



NORWICH
City Council

Cabinet

Date: Wednesday, 13 December 2017

Time: 17:30

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

Committee members:

Councillors:

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

For further information please contact:

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Information for members of the public

Members of the public and the media have the right to attend meetings of full council, the cabinet and committees except where confidential information or exempt information is likely to be disclosed, and the meeting is therefore held in private.

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



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

Agenda

Page nos

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 December 2017**.

Petitions must be received by the committee officer detailed on the front of the agenda by **10am on Tuesday 12 December 2017**.

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

5 - 8

To approve the accuracy of the minutes of the meeting held on 8 November 2017.

5 Fit for the Future Update

9 - 34

Purpose - To consider the progress made since last year when cabinet resolved to adopt a range of new corporate initiatives designed to set the future direction of the council and make Norwich City Council 'fit for the future', within the context of the approved four year financial sustainability plan.

6 Emerging 2018-19 Budget and Medium Term Financial Strategy

35 - 72

Purpose - This report summaries the emerging position, as currently known, for the General Fund revenue budget, the HRA Business Plan, and the council's capital programme.

7 Greater Norwich Local Plan Consultation

73 - 232

Purpose - To approve the publication of various documents related to the emerging Greater Norwich Local Plan for consultation on possible growth options to proceed in the new year.

8	Norwich Rough Sleeping Strategy Purpose - To seek approval for the revised Norwich rough sleeper strategy 2017-22: breaking the cycle of homelessness, and its action plan.	233 - 270
9	Q2 Performance report Purpose - To report progress against the delivery of the corporate plan priorities and key performance measures for quarter 2 of 2017 - 18.	271 - 284
10	Scrutiny recommendations report Purpose - To consider the recommendations from the scrutiny committee since June 2017.	285 - 294
11	Procurement of a housing structural repairs contract Purpose - To seek delegated authority to award a contract for housing structural repairs.	295 - 302
12	Norwich Regeneration Ltd and HCA business plans 2017-18 Purpose - To consider the latest business plans of Norwich Regeneration Ltd and the Norwich and HCA Strategic Partnership.	303 - 330
13	Exclusion of the public Consideration of exclusion of the public.	
*14	Norwich Regeneration Ltd - business plan 2017-18 <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. 	
*15	Managing Assets (housing) <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. 	
*16	Managing assets (General Fund) <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.

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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Date of publication: **Tuesday, 05 December 2017**



CABINET

17:00 to 17:35

8 November 2017

Present: Councillors Waters (chair), Harris (vice chair), Herries, Kendrick, Maguire and Stonard

Also present: Councillors Schmierer and Wright

Apologies: Councillor Davis

1. Declarations of interest

Councillor Stonard declared an 'other' interest in item *14, (below), 'NCC and NRL loan agreement', as he was the chair of Norwich Regeneration Company Ltd.

Councillor Kendrick declared an 'other' interest in item *14, (below), 'NCC and NRL loan agreement', as he was a director of Norwich Regeneration Company Ltd.

2. Public questions/petitions

There were no public questions or petitions.

3. Minutes

RESOLVED to agree the accuracy of the minutes of the meeting held on 11 October 2017.

4. Response to government consultation 'Planning for the right homes in the right places'

Councillor Stonard, cabinet member for sustainable and inclusive growth, presented the report.

In response to a comment from Councillor Schmierer, Councillor Stonard advised the types of housing built in terms of energy efficiency were outside the scope of this consultation. The council was committed to ensuring the building of energy efficient homes and was trialling the building of Passivhaus standard homes at the new Three Score development.

RESOLVED to submit this report as the response of Norwich City Council to the consultation.

5. Corporate KPI target changes

Councillor Waters, leader, presented the report. He said that the revised methodology represented a better way of judging customer experience.

RESOLVED to approve the following updated targets for the Corporate KPI's in order to reflect changing methodology:-

- (1) SCL1: 88% of streets found clean on inspection (down from 94%).
- (2) VFM1: 75% of residents satisfied with the service they receive from the council (down from 93%).

6. Code of Corporate Governance

Councillor Kendrick, cabinet member for resources, presented the report and said that it had been considered by Audit committee prior to coming to cabinet.

RESOLVED to recommend that council approves the revised Code of Corporate Governance and to recommend it to council for approval.

7. Revenue budget monitoring 2017/18 period 6

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

In response to a question from Councillor Schmierer, the senior finance business partner advised that the underspend referred to within the Housing Revenue Account under repairs and maintenance referred to a responsive repairs and maintenance budget. There was a greater underspend because more planned works had been carried out and therefore less requests for responsive repairs had been received.

RESOLVED to note:

- (1) the financial position as at 30 September 2017 and the forecast outturn 2017/18; and
- (2) additional unbudgeted grants awarded for 2017/18.

8. Capital budget monitoring 2017-18 – Quarter 2

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

RESOLVED to:

- (1) note the position of the housing and non-housing capital programmes as at 30 September 2017;
- (2) approve the proposed capital virements within the housing capital programme as detailed in paragraphs 16 and 17; and
- (3) recommend to council the proposed additions to the non-housing capital programme, as described in paragraphs 8, 9 and 10.

9. Procurement of a contents insurance scheme for tenants – Key decision

Councillor Harris, cabinet member for social housing presented the report.

In response to a question from Councillor Wright, the director of neighbourhoods said that he would look into idea that the scheme be extended to private rented tenants with the council operating as a broker.

RESOLVED to award the contract to Aon UK for 5 years.

10. Procurement of an external wall insulation programme to council properties – Key decision

(The chair referred to the supplementary agenda which had been circulated to members and published on the website, containing an urgent item).

Councillor Harris, cabinet member for social housing presented the report.

RESOLVED to approve the award of the external wall insulation contract to Everwarm Ltd.

11. Procurement of a trade waste service – Key decision

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

In response to a question from Councillor Schmierer, the director of business services outlined the procurement process.

RESOLVED to approve the award of:

- (1) trade waste services for Norwich provisions market to M W White Ltd;
- (2) trade waste and recycling services for City Hall and other council buildings to M W White Ltd;
- (3) confidential waste services to Shred Station Ltd; and
- (4) food waste recycling to Norse Eastern Ltd.

12. Exclusion of the public.

RESOLVED to exclude the public from the meeting during consideration of items *13 to *14 (below) on the grounds contained in the relevant paragraphs of Schedule 12A of the Local Government Act 1972 (as amended).

***13. Managing assets (housing revenue account) – Key decision (Paragraph 3)**

Councillor Harris, cabinet member for social housing presented the report.

RESOLVED to approve the disposal of land from the Housing Revenue Account as described in this report.

***14. NCC and NRL loan agreement – Key decision (Paragraph 3)**

(Councillor Stonard and Councillor Kendrick had declared an 'other' interest in this item.)

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

RESOLVED to approve the loan agreement needed with Norwich Regeneration Company Ltd (NRL) to cover both the initial borrowing and then also any subsequent borrowing for any future developments that NRL is asked to undertake.

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CHAIR

Report to Cabinet
13 December 2017
Report of The Chief Executive Officer
Subject Norwich City Council 'Fit for the Future' Update

Item

5

Purpose

To consider the progress made since last year when cabinet resolved to adopt a range of new corporate initiatives designed to set the future direction of the council and make Norwich City Council 'fit for the future', within the context of the approved four year financial sustainability plan.

Recommendation

To:

- a) continue with the approach previously agreed to balance future budgets within the MTFS and
- b) endorse the progress made to date on developing a new vision, corporate plan and Blueprint.

Corporate and service priorities

The report helps to meet all corporate priorities and should be read in conjunction with the Emerging 2018/19 budget, Medium Term Financial Strategy (MTFS) and Housing Revenue Account (HRA) business plan report.

Financial implications

This report sets the approach towards balancing the budget and meeting the requirements of the Medium Term Financial Strategy

Ward/s: All Wards

Cabinet members: Councillor Waters - Leader

Contact officers

Laura McGillivray Chief Executive officer	01603 212001
Helen Chamberlin Head of Strategy and transformation	01603 212356

Background documents

None

Report

Background

1. Norwich City Council has faced financial challenges for 10 years now but it has always squared up to those challenges and tackled them head on. The council's approach has been to look ahead, see the bumps in the road and seek to smooth them out as much as possible.
2. Since the recession, the council has faced varying pressures, from inflation, reduced interest receivable, from loss of income and in the last few years from reductions in government funding.
3. Despite these pressures, the Council is ambitious and wants to continue to do its best for local residents. It is however, getting more difficult.
4. In June 2016 Cabinet resolved to adopt a forward looking approach to ensure that the Council had the best possible opportunity to meet its financial challenges and match the shape and style of the future council to the resources available.
5. This report is designed to update the council on progress made since then.

Financial challenges

6. Over the next four years the council's general fund account has a budget gap of £7.82m between the projected budget requirement and available resources. This is detailed in the Medium Term financial strategy the latest position on which is shown in the emerging budget paper presented by the Chief finance Officer.
7. Last autumn the government offered local authorities the opportunity to achieve greater certainty and confidence in funding levels through the offer of a four year funding settlement for 2016/17 to 2019/20 subject to the submission of a four year 'financial sustainability plan' (FSP). This was submitted to government and subsequently approved. We are now facing year three of that four year plan. However, the stability was immediately threatened by the introduction of a new homes bonus threshold introduced days after the settlement had been agreed. This sort of move adds uncertainty to any future planning.
8. The plan referenced:
 - a) the council's efficiency journey to date;
 - b) the council's visions, priorities and core values as set out in the corporate plan;
 - c) the medium term financial strategy and transformation programme;
 - d) the use of reserves including the council's policy to smooth the savings requirements across the four year period to implement savings in a more

- planned way, and the planned reduction in reserves down to a prudent minimum level to support this process;
- e) the level of income from fees and charges generated and the increasing targets in the corporate plan to build on income generation to help to address the financial challenges faced;
 - f) the housing revenue account 30 year business plan and the challenges faced within that plan following recent changes in legislation with particular reference to the impact of the enforced 1% reduction in social rents for 4 years and the anticipated determination to be funded by the sale of higher value properties as they become empty to fund right to buy sales by housing associations;
 - g) the planned use of capital receipts; and
 - h) the council's approach to working with partners and the community.
9. The key themes from the transformation programme referenced in the FSP are set out below:
- Maximising income generation where possible whilst taking into account the ability to pay
 - Maximising returns from assets, particularly the council's commercial portfolio and investing for further return
 - Review of the customer contact model and service standards including moving to more digital engagement following the launch of the council's new website
 - Review of neighbourhoods and enforcement functions including achieving efficiencies through more streamlined and integrated enforcement functions and encouraging active participation in neighbourhoods by residents
 - Working with partners to maximise income and reduce costs including through shared services
 - Organisational review and work styles
 - Review of support services and overheads to minimise support costs and protect front line services wherever possible; and
 - Reductions in service levels and / or stopping of services including a review of the balance between spend on statutory and discretionary services and the priorities in the corporate plan.
10. These themes have guided the councils approach to achieving balanced budgets in the past. The latest proposals for income generation and savings are shown in the emerging budget strategy paper on the agenda.
11. Although the emerging 2018/19 budget shows that the budget for that year can be balanced the subsequent years' shortfall of £7.82m still represents a major challenge.
12. Increasing pressure on budgets, in part due to increased demand for council services as a result of budget cuts elsewhere in the public sector and continued reductions in government funding prompted the suggestion

for a different approach to future council activity planning. In last year's paper 'Fit for the future' it was noted that *'the Council has reached the point where the potential for reconfiguration of services is increasingly limited and a redesign of the council is necessary. With the resources available to the council in future, it will not be able to meet the aspirations of the corporate plan and new priorities need to be set that can be delivered within the reduced resources available'*

13. With these challenges to the fore in preparation for the 2017/18 budget, a report was approved by Cabinet to initiate a process to:

- a) Work with partners in the public, private, voluntary and community sectors to develop **a new city vision**
- b) Develop a revised corporate plan, priorities and performance measures which reflect the council's part in supporting that vision
- c) Determine a new blue print or operating model to guide how the council works in future which reflects available resources

City Vision - progress

14. This is work in progress. The most significant event so far was held on 23rd November. A conference **2040 Norwich City Vision** at the football ground. Over 100 people attended from voluntary and community organisations, local businesses and other public bodies. The conference letter of introduction, agenda, and report 'The State of Norwich' are attached at appendix A.

15. The purpose of the conference was to begin to shape up an idea of what a future Norwich might look like. A successful vision should be shaped and owned by the whole community. This conference represented a start in that process.

16. Other activities had fed into the shaping of the conference:

- the Leaders business reception held on 29 June titled 'A new Vision for the city – building on success'. The evaluation report and summary is attached at appendix B.
- a series of focus groups (not yet complete) where the interim findings were reported to the conference. The headlines are attached at appendix C.
- a series of meetings with city leaders including the Vice chancellors of UEA and NUA, the Dean of the cathedral, the chair of Norwich Business Improvement district, the chief executive officer of Norwich Research Park, the chief Executive of the Forum Trust and a senior Director of AVIVA.

17. At the conference there was a call to repeat the session with one for young people. This suggestion was accepted and the council will work in collaboration with the Mancroft Advice Project to deliver it.
18. The evening news has also featured the City Vision work and with the Council has invited the public to express its views. The article and coverage are attached at appendix d. In addition, the council's 2018/19 budget consultation, which launched on 29 November, requests respondent's views of the city more broadly.
19. We anticipate that the city vision research phase will continue over January, though dates for the youth conference are to be confirmed. A period of analysis will follow, after which the council will develop, in collaboration with others, a vision and action plan for the city and plans to ensure progress against it. The aim is that this vision will ensure the continued success of the city, whilst recognising that the role of the council will need to change, in line with reducing resources.

A new corporate plan – progress

20. To begin to reflect these changing circumstances the 2015-20 corporate plan was refreshed in 2017/18. The council's priorities and performance framework were not significantly changed, but the refreshed corporate plan began to reference the need for a new approach to the delivery of our services in an increasingly challenging context. This was agreed at the cabinet meeting on 8 February 2017 and approved at full council on 21 February 2017.
21. More significant changes to our corporate plan will be required to reflect the conclusion of the city vision work, and consideration of our role within the context of our new blueprint and available resources. Our intention is that these changes should be reflected in the 2019/20 corporate plan once vision and blueprint work is complete. Work is already underway to develop a new set of corporate priorities for inclusion in the 2019/20 corporate plan and to inform work on the blueprint, building on the research undertaken so far for the city vision. This will also require a new performance framework to reflect the new corporate priorities and operating model.
22. During the year 2018/19 the council will still operate under the existing corporate plan (covering the period 2015-20), with the current five corporate priorities and existing performance framework. There will be some necessary amendments to some of the individual performance indicators and targets to reflect some methodological changes, service developments and external pressures. This will again be accompanied by an updated explanation of the council's challenges and approach over the year. A paper covering these proposed changes will come to cabinet on 7 February 2018.

A new blueprint or operating model – progress

23. Work is underway to design a new council blueprint, which will guide how we work. This blueprint will be informed by, and support, the new city vision and any new corporate priorities, reflect the available resources, and build on our changing PACE values of Pride, Accountability, Collaboration and

Excellence. It will need to involve new ways of working, including working even more closely with partners in the business, public, voluntary and community sectors to deliver for our city. It will also build on themes from the transformation programme referenced in the Financial Stability Plan, for example the council's work on the customer contact model and the digital first approach, moving services online, and focusing on enabling citizens to do more for themselves, rather than being "done to"; whilst ensuring support for vulnerable people is available.

24. Following the review of neighbourhoods and enforcement functions, the recent introduction of a new neighbourhood model has demonstrated how these approaches can work. We are now building on this with a whole council approach which was launched at a series of employee and partner updates in October. The first phase, running until January 2018, includes:
- consideration of the principles that should inform how we work - for example a focus on the customer experience and building customer capability;
 - analysis of all activity across the council and consideration of job functions;
 - consideration of how processes could be redesigned to support new ways of working; and
 - using these outputs to challenge our current operating model against a future model, as a test of what may be feasible.
25. This work is being facilitated by an external company with significant experience of working with district councils, and is being supported by representatives from each service.
26. The output of this first phase will be a set of options for further consideration and testing. More detailed analysis and implementation planning would be needed if changes were to be implemented.

Conclusion

27. The council has consistently planned ahead to manage financial reductions up to now through efficiency measures, new ways of working, and increasing income, always seeking to protect frontline services. Continued reductions in government funding and changing patterns of demand for our services, mean that a new whole council approach is required, which must be set within a wider city vision in which all stakeholders across the city have a role. This also gives us the opportunity to achieve greater impact through collaboration and a clear focus on shared outcomes. Work is ongoing and the results of this cannot yet be quantified, but through careful planning we aim to ensure that the council can continue to play a full role in delivering its best for local residents.

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:	2017-12-13
Director / Head of service	Laura McGillivray
Report subject:	Norwich City Council 'Fit for the Future' Update
Date assessed:	2017-11-30
Description:	

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input type="checkbox"/>	X	Less resource
Other departments and services e.g. office facilities, customer contact	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
ICT services	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Economic development	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Financial inclusion	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
<u>S17 crime and disorder act 1998</u>	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Human Rights Act 1998	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Health and well being	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	X	<input type="checkbox"/>	
Eliminating discrimination & harassment	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Advancing equality of opportunity	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Natural and built environment	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Waste minimisation & resource use	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Pollution	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Sustainable procurement	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
Energy and climate change	X	<input type="checkbox"/>	<input type="checkbox"/>	Final results not predictable until final budget is balanced
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input type="checkbox"/>	X	<input type="checkbox"/>	

Recommendations from impact assessment
Positive
Negative
Neutral
Issues

Thursday 23 November 2017

CONFERENCE

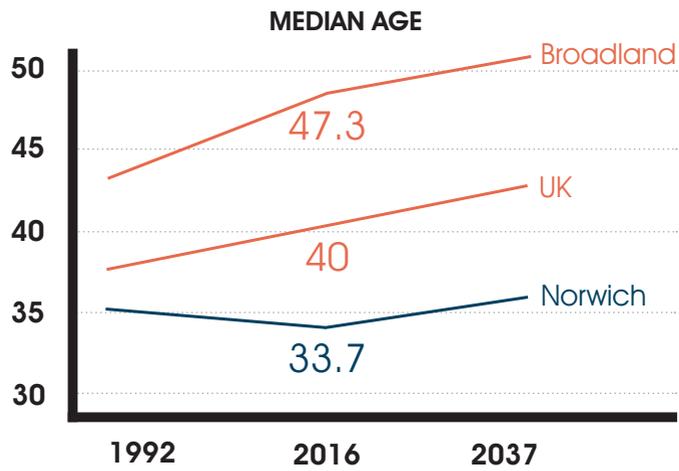
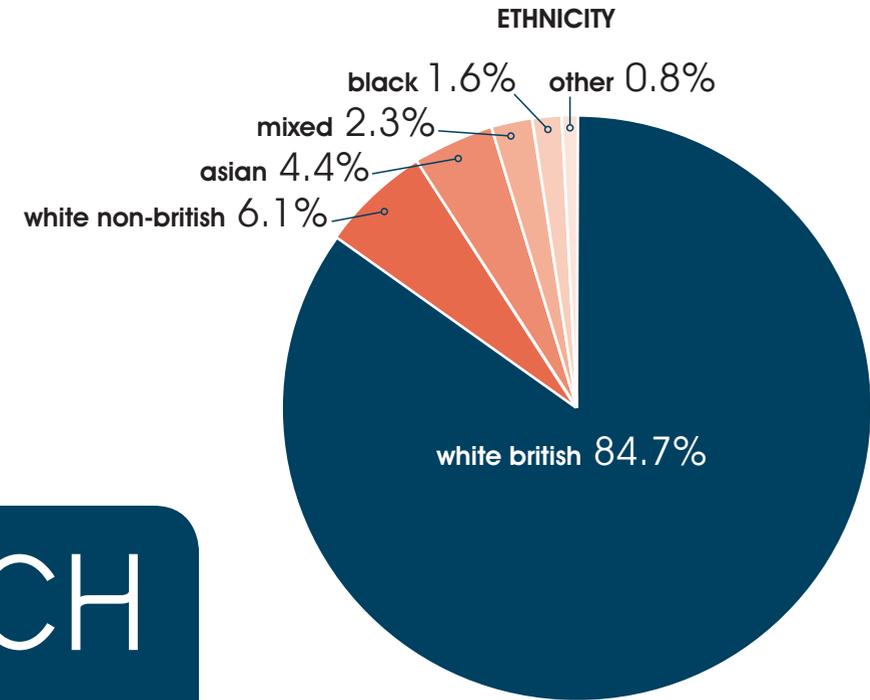
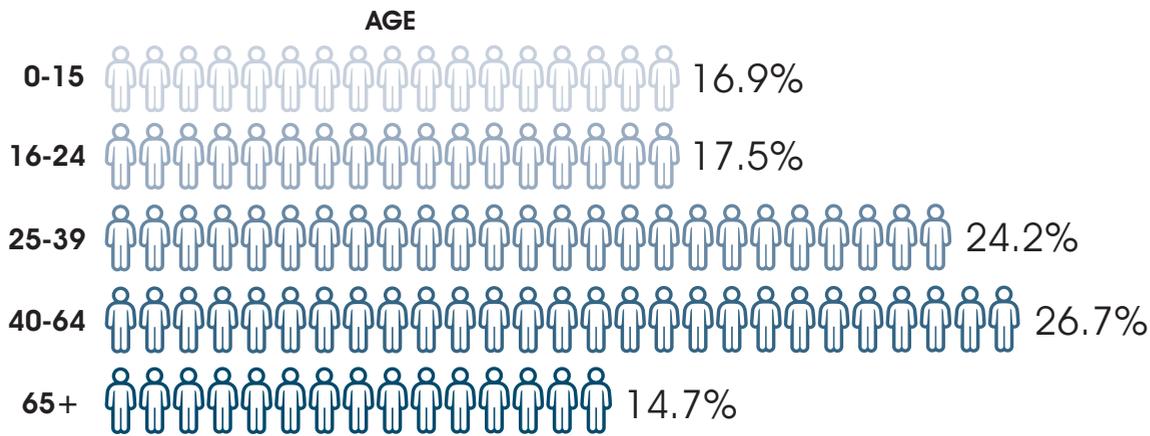
Chair: Councillor Alan Waters, leader of Norwich City Council

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| <p>8:30 Refreshments and registration</p> <p>9:00 Opening remarks – Chair</p> <p>9:10 The power of cities –
Chris Murray, Core Cities</p> <p>9:20 The opportunities and
challenges of cities –
Laura McGillivray, Norwich
City Council</p> <p>9:30 Table activity – postcard
from Norwich 2040</p> <p>10:00 Norwich 2040 – a business
view – Peter Mitchell,
Norwich Business
Improvement District</p> <p>10:10 Norwich 2040 – a cultural
view – Professor John
Last, Norwich University
of the Arts</p> | <p>10:20 Norwich 2040 – a VCSE
view – Dan Mobbs, Mancroft
Advice Project (MAP)</p> <p>10:30 Table activity – The journey
to Norwich 2040</p> <p>11:00 Refreshments (during which
delegates can opt to move
to another table to discuss
topics of most interest)</p> <p>11:30 Table activity – What do we
need to do to achieve our
Norwich 2040 vision?</p> <p>12:40 Closing remarks – what
next? – Chair</p> <p>13:00 Buffet lunch and networking</p> <p>14:00 Finish – <i>don't forget to write
your postcard, which you'll
find in the delegate packs, and
pop it in the post box on the
Ignite stand before you leave.</i></p> |
|--|---|

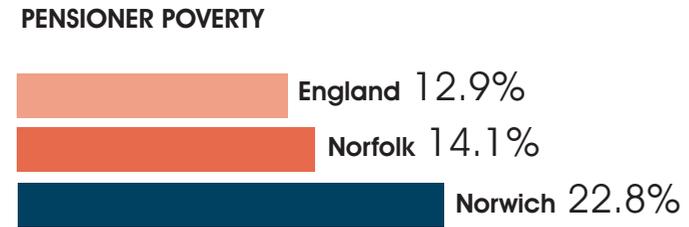
2040 norwich city vision

THE STATE OF NORWICH

People, Place, Economy, Wellbeing



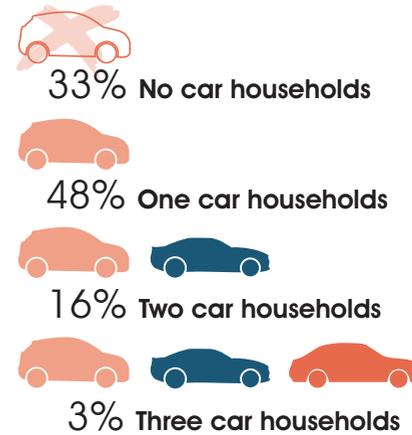
NORWICH people



CO₂ EMISSIONS tonnes per capita



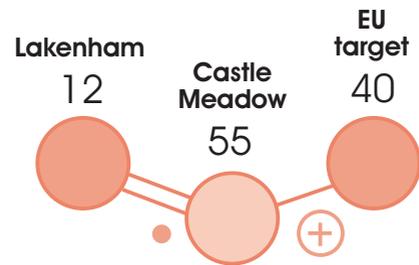
CARS PER HOUSEHOLD



PEOPLE KILLED OR SERIOUSLY INJURED ON ROADS



NO₂ EMISSIONS micrograms/cubic m

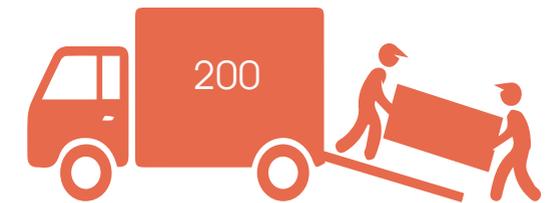


FUEL-POOR HOUSEHOLDS



NORWICH place

NEW HOMES COMPLETED



AVERAGE MONTHLY RENT (2beds)

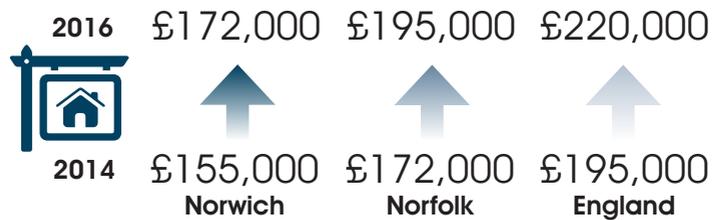
Norwich £762
Norfolk £687



RATIO OF LOWER QUARTILE HOUSE PRICES TO LOWER QUARTILE INCOME



AVERAGE HOUSE PRICES



HOUSING BY TENURE (%)

	Owner-occupied	Council rented	Social rented	Private rented
Norwich	44.5	25.2	7.4	22.8
Norfolk	68.6	5.8	8.7	16.9
East Anglia	68.3	7.8	7.9	16.0
England & Wales	64.3	9.4	8.2	18.0

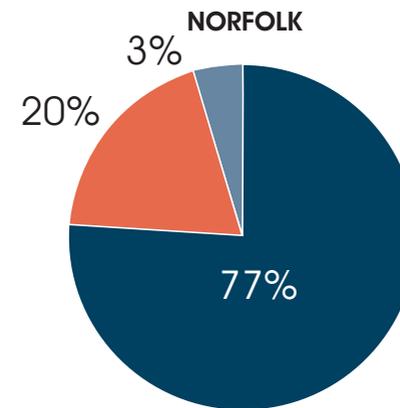
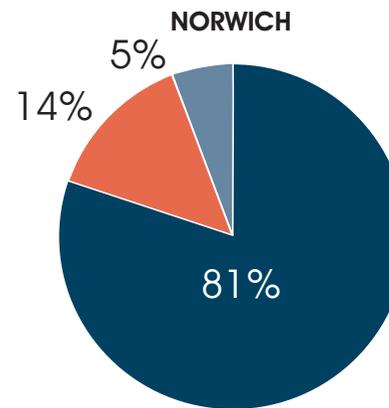


CLAIMANT COUNT

December 2016 1.7%
December 2015 1.6%



ECONOMIC ACTIVITY (AGES 16-64)



employed ■ unemployed ■
economically inactive ■

HOUSEHOLDS EARNING BELOW £15,000/YEAR

20,033



MEDIAN HOUSEHOLD INCOME

£22,825

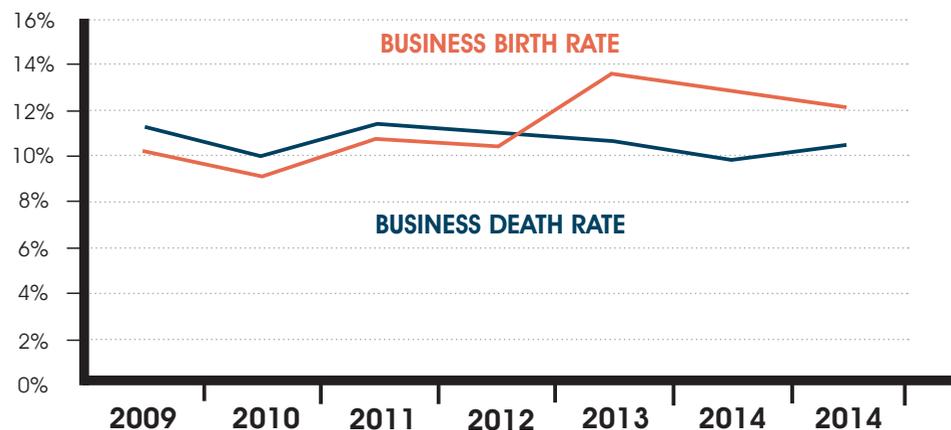
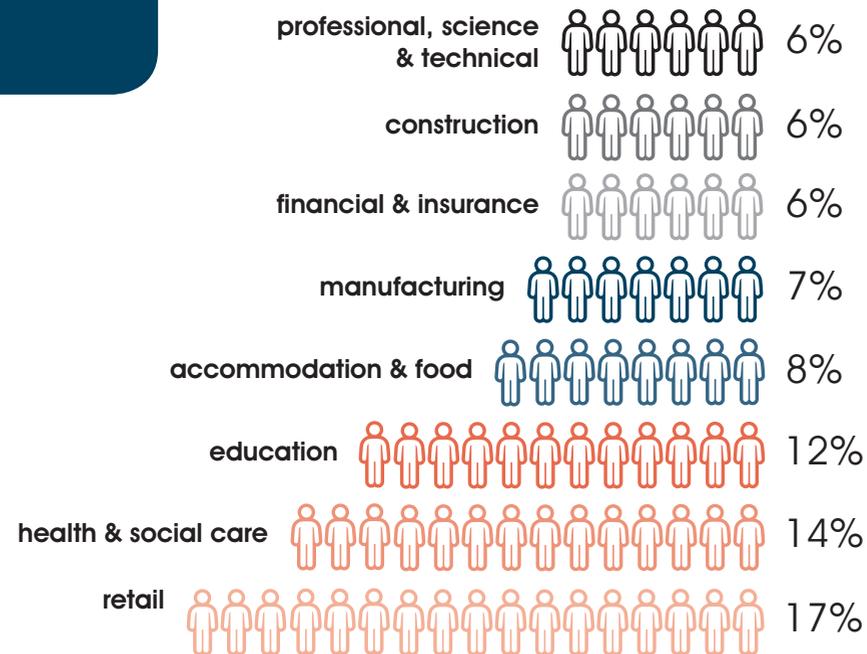
highest ward
£36,145



lowest ward
£18,406

NORWICH economy

75% OF RESIDENTS EMPLOYED IN...



