with private kitchens but shared living space.

APPENDIX 1: Current and future supply of PBSA.

Table 1a: Existing purpose-built student accommodation as at October 2019:

Site	Provider	Map ref	Total bed-spaces	Studio	Cluster	Other
Crome Court	UEA	1 to 10	231		231	
Campus (Britten, Browne, Colman, Kett, Paston, Victory House(s); Constable Terrace; Nelson Court)	UEA	1 to 10	1816		1816	
Two bed units Constable Terrace, Nelson Court	UEA	1 to 10	168			168
Suffolk Walk & Village Close	UEA	1 to 10	40			40
Ziggurat Single Norfolk & Suffolk Terrace	UEA	1 to 10	505		505	
Orwell & Wolfson Close	UEA	1 to 10	114		114	
Ziggurat Twin (Norfolk & Suffolk terrace) 88 x 2 bedspaces	UEA	1 to 10	176		176	
Campus Twin rooms (Britten, Colman, Paston, Victory House(s); Constable Terrace) 35x2 bedspaces	UEA	1 to 10	70		70	
Premier Colman House	UEA	1 to 10	1	1		
Premier Ziggurat Flats	UEA	1 to 10	4	4		
Premier Norfolk/Suffolk Terrace flats	UEA	1 to 10	3	3		
The Blackdale Building - Phase 1 (Barton & Hickling)	UEA	11	514		514	
Village - (Ash, Beech, Elm, Larch, Oak, Yew House(s); Courtyard A/B.	UEA	12	545		545	
Village - (Hawthorne, Pine, Willow - House)	UEA	13	166		166	
Site of former Public House, Earham West Centre	PRIVATE	14	73		73	
Winnalls Yard	PRIVATE/ NUA	15	228	3	225	
Pablo Fanque House	PRIVATE/ UEA	16	244	30	214	
Portland House - 102 Prince of Wales Road	PRIVATE	17	40		40	
Graphic House – 120 Thorpe Road	PRIVATE	18	31		31	
Heathfield	PRIVATE	19	43		43	
Beechcroft	NUA	20	77		77	
Somerleyton Street	PRIVATE	24	59		59	
St Stephen's Tower, St Stephen's Street	PRIVATE	25	617	164	429	24
			Total bed-spaces	Total studio	Total cluster	Total other
Total			5765	209	5324	232

Table 1b: Purpose-built student accommodation in the pipeline at October 2019

Site	Map ref	Total No. of units	decision pending	approved	under construction	under appeal	Notes
112 St Mildreds Road	21	34			✓		
The Blackdale Building (PHASE 2)	23	401		✓			
St Stephen's Tower, St Stephen's Street	25	88			✓		Remainder expected to be completed by November 2019
Car Park Adjacent to Sentinel House 37-43, Surrey Street	29	252		✓			
Barn Road Car Park	27	302			✓		
Mary Chapman Court	28	104		✓			
Car park rear of Premier Travel Inn, Duke Street	22	149	✓				Reduced scheme following refusal of previous scheme.
St Crispins House, Duke Street	26	600		✓			
		Total Bed-spaces	Total 'decision pending'	Total approved	Total under-construction		
Total		1930	149	1357	424	-	

APPENDIX 2: Methodology & Assumptions

1. This document focuses on student accommodation for use by UEA and NUA only as City College currently does not generate significant demand for PBSA; their students tend to live at home and many study on a day-release basis. Easton and Otley College is just outside of Norwich City Council jurisdiction, it has been established that this college does not have significant impacts upon student accommodation in Norwich.
2. The approach used by the council to establish the need for student housing in Norwich is firstly to identify baseline information on the current full-time student population in the city (part-time students are excluded as they are assumed not to generate demand for PBSA). Projected growth in full-time students at both institutions is then factored in, and adjusted to take account of the proportion of students who do not require housing. This results in a figure for the number of students who are estimated to require housing in Norwich, set out Table 1.
3. The current supply of purpose-built student accommodation (specifically bed-spaces) plus any planned developments is then deducted from the total number of students requiring housing to provide a figure for the potential need for new PBSA in the city.
4. This note is based on data from several sources: the Higher Education Statistics Agency (HESA) returns submitted by UEA and NUA, and information from structured meetings with both institutions. HESA collects data on student accommodation from higher education institutions throughout the UK¹².
5. This note relates to University maintained property and private-sector halls, collectively referred to as Purpose-Built Student Accommodation (PBSA). In Norwich, we currently have examples of University provided PBSA (e.g. UEA Ziggurats), privately provided PBSA with no (e.g. Heathfield, Crown Place & Portland House) and privately provided PBSA operated in partnership with a specific University (e.g. All Saints Green/Winnalls Yard).
6. Student accommodation needs are split into two categories:
 - **Students not requiring ‘student accommodation’**; this category includes students living at their parental/guardian home, and students living in their own home.
 - **Students requiring ‘student accommodation’**: this category includes students living in: College/University maintained property, private sector halls, rented accommodation, and other¹³.
7. Figures in the planning pipeline attributed to pre-application enquiries and applications under appeal following refusal of consent by Norwich City Council

¹² HESA accommodation categories: college/university maintained property, private-sector halls, parental/guardian home, own residence, other rented accommodation, other, and unknown.

¹³ Figures returned in the ‘unknown’ category have been discounted from any calculations.

have not been included in the calculations in this guidance note. Whilst they may be considered as part of the broader picture, there is a lot of uncertainty associated with this data.