AVERAGE LIFE EXPECTANCY

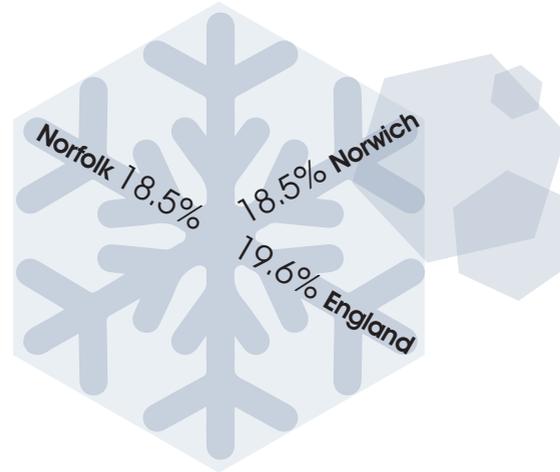
female 83.4
male 79.9

gap between most deprived
and least deprived wards are:

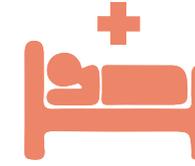
female 3.1 years
male 10.9 years



EXCESS WINTER DEATHS



HOSPITAL STAYS/per 100,000 population



self harm 374.2
alcohol related harm 875

WEIGHT



	Norwich	Norfolk	England
low birth weight	3.3%	3.1%	2.9%
overweight (R)	14.4%	13.9%	12.9%
obese (R)	8.9%	9%	9.3%
overweight (Yr6)	13.8%	14%	14.4%
obese (Yr6)	18%	18.2%	19%
obese adults	19.6%	25.7%	24.4%

NORWICH wellbeing

CRIME AND ANTI SOCIAL BEHAVIOUR

ASB incidents 6,043
all crimes 13,350
97.94/per 1000 population (Norfolk 53.9)
hate crimes 194
hate incidents 183



GOOD LEVEL OF DEVELOPMENT - AGE 5



NORWICH
62.8%

Nelson 89% Thorpe Hamlet 47.2%

ENGLAND
66%

EDUCATION LEVELS



	Norwich	Norfolk	England
KS2 level 4+ reading	86%	87%	89%
KS2 level 4+ writing	84%	84%	87%
KS2 level 4+ maths	83%	84%	87%
5+ GCSEs A+-C incl english and maths	45%	55%	66%

LIFE SATISFACTION (out of 10)

England 7.6
Norwich 7.71
Norfolk 7.75

HAPPINESS (out of 10)

England 7.45
Norwich 7.49
Norfolk 7.55



Sources

	Measure	Source	Date range
PEOPLE	Total Population	ONS - Mid Year Estimates	2015
	Age Profile	ONS - Mid Year Estimates	2015
	Ethnicity	Census 2011 Table KS201EW	2011
	Median Age	ONS - Population Projections	2015
	Child poverty	Indices of Multiple Deprivation	2015
	Pensioner poverty	Indices of Multiple Deprivation	2015
	Residents/Households	ACORN CACI Paycheck	2016
PLACE	Tenure	Census 2011	2011
	PS Rents	Home.co.uk	2017 (Live Data)
	House Sales/Prices	Department of Communities and Local gov.	2014-2016
	New homes	Department of Communities and Local gov.	2015-2016
	Fuel poverty	Norfolk Insight	2014
	Transport	Census 2011	2011
	KSI (Road Traffic Casualties)	Norfolk Insight	2015
	CO2 Emissions	DECC	2014
	N02 Emmisions	DEFRA	2015
	Lower Quartile, House Price - Earnings ratio	ONS - Mid Year Estimates	2016
ECONOMY	Unemployment rates	NOMIS	2016
	Business Births/Deaths	ONS - Business Demography	2015
	Economic Activity	NOMIS	2016
	Industry of Employment	Census 2011	2011
	Average income	ACORN CACI Paycheck	2016
	Households below average income	ACORN CACI Paycheck	2016
	New company registrations	Start-up Britain	2016
WELLBEING	Life Expectancy at Birth - Male (Years)	ONS	2012-2014 (A)
	Life Expectancy at Birth - Female (Years)	ONS	2012-2014 (A)
	Inequality in Life Expectancy at Birth - Male (Years)	ONS	2009-2014 (A)
	Inequality in Life Expectancy at Birth - Female (Years)	ONS	2009-2014 (A)
	Mental health	Public Health Profiles	2014-2015 (A)
	Alcohol Related Admissions	Public Health profiles	2014-2015 (A)
	Excess Winter Deaths	Health profiles	2012-2015 (A)
	Obesity	Health profiles	2012-2015 (A)
	Life Satisfaction	ONS	2012-2015 (A)
	Happiness	ONS	2012-2015 (A)
	All Crime	Norfolk Insight	Oct 14 - Sept 15
	Hate crime	NCC Equalities Information Report	Nov 15 - Nov 16
	GCSE Attainment	Norfolk Insight	2015
	Literacy	Norfolk Insight	2015
	Low Birthweight	Public Health Profiles	2012-2015
Development at 5	Norfolk Insight	2015	

Welcome to the 2040 Norwich City Vision Conference

As Norwich residents, leaders and place-makers, we all know that our city is a success story, and has been for nearly 1,000 years. We are a vibrant, growing city. We have a thriving cultural scene, world-leading organisations, award-winning shopping and are regularly voted as one of the best places to live in the country.

We have much to celebrate. But there are challenges too, with pockets of deprivation, poor educational attainment and health inequalities, skills mismatches and difficulties in recruiting the right staff.

While we cannot predict the future, we know that the world will not stand still. We need to equip our city to grasp new opportunities, withstand new challenges and protect what is already great – all to ensure its long-term success. To do this we need a clear, shared and ambitious vision of what we want our city to be.

Today's session is an important step towards creating this vision. As you will see, we have some excellent speakers lined up to discuss the role of cities, the challenges and opportunities facing us and to give their own views on the kind of Norwich we want to be in 2040. No single organisation can create or achieve our vision for Norwich 2040 alone; it will require action from us all. We need your views and commitment to act and a series of activities throughout the morning will begin the process.

Our vision for Norwich also needs to be rooted in the views of everyone in it. During the run-up to today, an independent research company has been holding focus groups with residents and visitors to seek their thoughts. You will see some of the emerging themes from this throughout the morning – colleagues from the research company are also here today.

We hope you enjoy the morning and we look forward to working with you all over the coming months and years to achieve our vision for Norwich 2040.



Alan Waters and Laura McGillivray
Norwich City Council

The Leader of Norwich City Council's Business Reception held on 29th June 2017

Table discussion feedback and event evaluation

Introduction

The business reception began with a welcome by Cllr Alan Waters, Leader of the Council, who also talked about the development of a vision for the city of Norwich.

The second presentation of the evening was given by Peter Mitchell in his capacity as chair of the Norwich Business Improvement District. A final presentation was given by Professor John Last, Principal of Norwich University of the Arts. The evening's presentation slides accompany this report.

The presentations were followed by a brief question and answer session. As usual, the business reception concluded with round table discussions. Key points raised during the discussions are summarised below.

Round table discussions – summary of key points

Delegates were encouraged to take part in free ranging discussions which took place after the presentations had been made. Each of the ten tables was hosted by a councillor, a senior member of city council staff or a business leader who captured the main flux of those discussions. A summary of the key points under is given below:

The city vision and economic growth

Following on from the presentations most of the tables discussed the vision for the city.

- The city council should work more closely with as many businesses as possible to develop the vision for the city.
- The current local authority governance structures are too complicated.
- How do we accelerate growth and ensure it provides opportunities for all?
- Need to be more inclusive in developing the vision, include disadvantaged groups.

Educational attainment and job opportunities

Education and jobs were discussed on some of the tables. The business people present were concerned about the following aspects in particular:

- More investment is needed in the school system locally, particularly in the early years stage.
- Young people need to be inspired, shown the wide range of opportunities available to them.
- Engineering is facing a skills shortage, need for a course at City College Norwich.
- Need to attract people to Norwich and ensure we retain more graduates.

Transport

Many of the tables discussed transport in some form or another. The following points were key to the discussions.

- Standard of rail links providing connection to London and Cambridge is still poor and doesn't give a good impression of the city to visitors, as either a tourist or a business destination.
- Need better gateways into the city.
- Public transport into the city is still poor particularly from the rural areas.

Profile-raising

Most of the tables discussed raising the profile of Norwich to a national and international audience.

- Move away from marketing the Castle/Cathedral character of Norwich and promote a young, progressive image for inward investment.
- Need to find the city's USP (Unique Selling Point) and brand it accordingly.
- Norwich needs to capitalise on its assets (quirkiness, sense of community, quality of life etc) and stop hiding its light under a bushel.

2040 norwich city vision

Extract from 2040 Norwich City Vision Conference

Interim focus group findings

What people are telling us..

Norwich hasmuch to celebratebut some big problems to tackle

Much to celebrate!



.....a creative city

- 'Norwich is a **hotbed of creative and digital businesses**, technology companies and research institutes'
- 'Norwich is a **place of ideas** where the power of words has changed lives for hundreds of years'
- '**Creativity is celebrated**. Residents and students are a part of that'

.....a friendly city

- 'Norwich has a **rich and deep history** and the mix of historic and modern buildings are seen as a strength'
- 'The **mix of old and new** makes Norwich special'

.....a modern historic city

- 'Norwich has a **rich and deep history** and the mix of historic and modern buildings are seen as a strength'
- 'The **mix of old and new** makes Norwich special'

.....a green and sustainable city

- 'The city's **green and outdoor spaces** are well loved and people want to see them protected. People care about 'green' issues and sustainability'
- 'The city is a **good and compact size** – a 'walkable' city'

.....a clever city

'Norwich is a **fantastic city to live in** and to prototype new innovations with **great talent** flowing from its **two universities**'

But some big problems to tackle



Housing and homelessness.....

- '**Not enough** affordable, social and sheltered **housing**'
- '**New developments should be mixed** (in terms of age, disability, private/social) to create stronger more integrated communities, with good transport'
- '**Street homelessness has visibly worsened** and more needs to be done to help those in acute need'

Transport.....

- '**Traffic, public transport and cycling** – easy to get around the city once you are in but difficult to get into the city. **Buses are expensive**'
- 'Norwich needs to be **better connected** to London and the midlands in future so that it is less cut off'

Social mobility and inclusion.....

'**Social mobility** is about how you aspire to have a career.If you have an environment where schools are good,where you have good opportunities, that drives people to want to take up those opportunities....

.... In Norwich there are these things but they are fragmented. **Everyone isn't included**'

Employment.....

- 'There is a **brain drain** problem. There aren't enough opportunities for young people who live here or move here for University'
- 'There are **not enough well paid stable jobs** that are accessible to local people'

Social isolation.....

- 'There are **places for people to come together** as a community but not enough paid employees to look out for those who are isolated'
- 'Events that bring people together are a good thing'

'The Alan Partridge parody is last year'

DAN GRIMMER

dan.grimmer@archant.co.uk

Transport, shopping, culture and young people must all play a part in shaping a successful Norwich in 2040, the conference heard.

There were more than 100 people at the 2040 Norwich City Vision Conference, with groups and organisations such as the Norwich Business Improvement District, Norwich Society, Mancroft Advice Project and Norfolk County Council contributing to the debate.

Peter Mitchell, from the BID, said Norwich had all the right ingredients for success.

He said there would be major changes to retail in the years ahead - particularly in the way people travel - and there would need to be careful management of that.

John Last, from the Norwich University of Arts said the city was already a



From left: Professor John Last from Norwich University of the Arts/NUA. Dan Mobbs from the Mancroft Advice Project

Pictures: ANTONY KELLY/ NICK BUTCHER

“magnet” for people seeking culture, saying it was almost unrivalled in those terms.

He said: “When I talk to my students about Norwich, what they talk about is the music, the galleries and the cafe culture. That’s their perception of Norwich.

“The Alan Partridge parody is last year and the future is how my students view it.

“But there is a little warning light. No city is innately good at culture.

“We have to sustain it and you have to grow it.

“It’s not something that is nice to have, but an essential, and we need to ensure we have a clear strategy.”

He said there was no reason why Norwich could not try to become a city of culture in the future or even host the Turner prize.

Dan Mobbs, from the Mancroft Advice Project - which offers support to young people - said it was important not to sideline or isolate young people when forging a vision for the city’s future.

He said: “One of the biggest problems in our city is inequality and it is shocking.”

He said he wanted to see a city which was “youth friendly”, with an education system which is creative and allows young people to learn from their mistakes.

Have your say on city's future

We are backing Norwich City Council's call for people to get involved in forging the city's future. We are asking our readers to answer two questions:

What are the top three things that you think make Norwich a good place to live now?
What are the top three challenges you think need to be tack-

led to make Norwich a great place in 2040? The city council has already commissioned research to help forge the vision. That has included speaking to shoppers,

telephone interviews and focus groups. But you can send the form to us at 2040 Norwich City Vision survey, Prospect House, Rouen Road, Norwich, NR1 1RE.

2040 Norwich City Vision: What are the top three things that make Norwich a good place to live now?

1

.....

2

.....

3

.....

What are the top three challenges you think need to be tackled to make Norwich a great place in 2040?

1

.....

2

.....

3

.....

Name:

Age: Postcode:

Report to	Cabinet	Item
	13 December 2017	
Report of	Chief finance officer (Section 151 Officer)	6
Subject	Emerging 2018/19 Budget, Medium Term Financial Strategy (MTFS) and HRA Business Plan	

Purpose

This report summaries the emerging position, as currently known, for the General Fund revenue budget, the HRA Business Plan, and the council's capital programme.

Recommendations

To:

- (1) approve the direction of travel currently being taken to establish robust and balanced budget proposals for the General Fund revenue budget and the MTFS including endorsing:
 - a) The principle that any general fund underspends from 2017/18 are considered for transfer to the earmarked spend to save reserve to support the delivery of the ongoing transformation programme.
 - b) The principle of creating earmarked reserves in relation to commercial property, loan interest income from Norwich Regeneration Limited, and one-off business rates growth income.
 - c) An increased drawdown of £107k from general fund reserves to balance the 2018/19 budget (subject to final budget estimates).

- (2) approve the proposed approach to extend the HRA Business Plan to 60 rather than the current 30 years.

- (3) approve the proposed approach to the setting of the General Fund capital programme, namely:
 - a) Establishing a capital programme that is affordable (looking over the 5 year MTFS planning horizon and the resources available) and achievable (i.e. better able to be physically delivered at the year-end).
 - b) That any new capital project of significant size, not included in the capital programme proposed to council in February 2018 for approval, is subject to a full business case review and subsequent approval by council within the relevant financial year.

Corporate and service priorities

The report helps to meet all the corporate priorities.

Financial implications

The report is about the emerging budget for 2018/19 and the medium term planning horizon. Consequently the whole report contains financial implications.

Ward/s: All Wards

Cabinet member: Councillor Kendrick - Resources

Contact officers

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Hannah Simpson, strategic finance business partner 01603 212561

Shaun Flaxman, senior finance business partner 01603 212805

Background documents

None

Report

INTRODUCTION

1. This report summaries the emerging position, as currently known, for the General Fund revenue budget, the HRA Business Plan, and the council's capital programme.
2. It contains initial proposals for budget savings, capital investment, and Council Tax and HRA rental levels. The views of citizens, HRA tenants, and local businesses will be sought on these proposals, via the public budget consultation exercise, before the budget is discussed and approved by Council on 20 February 2018.
3. Some of the figures contained in this report are likely to change when the budget and MTFS are formally presented to council for approval. This is primarily because this report excludes any potential impacts and changes that may be contained in the 2018/19 Local Government Financial Settlement (due early December 2017). A full list of items that are likely to change when the budget is considered in February 2018 is shown in paragraph 27.
4. This report needs to be read alongside the chief executive's report entitled "Fit for the Future" tabled on the same agenda. The chief executive's report contains important context and strategy that is shaping the emerging financial position and proposals contained within this report.

Report Contents

- Overall Summary
- Local Government finance – economic and statutory context
- 2018/19 General Fund Revenue Budget and MTFS – 2018/19 to 2022/23
- Housing Revenue Account (HRA) Business Plan
- Capital Programme – 2018/19 to 2022/23
- Public consultation and next steps

OVERALL SUMMARY

General Fund

5. The general fund budget proposals reflect the continuing reduction in central government funding to local government, including a reduction in revenue support grant of £0.7m in 2018/19 with a further decrease of £0.8m in 2019/20 in line with the council's 4 year funding settlement. In order to set a balanced budget against this backdrop of funding reductions, net savings are being proposed of £1.4m in 2018/19 along with a £5 rise in the band D council tax rate and the use of general fund reserves.

6. The net savings currently proposed as being achievable for 2018/19 of £1.4m are below the £1.9m target set in the MTFFS strategy agreed by council in February 2017. This reflects the increasing difficulty of finding further efficiencies and income generation opportunities to balance the budget as a preferred budget strategy rather than making budget savings by reducing front line services.
7. However, other budget estimates have been updated since February and the current overall budget position has marginally improved over a number of budget items by a total of some £400k. The largest favourable movement is a reduction in the council's current contribution to the pension fund deficit for admitted joint venture partners: Norwich Norse Environmental, BIFFA, and the airport (this reduction may change when the next Pension Fund valuation is undertaken for 2020/21). This means that, despite not meeting the £1.9m savings target, only £107k of additional reserves are proposed to be drawn down to balance the 2018/19 budget than that forecast in the February 2017 MTFFS position.
8. A significant amount of the proposed savings is to be generated from maximising income generation and returns from assets, as agreed by council on 27 September 2016 as part of the four year financial sustainability plan submitted to DCLG. Such income generation does increase the council's risk profile hence the proposal for a set aside, in an earmarked reserve, of some of the new income generated to reduce risks and protect future income streams (see paragraph 13 below).
9. The proposals include the continuation of the approach, agreed last February in the MTFFS, of increasing the revenue contribution to capital by £0.25m each year up to £1.5m. This will give the council some ability to maintain and upgrade its numerous and very diverse General Fund assets given that capital receipt income, the major source of funding for capital maintenance work on these assets, is forecast to fall in the future.
10. There is a continuation of the approach to utilise council reserves over the next 5 years to support the revenue budget and enable a strategic approach to cost reduction over the medium term. On this basis the reserves will come down to the prudent minimum levels by the end of 2022/23. After this year budget savings will still need to be made if any inflationary or demand-led increases in costs are not able to be offset by increased income from council tax and business rates. These savings however will need to be made without relying on reserve contributions to balance the budget.
11. The MTFFS position shows that £7.82m of savings will be required over the four year period 2019/20 to 2022/23. This equates to a "smoothed" annual savings target of £1.955m.
12. Apart from the statutory need to balance the budget in the short and medium term, three other key principles underpin the figures presented in this report namely that:

- A strategic planned approach to cost reduction over the medium term as outlined in the chief executive's report "Fit for the Future".
- Some set aside of new net income generated by the council's commercial activities to safeguard the future income stream and to reduce the council's potential commercial risks.
- The use of one-off income to fund one off expenditure (either revenue or capital) rather than the on-going costs of delivering services.

13. This report therefore contains the following proposals:

- Underspend from the current financial year, 2017/18, will be transferred to the spend-to-save earmarked reserve to support the delivery of savings and efficiencies through the transformation programme: this is currently forecast to be some £0.56m.
- A proportion of the new net income generated above the MTFS savings target from commercial property acquisitions will be set aside in an earmarked reserve. This would be used to provide funding for any future void and rent free periods as well as any repairs/upgrades required to the property to help safeguard the future value of the investment and the rental income stream, thereby minimising the risk of holding these assets and of fluctuations in the income return.
- The fluctuations in net income received by the council from the on-lending to its company, Norwich Regeneration Limited, will be smoothed and managed by the establishment of an earmarked reserve. This will also provide a buffer in case the income is lower than anticipated due to the company not borrowing as much or as quickly from the council as planned (caused for example by delays in construction etc.)
- If the application to be part of the Norfolk business rates retention pilot is successful, the additional one-off income for the council (currently estimated at some £0.5m) will be set aside to fund one-off expenditure projects and not incorporated into the MTFS.

Housing Revenue Account (HRA)

14. The number of council homes in Norwich dropped below 15,000 for the first time in early 2017. This is a result of continuing high levels of properties sold under the Right-to-Buy legislation, with 163 dwellings being lost during the last financial year.
15. The HRA continues to balance the ongoing requirements of maintaining and upgrading homes, within the four year mandatory 1% rent reduction.
16. Uncertainty still exists around a possible significant determination being levied against Housing Revenue Accounts to compensate the private sector, following the extension of Right-to-Buy legislation.
17. The HRA business plan demonstrates that it should still be possible for HRA borrowing to be repaid with 27 years whilst providing 200 new council homes

by 2021. This is in addition to 241 social housing homes being delivered in partnership with Registered Providers and a further 285 new homes being constructed by the council's wholly owned company, Norwich Regeneration Ltd.

Capital programme

18. Whilst the proposed General Fund and HRA capital programmes will deliver the highest capital priorities for the council, the overall programme has been set at a reduced level from previous years that is affordable, includes robust estimates and is achievable in terms of actual delivery.
19. The General Fund capital programme currently does not therefore include significant large schemes, largely related to the regeneration of the City, that may proceed during 2018/19 or later years. These will be considered by cabinet and approval sought from council during the year based on robust business case analysis.

LOCAL GOVERNMENT FINANCE – ECONOMIC AND STATUTORY CONTEXT

Public Finances and the national economic context:

20. A summary of the key economic indicators, as at the time of writing this report (November 2017), is given below.

Bank Interest Rate: In November 2017 the Bank of England's Monetary Policy Committee (MPC) voted by a majority of 7–2 to increase the Bank Rate by 0.25% to 0.5%, the first increase since July 2007. As things stand, the MPC is expecting two further quarter-point increases in interest rates by the turn of the decade, which would then leave the rate at 1%.

Source: Bank of England

Inflation: The headline inflation figure, CPI (Consumer Price Index), rose to a five and a half year high of 3% in September and kept at this level during October 2017. Food and transport costs in particular have increased the CPI. National Treasury's target rate is 2%.

The Bank of England expects inflation to remain at 3% in the last quarter of 2017, much of it due to the fall in value of the pound since the Brexit vote. They predict we will see a gradual fall in the inflation rate which may reach 2.2% in 2020.

Source: Bank of England

GDP Growth: The Office for Budget Responsibility (OBR) now expects to see slower GDP growth over the forecast period, mainly caused by the under-performance of productivity in the UK economy. It has revised down its forecast for GDP growth by 0.5 percentage points to 1.5% in 2017, then growth slows in 2018 and 2019, before rising to 1.6% in 2022. The economic impact of the UK's departure from the European Union however remains uncertain.

Source: Autumn Budget 2017 and Office for Budget Responsibility

Unemployment Rate and Average Earnings: The UK unemployment rate remains at 4.3% (1.42m individuals) in November 2017 its lowest rate since 1975 - and down from 4.8% a year earlier. Average earnings, excluding bonuses, rose 2.2% in the three months to September 2017, compared with a year ago, but this is a decrease of 0.5% in real terms when accounting for inflation.

Source: Office for National Statistics

Public Sector Finances: The reductions in future GDP growth have knock-on effects for both public sector net borrowing and for future public sector expenditure as lessened economic growth equates to a reduced tax take.

Public sector net borrowing is now forecast to fall over the next four years to some £30bn in 2021/22, instead of the £20bn forecast in the Spring 2017 Budget Statement (and contrasted with the £10bn surplus forecast for 2019/20 in the Chancellor's 2016 Budget Statement).

The government's policy had been that after the four year funding settlement finishes in 2020/21, public sector funding would increase in line with inflation during the period of the next spending review (i.e. at about 2%). Lower GDP growth is likely to result in lower increases in public spending. Whilst revised targets are not published yet, and possibly are not likely to be until there is more formal planning for the next spending review, CIPFA warns that the overall increase in public sector funding post 2020/21 could be 1.5% rather than 2%.

Source: Office for Budget Responsibility and CIPFA

Local government finance after 2020/21:

21. In October 2015 the Government stated its intention that local government should retain 100% of taxes raised locally (above baseline funding) from 2019/20 onwards. However, this policy was not mentioned in the Queen's Speech earlier this year and it has now been acknowledged by government that, whilst it remains committed to the policy, the timetable has slipped with its introduction currently unknown.
22. The Communities and Local Government Committee has recently commenced an enquiry into the implementation of 100% retention of business rates seeking evidence on the consequences for councils of the longer implementation period and the related Fair Funding Review. The Fair Funding Review will set new funding baselines for every authority alongside

the introduction of 100% business rate retention (Source: *The Municipal Journal* 9/11/17).

2017 Chancellor's Autumn Budget Statement:

23. This briefing sets out the immediate factual headlines in relation to the key announcements made in the Chancellor's Autumn Budget Statement that potentially could impact on Norwich city Council.
24. **Business Rates:** changes announced were:
 - Bringing forward to 1 April 2018 the planned switch in indexation from RPI to the main measure of inflation (currently CPI). Based on the average of the last 4 years this will reduce LA income by around 0.9% per year.
 - Legislating retrospectively to address the so-called "staircase tax". Affected businesses will be able to ask the Valuation Office Agency (VOA) to recalculate valuations so that bills are based on previous practice backdated to April 2010 – including those who lost Small Business Rate Relief as a result of the Court judgement. The government will publish draft legislation shortly.
 - Continuing the £1,000 business rate discount for public houses with a rateable value of up to £100,000, subject to state aid limits for businesses with multiple properties, for one year from 1 April 2018.
 - Increasing the frequency with which the VOA revalues non-domestic properties by moving to revaluations every three years following the next revaluation, currently due in 2022. The government will consult on the implementation of these changes in the spring.
 - The budget states that local government will be fully compensated for the loss of income as a result of these measures.
25. The budget included the government's commitment to continue to pilot additional business rates retention for councils across England. In addition to the London pilot announced in the Budget, new pilots for 2018-19 will be announced following DCLG's assessment of recent applications to its scheme.
26. **Council Tax:** The budget announced that local authorities will be able to increase the council tax premium from 50% to 100% for empty homes.
27. **Universal Credit & Benefits:** To support Housing Benefit and Universal Credit claimants living in areas where private rents have been rising fastest, the government will increase some Local Housing Allowance rates by increasing Targeted Affordability Funding by £40 million in 2018-19 and £85 million in 2019-20.
28. Other reforms of Universal Credit (UC) were announced such as; removing the 7 day waiting period, Housing Benefit continuing for the first two weeks of UC, roll out of UC more gradually between Feb and Apr 2018, and longer recovery periods for advances.
29. **Disabled Facilities Grant:** the Budget will provide £42 million of additional funding for the Disabled Facilities Grant in 2017-18.

30. **HRA:** The Budget will lift Housing Revenue Account borrowing caps for councils in areas of high affordability pressure, so they can build more council homes. Local authorities will be invited to bid for increases in their caps from 2019-20, up to a total of £1 billion by the end of 2021-22. The government will monitor how authorities respond to this opportunity, and consider whether any further action is needed.
31. **Housing & Planning:** The Budget announces a package of new policy which aims to raise housing supply, through; additional financial support, introducing planning reforms (to ensure more land is available and to make better use of underused land) and providing funding in the construction sector.
32. The budget also announced consultations to come soon on reform of the planning system building on reforms in the Housing White Paper; strengthening policy on deallocating sites from plans, intervention where there is failure to progress local plans, first-time buyer led developments and increasing housing density in urban areas.
33. The government states it is determined to ensure that land released for housing is put to the best use. It will therefore consult on; strengthening the housing delivery test, expecting local authorities to bring forward 20% of their housing supply as small sites and speeding up the development process by removing exemptions.
34. The budget details that DCLG will launch a consultation with detailed proposals on; removing restriction of S106 pooling, speeding up the process of setting and revising CIL, allowing authorities to set rates which better reflect the uplift in land values between proposed & existing use, changing indexation of CIL rates to house price inflation rather than build costs and giving combined authorities and planning joint committees with statutory plan-making functions the option to levy a Strategic Infrastructure Tariff (SIT) in future.
35. A review panel will be set up, chaired by Sir Oliver Letwin, to explain the significant gap between housing completions and the amount of land allocated or permissioned, and make recommendations for closing it. The review will provide an interim report in time for Spring Statement 2018 and a full report at Budget 2018.
36. The government will develop a central register of residential planning permissions from local authorities to improve information on where permissions are held and progress towards them being built out.
37. The government will strengthen the ability of the Homes and Communities Agency (to be renamed Homes England) to use investment and planning powers to intervene more actively in the land market, in relation to; Land Assembly Fund, new Garden Towns, increasing the housing infrastructure fund, strategic planning in the south East, small sites infrastructure & remediation, Homes Building Fund for SME's, exploring options for housing guarantees and increasing the supply of affordable homes.