8. The approach used by the council to establish the need for student housing in Norwich is firstly to identify baseline information on the current full-time student population in the city, factor in projected growth of both institutions (total growth projection figures adjusted to reflect the percentage estimated to be full time students based on current ratio), and adjust this figure to take account of the proportion of students who do not require housing (also based on current ratio agreed with UEA & NUA). This results in a figure for the number of students who require housing in Norwich, set out below.
9. The current supply of student housing (specifically bed-spaces) plus any planned developments is then deducted from the total number of students requiring housing to provide a figure for the potential need for new PBSA in the city.

APPENDIX 3: Relevant Local Planning Policy

Relevant Local Planning Policies/Documents	
Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)	
JCS1	Addressing climate change and protecting environmental assets
JCS2	Promoting good design
JCS3	Energy and water
JCS4	Housing delivery
JCS5	The economy
JCS6	Access and transportation
JCS7	Supporting communities
JCS9	Strategy for growth in the Norwich policy area
JCS11	Norwich city centre
JCS20	Implementation
Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)	
DM1	Achieving and delivering sustainable development
DM2	Ensuring satisfactory living and working conditions
DM3	Delivering high quality design
DM4	Providing for renewable and low carbon energy
DM5	Planning effectively for flood resilience
DM6	Protecting and enhancing the natural environment
DM7	Trees and development
DM8	Planning effectively for open space and recreation
DM9	Safeguarding Norwich's heritage
DM11	Protecting against environmental hazards
DM12	Ensuring well-planned housing development
DM13	Communal development and multiple occupation
DM15	Safeguarding the city's housing stock
DM16	Supporting the needs of business
DM17	Supporting small business
DM18	Promoting and supporting centres
DM19	Encouraging and promoting major office growth
DM20	Protecting and supporting city centre shopping
DM21	Protecting and supporting district and local centres
DM22	Planning for and safeguarding community facilities
DM23	Supporting and managing the evening and late night economy
DM26	Supporting development at the University of East Anglia (UEA)
DM28	Encouraging sustainable travel
DM31	Car parking and servicing
DM32	Encouraging car free and low car housing
DM33	Planning obligations and development viability
DM34	Securing essential strategic infrastructure from development through the Community Infrastructure Levy

Supplementary Planning Documents (SPDs)		
	Landscape and Trees (June 2016)	
	Heritage Interpretation (Dec 2015)	
	Open Space and Play (Oct 2015)	
	Affordable Housing (2019)	
	Main Town Centre Uses and retail Frontages (Dec 2014)	
Conservation areas		
1	City Centre	Introduction Northern city character area Anglia square character area Northern riverside character area Colegate character area Cathedral close character area Elm hill and maddermarket character area Prince of wales character area King street character area St giles character area St stephens character area Ber street character area Civic character area All Saints Green character area
2	Bracondale	Bracondale conservation area appraisal
3	Newmarket Road	
4	Heigham Grove	Heigham grove conservation area appraisal
5	Thorpe St Andrew	Thorpe St Andrew conservation area appraisal
6	Sewell	Sewell conservation area appraisal
7	Eaton	Eaton conservation area appraisal
8	Trowse Millgate	Trowse Millgate conservation area appraisal
9	Earlham	
10	Old Lakenham	Old Lakenham conservation area appraisal
11	Bowthorpe	Bowthorpe conservation area appraisal
12	Mile Cross	Mile cross conservation area appraisal
13	Thorpe Hamlet	Thorpe Hamlet conservation area appraisal
14	Thorpe Ridge	Thorpe Ridge conservation area appraisal
15	Unthank & Christchurch	
16	Hellesdon Village	
17	St Matthews	St Matthews conservation area appraisal

APPENDIX 4: Mix of Tenures

1. [The Accommodation Costs Survey 2018](#) recommends: “The shape of new provision should be defined by new stock types that promote wellbeing by design; that are more social, supported by investment in residential life; and are configured with more social space that can be used for informal study as well as socialising.”
2. The survey report explores methods of addressing the affordability issue concluding that: “a better solution in the longer term would be to create a rent structure that includes an appropriate proportion of rooms offered at an affordable rate, allocated to students from the lowest-income backgrounds”.
3. The NUS has responded to this accommodation costs survey with a series of [recommendations](#) calling for improved policy and delivery of affordable student accommodation informed by dialogue with students in partnership with their students unions; they have particular concern regarding the over-investment of the studio market.
4. The NUS reports that: “Less than 7% of private sector rooms are offered at an affordable rate, in contrast to the significant growth at the more expensive end of the market – demonstrated by a marked increase in the number of en-suite or studio rooms”.
5. The length of term of contract can impact the affordability of accommodation.
6. According to a report by BBC News in February 2018 Rent Burden ‘leads to student stress’¹⁴. The report references a survey which found that on average the maintenance loan (designed to cover living costs – separate to the student loan which is to pay for tuition fees), following payment of rental accommodation leaves a typical student with only £8 a week for all other living costs such as food, travel etc. further to this, the survey reports:
 - 44% of students struggle to keep up with rent
 - 45% of respondents said their mental health suffered as a result
 - 31% said their studies risked being affected.
7. This highlights the importance of ensuring that there is an appropriate mixture of tenures and rental arrangements to suit a variety of student’s financial situation.
8. Alongside the mixture of tenure types; there is increasing demand nationally for an element of ‘specialist’ accommodation types including:
 - alcohol-free, single-sex, quiet blocks
 - rooms that can be adapted for ambulatory disability
 - safeguarding accommodation
 - accommodation for families

¹⁴ <https://www.bbc.co.uk/news/business-43157092>

Report to Cabinet
13 November 2019
Report of Director of resources
Subject Scrutiny committee recommendations

Item

9

Purpose

To consider the recommendations from the scrutiny committee meetings held on 19 September and 17 October 2019.

Recommendation

To ask cabinet to consider the recommendations made at the meetings of scrutiny.

Corporate and service priorities

The report helps to meet all the corporate priorities.

Financial implications

None

Ward/s: All wards

Cabinet member: Councillor Kendrick - Resources

Contact officers

Adam Clark, strategy manager

01603 212273

Emma Webster, scrutiny liaison officer

01603 212417

Background documents

None

Report

Background

1. The council's scrutiny committee is constituted of councillors who do not sit on cabinet. They are expected to review/scrutinise and oversee decisions made by cabinet. They can 'call in', for reconsideration, decisions made by cabinet or an officer which have not yet been implemented. The main functions of scrutiny are to hold cabinet to account by examining their proposals; evaluating policies, performance and progress; ensuring consultations, where necessary, have been carried out; and highlighting areas for improvement.
2. The committee makes recommendations for cabinet, the wider council and other stakeholders based on evidence on the issues scrutinised at their meetings.
3. The following is a summary of the topics the committee has considered with the recommendations that were made accordingly.
4. 19 September: Practical steps to improve air quality in Norwich and climate change update

The committee considered the following reports:

- Scrutiny committee work programme 2019-20, attached appendix one.
 - Norfolk health and overview scrutiny committee
 - Air quality and transport
5. During consideration of the item on air quality and transport the head of city development services, the public protection officer, the transport planner, Norwich City Council and Jeremy Wiggins, Transport for Norwich Manager, Norfolk County Council answered questions from members.
 6. A number of draft recommendations were tabled and subsequently resolved at committee on the 17 October. It was agreed that a further report would be presented to members which focussed on:
 - What the council was currently doing around climate mitigation
 - What powers the council had to mitigate climate change
 - What powers could the council ask central government for to make a difference locally.
 7. 17 October: Mitigating climate change and a call-in of the item resolved at cabinet on 9 October the Airport Masterplan.

The committee considered the following reports:

- Scrutiny committee work programme 2019-20, attached appendix one.
- Norfolk health and overview scrutiny committee
- Mitigating climate change
- Call-in of the Airport Masterplan

8. The head of city development services, environmental strategy manager Norwich City Council and the Transport for Norwich Manager Norfolk County Council answered questions from members. The Transforming Cities fund joint committee report was appended for members. A representative from Public Health, tabled a short report and took questions on public health aspects of air quality.
9. It was **RESOLVED** to:
 - 1) Ask cabinet to consider recommending the extension of the monitoring zone from Castle Meadow to include St Stephens Street and initially make this a minimum Euro 5 standard compliant.
 - 2) Ask cabinet to consider extending the preferential rate enjoyed by the council to members of staff who may wish to purchase an electric vehicle or bike.
 - 3) Work with county to consider whether it could incorporate standard clauses into section 106 agreements to fund school travel plan work.
 - 4) Ask the county council as the highways agency to consider developing bespoke responses to traffic issues in each area depending on local need.
 - 5) Ask cabinet to consider ways of reducing background levels of air pollution across the network area; including ensuring that pollution is not displaced to areas outside of the city centre and increasing monitoring in areas not identified as 'hotspots' once appropriate resources have been secured.
 - 6) Ask cabinet and the Highways Agency to explore options on how to reduce single occupancy vehicles travelling into the city; and
 - 7) To ask CEEEP to consider conducting a review of Norwich City Council policies to ensure appropriate tree planting across the city.
10. At the call-in of the Airport Masterplan member questions were answered by the director of regeneration and development and the cabinet member for sustainable and inclusive growth attended for the item.

Following discussion it was **RESOLVED** to:

- (1) Not refer the matter back to cabinet and allow the decision to stand.
- (2) To ask cabinet when the airport masterplan is reviewed to consider requesting that it incorporate a carbon reduction plan.
- (3) To consider including as part of the 2040 City Vision work an analysis of the wider impact of jobs on the economy when these are in sectors which impact adversely on climate change.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Cabinet
Committee date:	13 November
Director / Head of service	Anton Bull
Report subject:	Scrutiny Committee Recommendations
Date assessed:	1 November 2019
Description:	A summary of scrutiny committee discussions and recommendations from 19 September and 17 October 2019.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment
Positive
Negative
Neutral
Issues

Annual work programme planning grid (updated 30 October 2019)

Date of meeting	Item
Thursday at 16.30	
2019	
20 June	Work programme Norwich economic strategy
18 July	Work programme Transforming cities fund
19 September	Work programme Practical steps to improve air quality in Norwich and climate change update Report back from NHOSC meeting from 30 May and 25 July
17 October	Work programme Climate mitigation and transforming cities fund Report back from NHOSC meeting from 5 September
14 November Meeting to be held at Stage 2, Theatre Street, Norwich	Work programme Young people and wellbeing, Report back from NHOSC meeting from 10 October Report back from Norfolk Countywide Community Safety Partnership Scrutiny sub panel from 28 October
12 December GENERAL ELECTION MEETING CANCELLED	Work programme Report back from NHOSC meeting from 28 November New Anglia Local Enterprise Partnership (LEP) Corporate plan and performance framework Equality information report