38. **Estate regeneration:** the Budget provides £400 million of loan funding for estate regeneration to transform run-down neighbourhoods and provide new homes in high-demand areas.
39. **Productivity/Investment Strategy:** The Budget announced the Government would be extending the National Productivity Investment Fund (NPIF) into 2022-23 and increasing the size of the fund to £31 billion. This money is targeted at areas crucial for productivity: housing, transport, R&D and digital communications.
40. The Budget announces a £1.7 billion **Transforming Cities Fund** to improve local transport connections and commits £385 million to projects to develop next generation 5G mobile and full-fibre broadband networks, both funded from the NPIF. The Budget also commits to specific improvements for the Tyne & Wear Metro, and rail and road connections in the Cambridge – Milton Keynes – Oxford corridor.
41. **National Minimum/Living Wages:** following the recommendations of the independent Low Pay Commission (LPC), the government will increase the NLW by 4.4% from £7.50 to £7.83 from April 2018. The government will also accept all of the LPC's recommendations for the other NMW rates to apply from April 2018.
42. **Public sector pay:** in 2018-19, for those workforces covered by an independent Pay Review Body (PRB), the relevant Secretary of State will shortly write to the PRB Chair to initiate the 2018-19 pay round, before later submitting detailed evidence outlining recruitment and retention data and reflecting the different characteristics and circumstances of their workforce. Each PRB will then make its recommendations in the spring or summer, based on the submitted evidence. Secretaries of State will make final decisions on pay awards, taking into account their affordability, once the independent PRBs report.
43. **Air Quality:** The budget announced that in support of the National Air Quality Plan published in July, the government will provide £220 million for a new Clean Air Fund. This will allow local authorities in England with the most challenging pollution problems to help individuals and businesses adapt as measures to improve air quality are implemented. The government is launching a consultation alongside Budget on options that could be supported by this fund.

Conclusion

44. In conclusion, the national economic and statutory context surrounding and influencing local government finance is currently very unpredictable and potentially volatile. The MTFs presented in this report, especially from 2020/21, is based largely on the current *status quo* continuing and does not take into account what could be fundamentally different economic and statutory conditions after the UK leaves the European Union (in 2019) and when the current four year financial settlement from government comes to an end in 2020/21.

45. The current level of price inflation necessitates cost increases to some of the Council's budgets such as utilities and contract costs and puts pressure on the National Joint Council for Local Government Services to increase the pay award for local government employees.
46. An increasing bank interest rate does have some impact on the amount of net income the Council can generate through purchasing commercial property and by on-lending to its company, Norwich Regeneration Limited, and potentially to other Joint Venture partnerships that maybe established for regeneration purposes. However, whilst the financial modelling for these show the returns are sensitive to interest rate increases, the expected increases in the next two years are marginal and are unlikely to impact on the overall financial viability of these projects.

GENERAL FUND REVENUE BUDGET AND MTFS

Forecast 2017/18 Outturn

47. The latest position on the General Fund, as at period 6, shows that it is forecast to underspend by £0.557m. This expected underspend has not been factored into the MTFS reserves level. Instead formal proposals will be included in the Budget Report going to Council in February 2018 to transfer any 2017/18 underspend to the earmarked invest-to-save reserve. This reserve will be used to support the delivery of savings and efficiencies through the transformation programme.

Provisional 2018/19 Revenue Budget

48. The provisional 2018/19 budget has been set following discussions with budget managers to determine achievable service budgets. All savings and growth items have been reviewed by the Corporate Quality Assurance Group led by the Chief Finance Officer and Head of Strategy and Transformation.
49. Table 1 below summaries the movements in the base budget (i.e. the current year's approved budget) to arrive at the provisional 2018/19 budget:

Table 1: Movements from the base 2017/18 budget – Figures are in £000s

2017/18 Budget Requirement	16,152
Budget movements:	
Inflation	1,222
Savings and additional income	(2,178)
Growth	819
Movement in recharges	(167)
Other movements: Increase in Revenue contribution to capital (per MTFS)	250
Other movements: Reduction in joint venture pension deficit contributions	(375)
Net reduction in grants including New Homes Bonus	971

Increase in contribution from reserves	(1,369)
2018/19 Budget Requirement	15,326

2017/18 Budget Resources	16,152
Budget movements:	
Reduction in revenue support grant	689
Decrease in retained business rates	416
Increase in council tax income	(279)
2018/19 Budget Resources	15,326

50. As at the time of writing this report the following figures included in the provisional budget are indicative for the reasons stated, of which the Business Rates income and MRP budget costs are the most provisional:

Information required to finalise the budget position:	Budget items impacted:
Awaiting final figures from Government to be released in the 2018/19 Local Government Financial Settlement	<ul style="list-style-type: none"> ▪ 2018/19 New Homes Bonus allocations ▪ Housing Benefit Administration Grant ▪ Universal Credit New Burdens funding ▪ Retained business rates tariff adjustments
Confirmation of 2018/19 pay award from the National Joint Council for Local Government Services	<ul style="list-style-type: none"> ▪ To estimate the 2018/19 pay award. Currently 2% assumed in 18/19 to allow for an annual pay settlement, payroll drift and the impact of the Living Wage.
Information yet to be received from Pension Fund actuaries	<ul style="list-style-type: none"> ▪ For the final pension deficit charge arising from the TUPE transfer of the Revenues and Benefits staff from LGSS
Revenue & Benefits will update forecasts by end of January 2018 for the NNDR1 return	<ul style="list-style-type: none"> ▪ Income from Business Rates currently in MTFS is very preliminary
The Town and Country Planning regulations have not yet been agreed and enacted by central government	<ul style="list-style-type: none"> ▪ 20% increase in Planning Fees, not included in MTFS

<p>Current uncertainty surrounding councils' ability to purchase commercial property, particularly out-of-borough. Announcements on this were expected in the Autumn Statement.</p>	<ul style="list-style-type: none"> Any change in government policy will impact on the amount of capital budget proposed for commercial property acquisitions and the assumed level of savings arising from new rental income streams
<p>The CFO and Capita Asset Services are currently reviewing how much the Council needs to borrow over the medium term given likely needs to borrow for on-lending to NRL and to fund other large redevelopment projects.</p> <p>In addition, LGSS Finance are also reviewing the possible back-dating of the current MRP calculation policy which could generate further budget savings. Proposals will be brought to Cabinet and Council in December and January respectively as part of the mid year Treasury Management review.</p>	<ul style="list-style-type: none"> The outcome of the decisions will impact on the budget requirements for the Minimum Revenue Provision (MRP) and interest costs arising from external borrowing contained within the MTFS.

2018/19 Growth and Savings Proposals

51. The MTFS approved by Council in February 2017 set out a net savings target for 2018/19, based on a 5-year smoothing savings strategy, of £1.920m.
52. At the time of writing this report, £1.359m of net savings are proposed although further work is still ongoing on the figures and finalising a few potential additions to the savings proposals (arising from further income generation and accounting changes). The shortfall against the target reflects the increasing difficulty of finding further efficiencies and income generation opportunities to balance the budget rather than making budget savings by reducing front line services.
53. The MTFS has been updated on the basis that the 18/19 shortfall is covered by an additional contribution from reserves. Despite the shortfall in the savings target, when considered in line with other budget updates the required use of reverses is only £107k higher than expected in last year's budget paper.
54. The net savings include £0.8m of budget growth (i.e. increases to the budget) as outlined in Appendix 1. The growth includes reductions in property rental income associated the approved asset review and disposal programme, as well as removing any savings that are not currently achievable or are now to be addressed through the wider organisational review set out in the Chief Executive's report entitled "Fit for the Future".

55. A summary of the proposed budget savings and growth is shown in **Appendix 1**, with items categorised as either revenue generation, service efficiencies, or accounting changes.

Medium Term Financial Strategy (MTFS)

56. Table 2 below shows the proposed budget for 2017/18 and the medium term financial projections for the 5 years to 2022/23.

Table 2: Medium Term Financial Strategy 2018/19 to 2022/23 – Figures are in £000s

	2018/19	2019/20	2020/21	2021/22	2022/23
Employees	20,480	21,718	22,626	23,560	24,525
Premises	10,446	10,676	10,889	11,107	11,329
Transport	283	289	295	300	306
Supplies & Services	16,007	16,219	16,544	16,875	17,212
Capital Charges	1,517	1,517	1,518	1,519	1,519
Housing Benefit Payments	56,580	56,580	56,580	56,580	56,580
Third Party Payments	4,419	4,517	4,607	4,699	4,793
Recharge Expenditure	17,489	17,489	17,489	17,489	17,489
Recharge Income	(26,037)	(26,037)	(26,037)	(26,037)	(26,037)
Contribution to Capital	800	1,050	1,300	1,550	1,800
Fee, charges, rental income	(25,144)	(25,803)	(26,171)	(26,571)	(26,959)
<i>Government Grants:</i>	(59,458)	(58,716)	(58,258)	(58,133)	(58,096)
New Homes Bonus	(804)	(487)	(87)	0	0
Benefit Subsidy	(56,877)	(56,877)	(56,877)	(56,877)	(56,877)
Benefit/CTS Admin grant	(933)	(886)	(845)	(807)	(770)
Other Grants	(844)	(466)	(449)	(449)	(449)
Subtotal budgets	17,382	19,499	21,382	22,938	24,461
Net Savings cumulative	0	(1,955)	(3,910)	(5,865)	(7,820)
Use of reserves	(2,056)	(2,249)	(2,038)	(1,304)	(504)
Budget requirement	15,326	15,295	15,434	15,769	16,137
Business Rates	(5,036)	(5,776)	(5,895)	(6,017)	(6,142)
Formula Funding (RSG)	(982)	(213)	0	0	0
Council Tax	(9,308)	(9,307)	(9,539)	(9,752)	(9,995)
Total funding	(15,326)	(15,295)	(15,434)	(15,769)	(16,137)

57. The key issues to highlight in the MTFS are:

- A significant growth in the Council's payroll cost (assuming current levels and numbers of staff employed) – see paragraphs 59 to 61.
- The assumed loss of Formula Funding (RSG) and New Homes Bonus (NHB) during the five year period (paragraphs 65 and 66).

- The planned use of reserves over the next five years to help balance the budget (Table 6).
- The amount of net savings needed to be delivered over the MTFS planning horizon (paragraph 80).
- The proposal that Council Tax should rise at 2% or an additional £5 per annum, whichever is the higher, over the life of the medium term planning horizon (paragraph 75).

58. The next part of this report gives some detail about the key figures in the 2018/19 budget and MTFS and the assumptions made.

Pay and Price Assumptions

59. Payroll-related inflation has been estimated at 2% in 18/19 to allow for an annual pay settlement, payroll drift and the impact of the Living Wage.
60. The 2016-18 pay agreement included a commitment to a future restructure of pay spines to meet the national living wage future challenge. In future years the expected payroll costs have been increased in anticipation the impact of these changes, although the exact financial implications are uncertain.
61. Additional estimates have been included for expected increases to pension deficit contributions; although these will be subject to the outcome of future triennial valuations of the pension scheme (the next one will take effect in 2020/21). The pension deficit costs from joint ventures are forecast at current levels and will be revised in line with the triennial valuations.
62. Inflation based on advice from the Office for Budget Responsibility (OBR) has been included on premises costs, supplies and services, and transport throughout the MTFS planning timeline. Inflation on income however is prudentially set at 1.5% to run approximately 1% below expenditure inflation.
63. A 1% growth driver, based on dwelling and population, has historically been applied to the Neighbourhoods, Citywide and City Development service areas. As growth has been restricted to a minimum with service areas expected to find compensating savings, this blanket growth assumption has been removed.

Contributions to capital

64. In line with the 2017/18 MTFS, an additional £250k has been included in the budgeted revenue contribution to capital in 2018/19. The updated MTFS continues to increase the budgeted over the life of the MTFS, by £250k per annum, so that by 2022/23 £1.5m is provided as a funding source to the capital programme along with a £300k contribution to cover the costs of the Homes Improvements Agency team.

Government Grants

65. The Council agreed to accept the 4-year settlement deal offered in the 2016-17 Local Government Finance Settlement. The 2018-19 budgets reflect the third year of the deal. No RSG is assumed from 2020/21 and it is anticipated that the Council's main funding settlement from Government is unlikely to change for 2018/19 although confirmation will not be received until the Local Government Finance settlement is announced sometime in December 2017.
66. No additional New Homes Bonus is included in the MTFS from 2018/19 onwards in light of uncertainty over future grant levels. We are awaiting confirmation of any 2018/19 allocations as part of the Finance Settlement.
67. Grants for future years have been estimated at 2017/18 levels, with the exception of Housing Benefit, Universal Credit, and Local Council Tax Support Administration Grants. These grants have been estimated based on the experience of the Head of Service for Revenues and Benefits in line with trends for other authorities moving to full universal credit service.

Business rates

68. The Council's 2018/19 retained income from business rates has been currently been assumed at the indicative baseline funding level as provided in the 2017-18 Local Government Settlement.
69. As at the time of writing this report we are assuming income of £5.036m for 2018/19 derived as shown in table 3 below.

Table 3: Business Rates Retained Income – Figures are in £000s

	2018-19
Business Rates Baseline (per 17/18 settlement figures)	£5,771
Less: Norwich Business Rates 2017/18 deficit distribution	(£1,038)
Plus: Section 31 grant earmarked reserve transfer against deficit	£303
Total business rates 2018/19	£5,036

70. The Chancellor announced in his Budget Statement that, as from April 2018, the multiplier inflation applied will switch from RPI to CPI, with local government being fully compensated for the loss of income from this measure. The income forecasts will be updated on the basis on the Chancellor's Budget and presented in the final budget papers. These revised budgets will also reflect any amendments to the baseline in the 2018/19 Financial Settlement and also the updated estimates as per the NNDR 1 return, due to Government by the end of January 2018.
71. The 2017/18 business rates deficit reflects the forecast outturn for the current year. Whilst part of this deficit is offset by additional S31 grant receipts, the position is being adversely impacted by reductions in the gross rateable values and increases in mandatory reliefs. The deficit forecast is provisional at this stage and will be updated to reflect the NNDR1 return submitted in January.

72. There remains a significant financial risk on business rates income from the impact of valuation appeals, in particular over the 2017 valuation list. Currently there is little information available regarding the level or impact of potential appeals.
73. The forecasts for retained Business Rates income from 2020/21 assume current baseline amounts and do not take into account, as they are currently unknown, the potentially significant changes in funding arising from 100% Business Rates Retention and the Fairer Funding Review. The MTFS also assumes an annual inflationary rise in NNDR (capped at 2%) plus an allowance of £200k per annum for any deficits arising on the Collection Fund each year.
74. Norwich City Council has agreed to be included in an application from all Norfolk Councils to be part of the Department for Communities and Local Government's 2018/2019 100% business rate retention pilots. If successful the additional one-off income for the Council (currently estimated at some £0.5m) would not be received until 2019/20. This figure has not been included in MTFS projections as being a one-off sum of funding it should be used for either spend to save or another one-off scheme/project. Norfolk councils will know if we have been successful in December when the Local Government Finance Settlement is released.

Council Tax

75. Any increase in the level of council tax is limited by referendum principles, which for a district council is set at a maximum of 2% or £5 each year. A £5 increase to the Band D rate is assumed in the 2018/19 budget figures (£177k additional income) with the maximum increase allowed included in the amounts shown in years 2 to 5. An increase in the council tax base of 0.5% is assumed for each year of the MTFS arising from estimated growth in the number of dwellings in the Council's area.
76. The proposed 2018/19 Band D rate for 2018/19 is therefore £254.01. Table 4 below shows the impact of the proposed increase for each council tax band. This only shows the Norwich City Council share of total council tax and does not include the amounts required from preceptors - Norfolk County Council and the Office of the Police and Crime Commissioner for Norfolk.
77. The figures shown will be reduced, for qualifying council tax payers, by the council's discount scheme (Council Tax Reduction Scheme) which will be approved by Council in January 2018. Currently the total cost of the CTR scheme is £13.7m, of which the Norwich share is £2.0m.

Table 4: Council tax increases 2017/18 to 2018/19, Bands A to H

Band	A	B	C	D	E	F	G	H
2017/18	£166.01	£193.67	£221.34	£249.01	£304.35	£359.68	£415.02	£498.02
Increase	£3.33	£3.89	£4.44	£5.00	£6.11	£7.22	£8.33	£10.00
2018/19	£169.34	£197.56	£225.79	£254.01	£310.46	£366.90	£423.35	£508.02

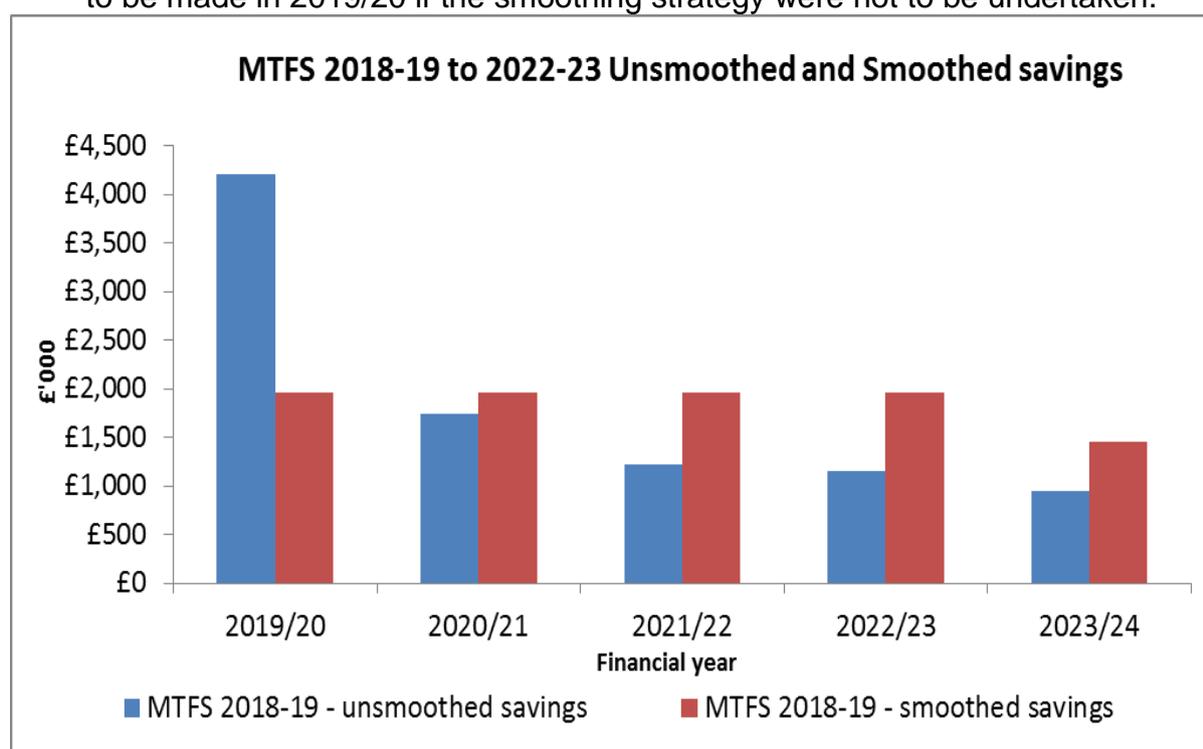
78. An allowance of 2.5% for non-collectible debt has been built into the Council Tax figures used in the MTFS. Historically this allowance has been sufficient to cover any non-recovery of Council Tax amounts.
79. A collection fund surplus receipt of £303k for 2018/19 and £75k each year thereafter has been built into the MTFS based on the current surplus level and past history. This will continue to be reviewed each year and distributions made to the precepting authorities.

Budget savings required over the life of the MTFS

Table 5: Smoothed net savings required 2019/20 to 2022/23

	2019/20	2020/21	2021/22	2022/23
	£000s	£000s	£000s	£000s
Assumed annual budget growth	£0,750	£0,750	£0,750	£0,750
Gross saving requirement	(£2,705)	(£2,705)	(£2,705)	(£2,705)
Net annual saving requirement	(£1,955)	(£1,955)	(£1,955)	(£1,955)

80. The MTFS now shows a need to make further net savings of £7.8m, assuming inflationary and demand-led growth of £0.75m per annum, over the next 4 years, which following the “smoothed” approach equates to £2.0m each year to 2022/23. The graph below shows the savings that would need to be made in 2019/20 if the smoothing strategy were not to be undertaken.



General Fund Reserves Position

Table 6: Estimated General Fund Reserves Position 2017/18 to 2018/19

	2018/19	2019/20	2020/21	2021/22	2022/23
	£000s	£000s	£000s	£000s	£000s
Balance B/Fwd.	(13,156)	(11,100)	(8,851)	(6,814)	(5,510)

Use of reserves	2,056	2,249	2,038	1,304	504
Balance C/Fwd.	(11,100)	(8,851)	(6,814)	(5,510)	(5,005)
<i>% of controllable spend</i>	<i>24%</i>	<i>19%</i>	<i>14%</i>	<i>11%</i>	<i>10%</i>

81. The prudent minimum level set for the general fund reserve remains unchanged at £4.161m. The smoothed MTFs brings the forecast reserves down to the PMB plus 20% by the end of 2022/23.
82. After 2023 savings will still need to be required to the extent that any inflationary increases in costs are not able to be offset by rises in council tax and business rates. These savings will need to be made without relying on reserve contributions to balance the budget.

HOUSING REVENUE ACCOUNT AND BUSINESS PLAN

Forecast 2017/18 Outturn

83. The latest position on the Housing Revenue Account, as at period 6, shows that it is forecast to underspend by £1.643m. This underspend has been factored into the updated HRA business plan.

Provisional 2018/19 Revenue Budget

84. The provisional 2018/19 budget has been set following discussions with budget managers to determine achievable service budgets. All savings and growth items have been reviewed by the Corporate Quality Assurance Group led by the Chief Finance Officer and Head of Strategy and Transformation.
85. The table below shows the proposed HRA revenue budget for 2018/19:

Table 7: Movements from the base HRA 2017/18 budget – Figures are in £000s

Division of Service	Original Budget 2017/18	Draft Budget 2018/19	Change
Repairs & Maintenance	13,815	13,427	(388)
Rents, Rates, & Other Property Costs	5,789	6,501	712
General Management	12,115	11,934	(181)
Special Services	5,090	4,813	(277)
Depreciation & Impairment	21,992	21,786	(206)
Provision for Bad Debts	223	190	(33)
Adjustments & Financing Items (including revenue contribution to capital)	20,030	12,034	(7,996)
Gross HRA Expenditure	79,054	70,685	(8,369)
Dwelling Rents	(57,692)	(56,968)	724
Garage & Other Property Rents	(2,169)	(2,228)	(59)
Service Charges – General	(8,374)	(8,414)	(40)
Miscellaneous Income	(85)	(115)	(30)
Amenities shared by whole community	(586)	(427)	159
Interest Received	(175)	(100)	75
Gross HRA Income	(69,081)	(68,252)	829

Total Housing Revenue Account	9,973	2,433	(7,540)
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86. The £7.54m movement from £9.973m to £2.433m is analysed in detail in appendix 2.
87. The gross expenditure of £70.68m exceeds the gross income of £68.25m, but this includes a revenue contribution of £11.14m in line with the planned reduction of reserves towards the recommended minimum balance.
88. As at the time of writing this report, the figures included in the provisional budget for the 2018/19 pay award have been assumed at 2% as confirmation is still awaited from the National Joint Council for Local Government Services.

Council Housing Rents

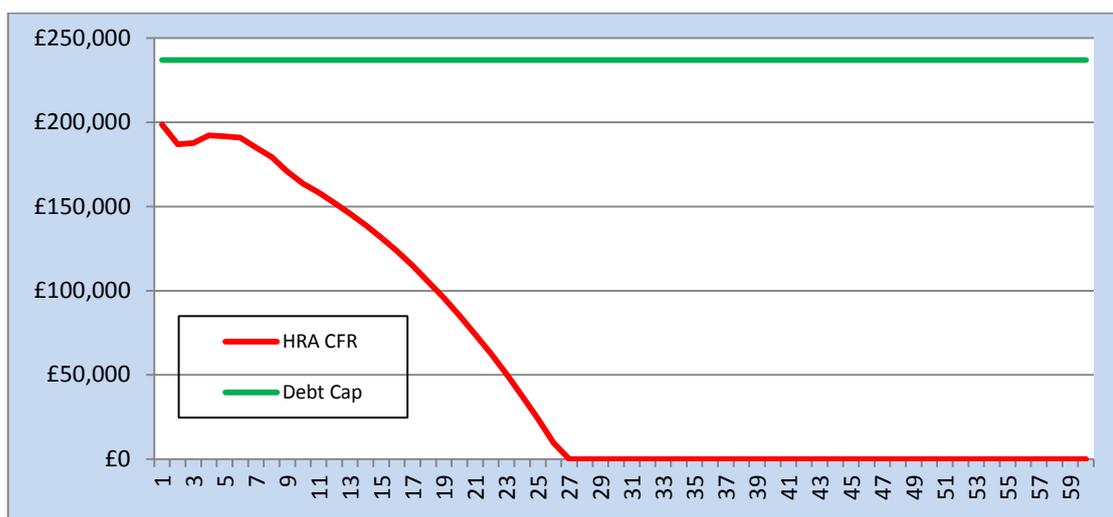
89. Historically, the level at which council housing rents were set was decided by Council in line with guidance set out by the government and information provided by the HRA Business Plan. However, in 2016/17 the government's rent policy was replaced by a mandatory minimum 1% reduction in rent for a four year period until March 2020, as set out in the Welfare Reform and Work Act 2016.
90. The enforced 1% rent reduction continues for 2018/19, which means that for HRA tenants, the average weekly rent will be £77.27 equating to an average reduction of £0.78.
91. It is proposed that garage rents are increased by 4%. This is in line with the government formula for dwelling rents prior to the implementation of the mandatory rent reduction, based on CPI as at the preceding September (3%) plus 1%.
92. In accordance with the constitution, levels of tenants' service charges will be determined by officers under delegated powers, in consultation with the portfolio holder and after engagement with tenant representatives.

HRA Business Plan

93. Financial planning for the HRA is based upon a business plan, which measures planned expenditure and income against the ability to repay borrowing.
94. Historically, the business plan has measured the repayment of borrowing over a 30 year period, however the model has recently been updated to extend projections over 60 years, which will enable further investment opportunities to be explored, such as additional new build schemes and the consideration of renewing rather than upgrading some housing stock.
95. The business plan relies upon a combination of known and assumed economic factors and government announcements to generate a financial forecast.

96. The Housing and Planning Act 2016 made provision for a determination to be imposed on Housing Revenue Accounts in order to compensate Registered Providers for financial losses incurred as a result of extended Right to Buy legislation. It has been indicated that the sum may represent a significant additional capital cost, but the government has still not provided any indication as to how this will be calculated or when this may become due. It is therefore not currently possible to estimate the cost to the council or draw up detailed plans to address this, and it has therefore been omitted from the HRA business plan at this stage.
97. The government has confirmed its intention to implement a new rent policy which will end the four year mandatory rent reduction and enable social housing rents to increase by CPI plus 1% from 2020/21. This has been included within the HRA business plan.
98. The chart below illustrates the impact on the draft HRA business plan and HRA borrowing requirement of the draft proposed 2018/19 budgets and HRA capital programme, with rent continuing to reduce by 1% for the next 2 years. This demonstrates that the borrowing can be repaid with 27 years.

Table 8: Repayment of HRA borrowing – Figures are in £000s



HRA Reserves Position

99. The draft proposed budgets will impact on the HRA balance as follows:

Table 9: HRA reserves

Item	£'000
Brought Forward from 2016/17	(30,387)
Forecast use of balances 2017/18	9,973
Carried Forward to 2018/19	(20,414)
Draft Budget 2018/19	2,433
Carried Forward to 2019/20	(17,981)

100. Based on the forecast use of balances remaining in line with the 2017/18 budget, a substantial resource still remains to fund capital expenditure in 2018/19. This will continue to reduce resources towards the recommended minimum balance and reduce the requirement to borrow.

CAPITAL PROGRAMME

101. The council owns and maintains an extensive range of assets including commercial property, housing, a market, heritage assets, walkways/paths and lighting columns. Major investment in these and new assets is funded from the capital programme, which in turn is resourced from the disposal of surplus assets, revenue contributions, grants and borrowing.
102. Currently, capital budgets are included within either the non-housing or housing capital programme, but it is proposed to amend the designations from 2018/19, to the General Fund and HRA capital programmes.
103. Historically, for many larger schemes, the capital programme has included the full budget requirement in the first year of the project rather than the spend required being profiled over the expected implementation timetable. Other schemes have been included in advance of a business case being finally approved or the cost or resource requirements being fully established. This has resulted in the capital programme total being largely “aspirational” and significantly underspent when projects do not proceed within the financial year.
104. All budget proposals included in the proposed capital programme have been assessed and prioritised by the Corporate Quality Assurance Group, after discussion with NPS and/or the Budget Manager, in an attempt to ensure that all schemes have a robust business case, and are achievable in the financial year. The CFO recommends this approach to be able to better forecast the Council’s cash flow position, a requirement needed in light of the Council’s likely need to borrow over the life of the medium term planning horizon.

General Fund Capital Programme

105. The current proposed General Fund capital programme for 2018/19 to 2022/23 is set out below and provided in full detail in appendix 3.

Table 10: Proposed GF Capital Programme 2018/19 – 2022/23 – Figures are in £000s

Funding Method	GF Programme	2018/19	2019/20	2020/21	2021/22	2022/23
Borrowing	Asset Acquisition	40,000	-	-	-	-
Borrowing	Capital Loans	-	11,510	12,040	440	-
Capital Receipts/ RCCO	Asset Investment	560	170	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	915	1,230	1,400	1,400	1,400

Capital Receipts/ RCCO	Capital Contingency	100	100	100	100	100
Grants	Capital Initiatives	970	970	970	970	970
CIL	CIL Neighbourhood	150	-	-	-	-
Section 106	Section 106	20	-	-	-	-
Total GF Capital Programme		42,714	13,980	14,510	2,910	2,470

106. In addition to the schemes included above and detailed appendix 3, there are a number of other significant potential schemes, currently at an early planning stage. These will require detailed business cases, which once approved will be submitted to cabinet for recommendation to council for inclusion within the capital programme during the year. Such potential schemes include the redevelopment of the former Mile Cross depot site, the regeneration of the airport industrial estate with the County Council and a Joint Venture partner, replacing the Council's IT legacy systems, and the construction of purpose built temporary accommodation.

Schemes funded by external borrowing

107. Schemes that are proposed to be funded from borrowing include Commercial Property Acquisitions and On-lending (currently the programme only includes on-lending to Norwich Regeneration Limited) and they must demonstrate, through robust financial modelling, that they will generate a revenue income in excess of the borrowing costs before they go ahead.

Schemes funded from Capital Receipts and Revenue Contributions to Capital Outlay (RCCO)

108. The council's extensive and diverse asset portfolio presents a significant maintenance and upgrade liability, requiring continual investment. As many of these assets do not generate an income, it is not possible to fund the investment from borrowing and provision must be made to cover the costs from capital receipts or a revenue contribution instead.

109. Currently, the maintenance and upgrade requirements are identified by NPS as the need for work arises and are submitted to form part of the capital programme on an annual basis. This process does not allow longer term strategic planning and can result in high levels of investment being required at short notice which may exceed the funding available or the capacity available within NPS to manage the work. This short term perspective also has an impact on the maintenance revenue budget leading to increased "patch and mend" expenditure rather than strategic upgrading of the council's assets in line with a prioritised conditioning survey.

110. In addition, and as part of the changes required under CIPFA's Prudential Code, the council is required to publish a capital strategy, which must set out the long term context in which capital expenditure and investment decisions are made in line with the council's service objectives.

111. In order to address this, NPS have been asked to update a stock condition survey of all General Fund property assets. This will identify upcoming investment requirements and enable the council to prioritise these for inclusion in a five year rolling programme to be agreed up-front by Council.
112. The level of capital receipts generated from the sale of the council's property assets has fluctuated widely over the last five years. However, these are a finite resource and will not continue to generate similar levels of income in the future.
113. To mitigate against the anticipated reduction in future capital receipts, the council has introduced a revenue contribution to capital outlay (RCCO) into the MTFS. For 2017/18 this was set at £250,000 and it is proposed to increase this annually by £250,000 until it reaches £1.5m. Although this presents an additional strain on the General Fund revenue budget, it is considered essential that it is preserved if the Council's extensive range of assets are to be maintained in the future.
114. In line with the planned future available funding and the intention to only include schemes that are achievable within the financial year, it is proposed to limit the more "routine" capital maintenance/upgrade schemes to be funded from capital receipts and revenue contributions within a capital "envelope" total of £1.5m per annum. Bigger, one-off, projects may be included in addition to this depending on the Business Case, the need for the scheme, and the availability of capital receipts.
115. On occasions, as projects progress, it becomes apparent that due to unforeseen costs, it may be necessary for expenditure to slightly exceed the allocated budget. This can cause project delays as surplus funds are identified from alternative budgets or approval sought from Council to increase the capital programme. For 2018/19, a capital contingency budget of £100,000 is proposed, which can be utilised to vire small additional amounts to increase budgets as required, subject to the approval procedures set out in the Financial Procedures.

Grants, Section 106 and CIL Neighbourhood

116. Schemes that are proposed to be funded from grants form part of the work carried out by the Homes Improvement Agency which is funded by the Better Care Fund (including the Disabled Facilities Grant) received from Norfolk County Council.
117. Section 106 and CIL schemes are funded from existing resources earmarked for specific purposes.

HRA Capital Programme

118. The current proposed HRA capital programme for 2018/19 to 2022/23 is set out below and provided with additional detail in appendix 4.

Table 11: Current Proposed HRA Capital Programme 2018/19 – 2022/23 – Figures are in £000s

HRA Capital Programme	2018/19	2019/20	2020/21	2021/22	2022/23
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Council House Upgrade Programme	22,800	21,328	20,460	19,114	19,370
Site Development	100	50	50	50	50
New Build Social Housing	7,864	2,977	5,394	2,199	-
Grants to Registered Housing Providers	808	2,000	2,000	2,000	2,000
Total HRA	31,572	26,355	27,904	23,363	21,420

119. The proposed council house upgrade programme continues to maintain the Norwich Standard of improvement and the structural integrity of tenants' homes.
120. The New Build Social Housing budget includes the development of 105 new homes at Goldsmith Street by the HRA and the purchase of 76 homes from Norwich Regeneration Ltd (48 at Threescore in phase 2, 21 in phase 3 and 7 at Ber Street).
121. Grants to Registered Housing Providers are funded from retained one-for-one Right to Buy receipts in accordance with the principles agreed by cabinet on 7 October 2015.
122. All proposed HRA capital and revenue budgets are incorporated into the HRA Business Plan projections, which indicates that the planned expenditure remains affordable whilst maintaining the ability to repay borrowing within 30 years.

PUBLIC CONSULTATION AND NEXT STEPS

123. In line with the approach used in previous years, citizens, HRA tenants, partners and local businesses will be consulted on the proposed approach to meeting the savings target for 2018/19 and the proposed Council Tax and HRA rental levels. This consultation will also include the council tax reduction scheme despite there being no significant changes proposed for the scheme in 2018/19. The consultation opened on 29 November 2017 and will run until 17 January 2018.
124. The next steps for the budget and MTF5 proposals are set out below:

Scrutiny to consider the "Emerging 2018/19 Budget and Medium Term Financial Strategy"	14 December
Cabinet to recommend the 2018/19 Council Tax Reduction Scheme	17 January
Council to approve the 2018/19 Council Tax Reduction Scheme	23 January
Scrutiny to consider the proposed General Fund revenue budget and MTF5, HRA Business Plan and capital programme	25 January
Cabinet to recommend the General Fund revenue budget and MTF5, HRA Business Plan and capital programme	7 February

Council to approve the General Fund revenue budget and MTFS, HRA Business Plan and capital programme	20 February
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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 December 2017
Director / Head of service	Karen Watling
Report subject:	Emerging 2018/19 Budget, Medium Term Financial Strategy (MTFS) and HRA Business Plan
Date assessed:	28 November 2017
Description:	This integrated impact assessment covers the emerging position, as currently known, for the General Fund revenue budget, the HRA Business Plan, and the Council's capital programme.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The emerging budget will secure continuing value for money in the provision of services to council tax payers and other residents of the city, as well as the provision of works and services to council tenants.
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"/>	The emerging budget and savings within this paper covers a wide range of council activity and spend. As a result it is not possible to provide a detailed assessment of, for example, the impact on residents and others with protected characteristics under The Equality Act at this level. Existing council processes for equality impact assessments should continue to be carried out at an appropriate time for the individual projects, activities and policies that constitute this budget and transformation programme.
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>The proposed capital programme will provide for improvements to the council's assets and the surrounding environment.</p> <p>The proposed housing capital programme will provide for the Norwich Standard for properties to be completed.</p>
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 proposed capital programme will provide for improvements in thermal and carbon efficiency.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The risks underlying the emerging budgets, council tax and capital programme have been assessed and prudent provision made for the financial consequences of those risks both within the budgets and the recommended prudent minimum level of general fund and housing revenue account reserves.

Recommendations from impact assessment	
Positive	
None	
Negative	
None	
Neutral	
None	
Issues	
None	

Appendix 1

Summary of General Fund Net Savings

Additional income generation	£'000
Net rental income from commercial property acquisition	(400)
Increased recovery of housing benefit overpayments	(300)
Car park additional income from approved tariff increases and higher car park usage	(129)
Bus shelter additional advertising income	(85)
Reviews of fees & charges, including: Garden waste subscription charges Allotment subsidy Food hygiene training and advice charges Bulky waste charges	(28)
Increases from other income generation, including: Income from Norman Centre and The Halls Alignment of budget with current taxi license income levels Contractual management fee income from Riverside Leisure Centre	(176)
Total additional income generation	(1,118)

Service reviews and efficiencies	£'000
Joint venture contract savings	(187)
Reduction in required repairs budget on general fund premises	(117)
Other service efficiencies, including: Business and relationship management service review Planning service review Enforcement service review additional savings (completed in 2017/18) Heigham Park grass tennis maintenance cost savings Asset reviews Review of TCV grant funding Service Reviews	(470)
Total savings from service reviews and efficiencies	(774)

Budget reduction from financing and reserves transfers	£'000
Reduction in debt financing expense due to scheduled loan repayments	(255)
Reduction in contribution to the Insurance earmarked reserve based on specialist advice	(31)
Total budget reduction from financing and reserves transfers	(286)

GROSS SAVINGS	(2,178)
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Growth items	£'000
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Loss of property rental due to disposals and vacant properties. This is in line with the approved disposal programme and review of the asset portfolio.	219
Partial removal of 17/18 customer contact & service standards model savings	127
Planned saving of business rates expenditure at Mile Cross depot not yet feasible while options for the site are considered	98
Increase in election costs due to there being only a City Council funded election for 2018/19	76
Reduction in budgeted joint venture profit share	75
Planned additional income from the cemeteries service now not considered achievable based on current income levels	50
Overestimation in planned 2017/18 savings from carbon management programme and night watchman	45
Reduction in contaminated waste shared income	40
Increased legal contract costs resulting from higher usage of the service by the Council and a reduced profit share. Offset in part by higher capitalisation of legal costs associated with commercial property acquisitions.	35
Tourism Information - unachieved 17/18 income	20
Housing Benefit overpayment reduction	17
Reduce public lighting costs - partially unachieved 17/18 savings item	10
Increased contribution to the Greater Norwich Growth Board	7
Total budget growth	819

NET SAVINGS	(1,359)
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Housing Revenue Account Budgets 2018/19 - movements by type

Adjustment to Base	£'000
Reduction in revenue contribution to capital	(8,319)
Increase in corporate recharges	38
Other recharge changes	(167)
Total Adjustment to Base	(8,448)

Inflation	£'000
Contract/expenditure inflation	54
Staff salary inflation and increments	133
Pension added years and pension deficit inflationary adjustments	124
Total Growth and Inflation	311

Growth	£'000
Increase in corporate debt management costs	20
Increase in repair costs	333
Partial subsidy of sheltered housing support costs	100
Additional Specialist Support provided to HRA	14
Total Growth	467

Income Reduction	£'000
Forecast increase in void dwelling rate	24
Reduction in rents (mandatory 1% reduction)	700
Reduction in service charge income	148
Reduced rental income from commercial properties	8
Total Income Reduction	880

Savings	£'000
Reduction in HRA debt management costs	(365)
Service reviews	(128)
Reduction in premises costs	(48)
Reduction in housing rents bad debt provision	(58)
Reduction in insurance reserve	(32)
Other savings (individually under £10k)	(33)
Total Savings	(664)

Income Increase	£'000
Increase in income from garage rents	(51)
Increase in income from commercial property	(16)
Increase in court fees	(11)
Additional income (individually under £10k)	(10)
Total Increased income	(87)

Proposed General Fund Capital Programme

Funding	GF Programme	Project	2018/19 (£'000)	2019/20 (£'000)	2020/21 (£'000)	2021/22 (£'000)	2022/23 (£'000)
Borrowing	Asset Acquisition	Acquisition of income generating assets	40,000	-	-	-	-
Borrowing	Capital Loans	10-14 Ber Street on-lending	-	4,350	-	-	-
Borrowing	Capital Loans	Three Score phase 3 on-lending	-	5,105	12,040	-	-
Borrowing	Capital Loans	Three Score Phase 2 on-lending	-	2,055	-	440	-
Capital Receipts/ RCCO	Asset Upgrade	Hewett Yard communal toilet refurbishment	7	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Riverbank Stabilisation (River Yare And River Wensum)	83	33	33	33	-
Capital Receipts/ RCCO	Asset Upgrade	Royal Oak Court - Demolition	39	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	City Hall – Fire system Detector Replacements	45	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	City Hall – Fire System – Replace Gas extinguishing system control Panels	17	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	St Giles MSCP Emergency Lighting Battery Replacement	16	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Community Centre replacement fire detection systems	21	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Riverside Leisure Centre – Replacement of end of life plant equipment	10	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Earlham Park Toilet replacement	87	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Eaton park path replacement	45	45	45	45	45
Capital Receipts/ RCCO	Asset Investment	Purchase of grounds maintenance equipment	560	170	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Credit and Debit card upgrade at St Andrews and St Giles MSCP	33	-	-	-	-
Funding	GF Programme	Project	2018/19 (£'000)	2019/20 (£'000)	2020/21 (£'000)	2021/22 (£'000)	2022/23 (£'000)

Capital Receipts/ RCCO	Asset Upgrade	CCC Refurbishment Project	304	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Hewett Yard refurbishment - surfacing	25	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Non Trafficked Pedestrian Bridges/Boardwalks	55	33	33	33	-
Capital Receipts/ RCCO	Asset Upgrade	Strangers Hall Stores Roof	28	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Riverside Footpath District Lighting Upgrade.	21	21	21	-	-
Capital Receipts/ RCCO	Asset Upgrade	City Hall Heating System	17	10	158	-	-
Capital Receipts/ RCCO	Asset Upgrade	Castle Museum Windows	33	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Hewett Yard refurbishment - roofing	15	-	-	-	-
Capital Receipts/ RCCO	Asset Upgrade	Pulls Ferry quay heading	17	-	-	-	-
Capital Receipts/ RCCO	Capital Contingency	Capital Contingency	100	100	100	100	100
Capital Receipts/ RCCO	Asset Upgrade	Additional Asset Upgrade Schemes to be identified in future years	-	1,088	1,110	1,289	1,355
Grants	Capital Initiatives	Home Improvement Agency Works	970	970	970	970	970
CIL Neighbourhd	CIL Neighbourhd	CIL Neighbourhood Projects 2018/19	150	-	-	-	-
Section 106	Section 106	Castle Gardens Improvements	14	-	-	-	-
Section 106	Section 106	Play Sector 3 & 4 Improvements	6	-	-	-	-
Total			42,714	13,980	14,510	2,910	2,470

Appendix 4

Proposed Housing Capital Programme

Project	2018/19 (£'000)	2019/20 (£'000)	2020/21 (£'000)	2021/22 (£'000)	2022/23 (£'000)
Home Upgrades	5,390	-	-	-	-
Window & Door Upgrades	1,655	-	-	-	-
Community Upgrades	570	-	-	-	-
Heating Upgrades	3,820	-	-	-	-
Thermal Upgrades	1,660	-	-	-	-
Preventative Upgrades	7,995	-	-	-	-
Independent Living Upgrades	750	-	-	-	-
Sheltered Housing Regeneration	250	-	-	-	-
Fees	710	-	-	-	-
Council House Upgrade Programme Future Years	-	21,328	20,460	19,114	19,370
Site Development	100	50	50	50	50
New Build Social Housing	7,864	2,977	5,394	2,199	-
Grants to Registered Housing Providers	808	2,000	2,000	2,000	2,000
Total	31,572	26,355	27,904	23,363	21,420

Report to	Cabinet 13 December 2017	Item
Report of	Director of regeneration and development	7
Subject	Greater Norwich Local Plan: Approve the growth options document and associated documents for consultation	

Purpose

To approve the publication of various documents related to the emerging Greater Norwich Local Plan for consultation on possible growth options to proceed in the new year.

Recommendation

To

- (1) approve the 'Greater Norwich Local Plan Regulation 18 Growth Options' document (attached as appendix 1) for public consultation; and
- (2) delegate authority to the director of regeneration and development, in consultation with the Portfolio Holder for sustainable and inclusive growth to sign off the Site Proposals and other supporting documents for publication in advance of public consultation.

Corporate and service priorities

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

Financial implications

The costs of undertaking preparation of the Greater Norwich Local Plan are provided for in current and emerging budgets.

Ward/s: All Wards

Cabinet member: Councillor Stonard - sustainable and inclusive growth

Contact officers

David Moorcroft, director of regeneration and development 01603 212225

Graham Nelson, head of planning services 01603 212530

Background documents

None

Report

Introduction

1. The Greater Norwich Development Partnership (GNDP) was re-constituted in September 2016 to oversee the production of the Greater Norwich Local Plan (GNLP).
2. The sixth meeting of the (GNDP) Board took place on 20 November 2017 and recommended that the three Greater Norwich authorities (plus the County Council) agree the Regulation 18 version of the Greater Norwich Local Plan for public consultation.

Background

3. The first meetings of the re-constituted GNDP Board took place in September and November 2016, followed by meetings in January, March and June 2017 (see www.gnlp.org.uk for the papers). The 23 June paper covered broad strategy options for the GNLP (especially housing distribution alternatives), a housing requirements discussion paper and a high-level Sustainability Appraisal of policy alternatives.
4. Considerable work has continued since June on preparing the Regulation 18 consultation version of the GNLP. The Regulation 18 stage is an important part of the plan-making process, and is the main opportunity for residents, consultees, infrastructure providers etc to comment on the draft contents of a Local Plan. In particular, the Regulation 18 stage needs to detail the main policy alternatives under consideration, and invite representations on these. Some councillors will doubtless recall the judicial review of the Joint Core Strategy, where the judge held that the JCS process has not demonstrated satisfactorily how reasonable policy alternatives had been considered adequately, and it is vital that the Regulation 18 version of the GNLP covers this matter appropriately.
5. It should also be noted that in September the government published a consultation called *Planning for the Right Homes in the Right Places* (available [here](#)). Among other things this consultation included a proposed standard methodology for the assessment of housing needs which is reflected in the proposed growth options consultation document. The government consultation on this document has now closed but the city council's response to it was agreed by cabinet and submitted on 9 November.
6. The Sustainable Development Panel have considered and commented on emerging documentation for the Greater Norwich Local Plan at various meetings. At their meeting on 15 November they considered the emerging growth options consultation and sought two changes to the emerging documentation be made to merge questions 25-28 into a single question and to reword para 6.38 of the emerging document for clarification and to recognise the importance to strategic connectivity of rail connections to the plan area. Changes to reflect these suggestions were subsequently agreed, alongside others suggested by similar panels at other partner councils, and have been incorporated into the revised version of the growth options paper.

Contents of the Growth Options (Regulation 18) Consultation Document

7. The 20 November GNDP Board meeting considered and agreed the draft Regulation 18 consultation document for consideration by cabinets. The detail of the material considered at the meeting is available [here](#). The updated Regulation 18 document including the changes agreed at the meeting is attached as Appendix 1.
8. In agreeing to the GNDP recommending the constituent councils to approve the Growth Options document for consultation Councillors Waters drew attention to the following concerns he had with the emerging document and working arrangements of the GNDP and asked that the meeting have regard to them. These were tabled at the meeting and were as follows:

1) Overall scale of Growth

The consultation document is based on a single number for Objectively Assessed Housing need (39,000) and for new allocations required (7,200) over the plan period. Whilst it is recognised that for purposes of consultation having a single number is simpler it is concerning that the numbers proposed are very much towards the lower end of a range which may reasonably be considered sound in the light of government guidance.

It is noted that the housing need figure has been reduced from the figure that was contained in the housing numbers paper endorsed by the GNDP on 23 June. It is appreciated that the new figure is based on the proposed standard government methodology rather than local evidence provided in the Strategic Housing Market Assessment, (SHMA) but the proposed reduction in need is considered difficult to justify in the light of the standard methodology suggesting that the annual need for housing was 174 dwellings per year more than the SHMA suggested across Greater Norwich.

It is also noted that the housing allocations number was now calculated by including a 10% delivery buffer whereas the paper endorsed in June described 20% as one "considered to be a reasonable minimum buffer" and no explanation offered for this change of assumption.

Councillors Waters stressed that he was keen to see ambitious growth plans embodied in the new Local Plan as a failure to do this would increase the risk of the emerging plan being found unsound, compromise the ability of the Greater Norwich Growth Board, (GNGB) to secure further government investment and potentially reduce the level of housing delivery in the overall plan area.

2) Distribution options and recognition of the role of Norwich

Owing to the very low level of new allocations needed compared to the level of sites already identified for development it was noted that the overall differences between the different options being consulted on was not huge.

Councillors Waters commented that whilst he had no problem with these matters being subject to consultation he had concerns over:

- *The potential impact of a rural dispersal approach and how placing estate scale development in villages with no or few services would impact on the environment and service providers; and*
- *The danger that any new settlement proposed would attract scarce funds away from the existing strategic scale development that we should be trying harder.*

He wanted to see a clear focus in the Plan on how it would address the growth needs of a vibrant and dynamic City. The Plan will need to appropriately delineate the urban growth area from the wider rural hinterland as this is needed to: allow appropriate monitoring and attracting investment both through marketing to private sector and institutional investors; and by serving to allow different policies to be applied to different parts of the plan area.

The marketing case has recently been powerfully made in the recent GVA Hatch work which Norwich City Council will submit formally to the GNDP as part of its own consultation response and expect that due regard will be had to this in taking the plan forward.

3) Lack of detail proposed about delivery

The draft consultation document rightly acknowledges the importance of delivery in a number of places and the current activities of the GNGB. It goes on to ask a single question about delivery on page 16 – “do you support the broad strategic approach to delivering jobs, homes and infrastructure?”

However, the document doesn’t really explore the options further in relation to delivery notwithstanding the fact that we are clearly failing to deliver against our current targets. For instance it doesn’t ask about delivery plans being required for new allocations in the GNLP and there is no talk of an enhanced role for the GNGB in this regard. The absence of such material from the consultation document itself isn’t regarded as problematic but the importance of the GNDP and GNGB taking a more active role in ensuring that strategic allocations can be delivered in a timely manner should be explored further in the coming months.

4) Time it has taken to produce and implications of detailed member involvement

It was noted that the timetable for the production of the GNLP had already slipped and that the discussions being held today should have been held in September. It is clear that in producing a joint local plan there is an issue with the three different local councils having different ways of working and these need to evolve as the Local Plan is produced. However in order for it not to become a very adversarial and time consuming process it will be necessary for members to focus on strategic issues and allow the joint officer team to resolve matters of technical detail in future.

9. These concerns were noted by the meeting.

Other supporting documents next steps

10. In addition to the growth options document itself it is proposed to publish various supporting evidence documents; a Site Proposals Document including an assessment of all the sites that have been submitted for potential inclusion within the Greater Norwich Local Plan, a New Settlements Topic Paper, and an interim Sustainability Appraisal which has been prepared to accompany the consultation.
11. The supporting evidence base includes a Strategic Flood Risk Assessment, Employment and Retail Study, and Viability Study. These documents will be finalised shortly and available to view on the GNLP website (www.gnlp.org.uk) prior to the commencement of consultation.
12. The emerging New Settlements Topic Paper is available to inspect [here](#).
13. Work on the assessment of the proposed sites is continuing and is expected to be completed before Christmas. Draft introductory text for the Site Proposals Document and examples of the form of the site assessment is available to inspect [here](#).
14. The emerging interim Sustainability Appraisal Report is available to inspect [here](#).
15. Minor corrections and presentational changes to the Growth Options paper may need to be made prior to publication and these will be approved by the director of regeneration and development in consultation with the portfolio holder.
16. If agreed by the three district council cabinets, public consultation is expected to commence on 8 January and run to 15 March 2018. In addition to the consultation material being available on the GNLP website, there will be a series of “roadshows” at various venues across Greater Norwich. The precise dates and locations remain to be confirmed.
17. Following the close of the consultation period, all representations will be assessed, and the GNLP will advance to the presubmission (Regulation 19) stage. This consultation period at the Regulation 19 stage is expected to be reached in mid-2019.

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 th December 2017
Director / Head of service	Graham Nelson
Report subject:	Proposed Growth Options consultation document on the Greater Norwich Local Plan
Date assessed:	28 th Nov 2017
Description:	Members are being asked to agree documentation for consultation to inform the preparation of the Greater Norwich Local Plan.

	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"/>	No impact identified.
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
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"/>	No impact identified.
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.

	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"/>	No impact identified.
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified.

Recommendations from impact assessment

Positive

Negative

Neutral

Issues

Whilst the Greater Norwich Local Plan will have a wide range of potential impacts on the economic, social and environmental issues listed above it is very difficult to identify what these impacts may be at this stage of the process associated with the publication of the growth options consultation. It should also be noted that the plan itself will be subject to a sustainability appraisal which should include a detailed assessment of the possible impacts of it in relation to most of the above factors.

GREATER NORWICH LOCAL PLAN REGULATION 18 CONSULTATION

GROWTH OPTIONS

FOREWORD - THE CHOICES WE FACE

Broadland, Norwich City and South Norfolk are great places to live and we all face many challenges to maintain what is special to each of us. The economy of our area is set to grow significantly during the plan period to 2036, promoting local prosperity. Well planned growth brings great benefits, providing us with the high quality homes, jobs and infrastructure we need, while at the same time protecting and improving our special environment. This is why this consultation is important.

We already have plans in place identifying where the new homes, jobs, green spaces and additional infrastructure we will need to 2026 will be built. The main locations include brownfield sites in Norwich, the major urban extension to its north-east, expanded strategic employment sites such as the Norwich Research Park and some growth at most of our towns and larger villages.

But we now have to make choices over where the identified additional growth needed to 2036 will go. The approach we take will have important long term implications for both our urban and rural communities. Should we continue to build on our current strategy which mainly concentrates growth close to Norwich? Or should we take a different approach, dispersing more of the additional homes to villages? Also, we could plan for a new settlement or settlements which could help meet our growth needs further into the future, or we could combine elements of different approaches.

There are lots of issues to take into account in making these choices. Social, environmental and economic factors must all be considered in deciding the best growth strategy. Most importantly, we need to make sure that we chose locations where new development, particularly the new homes we so desperately need, are delivered. As a current Government consultation document says “The housing market in this country is dysfunctional. The root cause is very simple: for too long, we haven’t built enough homes”. In addition, having too few houses built leaves us vulnerable to non-planned, speculative housing development.

We are taking a joined up approach working together as district councils and the county council with other providers of the facilities which support growth, such as transport, health care, education and water infrastructure. Current transport improvements, with the opening of the Northern Distributor Road, planned improvements to the A47 and new public transport and cycling facilities will affect growth choices. In addition, the plan will have to be adaptable as technologies develop in the future. For example, advances in digital communications will undoubtedly shape our lives as we move to 2036 and there are likely to be other changes that we don’t yet know about.

However our lives do change, sustainable access from homes to services and jobs will remain the key consideration for good planning. We need to plan for economic growth in the right locations, especially for high technology jobs. We also need to find the right sites to help young people currently struggling to get their first home and, with an aging population, for more homes for older people. To support this growth, we must make best use of the infrastructure we already have and plan for the new infrastructure we’ll need.

These are just some of the issues we must consider and choices we have to make through the Greater Norwich Local Plan. Please help us by providing your views and local knowledge.

SECTION 1 - INTRODUCTION

Why are we producing the Greater Norwich Local Plan?

- 1.1 The Greater Norwich Local Plan (GNLP) will provide the planning strategy and identify the sites for growth across the three districts of Broadland, Norwich and South Norfolk until 2036. We have to take a long term view of our development needs to 2036 to allow the housing, jobs, services and infrastructure we need to be provided at the right time and in the right place. Such a long term plan-led approach is good planning and is required by Government.
- 1.2 The Greater Norwich Development Partnership (GNDP) has been established to co-ordinate production of the plan. The GNDP consists of the three district councils, with the support of Norfolk County Council and the Broads Authority.
- 1.3 Greater Norwich is a key engine of growth nationally. The area is one of the fastest growing parts of the country and is establishing itself as a leader in science, technology and manufacturing. The partners are committed to helping to turn world class knowledge and ideas into world class jobs, particularly in key growth sectors such as the life sciences and biotechnology, agri-tech, food and drink, creative and digital industries, high-value engineering. We also need to support and boost other sectors such as tourism.
- 1.4 To do this, we must make the best of our main strengths including our vibrant, historic city centre, which will play a pivotal role in the economic success of Greater Norwich, our attractive suburbs, towns and villages, key strategic employment locations such as the Norwich Research Park (NRP), the varied and attractive environment, the area's heritage, excellent higher education facilities and rapidly improving transport links.
- 1.5 Significant new infrastructure is currently being delivered or is planned. This new infrastructure, along with foreseeable technological changes such as digital communications improvements and further changes that are more difficult to predict at present, will inevitably affect how the area grows to 2036. It is therefore essential that we plan flexibly for a changing world.
- 1.6 Whilst planning flexibly for new jobs, homes and infrastructure, the GNLP must also protect and enhance our many environmental assets and provide for well-designed new development which will create attractive, sustainable new communities. This will help to ensure that Greater Norwich continues to be a great place to live and work.
- 1.7 To achieve our aims, the GNLP will need to reflect the Government's requirements for local plans set out in the National Planning Policy Framework ([NPPF](#)) along with priorities set out in other strategies, agreements and initiatives which provide the context for growth in Greater Norwich. These include the [Greater Norwich City Deal](#),

the Norfolk Local Transport Plan, the Norwich Area Transportation Strategy (NATS), national and regional rail and road investment strategies and programmes, the existing New Anglia Local Enterprise Partnership (LEP) Strategic Economic Plan and its emerging Economic Strategy and the Cambridge Norwich Tech Corridor initiative.

- 1.8 The Norfolk Strategic Framework (NSF), which is currently being produced, will also have an influence on the GNLP. It is an agreement between planning authorities in the county on approaches to strategic infrastructure, housing and jobs numbers and common policy approaches.
- 1.9 The currently adopted strategy planning to 2026, the Joint Core Strategy for Broadland, Norwich and South Norfolk (JCS), along with adopted Site Allocations Plans, Area Action Plans (AAPs) and Neighbourhood Plans in each of the three districts, set out where a high proportion of the growth required by the GNLP to 2036 will be located. As such, they will have a considerable influence on the new plan.
- 1.10 This means that the GNLP will need to plan for the additional growth needed to 2036. We will also need to have an eye on the long term beyond 2036. To establish how this can best be achieved, we need to identify the broad strategy for where the additional growth will be located, the sites for that growth and how we should plan for issues such as supporting the economy, environmental protection and good design.
- 1.11 This will involve discussions, including this consultation, and later decisions, on the additional growth needed and the options for distributing the growth close to Norwich, around towns and larger villages and in more rural areas. It is important to bear in mind, however, that whichever growth options we choose in this strategy, current commitments¹ mean that the majority of the growth will be focussed in and around Norwich.
- 1.12 The key to the success of the GNLP will be ensuring the **delivery** of jobs, infrastructure and housing takes place. Jobs growth has been strong since the depths of the recession in 2011 and infrastructure is being significantly improved. However, like the rest of the country, not enough of the housing we need is being provided. The GNLP will be part of a wider package of joined up measures the councils are taking to work with the Government, New Anglia LEP, the development industry and service and infrastructure providers to fund and deliver the high quality growth Greater Norwich needs. To support delivery the councils are working in partnership as the Greater Norwich Growth Board (GNGB). The GNGB oversees decisions on investment in infrastructure to support growth and deliver on existing planning targets. The GNGB will continue to support delivery of the GNLP.

The consultation

¹ Commitments are existing planning permissions and land allocations in adopted plans.