2020	
16 January	<p>Work programme</p> <p>Visit from Lorne Green, Police and Crime Commissioner and District Senior Police Officer, lines of questions to be tabled in advance.</p>
6 February	<p>Work programme</p> <p>Pre-scrutiny of the budget 2020/21</p> <p>Report back from NHOSC meeting from 23 January</p>
19 March	<p>Work programme</p> <p>Universal Basic Income select committee report. <i>briefing on this topic 11 November, Council Chamber 5.30pm.</i></p> <p>Annual review of the scrutiny committee</p>

Unallocated;

Report back from the select committees for;

- Anti-social behaviour including fly tipping and city council processes.
- The growth of short term lettings of homes in Norwich with input from the Independent Hoteliers Group.

Report to Cabinet
13 November 2019
Report of Director of resources
Subject Constitution Review

Item
10

Purpose

To consider the recommendations of the constitution working party.

Recommendation

To recommend that council adopts the following changes to the constitution:

- (1) to amend Appendix 1, Council rules and procedures by:
 - (a) inserting after rule 63, the following new rule 64:
 64. Amendments to recommendations or motions set out in the council agenda shall only be considered if they have been delivered in writing to the director of resources by 17:00 on the day preceding the meeting.
 65. The exceptions to the above rule are:
 - (a) technical amendments may be moved to correct factual errors;
 - (b) the director of resources will have discretion to permit amendments from members if the director of resources is satisfied that the need for the amendment could not have been anticipated before the 17:00 deadline and that advance notice of such amendments was given as soon as reasonably practical.”
 - (b) inserting additional wording to current rule no 16:

“If there is opposed business to take after two hours have elapsed since the beginning of the meeting, a short break of up to ten minutes will be taken before continuing with the business of the meeting.”
- (2) to insert the Planning Applications Committee Procedures and Delegations at Appendix 11 of the constitution;
- (3) to amend Article 5 – Lord Mayor, Deputy Lord Mayor and Sheriff by deleting the text in 5.1.2 and replacing it with “Any sitting councillor can be nominated for the position of Lord Mayor”.

- (4) to agree in principle to amending the structure of the constitution to make it more user friendly by placing the relevant articles and appendices together rather than having a section for all articles and all appendices; and making a single pdf version of the constitution available on the council's website;
- (5) to note recent changes made to the constitution under Article 15 or by resolution of full council as set out in Appendix A to this report.

Corporate and service priorities

The report helps to meet the corporate priority a healthy organisation

Financial implications

There are no direct financial implications arising from this report

Ward/s: All Wards

Cabinet member: Councillor Kendrick - Resources

Contact officers

Anton Bull, director of resources	01603 212326
Stuart Guthrie, democratic and elections manager	01603 212055
Lucy Palmer, democratic team leader	01603 212416

Background documents

None

Report

Background

1. At its meeting on 29 October 2019, the constitution working party met to consider factual changes to the constitution made by the director of resources under Article 15 or at by council resolution. .
2. The working party also discussed other changes to the constitution which will require approval and adoption of full council.

Factual changes

3. The majority of the factual changes made by the director of resources reflect the new job titles for the corporate leadership team and an ongoing piece of work to ensure that all personal pronouns used in the constitution are gender neutral.
4. The other significant changes to the constitution are:
 - (a) inclusion of a new Appendix 16A - Parental Leave Policy which was approved at council on 19 March 2019;
 - (b) amending Appendix 4 – Terms of Reference to use the Licensing Act's generic term for sex establishments which incorporates the committee's powers to determine sexual entertainment venues.
5. A table of recent changes made by the director of resources under Article 15 or by council resolution is attached at Appendix A.

Proposed changes to the constitution

Appendix 1

6. Members recently had a training session with the director of resources around council procedures. One of the areas identified for improvement was how motions to council are amended.
7. The current arrangement is that written amendments may be received at any time to a motion. An informal agreement was reached which requires members to confirm the detail of amendments to motions in writing by 17:00 on the day before the cabinet meeting. This will allow democratic services to ensure the smooth running of the council meetings. The proposal is therefore to formalise this arrangement by inserting a new rule after rule 63:

“64. Amendments to recommendations or motions set out in the council agenda shall only be considered if they have been delivered in writing to the director of resources by 17:00 on the day preceding the meeting.

65. The exceptions to the above rule are:

- (a) technical amendments may be moved to correct factual errors;

- (b) the director of resources will have discretion to permit amendments from members when the director of resources is satisfied that the need for the amendment could not have been anticipated before the 17:00 deadline and that advance notice of such amendments was given as soon as reasonably practical.”

- 8. This will not change the deadline for amendments to the budget which need to be received three working days prior to the budget council meeting or take away the opportunity for members to raise amendments during debate where it is appropriate.
- 9. Because of the length of council meetings it is proposed that members have a short break where more than two hours have passed since the beginning of the meeting and there remains opposed business to be considered. It is therefore proposed to add the following wording to current rule 16:

“If there is opposed business to take after two hours have elapsed since the beginning of the meeting, a short break of up to ten minutes will be taken before continuing with the business of the meeting.”