- 1.13 This “Regulation 18” consultation on the plan is your chance to comment on how much growth will take place and how and where it will happen.
- 1.14 This document, the **Growth Options** for the GNLP, forms the main part of the consultation on the plan. The document covers the broad planning strategy for the area and thematic strategic policies for growth. It consists of the following sections:
1. This Introduction
 2. A Spatial Portrait of Greater Norwich
 3. The plan’s Vision and Objectives
 4. The Strategy
 5. Identifying Development Sites (linking to the Site Proposals document)
 6. Topic Policies
 7. Monitoring.
- 1.15 The second consultation document is the **Site Proposals** document. It provides the opportunity for comments to be made on sites submitted for different uses through the Call for Sites which was held in 2016 and those submitted subsequently up to July 31st 2017. It also enables people to propose additional sites and to give views on settlement boundaries.
- 1.16 The two documents are supported by an **Interim Sustainability Appraisal** which is also available for comment. This evaluates the alternatives identified.
- 1.17 Each section of this document has specific consultation questions for you to respond to. There is an open question at the end of the document to enable you to make any additional comments you feel necessary. Wherever possible, please could you set out reasons for your responses and any additional evidence that you think may be relevant. Some questions are mainly aimed at “technical consultees” such as infrastructure providers and environmental bodies, but we welcome evidenced views from everyone.
- 1.18 For some issues we have identified favoured options for the plan approach we think should be taken. In other cases, generally where we are continuing to collect evidence or where different policy approaches could be taken, we have identified what we believe to be reasonable alternative options. In some cases we have also identified why other approaches would be unreasonable. We welcome your views on any or all of the options and their justification.
- 1.19 The consultation runs from 9am on 8th January 2018 to 5pm on 15th March 2018.
- 1.20 Consultation responses should preferably be made online at www.gnlp.org.uk. However, responses can be made in hard copy booklets. The booklets are available from **xxxxxxx**.

Next steps

- 1.21 We will use your consultation responses to inform the evidence base for the Regulation 19 Publication version of the plan.
- 1.22 The Regulation 19 version will be the councils' chosen plan, including the growth strategy, general policies and site allocations. It is scheduled to be published in summer 2019 when it will be possible to make comments on the legal soundness of the plan.
- 1.23 Those comments will then be considered by a government appointed Inspector at the plan's Public Examination scheduled to start in June 2020, with adoption scheduled for December 2020.
- 1.24 When adopted, it is expected that the GNLP will supersede the current JCS and the Site Allocations documents in each of the three districts.
- 1.25 The GNLP will not amend existing adopted Development Management policies for the three districts except in very specific circumstances where limited policy changes may be required.
- 1.26 The future role of the adopted Area Action Plans for Long Stratton, Wymondham and the North East Growth Triangle (NEGT) and Neighbourhood Plans will be considered in plan making.

SECTION 2 - A SPATIAL PORTRAIT OF GREATER NORWICH

- 2.1 Greater Norwich has significant importance for the east of England and beyond and has three assets of international importance – its heritage, natural environment and a growing knowledge economy.
- 2.2 In 2015, the estimated total population of the three districts was 396,510, with 223,000 living in the Greater Norwich urban area.
- 2.3 Greater Norwich is key to the region’s economy, and Norwich is a regional focus for employment, retailing, tourism, culture, education and leisure.
- 2.4 Most of the sectors identified as having high growth potential regionally² have a strong presence in the area, including: advanced manufacturing and engineering at Hethel; agri-tech and life sciences at the NRP; and ICT and Digital Culture in the city centre. Other strengths particular to Greater Norwich include health sciences, financial services, tourism, retail, media and arts.
- 2.5 There has been a 7.8%³ rise in overall employment from 2011-15 with notable increases in: accommodation and food services; IT and communications; professional, scientific and technical activities; education; and health and social work. Agriculture, manufacturing and insurance have all seen a fall in employment levels.
- 2.6 Of all the sectors, retailing remains the largest provider of employment. Norwich is rated as the 13th best performing retail centre nationally⁴ and a number of market towns surrounding Norwich also have a strong local retail offer.
- 2.7 Levels of employment in Greater Norwich compare favourably to national averages and the numbers claiming unemployment-related benefits have seen a significantly sharper fall in recent years than the UK average⁵.
- 2.8 Rural enterprises are important to the local economy and home working is likely to increase in significance. South Norfolk has the largest proportion of micro-businesses in the county⁶. Greater Norwich’s business survival rate is above the national average.⁷
- 2.9 There is variable access to high speed broadband and mobile phone connectivity, and it can be poor, particularly in rural areas. To help address this, Better Broadband

² New Anglia Local Enterprise Partnership’s Strategic Economic Plan identifies five high impact sectors which have high growth potential: Advanced Manufacturing and Engineering; Agri-tech; Energy; ICT/Digital Culture; and Life Sciences.

³ Calculated from figures supplied by NomisWeb, ONS Crown Copyright reserved. Number of part-time employees adjusted to reflect full-time equivalence (For 2011 part time hours at 42.2% of full time, and 2015 part time hours at 43.3% of full time to reflect national trends)

⁴ Source: CACI

⁵ Calculated from Claimant Count figures supplied by NomisWeb, ONS Crown Copyright Reserved [from Nomis on 3 August 2017]. Figures show a 59.5% fall in those claiming unemployment-related benefits, Job Seeker’s Allowance (JSA) and Universal Credit (UC). This compares to a fall of 44% for the UK overall.

⁶ ONS Inter Departmental Business Register data, 2016 (from Nomis)

⁷ ONS Business Demography, 2015 – Business births, deaths and survival rates. Businesses in Norfolk have a better rate of survival over five years (44.7%) than the regional (43.1%) and national (41.4%) averages.

for Norfolk is a partnership funded through Norfolk County Council installing high-speed fibre optic networks across the county.

- 2.10 In December 2013, the Greater Norwich City Deal was signed, which is building on the area's leading status in science, technology and manufacturing and focuses on enterprise, skills and infrastructure.
- 2.11 Norwich's vibrant, attractive and historic city centre is a catalyst for economic growth across Greater Norwich, encouraging investment into the area.
- 2.12 The A11 corridor is a major focus of growth, with the route providing key strategic access to London, Cambridge and much of the rest of the UK. The Cambridge-Norwich Tech Corridor initiative aims to boost economic development.
- 2.13 The A47 to the east of the area connects to Great Yarmouth and Lowestoft; they are coastal resorts and industrial towns with significant regeneration needs. The development of Eastport at Great Yarmouth provides improved access to continental Europe and for offshore industries.
- 2.14 To the south, the A140, providing access to Ipswich, London and locally to Diss and Harleston, is almost entirely single carriageway. To ease congestion at Long Stratton, a bypass is planned to be delivered alongside 1,800 new homes.
- 2.15 The A47 to the west provides access to the Midlands, the North and growth areas at Dereham and King's Lynn. There is a Government commitment to making improvements to the A47, starting in 2020, including dualling, junction improvements at Thickthorn and safety measures towards Great Yarmouth.
- 2.16 The Norwich Northern Distributor Road (NDR), which aims to reduce congestion through the north of Norwich and improve access to the airport, coast and Broads, is under construction with completion scheduled for early 2018. Related improvements to public transport in Norwich are an integral part of the scheme.
- 2.17 The main rail service provides access to Wymondham, Diss, Ipswich, Cambridge and London. Improvements are planned, or already being delivered, on these lines. The Bittern and Wherry Lines provide local rail links and options for commuting from settlements such as Great Yarmouth, Lowestoft, Brundall, Acle, North Walsham, Cromer and Sheringham.
- 2.18 Norwich Airport is a catalyst for economic growth and there has been an increase in passenger numbers in recent years. As well as the key scheduled service to Schiphol (Amsterdam) which provides a hub for links to international destinations, there is significant business from offshore industries and other destinations. Other principal international connections are via Stansted Airport and ports at Felixstowe and Harwich.
- 2.19 There is a relatively good network of cycle routes linking settlements within Greater Norwich, including the Marriott's Way, which links the city to Reepham and Aylsham. Significant grant funding has been secured to improve the cycle network in and around the city, linking the NRP and the city centre to the North-East Growth Triangle in Broadland, and to invest in other routes including between Wymondham, Norwich and Sprowston. Attracting additional funding for further initiatives is an

ongoing priority in the future. Norwich is in the top five districts in the country for cycle use.

- 2.20 Development of a Bus Rapid Transit (BRT) network is underway which, when complete, will provide infrastructure improvements and more frequent and faster services. The network will be developed further to promote public transport use in growth areas such as Wymondham, the airport and Broadland Business Park. The six Park and Rides sites around Norwich form one of the most comprehensive networks in the country and are well-connected to other bus routes. The Connecting Norfolk initiative promotes increasing use of demand responsive transport services and car sharing in rural areas.
- 2.21 There is an Air Quality Management Area (AQMA) which covers the whole of the city centre. Improvements in air quality are being achieved by road infrastructure changes and other initiatives. However, this remains an important issue with more work to be done.
- 2.22 Although per capita carbon dioxide (CO₂) emissions have declined in line with national trends, they are above the national average in rural parts of the area, largely due to a greater reliance on car journeys.
- 2.23 Climate change is expected to result in generally higher temperatures, wetter winters, drier summers and more extreme weather events. River flooding in parts of Norwich and surface water flooding in a number of locations are significant issues.
- 2.24 There has been an increase in renewable energy generation in recent years, chiefly from solar (both small and large-scale), wind and some biomass developments.
- 2.25 The city is surrounded by countryside of high environmental quality, with historic market towns and villages spread through an attractive landscape. Parishes close to the city have a strong relationship with the Norwich urban area, while large parts of the area look to the network of main towns and smaller Key Service Centres to meet every-day needs and provide employment.
- 2.26 River valleys and green areas extend into or adjoin many built-up areas, with the Broads stretching from the eastern edge of Greater Norwich into the heart of the city.
- 2.27 The area's landscape is diverse, including heathland, ancient woodland, grassland, wetland, marshland and reedbeds, forming a variety of habitats. Large tracts of rural Greater Norwich have high quality agricultural land.
- 2.28 Varied landscape character areas converge on Norwich: the fens and marshes of the Broads - a highly sensitive wetland environment of international significance; rolling landscapes of varied geology including woodland, heath and former parkland estates to the west and north; an extensive open clay plateau incised by rivers in the south; and a more intimate landscape of small fields and hedgerows in the east.
- 2.29 Work is ongoing to improve and expand the Green Infrastructure network throughout Greater Norwich and beyond.

- 2.30 The area has a rich concentration of historic buildings, churches, halls, historic parks and gardens, including many historic assets in Norwich and the surrounding market towns and landmark buildings such as Blickling Hall. Ancient monuments and significant archaeological potential add a further layer to this historic character.
- 2.31 There are internationally important wildlife sites across the area, particularly the River Wensum and in the Broads. Most of these are marshland, rivers or broads, so any potential impact on water quality is a key issue. There are challenges in dealing with pollution from fertilisers and pesticides⁸, with water quality a key issue for the environmentally sensitive Broads. There are also negative impacts on some wildlife sites resulting from the pressure from high visitor numbers.
- 2.32 Relatively low rainfall totals mean that the whole Greater Norwich area is defined as suffering from serious water stress⁹. Current local planning policy places a particular focus on promoting water efficiency.
- 2.33 The population of the area has higher than national average proportions of older people in Broadland and South Norfolk. Since they are popular retirement areas they are likely to see further growth in the older population¹⁰, adding to already significant pressure on residential and home care services.
- 2.34 There are higher than average proportions of young adults in Norwich. While the overall proportion of minority ethnic residents is relatively low there has been a significant increase since 2001, particularly in Norwich.
- 2.35 There are some wards with high levels of deprivation in Norwich. Although the suburban and rural parts of Greater Norwich are relatively affluent, there are pockets of deprivation elsewhere.
- 2.36 While the health of people in Broadland and South Norfolk is generally better than the national average, in Norwich it is markedly worse. There is also marked variation within the city with life expectancy being 10.9 years lower for men in the most deprived areas than in the least deprived¹¹.
- 2.37 Although levels of crime are some of the lowest in the country in much of Greater Norwich, there are higher crime levels in inner urban wards, particularly in areas with a concentration of late night drinking establishments.
- 2.38 The area benefits from a strong and growing tertiary education sector provided by the University of East Anglia, the Norwich University College of the Arts, City College Norwich and Easton College. A recent increase in the birth rate has increased demand for education and other children's services in the area¹².

⁸ From Broadland Rivers Catchment Plan: Over 90% of rivers fail to meet Water Framework Directive targets. <https://www.gov.uk/government/publications/anglian-river-basin-district-river-basin-management-plan> and <http://www.broads-authority.gov.uk/looking-after/managing-land-and-water/beyond-the-broads>

⁹ Water Stressed area – final classification, Environment Agency 2013
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/244333/water-stressed-classification-2013.pdf

¹⁰ Source: ONS 2014-based sub-national population projections.

¹¹ Index of Multiple Deprivation (IMD)

¹² Source: ONS 2014-based sub-national population projections

- 2.39 In more deprived parts of the area, educational attainment is low. Norwich has above the national average of 16-17 year olds not in education, employment or training (NEETs). Norwich also ranks particularly poorly for social mobility¹³. The picture for education, skills and training in Broadland and South Norfolk is significantly better.
- 2.40 Changing waste collection practices, including food waste collections in some parts, have helped the percentage of household waste recycled or composted to increase above the national average¹⁴.
- 2.41 Broadland and South Norfolk are dominated by owner-occupied housing , whilst Norwich has a much higher percentage of Local Authority social rented and private rented properties. The area’s tenure mix has changed since 2001, with falls in home ownership and social renting and corresponding rises in the percentage of private rented properties across all three districts, mirroring the national picture.
- 2.42 There is a shortage of housing across all tenures in Greater Norwich. Overall delivery of housing from 2008-14 was at approximately 70% of the target, compared to a national delivery rate of 60%¹⁵. Completions have, however, increased every year since 2010.

¹³ Norwich ranked 323rd out of 324 lower-tier authorities for social mobility: Social Mobility and Child Poverty Commission, Jan 2016

¹⁴ In 2014/15 Greater Norwich had a recycling & composting total of 48% which exceeded Norfolk’s average rate of 43%, and the national rate of 43.7%. Source: Department for the Environment, Food and Rural Affairs, Tables ENV18 - Local Authority Collected Waste: Annual Results Tables –*Table 3a: Regional Household Recycling Rates 2000/01 to 2014/15* <https://www.gov.uk/government/statistical-data-sets/env18-local-authority-collected-waste-annual-results-tables>

¹⁵ From AMR, 2015-16: “Affordable housing completions were just 40% of the current target of 561 completions per year, partly reflecting the fact that overall completions are below target.”

SECTION 3 - THE VISION AND OBJECTIVES FOR GREATER NORWICH

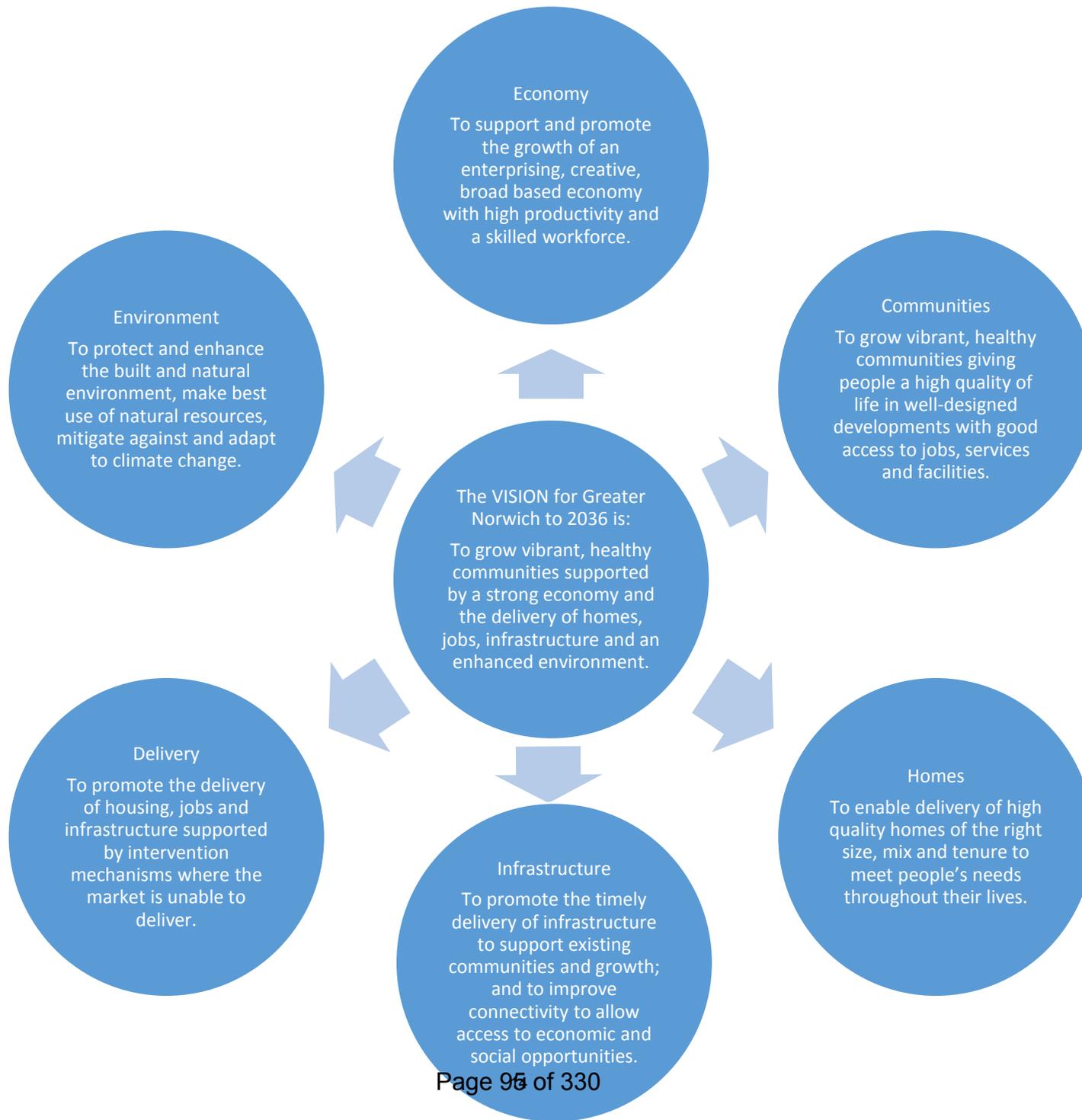
- 3.1 Establishing the vision and objectives is a key early stage for plan development as, in concisely setting out what the plan aims to achieve for Greater Norwich to 2036, they provide the context for policy development and monitoring indicators.
- 3.2 The draft vision and objectives in figure 1 below, agreed by the GNDP in January 2017, have been used to guide plan making so far. The vision, at the centre of figure 1, informs the surrounding objectives.

Draft Vision and Objectives

Question

- 1. Do you agree with the draft vision and objectives for the plan below?**

Figure 1 Draft vision and objectives for Greater Norwich to 2036



SECTION 4 - THE STRATEGY

DELIVERING JOBS, HOMES AND INFRASTRUCTURE

- 4.1 Delivery is key to the success of the plan. The NPPF requires local plans to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.
- 4.2 To achieve the Vision and Objectives of the plan, the GNLP will help to drive economic growth, delivering an increase on forecast growth in jobs and productivity. The plan will aim to support the delivery of 45,000 additional jobs by 2036 and enable growth in the economy, including in high productivity sectors. To make this happen the GNLP will include policies that:
- Support the economy through infrastructure investment, environmental enhancement and quality of life improvements;
 - Enable development of the strategic employment locations in the city centre, the Norwich Airport area, Broadland Business Park/Broadland Gate, NRP, Wymondham/Hethel, Longwater and the Food Enterprise Zone;
 - Promote the Cambridge Norwich Tech Corridor growth initiative;
 - Promote inclusive growth and social sustainability;
 - Provide for local employment close to where people live;
 - Support a thriving rural economy.
- 4.3 Growth will be located to make the best use of the existing transport and green infrastructure networks and community facilities, with new and improved infrastructure provided where it is needed to support growth.
- 4.4 The strategy will deliver the housing that is needed. To do this, we intend to provide sites for 42,865 new homes. Taking account of sites which are already permitted or allocated, we will need new sites for 7,200 homes. These figures include additional sites to provide a buffer to help ensure all the homes we need are delivered.
- 4.5 The plan will maximise urban brownfield site capacity and ensure greenfield development takes place in accessible locations, helping to sustain town and village life, providing choice and aiding housing delivery.
- 4.6 The majority of the planned growth is focussed in and around Norwich, with the city centre and other strategic employment sites supporting the area's regional, national and international economic functions and the suburbs and fringe parishes providing growing sustainable communities.
- 4.7 Growth of the economies of the main towns and rural areas will also be encouraged and supported, with some housing growth in all towns and in the villages with a range of services.

Question

- 2. Do you support the broad strategic approach to delivering jobs, homes and infrastructure set out in paragraphs 4.1 to 4.7?** (If you wish to comment on jobs and housing numbers, please see questions 3 to 6 below).

Jobs targets

- 4.8 Jobs targets help focus the aims of local plan policy and ensure that economic policy aligns with housing policy and demographic projections. Although a jobs target is not a requirement and not all local plans have one, not having a target would undermine the ability to deliver the vision and objectives of the GNLP.
- 4.9 The East of England Forecasting Model (EEFM) estimates jobs growth over the GNLP period and beyond. It is updated annually. The model's outputs are just one piece of evidence to assist in making strategic decisions. The model is robust but, as in all models, forecasts are subject to margins of error which increase at more detailed geographical levels. It is based on observed past trends which reflect past infrastructure and policy environments. Relatively recent infrastructure or policy changes have not fed through into these trends. It can be characterised as a "business as usual" forecast.
- 4.10 The Greater Norwich authorities are committed to working together to deliver more jobs overall than forecast, and a greater proportion of higher value jobs. This is reflected in the City Deal which commits to facilitate 13,000 more jobs than the target in the JCS. Taking account of subsequent EEFM forecasts, the SHMA¹⁶ recalculates the impact of the City Deal and concludes that this equates to 45,390 jobs in the period 2015-2036.
- 4.11 The Employment, Town Centres and Retail study (GVA 2017) contends that "given the nature of the Greater Norwich economy it is unlikely 'business as usual' will be a true reflection of the future economy – as such an alternative growth scenario is required"¹⁷. This scenario looks in more detail at key economic sectors within Greater Norwich, local drivers, and the consequent prospects for growth. It concludes that there are good prospects to grow the local economy. The enhanced forecast would add an additional 44,000 jobs in the area between 2014 and 2036. This scale of jobs growth is a little lower than, but broadly consistent with, the City Deal and demonstrates that potential in high value sectors alone can deliver the majority of this enhanced growth.
- 4.12 The precise target for the GNLP will need to be calculated for the submission version so that the latest forecasts can be taken into account but currently the evidence suggests a target of around 45,000 jobs 2015-2036.

¹⁶ Paragraphs 5.16-5.26

¹⁷ Section 5 of the Greater Norwich : Employment Land Assessment

Options

Option JT1: Plan to deliver forecast jobs growth plus additional growth. This is consistent with the evidence and with our City Deal agreement with Government.

This is **the favoured option**.

Option JT2: Plan to deliver “business as usual” forecast growth only. This would be consistent with the GNLP’s vision and objectives in broad terms, but would not help facilitate additional City Deal related jobs growth and could thus diminish the area’s ability to fulfil its potential.

This is considered to be **a reasonable alternative**.

Question

3. Which option do you support for jobs growth?

Housing need

4.13 Additional housing is needed because:

- People are living longer with a tendency to smaller households. This increases the need for more houses irrespective of any growth in the population;
- More people are moving into the area, mainly from other parts of this country, both because of economic growth and for lifestyle choices;
- More people are in need of housing as not enough homes have been built in recent years leading to a significant housing shortage. This lack of housing delivery has led to the parts of the area having no “5 year land supply”, which has resulted in planning permissions being granted for housing in locations not promoted in current local plans;
- The housing shortage in Greater Norwich has a significant impact on the quality of people’s lives, particularly for younger people looking to set up home for the first time. It is important to note that Government policy aims to significantly boost the supply of houses for all in society.

4.14 Identifying the housing need for the plan requires the use of evidence and a clear methodology to be established. This part of the document seeks views on the proposed approach.

4.15 The NPPF¹⁸ states that local plans should meet their objectively assessed need (OAN) for housing, with sufficient flexibility to adapt to rapid change. The way OAN is measured is changing. Until recently Local Planning Authorities (LPAs) commissioned Strategic Housing Market Assessments to establish OAN and more detailed housing evidence. In September 2017 the Government issued a consultation on a draft standard methodology for OAN¹⁹. This is a simplified methodology based on household projections uplifted by a factor that reflects affordability locally.

¹⁸ Paragraph 4

¹⁹ [Planning for the right homes in the right places](#)

- 4.16 Evidence on the OAN for Greater Norwich had been established by the Central Norfolk Strategic Housing Market Assessment (SHMA) 2017 (see chapters 4 and 5 [here for the SHMA](#) and [here for the Supplementary Note](#) to the SHMA). As well as OAN, the report covers housing affordability and sets out the sizes, tenures and mix of housing required to meet needs. **The SHMA identifies that the OAN for Greater Norwich from 2015 to 2036 is 39,486 homes (1,880 per annum).**
- 4.17 **The Government’s proposed standardised methodology suggests the OAN for Greater Norwich is higher at 2,052 per annum. The methodology can be rebased to the current monitoring year to give an OAN from 2017 to 2036 of 38,988 dwellings.** If a different approach is adopted by the Government the OAN figure could change during the plan making period. However, given the Government’s clear intention, it is reasonable to base this local plan consultation on the draft methodology.

Calculating the housing numbers for the plan

- 4.18 The OAN is the starting point. Some local plans have a higher housing requirement than their OAN, for example because the area has to provide for unmet needs from surrounding districts, or a lower requirement because needs cannot be met within their boundaries for environmental or other reasons. The Norfolk Strategic Framework shows that there is no need for Greater Norwich to provide for unmet need from neighbouring districts. There is no evidence of any overriding reasons that prevent Greater Norwich meeting its own housing need.
- 4.19 The plan can provide for additional dwellings to support economic growth. The Government’s draft standard methodology means the OAN already includes a significant uplift to address lack of affordability of around 400 dwellings per year (7,600 over 19 years). This uplift to support affordability also provides for homes to support other needs such as economic growth. The City Deal seeks to deliver an additional 13,000 jobs by 2031 on top of the 27,000 jobs planned for in the JCS. The SHMA calculates how many homes would be required in the GNLP to support this enhanced growth. A simple recalculation of the SHMA assessment to rebase to 2017 suggests that around 40,700 dwellings would be needed to support potential jobs growth (forecast growth plus City Deal aspirations). Therefore, the OAN of 38,988 dwellings provides for the majority of the additional housing growth required to support the City Deal, although around 1,700 further dwellings could be required. Neither the SHMA nor the standard methodology requires this additional growth to be included in the OAN. However, to support our City Deal and ensure economic potential can be met, the GNLP would need to allocate sufficient opportunities to allow for this additional housing growth to come forward.
- 4.20 Housing sites can take longer to come forward than expected. Consequently, it is essential to over-allocate to maximise the potential to deliver the housing that we need to tackle the housing shortage and to support economic growth. The extra allocation is known as a delivery buffer and is consistent with the NPPF requirement for flexibility²⁰.

²⁰ NPPF paragraph 14

- 4.21 A 10% delivery buffer on the 38,988 OAN established using the Government’s methodology raises the plan provision to **42,887**. Taking account of existing commitment in April 2017 of 35,665 homes, this means that the GNLP has a **housing allocation requirement** to provide land for **7,222 homes, rounded to 7,200**.
- 4.22 A delivery buffer lower than 10% would make it much less likely that needs would be met. A higher figure might be expected to increase the likelihood that housing need would be delivered, but it would also increase uncertainty for both housing developers and infrastructure providers, potentially risking delivery.
- 4.23 Based on recent trends and projected future delivery, it is estimated that an additional supply of up to **5,600** dwellings could be provided during the plan period on **“windfall”** sites. These are sites which are not allocated through the plan. Windfall development often takes place on small scale non allocated sites or as higher than expected numbers on commitments. It can also include some larger scale sites and office-to-residential conversions allowed under permitted development rights. The actual sites that will come forward and the precise scale of delivery is unpredictable but it is reasonable to assume that windfall will provide an extra source of housing supply which will assist in ensuring the area’s housing needs are met. Therefore the 10% delivery buffer provided by allocations could rise to as much as **24%** if projected levels of windfall development are delivered.
- 4.24 Windfall development is a good source of small sites that can support small builders and aid overall delivery to ensure housing needs are met. The GNLP could include policies to encourage rural windfall (see question 43) and this would make it even more likely that the allowance is met or exceeded.
- 4.25 The additional plan provision and windfall development provides the flexibility to enable enough additional growth to come forward to fully support the jobs growth sought through the City Deal.

Questions

4. Do you agree that the OAN for 2017-2036 is around 39,000 homes?
5. Do you agree that the plan should provide for a 10% delivery buffer and allocate additional sites for around 7,200 homes?
6. Do you agree that windfall development should be in addition to the 7,200 homes?

Delivering Infrastructure

- 4.26 Housing and jobs growth needs to be supported by the appropriate infrastructure, such as GP surgeries, hospitals, transport and schools, when it is required to meet the needs of new and growing communities. Fears that new infrastructure will not be provided are often voiced as reasons for opposing growth.
- 4.27 Ensuring new infrastructure needs are met requires a co-ordinated approach between a range of organisations, authorities and providers. Demonstrating such co-operation is necessary to ensure a sound plan.
- 4.28 Current policy on implementation²¹ focuses on:
- Securing the provision of infrastructure and investment to support growth;
 - Maximising the contribution of existing funding sources and investigating the scope for new ones;
 - Co-ordinating the investment programmes of other public authorities and understanding the capital investment programmes of utility providers;
 - Ensuring co-ordinated and timely implementation of infrastructure in line with development and regular review of the delivery programme;
 - Delivering affordable/supported housing; and
 - Identifying essential infrastructure including: transport, social infrastructure, local/renewable energy generation, water conservation, Sustainable Drainage (SuDS), strategic sewers, open space and green infrastructure, utilities, street furniture and public art.
- 4.29 This approach is supported by a delivery plan that identifies the key infrastructure requirements and a time period for delivery to support growth to 2026.
- 4.30 Current planned growth is dependent on the completion of strategic infrastructure improvements including the NDR and improvements to the A47 at Thickthorn (the A11/A47 junction), along with the completion of dualling between Dereham and Acle. Work is progressing on these schemes, with the NDR to be completed in early 2018 and the A47 improvements planned to start in 2020. These improvements may provide growth opportunities.
- 4.31 The Greater Norwich authorities all charge the mandatory Community Infrastructure Levy (CIL) on relevant developments. As part of the City Deal, the Greater Norwich authorities committed to pooling CIL income to create a substantial local growth fund for delivering infrastructure. The City Deal partners also have the ability to borrow up to £60 million against future CIL income to help forward-fund infrastructure.
- 4.32 Following consideration of the national CIL Review Panel’s report, the Government’s Housing White Paper (HWP) [Fixing our Broken Housing Market](#), published in February 2017, stated that there will be an announcement about the future of the developer contributions system (CIL and Section 106) in the Autumn Budget 2017. Given the uncertainty, the Greater Norwich authorities have not yet undertaken a

²¹ Set out in JCS Policy 20

review and update of CIL since originally adopting it. However, a review of CIL is a possibility dependent on Government announcements.

- 4.33 The revenue generated from development via planning obligations and CIL is sensitive to economic fluctuations; when economic downturns happen, they impact the development industry and the rate of delivery can fall steeply and take time to recover (as happened between 2008-2012). As most off-site infrastructure is at least part-funded through CIL, a slowing economy will lead to reduced CIL income and thus reduced ability to deliver infrastructure – although if development rates slow, then the need for new infrastructure may also be somewhat delayed.
- 4.34 In recent years greatly increased emphasis in national policy on development viability has led to a number of measures by central government to enable viability to be reviewed and s106 planning obligations renegotiated where necessary to ensure that a viable development can proceed.
- 4.35 The GNLP will look forward at infrastructure required to support the planned growth to 2036. There has been consultation with the major infrastructure bodies and, up to now, none have identified the need for further strategic improvements to support the overall scale of growth identified. The infrastructure requirements will vary depending on the distribution of growth and this evidence will need to be established once the range of growth options has been narrowed down. In turn the infrastructure requirements will provide valuable evidence to fine tune the exact distribution of the new growth.
- 4.36 It can be expected that over the timescale of the GNLP there will be further significant and wide-ranging changes to national planning policy. In addition, there will inevitably be changes in priorities and needs arising from technological changes. The key to a successful strategy for the GNLP relies on developing an implementation plan which is flexible and responsive enough to adapt to change.
- 4.37 The Greater Norwich authorities will continue to explore the feasibility of developing a Local Delivery Vehicle (LDV), which could have the potential to invest money in sites, forward-fund the installation of infrastructure to de-risk sites, and recoup the initial investment through the uplift in the value of the land, to then be deployed to another site or sites.
- 4.38 The Housing White Paper²² states that the Government is interested in agreeing “bespoke housing deals” with authorities which have “a general ambition to build”. This could involve the use of “planning freedom” powers introduced through the Housing and Planning Act 2016, the alignment of infrastructure spending, support from the Homes and Communities Agency (HCA) and various other measures. This too will be explored as a tool to assist with the delivery of planned housing.
- 4.39 Issues workshops took place in summer 2016, involving key stakeholders from the public, private and voluntary sectors, and parish council representatives – see [Appendix 8 of the November 2016 Greater Norwich Development Partnership meeting](#) for the full summary notes. There were a number of comments suggesting

²² HWP paragraph 3.33

that the Greater Norwich authorities should take a more interventionist approach to help better ensure delivery of important housing sites – for example, through up-front delivery of key infrastructure.

Question

- 7. Are there any infrastructure requirements needed to support the overall scale of growth?**

HOW SHOULD GREATER NORWICH GROW?

Existing Housing Commitment

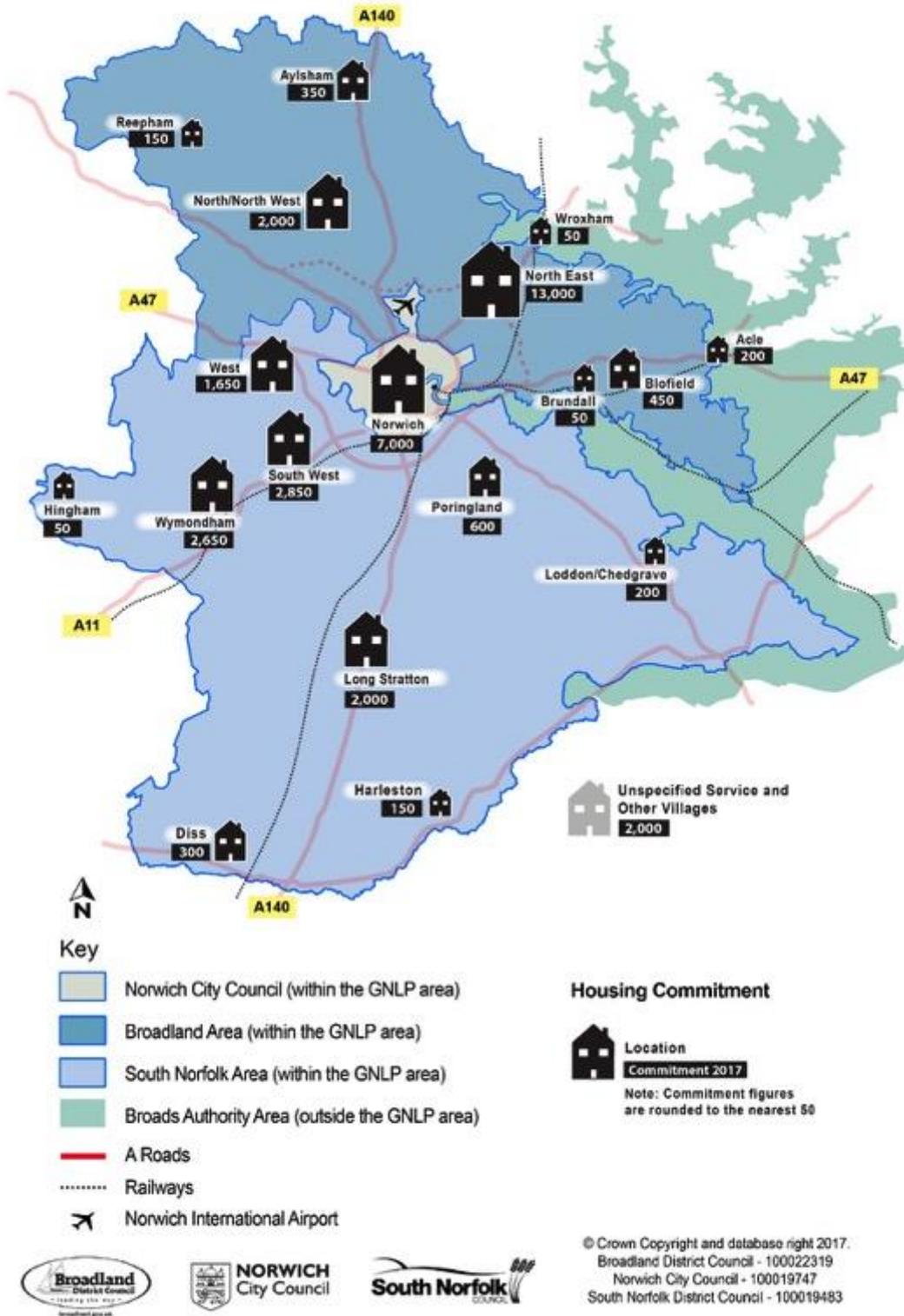
4.40 The locations for the majority of the GNL housing growth have already been established through existing housing commitments²³. Broad locations for the housing commitment as of April 2017 are set out in figure 2 below. More detail on the housing commitment figures is in appendix 1. Our approach assumes that existing housing commitments can be delivered.

Question

- 8. Is there any evidence that the existing housing commitment will not be delivered by 2036?**

²³ Housing commitments are sites which already have planning permission or have been allocated for housing development in existing plans.

Figure 2 Housing Commitment



Housing Growth options

- 4.41 In line with the NPPF, a **settlement hierarchy** will help shape growth options for identifying sites for the additional 7,200 homes we believe we require.
- 4.42 The hierarchy is a reflection of the range and type of services available in and accessible from communities and is a guide to sustainability. While the hierarchy is a starting point it does not, by itself, determine the scale of development that is appropriate in any particular settlement. This will take account of factors such as the scale, range and quality of local services; deliverability; location in relation to strategic services and job opportunities and local constraints and opportunities.
- 4.43 The current levels in the hierarchy set out in the JCS, are “Norwich Urban Area”, “Main Towns”, “Key Service Centres” (KSCs), “Service Villages”, “Other Villages” and “Smaller Rural Communities and the Countryside”.
- 4.44 The Norwich Urban Area is defined as the city council area plus the adjoining suburban and fringe parishes.
- 4.45 The Main Towns of Wymondham, Diss (including Roydon), Harleston and Aylsham have a good range of day to day services and local employment. Long Stratton is currently a KSC, but with the planned growth will become a Main town.
- 4.46 KSCs are larger villages with some services and employment. These are Acle, Blofield, Brundall, Hethersett, Hingham, Loddon/Chedgrave, Poringland/Framingham Earl, Reepham and Wroxham.
- 4.47 The current definition of Service Villages and Other Villages reflects their range of basic services. The authorities wish to consider whether a new “group” based approach would be better for village growth. Accordingly, proposals for a potential revisions to the settlement hierarchy in the GNLP are set out in paragraphs 4.152 to 4.160 below.
- 4.48 This section deals with how much overall growth should be focussed in all of the settlements at different levels of the hierarchy rather than where individual settlements should be placed in the hierarchy.

Baseline Assumptions

- 4.49 To meet national policy requirements to make the most efficient use of land, it is critical that the best possible use is made of brownfield land, which is mainly within Norwich and the urban fringe.
- 4.50 As well as supporting regeneration, such sites generally have better access to services, facilities, public transport, walking, cycling and employment opportunities. The failure to redevelop such sites would result in the need to identify additional greenfield sites elsewhere.
- 4.51 However, large numbers of brownfield sites are already committed through existing plans and the potential to identify additional sites is limited.

- 4.52 There is also a need to balance the amount of land required for housing with other uses, such as employment, other town centre uses and open space.
- 4.53 There are 7,000 homes already committed in Norwich. It is currently estimated that there is capacity on brownfield land for 1,500 additional homes in Norwich, along with 200 in the Broadland part of the urban fringe. Work is ongoing to see if any more brownfield sites can be identified for development.
- 4.54 The GNLP also needs to maintain and enhance the vitality of towns and villages by planning for new development appropriate to the local range of services and facilities. This growth will help meet the overall level of housing need across the area by ensuring diversity and competition in the market for land, and by allowing opportunities for small scale builders. It will also promote social sustainability, in some cases helping people to continue to live where they have grown up, and to provide choice. This is particularly relevant given that many of the existing housing commitments are in large sites around Norwich.
- 4.55 Taking account of the above, to achieve the requirement for 7,200 homes, the approach taken to identifying broad growth locations is:

Firstly, establish a baseline of 3,900 homes that:

- maximises delivery on previously developed land within Norwich and the built up areas of the fringe parishes (1,700 homes);
- maintains and enhances the vitality of smaller settlements by ensuring a minimum level of growth in Main Towns and Key Service Centres (1,000 homes), Service Villages (1,000 homes) and Other Villages (200 homes) or Village Groups, some of which may be on previously developed land;

Secondly, identify alternative growth options for the remaining 3,300 homes in fringe locations, Main Towns, KSCs and Other Villages (or Village Groups) - see figure 3 on page 28 and appendix 1.

Options for the distribution of the remaining growth

- 4.56 Six growth options are set out in this document to help to determine the most appropriate distribution of sites to be allocated for the additional 3,300 homes not in the baseline.
- 4.57 The growth options provide alternatives with varying degrees of concentration nearer Norwich, focus on transport corridors and dispersal around the area, including the potential for a new settlement.

- 4.58 New settlements built to Garden City principles²⁴ may offer an additional means of providing for growth and can, in the long term, create attractive new communities with a good range of services in accessible locations. This is because, if fully supported by the landowner, developer and local authorities, much of the uplift in land value resulting from the granting of planning permission can be invested in the new community itself.
- 4.59 As new settlements require significant investment in infrastructure, they can be challenging to deliver if effective mechanisms for securing the uplift in land values and to assist in providing infrastructure are not put in place. Therefore it is expected that a legal agreement would be required to ensure sufficient investment is available for any new settlements to be taken forward through the plan making process. If this is not achieved then there is the very real risk that CIL or other funding that would support potentially better value for money growth elsewhere could be diverted to a new settlement.
- 4.60 It is essential that locations for new settlements allow easy access to existing services in the short term until a critical mass of housing is achieved to allow a free standing new community with its own services to be established in the long term.
- 4.61 The absolute minimum eventual size for a new settlement is likely to be around 2,000 homes as this could support a primary school and a small range of local shops and other services. The larger a settlement grows to, the wider range of services it can support.
- 4.62 The time taken to bring new settlements forward means they could not provide significant amounts of housing before 2036, but would rather provide for an element of a long term strategic approach to growth in Greater Norwich.
- 4.63 Two sites submitted through the Call for Sites potentially provide the amount of land that could support a new settlement. These are at Honingham Thorpe (including land in Barford, Easton, Marlingford and Colton) and to the west of Hethel. The Honingham Thorpe site (site reference GNLP 0415 A to G in the Site Proposals document) is 360 hectares and is proposed for housing, employment and a country park. The other site (site reference GNLP1055 West of Hethel, Stanfield Hall Estate, Stanfield Road) is 364 hectares and is proposed to be a garden village with housing, hi-tech employment uses and community facilities. Site maps are available in the Site Proposals consultation document. Other potential sites may be identified, possibly through this consultation. Comments on new settlements can be made in response to question 13 below and through the Site Proposals consultation document.
- 4.64 A topic paper provides further detail on issues associated with the development of new settlements.

²⁴ See New Settlements topic paper

The Growth Options

4.65 It is important to note in relation to the six growth options that:

- Options are being tested through this consultation. Taking account of existing commitments in any individual settlement, there may be constraints e.g. in relation to infrastructure capacity and delivery, or environmental issues.
- Options refer to the total scale of additional growth in a location. To maximise delivery, where significant growth is proposed it may be spread over multiple sites. Larger sites may be allocated where early delivery can be demonstrated – for example where a site is an extension to one already being developed.
- Economic, housing need and housing delivery evidence, plus the high level of existing commitment in Broadland, suggests overall levels of growth should be higher in South Norfolk than Broadland.
- **The strategy chosen for the submission plan in 2019 may be an amalgam of the options. The options aim to provide a framework for considering different strategic approaches.**

4.66 The following table illustrates the scale of new growth and the new level of commitment that would result from each of the six options (in brackets). Figure 3 sets out: the existing commitment; the proposed additional growth; and total growth figure to 2036. More detail on the options, including conceptual maps, is in appendix 1.

Figure 3 Strategic Growth Options

			Growth Options					
Location	Parish / Area	Homes Committed	Option 1 Concentration Close to Norwich	Option 2 Transport Corridors	Option 3 Supporting the Cambridge to Norwich Tech Corridor	Option 4 Dispersal	Option 5 Dispersal plus New Settlement	Option 6 Dispersal plus Urban Growth
Norwich		6,999	1,500 (8,499)	1,500 (8,499)	1,500 (8,499)	1,500 (8,499)	1,500 (8,499)	1,500 (8,499)
North East	Growth Triangle	12,516						
	Thorpe St. Andrew	365	1,200 (14,176)	1,200 (14,176)	200 (13,176)	200 (13,176)	200 (13,176)	1,200 (14,176)
	Elsewhere	95						
North / North West	Hellesdon	1,377						
	Horsford	284	600 (2,619)	200 (2,219)	0 (2,019)	100 (2,119)	100 (2,119)	200 (2,219)
	Drayton	285						
	Elsewhere	73						
West	Bawburgh	14						
	Costessey	706	500 (2,125)	500 (2,125)	500 (2,125)	100 (1,725)	100 (1,725)	500 (2,125)
	Easton	905						
South West	Cringleford	1,458						
	Hethersett	1,295	1,200 (4,028)	500 (3,328)	1,500 (4,328)	150 (2,978)	150 (2,978)	200 (3,028)
	Little Melton	68						
	Elsewhere	7						
Other Fringe Sectors		1,933	0 (1,933)	0 (1,933)	0 (1,933)	0 (1,933)	0 (1,933)	0 (1,933)
Main Towns		5,468	550 (6,018)	1,650 (7,118)	1,250 (6,718)	1,200 (6,668)	1,200 (6,668)	700 (6,168)
Key Service Centres		674	450 (1,124)	450 (1,124)	550 (1,224)	850 (1,524)	850 (1,524)	600 (1,274)
New Village(s)		0	0 (0)	0 (0)	500 (500)	0 (0)	500 (500)	0 (0)

Service and Other Villages or Village Groups (including Countryside under option SH2)	1,060	1,200 (2,260)	1,200 (2,260)	1,200 (2,260)	3,100 (4,160)	2,600 (3,660)	2,300 (3,360)
Countryside	83	0 (83)	0 (83)	0 (83)	0 (83)	0 (83)	0 (83)
Total New Allocations Total Housing Provision (2017 to 2036)		7,200 (42,865)	7,200 (42,865)	7,200 (42,865)	7,200 (42,865)	7,200 (42,865)	7,200 (42,865)

Options

All of the six options are **reasonable alternatives**.

Analysis

Maximising the benefits of growth and minimising any resulting conflicts presents a number of choices which must be carefully balanced when identifying the most appropriate growth strategy for Greater Norwich.

While the options provide for only around 8% of the total housing allocations in the plan²⁵ which will carry forward existing commitments, the approach will have important long term implications for our urban and rural communities.

Access to services and jobs are key considerations, as is the need to ensure that housing is allocated in the locations most likely to deliver to meet housing need. Social, environmental and economic implications must all be considered in deciding the best growth strategy.

All the growth options aim to maximise growth on brownfield sites. However, it is important to note that large numbers of brownfield sites are already committed through existing plans in the area and the potential to identify additional sites is limited. The need to balance the amount of land required for housing and employment uses is a particular consideration in the city.

All the options also aim to enhance the vitality of towns and villages by providing them with “baseline” levels of growth. Different options provide different amounts of additional growth in towns and villages which could further assist in supporting vitality, though consideration must be given as to whether supporting services and facilities will be accessible in smaller settlements.

The size of allocations will also be a key consideration. Whilst larger sites can provide new services and facilities, recent experience has shown that they are more difficult to get off the ground. Smaller sites are often more likely to deliver and can support the vitality of existing settlements. Sites of less than 10 dwellings often do not provide affordable housing or the mix of housing sizes to provide the type of housing choice needed, particularly in our smaller communities. On the other hand, small sites offer the opportunity for self-build and for smaller builders which can increase the speed of housing delivery. Capacity in the industry will have to be significantly increased if very large numbers of small sites are allocated.

Options 4 and 5 are more likely to address the draft plan objective to deliver homes. This is because they provide for a much wider dispersal of development, and in doing so increase diversity, choice and competition in the market for land, which should be beneficial for delivery. They would also increase social sustainability by providing opportunities for people to continue to live in villages. Options 1,2 and 3 focus growth in locations that have significant outstanding commitment and have experienced delivery issues over the JCS period. Option 6 is somewhere in between.

²⁵ About 83% of the sites in the GNLP will be allocations carried forward from existing plans and the proposed baseline provides around 9% of the total.

However, Options 1, 2 and 3 perform better than alternatives 4 and 5 in relation to plan objectives that seek to improve air quality, reduce the impact of traffic, address climate change issues, increase active travel and support economic development. This a result of the better geographical relationship of development under these options to services, facilities, employment opportunities and sustainable transport options. Again Option 6 is somewhere in between.

Questions

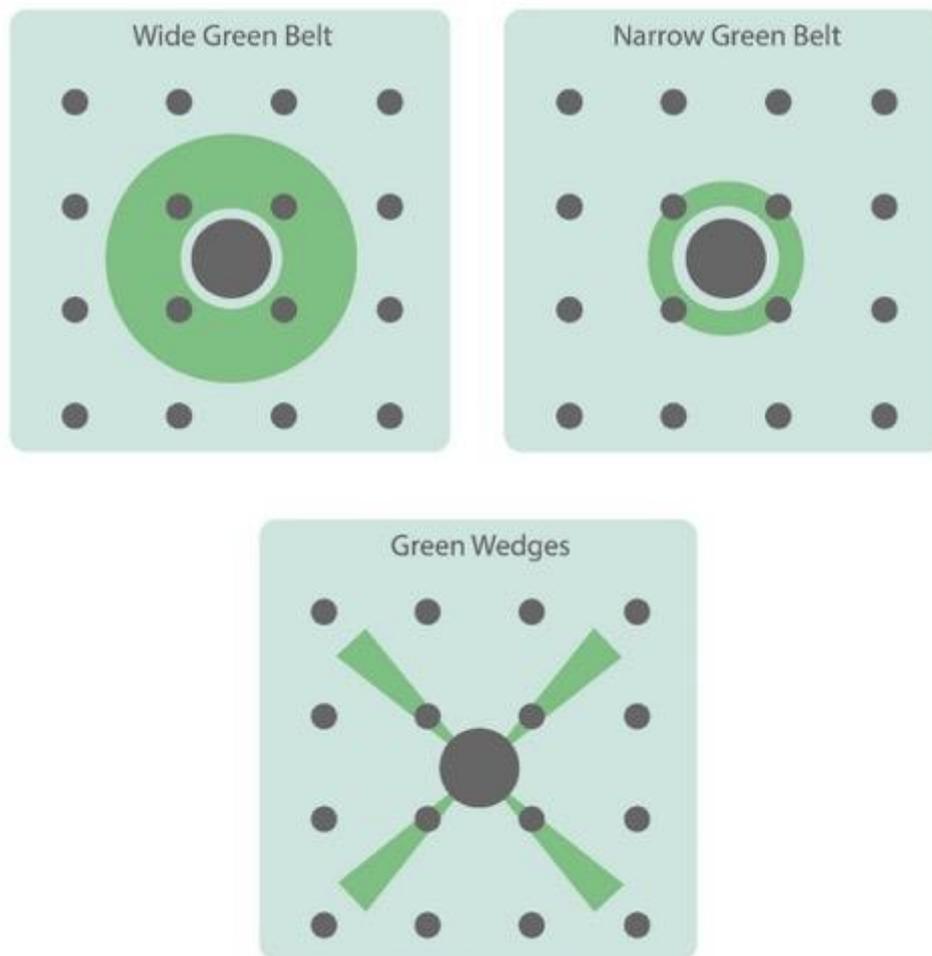
- 9. Which alternative or alternatives do you favour?**
- 10. Do you know of any infrastructure constraints associated with any of the growth options?**
- 11. Are there any other strategic growth options that should be considered?**
- 12. Do you support the long term development of a new settlement or settlements?**

Green Belt

- 4.67 CPRE Norfolk have launched a campaign for a Green Belt for Norwich.
- 4.68 Green Belts cannot be established as a means of restricting growth, but rather form part of a strategy for accommodating growth. They are established for the long term so a Green Belt would direct patterns of growth in Greater Norwich well beyond the end of this plan period.
- 4.69 The NPPF explains that Green Belts serve five purposes: checking the unrestricted sprawl of large built-up areas; preventing neighbouring towns merging; assisting in safeguarding the countryside; preserving the setting and special character of historic towns; and assisting urban regeneration. All of these purposes could be of relevance to Greater Norwich.
- 4.70 Critically, the NPPF says that new Green Belts should only be established in **exceptional circumstances**, for example when planning for new settlements or major urban extensions. The NPPF²⁶ also says “the general extent of Green Belts across the country is already established”, emphasising the exceptional circumstances required for a new Green Belt. If proposing a new Green Belt, the NPPF states local planning authorities should:
- demonstrate why normal planning and development management policies would not be adequate;
 - set out whether any major changes in circumstances have made the adoption of this exceptional measure necessary;
 - show what the consequences of the proposal would be for sustainable development;
 - demonstrate the necessity for the Green Belt and its consistency with local plans for adjoining areas; and
 - show how the Green Belt would meet the other objectives of the NPPF.
- 4.71 Because they are long term, it would be necessary to demonstrate that future growth beyond 2036 could be accommodated if a Green Belt were established. So, for example, land around the urban fringe or other settlements might be excluded from a Green Belt to provide future options for development.
- 4.72 As illustrated in figure 4 below, Green Belts can take the form of continual belts around a city and its surrounding settlements of different scales or of green wedges.

²⁶ Paragraph 82

Figure 4 Green Belt approaches



4.73 We do not believe there is evidence to meet the exceptional circumstances required by the NPPF to justify the establishment of a Green Belt for Norwich. This is because:

- A **wide Green Belt** surrounding the Norwich urban area and inner settlements would have a significant impact on the delivery of sustainable development by restricting growth in those towns and villages that are closest to Norwich and are best placed to make the fullest possible use of public transport, walking and cycling. It would instead create a long term approach lasting beyond the plan period which focuses growth on areas further away from the city, generates longer journeys and could create affordability issues by restricting the supply of housing closer to the main areas of demand;
- A **narrow Green Belt** between Norwich and the first ring of larger settlements would prevent development between Norwich and its nearest towns and villages, but would increase pressure on those villages and towns in the longer term. This could have a significant impact on the form, character and appearance of those towns and villages, and the countryside that surrounds them;
- **Green Belt wedges** would most likely be based on the current plan approach of landscape protection zones around the Southern Bypass, and potentially

the NDR, existing Strategic Gaps, the protection of river valleys and the preservation of undeveloped approaches to Norwich. This approach would reduce the impact on providing for sustainable locations for development. Since current local plan policies are directly aimed at, and have been broadly successful in, protecting these areas it would be very difficult to meet the Government's requirements set out in paragraph 4.70 above.

- 4.74 However, we will need to ensure that the strong protection policies for our landscape and environmental assets in current plans are carried forward and strengthened where necessary. This includes landscape protection zones around the Southern Bypass (and potentially the NDR), retaining existing Strategic Gaps, the protection of river valleys and the preservation of undeveloped approaches to Norwich as set out in option LA1 on page 104 of this document.

Question

13. Do you support the establishment of a Green Belt? If you do, what are the relevant "exceptional circumstances", which areas should be included and which areas should be identified for growth up to and beyond 2036?

Norwich City Centre

Context

- 4.75 The NPPF promotes a town centres first approach, placing a strong focus on ensuring the vitality of centres.
- 4.76 Norwich's vibrant, attractive, historic city centre plays a pivotal role in the economic success of Greater Norwich. The city's significance as an economic driver and attractor of investment of skilled labour is extremely important to Greater Norwich's economy. The plan needs to strengthen these roles and support regeneration of the city centre as the strategic hub for shopping, leisure, culture and tourism, as an employment and education location and as an attractive place to live. A high quality city centre will continue to attract innovative knowledge based industries to the centre itself and to Greater Norwich as a whole.
- 4.77 In addition to identifying development sites, a range of other policies will be needed to help to attract investment. These will broadly continue the approach taken in the JCS. The approach will cover improvements to sustainable access, green infrastructure and the public realm, promotion of high quality development to protect and enhance the city's historic assets, support for the city's distinctive cultural, retail and leisure offer, improvement of air quality and promotion of the regeneration of brownfield sites to provide more jobs, homes and services.
- 4.78 Discussions at the issues workshops focussed on issues related to parking and recent changes to access to the city centre, which were largely welcomed. There was some

support for restrictive retail policies, but some suggested policies should be more flexible, allowing restaurants and shops to locate within the city centre without restriction. The importance of the redevelopment of Anglia Square, possibly including some convenience offer, was also emphasised.

Defining the city centre area

4.79 The JCS currently defines a broad city centre with different areas for retail, leisure and office uses. The broad area lies inside the city walls, along with the area around Sainsbury's south of Queens Road, Riverside, the railway station and the area around Norwich City's football ground. This area is shown on the map in appendix 2. The most likely areas which could be included in the city centre are;

- Land to the west of the Inner Ring Road between Dereham Road and the Barn Road roundabout;
- Land near the River Wensum to the east of Norwich City Football Club (Laurence Scott Electromotors, the Utilities Site and the Deal Ground).

Options

Option CC1 Retain the current definition for planning purposes of the city centre

Retaining the current city centre boundaries would encourage intensification of city centre uses within the currently defined area, enabling the centre to remain relatively compact, vital and vibrant and to continue to be well served by public transport.

A positive approach to identifying sites for city centre uses within the currently defined centre would enable appropriate sites for jobs, homes and services to be identified. In addition, the recent trend to make more intensive use of existing buildings, most particularly shops and offices, could be further encouraged.

Effective design policies could continue to ensure that intensification does not affect the historic character of the city centre. This could be done through continued use of the City Centre Conservation Area Appraisal, with updating it if necessary.

This is **the favoured option**.

Option CC2 Enlarge the area defined as the city centre

The limited amount of space and sites within the currently defined city centre may not be able to provide for the increased need for city centre functions identified in the evidence base without intensifying the use of land, which risks having a negative impact on the historic character of the city.

If locations cannot be identified for city centre uses such as retailing in the currently defined centre, there is a risk that more out of town development could take place which could undermine city centre vitality and viability in the long term. However, extending

town centre uses could also encourage less intensive, car based, land hungry development which would be more difficult to serve effectively by public transport.

This is a **reasonable alternative**.

Question

14. Should the area defined as the city centre be extended?

Strategic city centre policy

4.80 Given the town centres first focus of national policy, the importance of the city centre to the economy of Greater Norwich as a whole and the enhanced potential for accessing external sources of funding when strategic planning policies for centres are in place, there is a clear need to have a strategic policy to guide development in city centre. The city centre policy should identify the amount of land needed for retail, leisure, and commercial development and allocate sites where possible. The policy should also include a **vision** for the city centre, with strategic priorities, to highlight aspirations and opportunities for the city centre to help increase Greater Norwich's profile at the national and international level. This vision would cover key objectives including:

- increasing employment, particularly in high value growing sectors;
- increasing the residential population;
- enhancing the retail offer;
- maximising the tourism and leisure opportunities;
- creating a regional learning and innovation centre;
- enhancing connectivity, providing vehicular access to jobs, homes and shops, a public transport hub for the area and a green, walkable, cycle friendly centre.