Appendix 11 – Planning Applications Committee Procedures and Delegations

- 10. The planning applications committee and cabinet have agreed procedures and delegations for the committee at various times over the years. It is important to provide clarity for members of the public and the addition of the committee’s procedures and delegations to the constitution will support this. It is proposed that this new appendix is inserted at Appendix 11 which is currently not being used.
- 11. Members of the working party supported this proposal and asked that the document is also available through the planning section of the council’s website and consideration given to providing a simplified version.
- 12. The proposed Appendix 11 – Planning Applications Committee Procedures and Delegations is attached at Appendix B to this report.

Article 5 – Lord Mayor, Deputy Lord Mayor and Sheriff

- 13. The working party considered that the process for the selection of Lord Mayor in Article 5, Lord Mayor, Deputy Lord Mayor and Sheriff, Rule 5.1.2 (set out below) was not in use and therefore should be removed from the constitution:
 - “5.1.2 The Lord Mayor shall be nominated based on a system according to the accumulation of points determined by the number of seats held by each political group on the Council starting with the base year of 2004. Unless agreed otherwise by Council, the party group having the largest cumulative total of points on the day after the Annual General Meeting of the Council, will nominate a member of its party group to serve as the Lord Mayor for the ensuing civic year. A party group loses 39 points the day following one of its members being elected Lord Mayor.”

14. Members suggested that it should be replaced with wording to reflect that all councillors can be nominated to serve as Lord Mayor, as follows:

“Any sitting councillor can be nominated for the position of Lord Mayor”.

Structure of the Constitution

15. The constitution is set out in two main sections – Articles and Appendices. Members considered that it would be more user friendly if a structure was implemented with the appropriate appendix sitting directly behind each article. Members also asked for a single pdf version of the constitution to be available on the council’s website.

Integrated impact assessment



NORWICH
City Council

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

Report author to complete

Committee:	Cabinet
Committee date:	13 November 2019
Director / Head of service	Director of resources
Report subject:	Constitution review
Date assessed:	4 November 2019

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment	
Positive	
Negative	
Neutral	
Issues	

Summary of Amendments to the Constitution – Issued October 2019

Document	Amendment	Reason for change	Document reference		Powers under Article 15
			Document amended	Amended Document	
Article 4 - The Council Budget	Rule 4.4.1 – replace “offers” with “officers”	Typographical correction	Article 4 Version 5 January 2019	Article 4 Version 7 October 19	15.3.
Article 12 Employees	Reference to director job title	Updated to reflect changes to senior management structure	Article 12 August 16 Version 9	Article 12 October 19 Version 10	15.3
Article 13 Decision making	Reference to director job title	Updated to reflect changes to senior management structure	Article 13 February 15 Version 8	Article 13 October 19 Version 9	15.3
Article 14 Finance, contracts and legal matters	Reference to director job title	Updated to reflect changes to senior management structure	Article 14 August 16 Version 10	Article 14 October 19 Version 11	15.3
Article 15 Review, Revision of the constitution	Reference to director job title	Updated to reflect changes to senior management structure	Article 15 August 16 Version 9	Article 15 October 19 Version 10	15.3
Article 16 Suspension, Interpretation and Publication of the Constituion	Reference to director job title	Updated to reflect changes to senior management structure	Article 16 August 16 Version 10	Article 16 October 19 Version 11	15.3
Appendix 1 Council and Committee Procedures	Replace references to he/she and his/hers with they and their	To update references which are not gender neutral	Appendix 1	Appendix 1 V18 October 2019	15.3.
	Reference to director job title	Updated to reflect changes to senior management structure			

Summary of Amendments to the Constitution – Issued October 2019

Document	Amendment	Reason for change	Document reference		Powers under Article 15
			Document amended	Amended Document	
Appendix 4¹ Terms of Reference 1. Licensing	To change from: 18. Power to license sex shops and sex cinemas. 18. Power to license sex establishments	Sex establishment is the generic term used in the Licensing Act 2003 Incorporates the powers to determine sexual entertainment venues	Appendix 4 January 19 Version 11	Appendix 4 February 19 Version 12	15.3
Appendix 5 Cabinet Procedure Rules	Reference to director job title	Updated to reflect changes to senior management structure	Appendix 5 October 17 Version 10	Appendix 5 October 19 Version 11	15.3
Appendix 6 Scrutiny Procedure Rules	Reference to director job title	Updated to reflect changes to senior management structure	Appendix 6 October 17 Version 12	Appendix 6 October 19 Version 13	15.3
Appendix 7 Access to Information Procedure Rules	Reference to director job title	Updated to reflect changes to senior management structure	Appendix 7 February 17 Version 12	Appendix 7 October 19 Version 13	15.3
Appendix 8 Scheme of Delegation to Officers	Reference to director job titles and function allocation	Updated to reflect changes to senior management structure	Appendix 8 August 18 Version 15	Appendix 8 October 19 Version 16	15.3

¹ Published on website February 2019

Summary of Amendments to the Constitution – Issued October 2019

Document	Amendment	Reason for change	Document reference		Powers under Article 15
			Document amended	Amended Document	
Appendix 9a Proper officers	Reference to director job titles and function allocation	Updated to reflect changes to senior management structure	Appendix 9a August 16 Version 10	Appendix 9a October 19 Version 11	15.3
Appendix 9b Monitoring Officer Protocol	Deleted “Dave Moorcroft”	Updated to reflect that the named officer is no longer a deputy monitoring officer	Appendix 9b January 19 Version 6	Appendix 9b October 19 Version 7	15.3
Appendix 16A	Insert Parental Leave for Councillors – new Appendix 16A	Approved at council on 19 March 2019		Appendix 16A Version 1 October 2019	Approved at Council, 19 March 2019
Appendix 17 Management Structure	Reference to director job title	Updated to reflect changes to senior management structure	Appendix 17 Version 15 November 18 Also version 16 June 19 ²	Appendix 17 Version 17 October 19	15.3.
Appendix 19 Code of Governance	Reference to director job title	Updated to reflect changes to senior management structure	Appendix 19 Version 6 January 18	Appendix 19 Version 7 October 19	15.3

² Published on website June 2019

PLANNING APPLICATIONS COMMITTEE PROCEDURE RULES

Terms of Reference

1. The terms of reference for the planning applications committee are set out in Appendix 4 of the council's constitution.

Scheme of Delegation

2. The committee's scheme of delegations is as follows:

A. Planning applications, conservation area applications, listed building applications and hazardous substances consent applications

All applications will be determined by the area development managers with the exception of the following:

- (1) approval of major^[1] planning applications if:

- (a) subject to one or more objection raising material planning issues provided that said objections are received within the statutory consultation period or, in the case of revised plans, any subsequent formal consultation period; or
- (b) the proposal would represent a serious departure from the development plan.

- (2) approval of non-major^[2] applications if:

- (a) subject to two or more objections from neighbours and/or **other third parties citing material planning issues provided** that said objections are received within the statutory consultation period or, in the case of revised plans, any subsequent formal consultation period;
- (b) there is a petition signed by 50 or more local residents (identically worded letters will be treated as a petition); or
- (c) the proposal would represent a significant departure to the approved development plan.

- (3) Where a member of the city council requests, within 14 days of the publication of the weekly lists, and an appropriate planning justification is made, that the application be referred to the committee for decision.

^[1] major is defined by central government as applications for 10 or more dwellings, outline applications for residential development on sites over 0.5ha, or offices, research, industrial, warehousing or retail development over 1,000 sq m or over 1ha for outline applications.

^[2] the opposite of major as defined above.

- (4) Applications submitted by a member of the city council, a member of staff employed in the planning service or who works in a professional capacity in a field closely related to the planning service or their immediate family defined as husband / wife / partner / son / daughter / mother / father / brother / sister /and equivalent in-laws as either applicant or agent.

B. Prior notifications

All applications will be determined by the area development managers with the exception of the following:

- (1) In the case of telecoms cabinets, masts or antennae under Part 25 of The Town and Country Planning (General Permitted Development) Order 2015 as amended which are subject to two or more objections from neighbours and/or other third parties citing issues of siting and/or appearance (these being the only matters for which prior approval is required) that the area development managers decision must be subject to consultation with the chair and vice chair of the planning applications committee if one or more ward councillors so request within 21 days of advertisement, neighbour consultation or publication of the weekly list.

C. Planning enforcement

All decisions will be made by the area development managers.

D. Tree Preservation Orders (TPOs) and applications for tree works in conservation areas or protected by TPOs

All decisions will be made by the area development managers with the exception of:

- (1) The confirmation of a tree preservation order served where there are 5 or more objections to that order UNLESS the order relates to a site upon which there is an existing order.

E. Applications for Permission in Principle and for Technical Details Consent

All decisions will be made by the area development managers:

F. Other

Any Items which the director of regeneration and development considers appropriate to refer to the planning applications committee.

Neighbour notification procedure

3. The neighbour notification procedure was approved by planning applications committee on 2 April 2009.
4. The following procedure will be used in advertising all planning and related applications. It should be noted that they exceed the statutory minimum required by the regulations in a number of areas.

A. Neighbour notification

- (1) There is a requirement under the regulations to notify neighbours or erect a site notice for all planning applications. In all but exceptional circumstances then neighbour notification rather than site notice will be undertaken as it provides direct notification to people's homes and contact details to occupiers. In most cases it would normally be more cost effective than the erection of site notices.
- (2) The definition of 'neighbours' is based on the advice in Circular 15/92 Publicity for Planning Applications, but with key additions to go beyond the immediately adjoining property in some cases:
 - (a) land which is coterminous with the boundary of the land for which development is proposed, plus one additional property where such property's curtilage is less than 10m from the edge of the application site boundary;
 - (b) in the case of a multi-occupied building it shall include units immediately above and below the unit being proposed for development;
 - (c) if the property fronts a road, the width of the road will be disregarded when assessing neighbouring land opposite (except where the development is at the rear and would not be visible from properties on the opposite side of the road) i.e. neighbours opposite a site would be notified in most cases;
 - (d) In the case of telecommunications development, all properties which fall within 40m of the proposal (when measured from the proposed site of the facility to the curtilage of the property).
- (3) The additional property(ies) notified under bullet point a) and the telecoms applications under bullet point d) are beyond the minimum required by central government.
- (4) Letters will be sent addressed to "the Occupier" in envelopes clearly branded with the message "Important planning documents enclosed".

B. Site notices

- (5) These will be utilised in lieu of direct notification to neighbours in very limited circumstances (e.g. where there are no obvious neighbours (such as a rural site), or a very large site with a complex site boundary and with

wide implications for the area, (such as Anglia Square) or where the application is of a nature which means individual notification is impractical (such as window and door replacement applications for several properties in one area). In these cases site notices rather than neighbour notification will be undertaken and be more practicable than neighbour letters.