The vision would be in parallel to, and informed by, collaborative work with other key city centre partners, including the Business Improvement District (BID). By combining a strong vision with site allocations and working with key partners, the GNLP can assist in providing a common marketing narrative for the city centre which could help to secure investment, and provide a focus for public/private partnerships, enabling better use to be made of land and providing support for economic growth sectors. The vision could also provide the hook for supplementary planning documents to be developed for specific issues, such as providing a public realm and green infrastructure strategy which could identify specific locations for improvements.

Question

15. Do you support the approach to strategic planning for the city centre in 4.80 above?

Specific city centre issues and questions

- 4.81 There are a number of specific city centre issues identified through evidence studies and experience of implementing the JCS which need to be addressed. These specific issues are followed by focussed questions below.

City centre offices

- 4.82 Office provision in the city centre has fallen by 8% since the start of the JCS planning period in 2008. The reduction is largely due to recessionary pressures and poorer quality office stock being converted to residential uses through changes in national planning policy making such conversions permitted development. There has also been limited market demand for speculative development of high quality offices, competition from new offices on the edge of the city and intensification of use in many remaining city centre offices.
- 4.83 The Retail, Employment and Town Centres Study, along with other evidence, identifies a more positive picture for the potential future of office based employment in the city centre. The enhanced growth forecast shows an estimated additional demand to 2036 for Greater Norwich as a whole of around 170,000 sqm of B1a (offices)/b (R+D) floorspace which rises to 340,000 sqm if windfall losses and churn are taken into account. While a significant amount of this demand will be accommodated at NRP and on out of centre business parks, a large proportion should be allocated in the city centre to help sectors based in the centre to grow, to realise sustainability benefits and achieve the economic benefits of agglomeration.
- 4.84 The evidence shows that the character of the city centre and its office stock is suited to the further development of knowledge intensive businesses. Such businesses typically form clusters in central locations which support face-to-face working and provide amenities. As a result, the main city centre growth sectors to 2036 are identified as digital, cultural and creative industries²⁷ and financial services (particularly “FinTech²⁸” businesses).
- 4.85 Digital, cultural and creative industries are one of the fastest growing sectors in the UK, with Norwich having one of the most highly concentrated and diversified creative industry clusters, employing nearly 7,000 people in 2016. Many digital tech businesses are international in their outlook. Norwich University College of the Arts (NUCA), City College, the EPIC TV studios and incubation space for creative businesses have the capacity to stimulate development of the sector by providing creative expertise and skilled labour.

²⁷ Digital, cultural and creative industries are based on individual creativity, skill and talent, including publishing, art, all types of design, creative writing, film, broadcasting, fine art, advertising, public relations and marketing.

²⁸ FinTech companies leverage new technology to disrupt traditional financial services markets by creating new financial services, delivery channels, products and models. This includes any technological innovation in the financial sector, retail banking, insurance and investment.

- 4.86 The strategic approach for the city centre therefore needs to play to its strengths by prioritising investment in these businesses to maximise job creation and support competitiveness.
- 4.87 Such an approach will also support the growth of other employment sectors which do not locate in city centres by providing a vibrant hub to attract business into Greater Norwich as a whole.
- 4.88 To enable the growth of a broad range of knowledge based and other businesses, both high quality grade A office space and more affordable and flexible “start-up” and “grow-on” facilities need to be provided in the city centre, potentially through public/private partnerships. These could either take the form of mixed use or stand-alone employment developments.
- 4.89 The current JCS identifies primary office development locations as Anglia Square, the St Stephens area, Barrack Street/Whitefriars, Barn Road, and the King Street/Rouen Road/Mountergate area. Other policies allocate sites for office uses and require some office provision in all developments.

Question

16. What should the plan do to reduce office losses and promote new office development in the city centre?

Retailing

- 4.90 Norwich is very high in the national retail rankings, at 13th. The high ranking is based on a strong and attractive retail offer and the city's large hinterland with a growing population, with the main competing centres being some distance away.
- 4.91 Due to its large size, the JCS divides the city centre into inter-dependent retailing areas with different functions. As well as the central Primary retail area with its focus on providing locations for large scale retailers, the key diagram identifies a number of shopping areas around the city centre as "Other shopping areas". These areas include:
- Specialist retailing areas at Norwich Lanes, Elm Hill and Magdalen Street, promoting smaller scale, independent retailers and tourism functions;
 - The Large district centres (LDCs) centred on Anglia Square and Riverside, which meet everyday shopping needs and a mix of other activities;
 - The Sainsbury supermarket at Queens Road;
 - The Cathedral Retail Park/ Barn Road – a warehouse, car based retail area.
- 4.92 Despite retaining a strong centre, rather than the JCS target of a 30,000 m² increase in comparison²⁹ floorspace to 2016, there has been a decrease of 3,500 m² (around 2%) since 2011. This is largely due to diversification of uses and an expansion of the leisure economy which has led to major growth in the number of cafés and restaurants at the expense of shops, especially in the secondary areas of the city centre.
- 4.93 At the same time there has been a significant rise in small scale retailing units selling everyday goods around the centre and significant growth of independent retailers, resulting in low vacancy levels in specialist retail areas. Large scale retail investors in the city centre have largely concentrated on the intensification of use of existing retail units rather than new build.
- 4.94 Sites to meet the planned growth of retailing were allocated in the Norwich Site Allocations Plan, while JCS and development management policies also promote intensification of uses in the city centre and expansion where necessary³⁰.
- 4.95 Recent GNLP evidence shows there is a degree of over-supply of floorspace in the short term but that around 11,000 square metres of additional comparison retail floor space will be required in the Norwich urban area by 2027. Forecasting

²⁹ The former definition of comparison retailing in the now superseded PPS7 was "the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods".

³⁰ Remaining sites including allocations for retailing are at Barn Road car park, St Stephens Street and Westlegate. In addition there are mixed use allocations including the potential for some retail development at Ber Street; Rose Lane/Mountergate; King Street; Duke's Wharf ; Pottergate car park; Land to the rear of City Hall and Chantry car park.

floorspace need beyond 2027 is too unreliable to determine the need for allocations for the whole plan period.

- 4.96 National policy supports markets. Norwich market has been fairly successful in supporting different types of businesses and temporary markets are held elsewhere at times.

Question

17. What should the plan do to promote retailing in the city centre?

Leisure and the Late Night Activity Zone

- 4.97 In line with national trends, there has been significant growth in café / restaurant and bars/night clubs sector in the city centre since 2008. The current policy approach distinguishes between the early evening and the late night economy. It promotes extending early evening uses across the city centre, identifying a leisure area. As a means of managing potential conflict between late night activities and residential and businesses uses, a more restrictive approach to late night activities is taken, focussing them at Riverside, Prince of Wales Road and Tombland. While management measures have been introduced through licensing, the separation of residential and late night uses has become less enforceable due to changes in national policy, and the market for night clubs appears to be declining.

Question

18. Should the focus for late night activities remain at Riverside, Prince of Wales Road and Tombland or should a more flexible approach be taken?

City Centre Housing

- 4.98 The amount of housing in the city centre has risen significantly in recent years³¹. Delivery will be further boosted in the near future with a number of large scale allocated sites under construction or likely to commence soon.
- 4.99 Windfall is likely to provide a further contribution, possibly including dwellings provided through office conversions granted prior approval as permitted development. The level of this contribution will be partially dependent on the plan's approach to the loss of offices.
- 4.100 Housing is often provided as part of mixed use development and family housing has been specifically promoted on some sites to achieve a social mix. A number of sites allocated for mixed use development including housing have now been developed, or are being proposed for, new student accommodation.

³¹ There was a 45% increase in the number of homes in the city centre between 2001 and 2011, rising from 4,881 to 7,087, with more built since.

- 4.101 The GNLP will need to balance providing new homes in highly sustainable brownfield city centre locations with ensuring sufficient land is available for other city centre functions.
- 4.102 Housing commitment in the city centre on sites of 5 or more units, along with sites submitted through the Call for Sites (which are in some cases for an intensification of uses), are set out on in the Site Proposals document.

Question

19. What should the plan do to promote housing development in the city centre?

Air quality

- 4.103 Norwich city centre has a legally required Air Quality Management Plan. Recent road changes have been implemented to reduce to reduce through traffic and air pollution, with further measures planned such as improvements to public transport, walking and cycling facilities. The current approach in the JCS focusses growth in appropriate locations to reduce the need to travel and enable public transport use and development management policies require school and workplace travel plans, promoting alternative fuel use and supporting car sharing and car club schemes. This issue is covered further in section 6.

Cultural, Visitor and Education facilities

- 4.104 Cultural and visitor facilities, along with education, are planned as focuses for city centre development.
- 4.105 The NPPF identifies concert halls and conference facilities as main town centre uses. A JCS evidence study identified potential to provide a new medium scale conference and concert facility in the city centre, either by conversion or new build. Whilst there remains an aspiration in some parts of the community for such a facility, no market interest has been shown in developing a site.
- 4.106 A number of new hotels have opened in recent years and Norwich city centre is an important tourism destination.
- 4.107 New education facilities have been provided in the city centre for NUA, City College and free schools in recent years, largely through building conversions.

Question

20. How can the plan best support cultural, visitor and educational uses in the city centre?

Remainder of the Norwich Urban Area and the Fringe Parishes

- 4.108 Current policy for Greater Norwich³² covers a broad range of issues for the suburbs and built up parts of the fringe parishes, recognising that this area is home to a significant number of people, businesses and environmental assets. The area also provides vital links between the city centre and the surrounding area and opportunities for redevelopment, regeneration and enhancement.
- 4.109 Specific policies in the JCS and other plans cover areas identified for large scale growth such as the North East Growth Triangle.
- 4.110 Significant development and enhancements have taken place in the area in recent years. These include employment expansion (particularly at the NRP and Broadland Business Park), new community facilities (including those at Cringleford, Queens Hills and Costessey), green infrastructure improvements (such as at Mousehold Heath and the Yare Valley) and cycle and bus facilities. In addition, a number of new educational establishments have opened, including the University Technical College Norfolk at Harford Bridge and the International Aviation Academy adjacent to the airport. New schools have been opened and others have been improved.
- 4.111 Further projects are in the pipeline, particularly for the green infrastructure, cycling and bus networks.

Option

Option UA1 Policy for the remainder of the urban area and the fringe parishes

The favoured option is to continue the current approach of supporting:

- Regeneration of suburbs, with North, West and East Norwich being priorities;
- Well-designed development which improves townscape, retains character, improves gateways and increases densities where appropriate;
- Further development of the green infrastructure network, including protecting the landscape setting of Norwich and re-establishing heathland habitats;
- Retaining and improving local jobs;
- Promotion of Norwich as a learning city;
- Retention and enhancement of local services;
- Transport improvements (including measures associated with completion of the NDR such as area wide traffic restraint and improvements to the walking, cycling and bus networks).

³² JCS policy 12

Question

21. Do you support Option UA1 for the remainder of the urban area and the fringe parishes?

The Rural Areas

- 4.112 Whilst Norwich and its suburbs are clearly a very significant part of Greater Norwich, most of Broadland and South Norfolk is very rural in character. Market towns play a vital role in the rural economy, with most having a wide hinterland encompassing larger villages, smaller hamlets and open countryside. The services they provide (schools, shops, public transport, employment opportunities, healthcare, etc.) serve not only their own residents, but those for many miles around. These settlements are therefore “engines” of rural growth and prosperity and it is important that they are enabled to grow and thrive.
- 4.113 Smaller settlements, such as Key Service Centres (KSCs) and Service Villages, play a similar role to market towns, albeit at a smaller scale. Most current KSCs have a high school, and most Service Villages have a primary school, for example. Other Villages have fewer local facilities, and so tend to look to Service Villages, KSCs and Main Towns for some services.
- 4.114 In some rural parts of Greater Norwich, nearby villages can in effect “share” some services – the primary school may be in one village, a GP surgery in a second village and a food shop in a third. In this way, some “groups” of villages may, together, provide a higher range of services than each does alone.

The Main Towns

- 4.115 The four Main Towns of Aylsham, Diss, Harleston and Wymondham play a key role in the life of the area, supporting the economy and providing jobs and services to wide catchments. The Main Towns already have significant commitments of 3,500³³ homes and with a good range of services all the Main Towns provide opportunities for further growth. The amount of additional growth in each will depend on the growth option chosen, delivery of existing commitment and locally specific infrastructure constraints and opportunities.

Aylsham

- 4.116 Aylsham has a vibrant town centre which supports a sizable number of retail and service businesses. The historic core of Aylsham is a conservation area with numerous listed buildings particularly around the Market Place and Red Lion Street, and north of the centre to Millgate.

³³ Excluding Long Stratton which will become a Main Town when planned growth is delivered

- 4.117 The main access to Aylsham is via the A140, with the town centre by-passed to the east, west and south. Access to most of the remainder of the Greater Norwich area and beyond will be improved with the opening of the NDR.
- 4.118 There are a number of recreational opportunities in or near the town including a recreation ground on Sir Williams Lane, a new football facility at Woodgate Farm, the Bure Valley Way, the Marriotts Way and facilities at Blickling Hall. New development is likely to be able to support additional recreational facilities.
- 4.119 Blickling Hall, with its 384 hectares of historic parkland and woodlands, is one of the wooded estate lands which characterise much of the landscape around Aylsham. The Bure river valley forms a second landscape character area which limits expansion to the north and east, while there are fewer constraints to the west and south of the town.
- 4.120 Aylsham has seen a significant number of homes built since 2008. Current commitments total 350 homes, with the development of allocated sites progressing well. There is continuing strong market interest in developing housing in Aylsham. Five proposed housing sites have been submitted around the town through the Call for Sites, totalling 58 hectares in area.
- 4.121 The 55 hectare Dunkirk Industrial Estate lies to the north east of Aylsham and includes two long term allocations. There has been limited new development on these in recent years and speculative development is considered unviable.
- 4.122 There is a good range of services and facilities within the town including primary and secondary education. There are two GP surgeries and a dentists in Aylsham, all of which are still accepting patients.
- 4.123 In the past waste water disposal issues have been identified as having the potential to constrain further large scale growth at Aylsham as it is located close to internationally designated wildlife habitats in the Broads. Recent work with the Environment Agency and Anglian Water in connection with planning permissions and allocations in Aylsham has shown that bespoke solutions for water management are suitable for the current amount of commitment, but the capacity for growth could be limited.

Diss

- 4.124 Diss is at the southernmost part of the GNLP area on the border with Mid-Suffolk. It is close to the crossroads of the A140 and A143 and is on the Norwich to London railway line. Much of the older historic development of the town has been along Victoria Road, parallel to the River Waveney, with the settlement having subsequently developed northwards. The built up area around Diss also extends into the adjoining parish of Roydon, which is itself a Service Village.

- 4.125 Diss has an attractive conservation area at its core, with an exceptional concentration of listed buildings. As well as including the core of the town centre, the conservation area extends around a series of particularly important and distinctive open spaces at: The Mere and adjoining Diss Park; the Parish Fields; Mount Street Gardens; Rectory Meadow; and Fair Green. A separate conservation area covers an area of Victoria Road.
- 4.126 To the south of the town is the River Waveney which is a natural restriction on growth in that direction. To the east of Diss the landscape and tributary streams of the Waveney potentially limit expansion in this direction.
- 4.127 The commitment for Diss and Roydon is 319 homes. Diss has experienced steady growth over recent years. There are no known barriers to the delivery of the current commitments, which are expected to be completed by 2020, indicating that there would, in housing market terms, be scope for early delivery of additional sites. Fourteen proposed housing sites have been submitted around Diss and Roydon through the Call for Sites, totalling 51 hectares in area.
- 4.128 Traffic issues have long been a significant local concern. The scale of growth in the town will be partly dependent on how additional pressure on the historic town centre could be absorbed, both in terms of traffic capacity on the A1066 which runs through the town from west to east and also the ability to serve any additional development.
- 4.129 Relative to its size, Diss offers a wide range of employment opportunities, with two significant employment areas close to the station. The current local plan allocates a total of 15 hectares of employment land, a mixture of new allocation and already permitted or allocated sites. There are no known barriers to the delivery of the current commitments, although the town is close to the Mid-Suffolk Business Park at Eye Airfield, where land is allocated for in excess 100 hectares of employment, and which could affect the overall market in the area.
- 4.130 Diss has the second largest number of shops and services in Greater Norwich after Norwich. These serve a wide hinterland in the south of Norfolk and the north of Suffolk. Diss High School Academy includes a sixth form and there are no known capacity issues in terms of accommodating the current growth of Diss and the surrounding villages. The two GP practices in Diss are currently accepting new patients, as is one of the dental practices.
- 4.131 There is a good range of community facilities within the town including the leisure centre (with gym and swimming pool), library and community and arts venues such as the Corn Hall and the Youth and Community Centre. Recreation facilities are provided at the Sports Ground with dedicated facilities provided by the larger sports clubs at Diss Town F.C. and Diss R.F.C. at Roydon. However, if identified for large-scale development detailed investigation would be needed into what facilities could be expanded, and the impact of nearby smaller settlement that rely on Diss.

4.132 With its employment opportunities, good transport links and extensive hinterland Diss could sustain further development. However, the amount of growth at Diss may be limited by its road capacity and landscape issues.

Harleston

4.133 Harleston is in the south of the GNLP area, bordering Mid-Suffolk. It is close to, and primarily accessed by, the A143. Harleston is an historic market town and employment centre serving a relatively wide local catchment. It is a compact town set between two river valleys, with the River Waveney providing the setting to the south of the town.

4.134 The town centre, which contains a number of former coaching inns and courtyards, is a conservation area. Residential estate development outside the centre has incrementally increased the population of the town, though it remains compact. The A143 to the south and east constrains growth in those directions. Starston Beck and a sewage treatment plant to the north of the town also form growth constraints, while there are fewer constraints to the west.

4.135 The commitment in the whole parish of Reddenhall with Harleston is 157 dwellings. Market interest in Harleston has been limited with three proposed housing sites submitted around the town through the Call for Sites, totalling just 2 hectares in area.

4.136 The centrally located supermarket, the strong independent retail offer and the distance from other market towns mean that Harleston is likely both to continue to support a fairly wide local catchment for day-to-day shopping needs and to draw day visitors from further afield for leisure shopping trips.

4.137 Traffic issues and parking are a significant local concern. The scale of any additional growth in the town will need to take account of how additional pressure on the historic town centre could be addressed. Surface water flooding has also been an issue in the town centre.

4.138 The leisure centre, church, community hall, school and GP practice are all within close proximity of the town centre. The GP practice and the dentist are currently accepting new patients. Capacity to extend the primary school and the high school has not been confirmed, but as the high school is on the edge of the built-up area, expansion may be possible.

4.139 The potential for additional expansion may be limited by the likely need for a new water supply to serve additional growth and the limited number of submitted sites.

Wymondham

4.140 Wymondham is the largest settlement in the GNLP area outside Norwich and one of the main towns on the Cambridge-Norwich Tech Corridor. Due to its location and

wide range of services and facilities the town has experienced steady growth over recent years.

- 4.141 Wymondham is currently the largest South Norfolk growth location. The parish, which includes the smaller settlements of Sutton, Silfield and Spooner Row, has an outstanding commitment of 2,674 dwellings. All of the main committed sites are have commenced development and are due to be completed by 2026. Despite some significant infrastructure requirements, such as improvements to access under the railway bridge, there are no known barriers to the timely completion of this development. Twenty-five proposed housing sites have been submitted around the town through the Call for Sites, totalling 593 hectares in area. In addition, a site for a new settlement between Wymondham and Hethel of 364 hectares been submitted for consideration (see paragraph 4.63).
- 4.142 The location of the town and the high-quality of services (especially schools) means housing market is strong, as exemplified by both allocated and non-allocated sites being developed currently and in recent years. Constraints to further large-scale housing include:
- secondary school capacity;
 - the setting of the Grade I listed (and nationally significant) Wymondham Abbey;
 - the protection of the setting of the town, particularly the character of the river valleys and maintaining the separate identities of the settlements on the A11 corridor; and capacity to expand the town centre.
- 4.143 A new primary school is proposed as part of the South Wymondham development, replacing the existing Browick Road School. However the continued growth of the town is likely to require further consideration of primary school provision.
- 4.144 Wymondham High School Academy is on a 'land-locked' site; the school has a development plan which maximises the potential of the existing site to accommodate the majority of planned development to 2026, however beyond this there are critical issues in relation to secondary school capacity which need to be addressed before any further growth is considered. Additional secondary school provision exists at Wymondham College, Morley, south of the town. Whilst there is no immediate capacity at the school, it is on a site where additional space could be provided. However, depending on the sites chosen for growth at Wymondham, the College could be a considerable distance from new housing, and distant from other services, facilities and employment. At present the admissions arrangements for the College are different to other secondary schools which could also complicate the situation.
- 4.145 The historic core of Wymondham has an extensive conservation area with a large concentration of listed buildings, centred on the Market Cross. Particularly important to the townscape are the setting and views of the grade 1 listed abbey. The development of Wymondham, predominately to the north and east of

the historic centre, means that from the Tiffey Valley, Wymondham still has the 'sense of a small historic town set in a rural landscape³⁴'. To the north and east of the town centre there are large areas of estate-scale development from the mid-20th century onwards, which is still continuing today, as well as large commercial and employment buildings, particularly around Gateway 11.

- 4.146 Wymondham is close to the expanding employment area at Hethel. Improved connectivity between Wymondham and Hethel is a key area for improvement. A 20 hectare allocation has been made at Hethel specifically for 'uses associated with, or ancillary to, advanced engineering and technology based business³⁵'. The allocation relates to the existing businesses at Group Lotus and Hethel Engineering Centre.
- 4.147 The historic pattern of growth means that there has been little pressure on the countryside between Wymondham and Spooner Row; conversely there has been significant pressure on the remaining countryside between Wymondham and Hethersett, leading to the designation of this area as a Strategic Gap. The gap also includes the historic Kett's Oak.

Long Stratton

- 4.148 It is anticipated that Long Stratton, which is currently classified as a Key Service Centre rather than a Main Town, will be re-classified as a Main Town once planned growth of around 2,000 homes takes place as it is anticipated that there will be a consequent growth in services. However, the potential for additional growth beyond that proposed through the AAP could be limited by waste water treatment issues. Two sites have been proposed in Long Stratton through the Call for Sites totalling 11 hectares.

Question

22. Do you know of any specific issues and supporting evidence that will influence further growth in the Main Towns?

Settlement Hierarchy

- 4.149 The Greater Norwich settlement hierarchy will group places together according to the availability of services and facilities, access to employment and opportunities for sustainable and active travel. Places that have similar characteristics are grouped in the same level of the hierarchy. In this way, the hierarchy helps to ensure that growth is distributed according to the range of supporting services and infrastructure that are available in a particular location.
- 4.150 This approach is consistent with the NPPF which favours prioritising growth in settlements where it is supported by existing services, facilities and infrastructure,

³⁴ Wymondham Area Action Plan paragraph 2.6

³⁵ South Norfolk Local Plan, HETHEL1

has the strongest links between homes and jobs and where opportunities for sustainable transport are maximised.

4.151 In order to maintain the vitality and viability of settlements and enhance choice and competition in the market of land for housing across Greater Norwich, it is however important that growth is distributed across the whole of the hierarchy, not just in those places at the top of it. Options for the distribution of growth to different levels of the Settlement Hierarchy are set out in paragraphs 4.65 to 4.66 of this consultation document.

Options for Defining the Settlement Hierarchy

4.152 A settlement hierarchy is identified in current JCS policy.

4.153 The existing hierarchy has six tiers:

1. Norwich Urban Area
2. Main Towns
3. Key Service Centres
4. Service Villages
5. Other Villages
6. Smaller Rural Communities and the Countryside

4.154 The top three tiers have well defined criteria which it is not proposed to change. However, in order to enable more growth to support the social sustainability of smaller villages and the countryside, we are considering combining tiers 4 to 6 of the hierarchy so that they become a single tier, "Village Groups".

4.155 Village Groups are based on the premise that neighbouring villages share services. The implication of Village Groups is that villages or hamlets with few or no services would be considered suitable for growth if services could readily be accessed in neighbouring settlements. We are consulting both on whether this is a suitable approach and how it could work in practice.

4.156 As part of the possible changes to the settlement hierarchy, we are also considering changing the title of tier 3 from Key Services Centres to Service Centres.

4.157 Under either option, additional growth could come from windfall development, the scale of which will depend on the approach taken (see options AH7 and 8).

4.158 The two **reasonable alternatives**, as set out in detail in figures 5 and 6 below, are:

Options

SH1	Have a 6 tiered hierarchy This would broadly be a continuation of the current approach, with some changes in the detail for tiers 4 to 6. The amount of growth that would take place in the different tiers of the hierarchy would be dependent on the scale and range of services.
SH2	Have a 4 tiered hierarchy including Village Groups as tier 4. This would be a new approach. While tiers 1 to 3 would be the same as Option SH1, all remaining parishes below tier 3 would be amalgamated into Village Groups.

Figure 5 Proposed settlement hierarchy – Option SH1

Hierarchy tier	Locations and settlements	Criteria and growth considerations
1. Norwich Urban Area	Norwich, the built-up parts of the fringe parishes of Colney, Costessey, Cringleford, Trowse, Thorpe St Andrew, Sprowston, Old Catton, Hellesdon, Drayton and Taverham and the remainder of the Growth Triangle.	Defining criteria Access to a full range of high level and day-to-day services and employment opportunities. Growth considerations Therefore suitable for infill (within defined development boundaries) and housing allocations, the scale of which would be dependent on site availability, the growth option chosen and local environmental and infrastructure considerations.
2. Main Towns	Aylsham, Diss (including Roydon), Harleston and Wymondham	Defining criteria Local access to range of day-to-day services and employment (schools; healthcare facilities; retail, including a supermarket; comparison goods shopping; a range of employment; other services; and frequent public transport). Growth considerations Therefore suitable for infill (within defined development boundaries) and housing allocations, the scale of which would be dependent on site availability, the growth option chosen and local environmental and infrastructure constraints.
3. Service Centres	Acle, Blofield, Brundall, Hethersett, Hingham, Long Stratton, ³⁶ Loddon/Chedgrave, Poringland/	Defining criteria Local access to some services and employment opportunities (a primary school; an accessible secondary school; healthcare facilities; day-to-day retail and services; local employment; frequent public transport). Growth considerations

³⁶ As stated in paragraph 4.45 and 4.148, Long Stratton is currently a KSC, but with the planned growth it is anticipated that the consequent growth in services will make it a Main town

	Framingham Earl, Reepham and Wroxham	Therefore broadly suitable for infill (within defined development boundaries) and housing allocations, the scale of which would be dependent on site availability, the scale and range of local services (higher levels of growth would tend towards locations with a secondary school); the growth option chosen; access to Norwich; and local environmental constraints.
4.Service Villages	See Appendix 3	<p>Defining Criteria A Service Village must have: Access to four key services (accessible primary school³⁷, village hall, food shop and journey to work by public transport). Or Availability of at least six services from a menu of 12, which must include an accessible primary school. The other services are: post office, village hall; food shop; pub; pre-school facilities; petrol station; outdoor recreation; community groups; employment; healthcare facility; journey to work by public transport. Growth considerations Service Villages would be suitable for:</p> <ul style="list-style-type: none"> • infill within (potentially enlarged) development boundaries; and • Housing allocations, the scale of which would be dependent on the growth strategy chosen, the scale and range of local services.
5.Other Villages		<p>Defining criteria Has a basic range of services. This is generally a primary school and village hall, although regard will be had to a range of other services. Growth considerations Suitable for infill development within a defined development boundary and, where there is an accessible primary school, small scale housing allocations.</p>
6.Smaller Rural Communities and the Countryside		<p>Defining criteria Those areas, including villages, not in one of other categories of the hierarchy. Growth considerations Typically unsustainable for growth. Therefore, suitable only for farm diversification, home working, small-scale and medium-scale commercial enterprises where a rural location can be justified, including limited leisure and tourism facilities.</p>

³⁷ Within 2 miles with safe walking facilities

Figure 6 Proposed settlement hierarchy – Option SH2

Tiers 1 to 3 would be the same as Option SH1, except that “Key Service Centres” would be re-named “Service Centres”.

Tier 4 Village Groups

All remaining parishes would be placed into Village Groups. Village Groups are based on the premise that neighbouring villages share services. The implication of Village Groups is that villages or hamlets with few or no services would be considered suitable for growth if services could readily be accessed in neighbouring settlements. We are consulting both on whether this is a suitable approach and how it could work in practice.

Questions

- 23. Do you agree with the approach to the top three tiers of the hierarchy?**
- 24. Do you favour option SH1, and are the villages shown in appendix 3 correctly placed?**
- 25. Do you favour the Village Group approach in option SH2? And**
 - a) What criteria should be used to define groups?**
 - b) Which specific villages could form groups?**
 - c) How could growth be allocated between villages within a group?**

The Influence of the Norwich Urban Area

- 4.159 The concentration of jobs, services, facilities and travel options available in the Norwich Urban Area and its surroundings will continue to exert an influence on its surrounding area. In recognition of this influence, there has long been a policy approach called the Norwich Policy Area (NPA) which focusses development primarily in and around the urban area. This is consistent with the Core Principles in the NPPF³⁸. However, different approaches could also be consistent with national policy.
- 4.160 The NPA originated in strategic plans (the Norfolk Structure Plan, the East of England Plan and the JCS) to enable a co-ordinated approach to the allocation of sites in local plans produced individually by the three districts. In the JCS the NPA is described as “a long-standing local planning area used to ensure that growth needs arising from the Norwich Urban Area are addressed as close to it as possible.”
- 4.161 The NPA plays a role in promoting the economic strength of Norwich and its surrounding area, demonstrating the collective importance of the area and showing the scale of housing and jobs growth with a focus on Norwich. It is also the same as the NATS area used for transport planning.