(6) In addition there is a statutory requirement to advertise on site the following:

- (a) Applications accompanied by an environmental statement;
- (b) Developments affecting the setting of a listed building;
- (c) Developments affecting the character or appearance of a conservation area;
- (d) Applications considered to be a departure from the development plan;
- (e) Major developments - only in cases where neighbour notification is not practicable;
- (f) Applications affecting a public right of way.

C. Press notices

(7) There is also a statutory requirement to advertise some applications in a newspaper circulating in the locality. These are currently published in the Evening News on a Wednesday:

- (a) Applications accompanied by an environmental statement;
- (b) Developments affecting the setting of a listed building;
- (c) Developments affecting the character or appearance of a conservation area;
- (d) Affecting a public right of way; • Major developments (i.e. developments of 10 dwellings or more, or 0.5 ha in area or 1,000sq.m of development);
- (e) Applications considered to be a departure from the development plan.

D. Website

(8) All applications are listed in a weekly list on the website. All applications are available to view on the Public Access part of the website.

E. Other applications

(9) Advertisement applications:

- (a) There is no neighbour notification or press /site advertising.

(10) Listed buildings and conservation area consent applications:

- (a) Required to publish in the press and put up a site notice.
- (b) No requirement to notify neighbours.

(11) Applications for hazardous substances consent:

- (a) Applicants are required to carry out pre-submission publicity;
- (b) Due to the sensitivity of the applications no further publicity to be carried out post submission, and will not be included in the weekly list or viewable via the website.

Making representations on planning applications

5. Written representations from persons or parties are incorporated into the officer's committee report and considered as part of the appraisal of the application process. However, representations received after the publication of the committee report will be reviewed by the case officer but not reported or taken into account unless they raise new issues or material considerations which need to be taken into account.

Planning committee public speaking procedures

6. The procedures for speaking at planning applications committee are as follows:

- (1) Persons or parties who have made representations on planning proposals which are referred to committee may address the committee provided that they have notified the committee officer by 10:00 am on the working day before the meeting. Only persons or parties that have submitted written representations will be allowed to speak, unless in exceptional circumstances, the chair has chosen to exercise discretion. Members of the public who have submitted written submissions in advance will be allowed to appoint an advocate to speak on their behalf if they so wish.
- (2) Ward councillors or other councillors who have commented on the planning proposal may speak provided they have given notice by 10:00 am on the day before the meeting.
- (3) The chair will consider changing the order of the agenda where there is public interest to avoid numbers of objectors having to wait.
- (4) The chair will advise those speaking that they may:-
 - (a) speak for up to three minutes;
 - (b) direct their comments to planning issues;
 - (c) make their points concisely.
- (5) The chair may allow a longer period for representations to be made in complex cases.

- (6) Any speaker will be stopped by the chair where he or she:
 - (a) reports comments already made;
 - (b) introduces non planning issues;
 - (c) makes defamatory comments about councillors, Officers or any other individual or party involved in the matter under discussion;
 - (d) has spoken for three minutes.
- (7) Where several people have expressed the wish to speak, the chair will request that a spokesperson is nominated and that other speakers to add any points which have not already been made.
- (8) The applicant or agent may also address the committee provided that there are other speakers registered to speak. The applicant or agent will be permitted to address the committee for 3 minutes. Where there is a large number of objectors or the proposal is complicated then the chair may use their discretion and extend the permitted time beyond 3 minutes.
- (9) Where the application is recommended for approval and no speakers have registered, the applicant or agent will not be invited to address the committee. Where the application is recommended for refusal the applicant or agent will be permitted to address the committee.

Procedures of debate/decision making

- 7. In reaching decisions, the committee will follow good practice as set out in the Local Government Association's "Probity in Planning for councillors and officer" guidelines.
- 8. The procedures of debate/decision making at committee is as follows:
 - (1) Presentation by officers (not to repeat the report but provide brief scene setting, introduction of presentational material (if any) and summary of recommendation), update on late responses/implications.
 - (2) Representation(s) by objectors/supporters (if any) to time limit (3 minutes per speaker) – no opportunities for debate/questions.
 - (3) Representation by applicant/agent (if any) to time limit (3 minutes per speaker) – no opportunities for debate/questions.
 - (4) Comment by officers on representations (matters of fact or view on materiality of matters raised to planning decision only).
 - (5) Members' questions where necessary to seek clarification or explanation on the details of the application.
 - (6) Debate – members discuss planning merits of the application.

- (7) Any alternative motion proposed (and reason for it).
- (8) Officers' chance to comment on alternative motion (in extremis request deferral of decision).
- (9) Members declare their views and whether they are minded to vote for or against. If a substantial number of members indicate they are against the officers' recommendations, the chair asks for motion supported by reasons. Officers comment.
- (10) Move to a vote which will be recorded unless unanimous.

Site visit procedure

9. The committee has agreed the following site visit procedure:

Selection of site visits

- (1) The decision of the planning applications committee to hold a site visit is made by members of the committee, sometimes on the recommendation of the area development managers.
- (2) A site visit enables councillors to ensure that they have sufficient information about the effects of proposed development. Site visits should be held selectively, where there is a clear substantial benefit, such as where the impact of a particular scheme is difficult to judge from the submitted material, or where the concerns expressed by objectors cannot be adequately expressed in writing.
- (3) Site visits are fact finding meetings and are not formal committee meetings. No recommendations are made at the site visit and no decisions are made.

Attendance at site visits

- (4) All members of the planning applications committee will be invited to attend. Attendance at site visits is optional. Ward councillors will also be notified and are welcome to attend if they so choose. The applicants' agent will be notified of the proposed site visit and requested to give permission for access to the land and to inform them of the fact finding nature of the visit and the general procedure. Please note that members of the public may attend to observe but access to privately owned land is subject to the landowner's permission.

Site visit procedure

- (5) The site visit procedure will be:
 - (a) The chair welcomes councillors and others attending indicating:

- that the purpose of the site visit is fact finding;
 - that the application will not be determined at the site visit, but will be decided at the formal meeting of the planning applications committee;
 - the procedure of the site visit.
- (b) The chair should endeavour to ensure that explanations and representations from members of the public are given to the committee collectively. Members should be mindful of their obligations to keep an open mind and not to reveal bias when hearing such representations and when determining the application.
- (c) The committee officer will declare and record apologies for absence.
- (d) The planning officer will point out the key features of the application site.
- (e) Comments of other officers as appropriate.
- (f) Inspection.
- (g) Councillors' questions to the planning officer.
- (h) Chair closes the inspection.
- (6) At the site meeting councillors should ensure that they do not express opinions as to their likely decision.

Report to Cabinet
13 November 2019
Report of Director of people and neighbourhoods
Subject The award of contract for works at Bradecroft Sheltered
Housing – communal heating upgrading

Item

11

KEY DECISION

Purpose

To seek approval to delegate authority to award a contract for communal heating upgrading works at Bradecroft sheltered housing scheme.

Recommendation

To delegate approval to the director of people and neighbourhoods in consultation with the deputy leader and portfolio holder for social housing to award a contract for communal heating upgrading works at Bradecroft sheltered housing scheme.

Corporate and service priorities

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

Financial implications

The costs arising from this decision will be met from the approved budgetary provision within the HRA capital and revenue programme for 2019/20. The budget estimate for the works is £375,000.

Ward/s: Bowthorpe

Cabinet member: Councillor Harris - Deputy leader and social housing

Contact officers

Lee Robson, head of neighbourhood housing ☐ 01603 212939

Neil Watts, major works and services manager, NPS 01603 227172
Norwich Ltd

Background documents

None

Report

Introduction

1. Bradecroft is a sheltered housing scheme consisting of 41 one bedroom bungalows and a community room for the use of the residents.
2. The council upgraded the boiler plant room in 2015, replacing standard efficiency gas boilers with high efficiency condensing gas boilers which included a mini combined heating and power unit to generate electricity for the community room.
3. The existing buried network pipework which distributes the heating to the dwellings and the internal pipework and radiators within the dwellings, date from the original design and construction date circa 1980.
4. These works propose the replacement of radiators and local hot water storage cylinders in all scheme dwellings. A mechanical ventilation and heat recovery system, which will serve to remove waste heat from the boiler room, will assist with the heating of the community room.
5. These works also propose replacement of the underground heating distribution pipework throughout the scheme.
6. The new radiators will allow a low surface temperature system to heat the dwellings more effectively and the buried distribution pipework will be better insulated to increase system efficiency. The distribution pipework will have an additional flow and return section to improve heating circulation across the scheme.
7. A mechanical ventilation and heat recovery unit is to be supplied and fitted in the community room to provide heat extraction from the plant room discharging recovered heated air into the community room lounge area (winter). This will further improve the heating efficiency of the system.

Procurement process

8. An open tender opportunity was advertised on the council's e-procurement portal and contracts finder on 24 October 2019. The tender submissions are due for return to the council on 14 November 2019.
9. Suppliers were asked to submit details of their organisation in terms of finance, contractual matters, insurances, quality assurance, environmental standards, health and safety, equality and diversity credentials and previous experience. These aspects will be evaluated to ensure that suppliers met the Council's basic requirements.
10. At the same time suppliers were asked to submit details in the form of method statements proposing how they will meet the requirement for the work package and the price that they will charge to carry out this work. These method statements will be evaluated when it has been confirmed that the suppliers have met the Council's basic requirements.

Tender evaluation

11. The supplier selection process requires suppliers to complete a questionnaire. The responses given will be evaluated against pre-determined criteria. This quality assessment carries a maximum of 40% of the marks. The lowest price will be allocated 60% of the marks and marks will be deducted, pro-rata, with each increasing tender price.
12. The supplier with the highest cumulative score will be deemed the best value submission.
13. The procurement timetable does not allow a report to cabinet identifying the winning supplier and the works to be delivered. Therefore cabinet is requested to delegate the decision to the director of people and neighbourhoods in consultation with the deputy leader and cabinet member for social housing.
14. The decision to award will be published as a key decision and therefore members will have the opportunity to review the decision in the usual way.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with the completion of the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	13 November 2019
Director / Head of service	Lee Robson
Report subject:	Bradecroft Sheltered Housing – Communal Heating Upgrading
Date assessed:	21 October 2019

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Open tendering will ensure that best value is achieved.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The new equipment will be more efficient resulting in lower energy bills for residents
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The new equipment will consume less energy than that being replaced.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	Impact			
Risk management	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	There is a low risk that the appointed supplier could fail during the life of the contract. There is little risk to the council as it is not investing in the supplier. The risk is one of service continuity rather than financial which is further mitigated by the fact that the contract is planned in nature.

Recommendations from impact assessment	
Positive	
	The works will help to reduce fuel poverty and reduce consumption of energy from fossil fuels.
Negative	
Neutral	
Issues	