³⁸ NPPF Paragraph 17

- 4.162 A number of ongoing changes in the area may affect consideration of whether there is a future role for the NPA. For example, the construction of the NDR, the changes to the office market in the city centre (particularly the loss of floor space), the City Deal and changes in working practices and commuting patterns enabled by advances in digital and other new technologies.
- 4.163 The GNLP could continue to identify an area in and close to Norwich in which the strongest influence of, and closest proximity to, the urban area is specifically recognised. This would provide continuity and could be useful in providing data for promotional purposes for economic development and in attracting investment.
- 4.164 However, as the GNLP will be a comprehensive local plan, encompassing both strategic planning policies and the allocation of sites, it is an option not to have a policy akin to the NPA, as the settlement hierarchy and allocations that will be included in this plan will determine the distribution of development.
- 4.165 Currently, the NPA is used as an area for measuring housing land supply, with the remaining parts of Broadland and South Norfolk treated as two separate areas. The NPPF requires needs to be met within the Housing Market Area (HMA). The SHMA identifies HMAs based on commuting patterns and migration. The whole of Greater Norwich and parts of Breckland and North Norfolk comprise the Central Norfolk HMA. The SHMA also identifies a Core Area as a functional HMA which is somewhat larger than the NPA but smaller than Greater Norwich. However, none of the other settlements in the surrounding area are sufficiently self-contained to establish separate functional housing market areas; they each have well-established links with the Norwich Core HMA in terms of both migration and travel to work.
- 4.166 On the basis of the available evidence, the SHMA concludes that the actual HMA is a geographically larger area than the Core Area and that an HMA based on the three Greater Norwich authorities would satisfy the requirements for defining a functional housing market area³⁹. As the NPA is smaller than the Core Area it can also be considered too small to be an HMA.
- 4.167 The Government's proposed methodology for calculating housing need is entirely predicated on establishing need at the level of the local authority. It supports joint plans. These should use the proposed approach to produce a single assessment of the housing need for the area as a whole based on the sum of the local housing need for each local planning authority.
- 4.168 Based on the evidence of the SHMA, and existing and emerging national policy, retention of the NPA or a similar area for measuring 5 year land supply is considered to be **unreasonable**.

³⁹ SHMA pages 137-138

- 4.169 If the GNLP were to have a Norwich centred policy area for other purposes, it could be based on the current NPA boundary⁴⁰ or could be modified to different boundaries.
- 4.170 Having regard to the above text, both retaining and not having a Norwich centred policy area are considered to be **reasonable alternatives**.

Question

26. Do you support a Norwich centred policy area and, if so, why and on what boundaries?

⁴⁰ See map in appendix 4 of the [JCS](#)

SECTION 5 - IDENTIFYING DEVELOPMENT SITES

- 5.1 As well as providing a growth strategy, the plan will also need to identify the suitable sites to accommodate that development. To start the process of identifying the additional sites to fulfil requirements a 'Call for Sites' was held.

Call for Sites

- 5.2 The Greater Norwich authorities undertook the Call for Sites between 16 May and 8 July 2016, with sites submitted after this date up to 31 July 2017 also being assessed. Notification was sent to a range of individuals and organisations covering planning and land agents, known sites owners (including those who submitted their sites unsuccessfully for possible inclusion in the current local plans), local businesses who may have aspirations to expand and town and parish councils. The call also received extensive publicity in the local press. Approximately 600 sites were submitted. Whilst the call was for sites across the full range of uses, including 'Local Green Spaces', the submissions have predominantly been for additional housing or housing-led development. Additional employment land has been put forward in key locations, including further land at NRP, and the majority of larger scale proposals have suggested mixed uses i.e. housing with an element of employment and/or supporting community infrastructure and open space.
- 5.3 Although the submitted sites are widely distributed across the area, the distribution is not even. Few new sites have come forward within the Norwich City area itself, reflecting the fact that a large number of brownfield sites within the city are already permitted and/or allocated for redevelopment. For the Main Towns, the volume of land submitted ranged from less than 2 hectares at Harleston to over 593 hectares at Wymondham, with a wide range of sites also submitted across smaller settlements.
- 5.4 Until the distribution of growth is established it is not known to what degree the sites submitted actually fulfil the requirements in particular locations. As such, additional sites may be required in some locations (see 5.9 below).

Housing and Economic Land Availability Assessment (HELAA)

- 5.5 An initial assessment of all Call for Sites submissions that were received before 31st July 2017 have been carried out through a Housing and Economic Land Availability Assessment (HELAA). The methodology for the HELAA has been prepared and agreed by all of the Norfolk LPAs under the Norfolk Strategic Framework, and is available on the [GNLP website](#). The HELAA assesses the broad capacity of the sites, and is a desk-top exercise based around Red/Amber/Green (RAG) scores for a range of "Constraints and Impacts" associated with the potential development of those sites. The views of a range of technical stakeholders, such as Norfolk Wildlife Trust, Anglian Water, local authority Conservation and Environmental Health services, and Norfolk County Council's Highways, Ecology and Historic Environment services have been taken into account in the HELAA assessment. The HELAA uses RAG scores to

assess the suitability of the sites (for the uses proposed by those submitting the sites) and this is complemented by an assessment of their Availability and Achievability in order to draw a conclusion about whether the site has potential capacity. The full HELAA can be found on the GNLP website.

- 5.6 The HELAA indicates that relatively few sites have no capacity for development. Consequently, there is more than sufficient land to accommodate the required housing. **However, it should be noted that just because the HELAA identifies a site has capacity for development, this does not mean that it a suitable allocation site or would gain planning permission.**

Sites Proposals document and Response Form

- 5.7 As part of the GNLP consultation, all of the sites submitted to the councils before July 31st 2017 have been published for public consultation. A separate **Sites Proposals** document containing all of the sites has been produced. This document sets out the submitted sites on a settlement-by-settlement basis and is available on the GNLP website. Please use the bespoke sites response form to comment on any of the sites and/or the assessment of a site in the HELAA.
- 5.8 The parish maps also illustrate the existing committed sites; the GNLP is based on the assumption that these sites will be completed by 2036 (many much earlier than that).

Additional Sites

- 5.9 Whilst the 600 sites have already been submitted for consideration, these may not necessarily be the best sites, or in the right locations. If you have a site which has not already been submitted, and you wish to be considered, please complete the sites submission form and return it to the GNLP team before the end of the consultation (22 March 2018).

SECTION 6 – TOPIC POLICIES

THE ECONOMY

Context

- 6.1 There is significant potential for economic growth in Greater Norwich. The City Deal has been signed with Government to promote accelerated growth, the LEP's economic strategy identifies Greater Norwich as the region's main engine of growth and the Norwich Cambridge Tech Corridor initiative promotes further growth of high tech industries which are growing in significance nationally and internationally. In addition, Norwich is part of the "Fast Growth Cities" group⁴¹ whose ability to attract knowledge-based businesses puts them in a strong position to continue to grow in the future. Key growth sectors are the life sciences and biotechnology, agri-tech, food and drink, creative and digital industries and high-value engineering. Other industries including retailing, tourism and financial services, remain important to the area.
- 6.2 While economic growth will occur, changes in the way we work mean that there may not be a need to retain all the current employment land. This section therefore seeks your views on how the plan can best support economic growth.
- 6.3 The NPPF requires local plans to assist in building a strong competitive economy by setting out a clear economic vision and strategy for the area to encourage sustainable economic growth and address barriers to investment, including a poor environment or any lack of infrastructure, services or housing.
- 6.4 Policies should also be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances and there is a particular focus on the expansion of knowledge driven, creative or high technology industries.
- 6.5 In relation to employment land, the long term protection of sites allocated for employment use should be avoided where there is no reasonable prospect of a site being used for that purpose.
- 6.6 The NPPF also requires plans to ensure the vitality of town centres by promoting competitive town centre environments, setting out policies for their management and growth and allocating sites for town centre uses⁴².
- 6.7 In relation to the rural economy, local plans should support sustainable economic growth and a strong rural economy by taking a positive approach to the growth of rural businesses, agricultural businesses, tourism and leisure developments and support local services and facilities.

⁴¹ [Centre for Cities](#) - the other cities are Cambridge, Oxford, Milton Keynes and Swindon.

⁴² Policies should provide for the scale and type of retail, leisure, commercial, office, tourism, cultural, community services and residential development needed in town centres.

- 6.8 The Housing White Paper⁴³ states that economic development is dependent on housing need being provided for and that changes to the NPPF will be made so that non-strategic employment land that has been vacant for five years should be considered for starter home led development.
- 6.9 The current Greater Norwich policy approach⁴⁴ is wide ranging and covers a number of economic development issues, some of which are not directly related to land-use planning. It:
- seeks to develop the local economy in a sustainable way to support jobs and economic growth both in urban and rural locations. The strategy aims to provide for a rising population, develop Greater Norwich's role as an engine of the wider economy, facilitate forecast job growth potential and increase the proportion of higher value, knowledge economy jobs. At the same time, it aims to ensure that opportunities are available for the development of all types and levels of jobs in all sectors of the economy and for all the workforce;
 - requires sufficient employment land to be allocated in accessible locations and, consistent with the overall strategy, to meet identified need and provide for choice; and
 - includes policies to help address the needs of small, medium and start-up businesses; larger scale needs; to overcome constraints to the release and development of key sites; and to control other uses on employment land.
- 6.10 Through a number of measures, it also facilitates opportunities for innovation, skills and training; promotes tourism, leisure, environmental and cultural industries, and supports the rural economy and diversification.
- 6.11 Feedback from the Issues workshops highlighted the importance of early funding and delivery of infrastructure improvements to supporting economic growth and the need for a more flexible approach to economic development which recognises the difficulties of influencing where businesses wish to locate. The importance of the economic opportunities presented by connections to Cambridge and increasingly in the future to Great Yarmouth was also emphasised.
- 6.12 The draft vision for the GNLP promotes a strong economy for Greater Norwich and the economy objective is to support and promote the growth of an enterprising, creative, broad based economy with high productivity and a skilled workforce.
- 6.13 The plan will need to continue to provide a wide ranging approach to supporting economic development and growth.

⁴³ Paragraph 4.18

⁴⁴ In JCS Policy 5 and supporting development management policies

The supply of employment land

6.14 The area currently has around 340 hectares of undeveloped employment land that is allocated or permitted. The Employment, Town Centres and Retail study concludes that, even to support an enhanced level of employment growth, the overall need for land is significantly less at 114 hectares.

6.15 There are a number of issues to take into account when considering how much land should be allocated:

- There is a need for supply to exceed demand to provide choice and competition and to provide for the full range and scale of business requirements, and to ensure that there is a good distribution of local opportunities across the urban and rural area;
- Much of the available land is in extensions to strategic sites, building on success and providing long term certainty for investment extending into the future beyond 2036;
- Significant amounts of land are targeted at strategic needs and particular sectors (e.g. around the airport, at NRP, the Food Enterprise Zone and at Hethel);
- The long term success of the city centre as an engine of growth must be supported;
- The balance between city centre office development, which uses land more intensively and efficiently, and more expansive business parks;
- Too much allocated land could undermine growth by reducing certainty for developers and increasing the risk of investment in supporting infrastructure needed to bring sites forward;
- The HWP proposal that non-strategic employment land should be considered for Starter Homes led development may have a major impact.

6.16 Current larger allocations of undeveloped land are:

Site	Size	Note
Airport Business Park	35ha	An undeveloped area to the north of the NDR and east of the A140
Aeropark (a permission rather than an allocation)	40ha	Within the airport curtilage just south of the NDR
Rackheath	25ha	Within the northern part of the NEG, no specific site has been identified and the scale of growth could be reviewed through a master-planning process
Broadland Business Park (BBP)	15ha	Northern extension of BBP (Laurel Farm).
Broadland Gate	18ha	Next to BBP
NRP	40ha	Extension of the existing NRP
Longwater	11ha	Extensions to the existing employment area
Food Enterprise Zone	19ha	The FEZ is a wider area, mostly unallocated, but includes a site in Honingham, benefitting from a Local Development Order

Browick Road, Wymondham	22ha	A site on the eastern side of the town adjacent to the A11
Hethel	20ha	An extension to the existing Hethel Engineering Centre and adjacent to Lotus Cars

6.17 In addition to these large sites, there is also a wide range of smaller employment sites throughout the area.

6.18 Additional employment land has been put forward for inclusion in the GNLP. Significant proposals include:

- Land at Honingham/Easton which would extend the Food Hub either independently or as part of a new village;
- Land adjacent to the NRP. In particular, 64 hectares of land which wraps around most of the Norfolk and Norwich Hospital has been proposed for commercial and employment use (site GNLP 0331 in the Site Proposals document) – business, office, academic, medical and healthcare facilities. Some of this land might be logically needed for healthcare uses if the hospital wishes to expand at some point by 2036;
- Land at Wymondham/Hethel for a new village including a strategic employment site specialising in advanced engineering and technology.

Options

6.19 There is no evidence to justify increasing the overall supply of employment land. Further increasing supply for which there is no demand increases uncertainty, risking investment to bring sites forward. It also increases the risk of encouraging uses that will be damaging to the city and town centres.

6.20 While there is no overall need for additional land there could be a need for new allocations. Justification could include small sites to support housing growth or larger sites targeted at specific economic sectors.

6.21 Given the NPPF focus on retaining and enhancing “strategic” employment land, there is a need to identify such areas. Failure to do so could lead to the loss of strategic employment land, in full or in part, to housing or other uses over time, and would dilute the certainty for potential new occupiers that particular locations are available. It would also hinder the attractiveness for marketing purposes of Greater Norwich as a key employment location

6.22 Three **reasonable alternatives** have been identified for the supply of employment land:

Option EC1: Broadly maintain the current supply of employment land. While there could be some minor changes, currently allocated employment land would continue to be allocated, and land already allocated or developed for employment uses would not be identified for redevelopment for other uses e.g. residential. This could be an appropriate strategy, but would run the risk of there being an excessive amount of land available, which might lead to pressure to “convert” some land to other types of

use in an unplanned manner (i.e. through applications rather than the GNLP itself). This is considered to be **a reasonable alternative**.

Option EC2: Significantly reduce the overall level of supply while still maintaining choice and flexibility. As the principal of development is already established, employment land could be re-allocated for other uses (such as housing) rather than de-allocated. This is considered to be **a reasonable alternative**.

Option EC3: Develop a criteria-based policy allowing windfall development. This may be an appropriate policy choice alongside either EC1 or EC2 as it would provide flexibility. There is a possibility that locational requirements could change as new technologies develop in a rapidly changing economy. This is considered to be **a reasonable alternative**.

Questions

27. Which option or options do you support?

28. Which allocated or existing employment sites should be identified as strategic sites and protected?

29. Are there employment areas that should be identified as suitable for release for residential uses?

30. Are there any new employment sites that should be allocated?

Retail and Town Centre Policy

6.23 The NPPF requires a **sequential approach** to locate retail and other town centre uses within appropriate centres before edge or out of centre locations are considered.

6.24 The NPPF also requires the definition of a **hierarchy of “town” centres**. This helps ensure development of new retailing, services, offices and other town centre uses at a scale that is appropriate to the centre. The current levels of the hierarchy are:

1. Norwich City Centre (a nationally significant retail centre);
2. Town Centres, and Large District Centres within the Norwich urban area (these provide a relatively broad range of shops and services and function as a focus for the community and for public transport);
3. Large Village Centres and District Centres within the Norwich urban area (groups of shops usually containing at least one supermarket or superstore and non-retail service uses such as banks, building societies and restaurants);
4. Local Centres (small groupings of shops, typically comprising a general grocery store, and other small shops of a local nature).

6.25 The centres currently identified at each level can be found in JCS Policy 19. A new district centre on Hall Road, Norwich has recently been built. The NEGT will be served by a single new district centre within the Beeston Park development.

Accommodating expenditure growth

- 6.26 The Employment, Town Centres and Retail study provides evidence that local rates of “special forms of trading” i.e. expenditure that is not spent in traditional bricks and mortar shops, is higher than the national average. It also advises that retail needs forecast beyond 2027 are unreliable. Based on local data on special forms of trading, the local plan would need to provide for new comparison goods floorspace of around 11,100 sq.m net in the Norwich Urban Area, 2,300 sq.m net in the South Norfolk rural area and 400 sq.m net in the Broadland rural area. Comparison goods are most non-food goods.
- 6.27 There is no quantitative need for any additional convenience goods (i.e. food and everyday items) floorspace in the Norwich urban area over the period to 2027. There is an over-supply in Aylsham and Harleston and therefore there is no quantitative need for any additional convenience goods provision in these two towns. For the other smaller centres there is a need for up to: 2,500 square metres net in Diss; 300 in Wymondham, 1,200 for small centres in rural South Norfolk and 900 in rural Broadland. Where there is no quantitative need there may be a qualitative need, for example to provide a small supermarket in an under-served area of new housing.
- 6.28 In accordance with the sequential approach this floorspace should be accommodated in appropriate town, district or local centres.

Options

- 6.29 While the development management policies documents currently have a sequential approach to new retail development, the strategic nature of the GNLP means that the issue should be covered in the plan. There is no evidence that the levels of the hierarchy are inappropriate but some centres may have changed their position in the hierarchy due to gains or losses of facilities. Therefore two reasonable alternatives have been identified:

Option EC4: Maintain the current retail and town centre hierarchy.

The current hierarchy in paragraph 6.24 is considered to be **a reasonable alternative.**

Option EC5: Focus new development for retail of comparison goods primarily within existing town centres (i.e. levels 1 and 2 in para 6.24) with perhaps some out of centre allocations.

Evidence suggests that there will be a significant growth in retail expenditure on comparison goods. It also indicates that the average turnover across Norwich city centre is lower than comparable centres such as Cambridge. The quality of the offer in the city centre also lags behind some competitor centres. However, there could be some scope for out of centre development in sustainable locations, particularly if there is limited physical scope within the city centre and market towns to accommodate further comparison goods expenditure.

This is considered to be **a reasonable alternative.**

Questions

31. Should the position of any of the centres in the retail hierarchy be changed?

32. Do any of the existing retail centres have scope to expand to accommodate further floorspace?

The rural economy

6.30 Current policy⁴⁵ supports the rural economy and diversification by promoting:

- the re-use of redundant non-residential buildings for commercial uses (including tourism and possibly affordable housing);
- farmers markets, farm shops and cottage industries;
- e-commerce in villages;
- development of a food hub;
- rural businesses including tourism.

6.31 Technological changes during the plan period that are difficult to predict are likely to have a significant impact on the rural economy. Question 39 below covers broadband.

6.32 A Food Enterprise Zone west of Easton and south of the A47 has been agreed by Government. This will enhance rural development through the growth of food and farming businesses, including encouraging greater collaboration with research and education institutions, particularly those at Easton College and the NRP. A Local Development Order (LDO) covering an initial 10 ha part of the Food Enterprise Zone was approved in 2017. This creates a simplified planning regime for agriculture related development.

Question

33. What measures could the GNLP introduce to boost the rural economy?

⁴⁵ JCS policy 5

ACCESS AND TRANSPORTATION

Context

- 6.33 Access and transport is fundamental in day to day life. A well-functioning transport system and access to jobs, services and information is vital to the economy of the area and the well-being and quality of life for residents. Making the most of infrastructure required to support the existing strategy will help support delivery of the growth proposed in the GNLP.
- 6.34 Section 4 of the NPPF covers transport issues. It⁴⁶ states that transport policies are important to achieving sustainable development, but that urban and rural areas can present different challenges. Patterns of development which facilitate the use of sustainable transport modes, reducing congestion and greenhouse gas emissions, are encouraged for local plans⁴⁷. It also states that infrastructure investment strategies to support the growth of airports and other large generators of traffic should be supported⁴⁸. Development should, amongst other factors, be located and designed to support public transport, walking and cycling, minimise conflict between traffic and cyclists/pedestrians and where possible incorporate facilities for ultra-low emission vehicles⁴⁹. All developments generating significant volumes of traffic should be required to provide a Travel plan⁵⁰.
- 6.35 Current Greater Norwich access and transport policy⁵¹ covers a number of separate areas, including strategic transport improvements (such as the Long Stratton bypass, NDR and various rail and airport improvements), encouraging walking and cycling, boosting broadband connectivity, and improving public transport to and from Main Towns and Key Service Centres. The policy supports the Norwich Area Transportation Strategy (NATS) and identifies this as the detailed means by which transport improvement across the urban area of Norwich will be developed and delivered. The policy identifies strategic improvements to better link the area with the rest of the county and beyond and promotes travel choice and sustainable modes. It also recognises that the area is a mix of rural and urban and access in which travel issues vary, with the use of the private car being particularly important to the rural economy.
- 6.36 Annual Monitoring Reports detail a variety of transport and accessibility indicators, including commuting mode breakdown (car, cycling etc), carbon dioxide emissions and access to housing and services. A number of other transport measures are monitored through NATS monitoring, although this does not necessarily take place every year.

⁴⁶ Paragraph 29

⁴⁷ Paragraph 30

⁴⁸ Paragraph 31

⁴⁹ Paragraph 35

⁵⁰ Paragraph 36

⁵¹ JCS Policy 6

6.37 The main transport and accessibility issues emerging from the Issues workshops were:

- There are merits to both concentration and dispersal of growth and the plan should promote a balanced mix of both;
- The A11 should be the focus of growth;
- There is a need to promote better rail connections to London and Cambridge;
- More should be made of the local rail network;
- There is a need to secure funding and delivery of transport infrastructure improvements to support growth;
- Norwich Airport is important to the local economy;
- Recent transport improvements in Norwich city centre were welcomed;
- There is a need to consider congestion on radial routes and Inner and Outer ring roads;
- Bus Rapid Transit and other bus improvement measures need to be made to support the services people need, including simpler cross-service ticketing;
- Buses need to be cheaper relative to parking and park-and-ride costs;
- Car use remains important in rural areas, but there is a need to provide better routes for walking and cycling to schools and for commuting;
- Growth should be located to support the viability of bus services; and
- Fast broadband connectivity is key for all parts of Greater Norwich, with rural areas particularly in need of speed improvements.

Strategic Transport issues

6.38 Strategic transport connections are important to the local economy and growth. The recognition of and support for such improvements in the GNLP can be of considerable assistance when funding bids are being proposed, as well as being potentially necessary to support the scale of growth proposed. The GNLP will therefore include a policy on supporting strategic improvements. The wording of the strategic element of the current JCS policy will need updating to reflect recent progress on the NDR and recent Government funding commitments for improvements to the A47 and rail improvements planned as a result of the recent franchise announcements and to Norwich to London rail services.

6.39 The Roads Investment Strategy has identified improvements on the A47 trunk road at Blofield to North Burlingham, Thickthorn and Easton to East Tuddenham with these starting in 2021/22, 2020/21 and 2021/22 respectively. A new nine year East Anglian rail franchise commenced in October 2016. This will deliver significant improvements to rail services including more services and faster journeys across the network, with two trains providing 90 minute journey times between Norwich and London each way per day, and Norwich to Cambridge services extended to Stansted

Airport every hour. In addition, the policy will need to recognise that the county council has identified **the Norwich Western Link** as one of its infrastructure priorities. As it develops, the GNLP will reflect progress towards delivery of the scheme.

Question

34. Are there any other specific strategic transport improvements the GNLP should support?

The Development and Implementation of Transport Improvements

- 6.40 NATS is founded on the principles of enabling growth through the provision of sustainable development and increasing accessibility through widening transport choice. NATS covers the wider urban Norwich area, so does not cover the whole of Greater Norwich. This reflects the areas of greatest transport concentration and pressure. Outside this area transport improvements are dealt with on a local basis. While the GNLP will need to identify the strategic transport improvements necessary to support growth in the plan, smaller-scale area-wide transport improvements to manage the impact of growth and pick up existing traffic issues in Norwich built-up area will continue to be managed through NATS.
- 6.41 NATS is being reviewed alongside the development of the GNLP, with public consultation exercises taking place at the same time. There are very clear and obvious links between the GNLP and the review of NATS – different patterns of future growth will impose different transport pressures and transport improvements will need to be delivered in a timely way to support planned growth.

Promoting healthier lifestyles, sustainable travel choices and greater accessibility to broadband

- 6.42 National and local policy is to reduce reliance on the private car and to promote more sustainable and healthy travel choices. Other approaches than that would not accord with local and national policy and are therefore **unreasonable**.
- 6.43 Related to this is a key desire to improve the speed and reach of high-speed broadband connectivity across Greater Norwich. The Better Broadband for Norfolk programme aims to make high-speed broadband available to more than 95% of Norfolk's premises by spring 2020.
- 6.44 National Building Regulations R1 were updated in 2016 to require new buildings to have physical infrastructure to support high-speed broadband (i.e. ducting within the building), but there is no requirement to provide external or site-wide infrastructure beyond the access point. Currently, there cannot be a requirement for broadband connections in local plans, although the HWP proposes to require local plans to set out how high quality digital infrastructure will be delivered in their area.

- 6.45 The next generation of mobile phone networks will be 5G, and the rollout is expected to commence in 2020. Significantly more base and booster stations will be required than for the current 3G and 4G networks. The draft NSF⁵² states that all Norfolk authorities will aim to work with the telecommunications industry to produce shared guidance on the location of base and booster stations for the 5G network by the end of 2018, with the potential to include this in emerging local plan documents.
- 6.46 To be consistent with national and local policy, the GNLP will promote healthier lifestyles, sustainable travel choices and greater accessibility to broadband.

Option

- 6.47 It is considered necessary to have a positive policy on non-car transport improvements and improved broadband connectivity. The alternative approach of leaving this to NATS and the market to bring forward schemes is **unreasonable**. This is because it would probably not be viewed as positively planning for the longer-term, and would run the risk of reducing opportunities to connect up GNLP policy with Building Regulations and infrastructure investment programmes by utility providers.

Option TRA1: Broadly continue the current approach⁵³ to encourage public transport improvements, walking and cycling improvements and a better, faster, more comprehensive broadband network. This option would enable positive consideration to be given to such measures, and would help support any funding bids that may present themselves. Improved broadband provision is a key issue, and the influence that a 5G mobile network (with ultra-high speeds) could have on this is significant too. This is considered to be **the favoured option**.

Question

- 35. Are there other measures that the GNLP can promote to support improved sustainable transport and broadband and mobile networks across the plan area?**

⁵² Agreement 17

⁵³ In JCS Policy 6

DESIGN

Context

- 6.48 As well as providing the homes and jobs we need, well-designed new development can add positively to existing places and create attractive new communities. This can be achieved through good design creating new green spaces and habitats, along with improved access to local services and sustainable transport networks. Good design is therefore essential to ensuring that Greater Norwich continues to be an attractive place to live.
- 6.49 The importance of good design in new development is recognised throughout the NPPF, and section 7 is titled *Requiring good design*. The Government “attaches great importance to the design of the built environment...good design...is indivisible from good planning and should contribute positively to making places better for people”⁵⁴.
- 6.50 Local plans should also “develop robust and comprehensive policies that set out the quality of development that will be expected for the area”, allowing for the establishment of “a strong sense of place”, to “create and sustain an appropriate mix of uses” and “create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion”⁵⁵.
- 6.51 Other Government policy⁵⁶ means that few additional standards can be required in local plan policies. For the few allowable optional standards, local evidence is required to justify need. For example, developers must not be required to exceed security standards in individual dwellings; there is a national internal space standard on the minimum size of homes which can be applied through local plans where there is evidence that it is needed and there are optional higher building regulation specifications for accessibility of buildings⁵⁷.
- 6.52 Since publication of the JCS, Building for Life (BfL), used in the adopted policy⁵⁸ to provide a means of assessing design quality, has evolved into BfL12. The system now assesses performance against 12 questions, with a traffic-light system (BfL used to be a points score out of 20) and is a collaborative dialogue, rather than an assessable standard. The Design Council recommends avoiding explicitly requiring all developments to achieve 12 greens, but ‘expecting developments to demonstrate they are targeting BfL12’ for outline applications. Importantly, additional standards must not compromise the viability of schemes.

⁵⁴ Paragraph 56

⁵⁵ Paragraph 58

⁵⁶ Established through a House of Commons Written Statement and a subsequent review of technical housing standards through the Building Regulations

⁵⁷ To promote wheelchair adaptable homes (for use in the future) and wheelchair accessible homes (for use now).

⁵⁸ JCS policy 2

- 6.53 The density of development can often be an important element of good design. The NPPF tells LPAs to “set their own approach to housing density to reflect local circumstances”⁵⁹.
- 6.54 Current policy⁶⁰ requires development to the ‘highest standards’, creating a strong sense of place and respecting local distinctiveness. To achieve this, the protection of the landscape, townscape and the historic environment is prioritised. Further requirements cover; providing landscaping/public art; ensuring cycle/walk friendly neighbourhoods; increasing use of public transport; designing out crime; the use of sustainable/traditional materials and avoiding impact on environmental assets. Developments of 500+ dwellings or 50,000m² non-residential development are required to be master-planned and 10+ dwellings should achieve at least 14 points in BfL. Design & Access statements for non-residential development are required to show how it meets similar high standards.
- 6.55 The districts’ development management policies provide further detail to address design in slightly different ways, but all deal with local character, scale and density. Norwich’s local plan⁶¹ requires the national minimum internal space standards and a proportion of wheelchair accessible homes⁶². Neither South Norfolk nor Broadland currently impose such standards.
- 6.56 Current Greater Norwich policy⁶³ covers density of development. It says that development will: “*make the most efficient appropriate use of land, with the density varying according to the characteristics of the area, with the highest densities in centres and on public transport routes*”. Neither the South Norfolk Development Management Policies document, nor the Broadland equivalent, specify any minimum density requirements for development, emphasising the importance of considering appropriate densities in the context of local character. The Norwich Development Management Policies document expresses similar sentiments about respecting existing character and function, but also states⁶⁴ that a minimum net density of 40 dwellings per hectare should normally be achieved in this wholly urban area, with higher densities normally acceptable in the city centre and areas close to other retail centres and the public transport network.
- 6.57 The density of individual planning applications is often calculated, but neither the South Norfolk nor Broadland monitor density specifically. Norwich does, however, and since 2008/9, about 90 per cent of dwellings completed have been at densities of more than 40 dwellings per hectare.

⁵⁹ Paragraph 47

⁶⁰ JCS Policy 2

⁶¹ Policy DM2

⁶² These have been amended to reflect the House of Commons Written Statement on dwelling sizes

⁶³ JCS Policy 1

⁶⁴ Policy DM12

- 6.58 Relatively little was said in the Issues workshops about design and density, apart from emphasising the general importance of high-quality design in new development.
- 6.59 The GNLP’s draft objectives for communities promotes well-designed developments with good access to jobs, services and facilities. The homes objective focuses on the delivery of high quality homes of the right size, mix and tenure to meet people’s needs throughout their lives. The environment objective promotes design which protects and enhances of the built and natural environment, makes best use of natural resources and addresses climate change.
- 6.60 The HWP has a great deal to say on the importance of good design, and is particularly strong on the need for communities to have a stronger voice in the design of new housing. It proposes⁶⁵ that the NPPF will be amended to require local plans “to set out clear design expectations following consultation with local communities”. Area Design Codes and the greater use of Local Development Orders are also encouraged⁶⁶.
- 6.61 In relation to space standards for residential dwellings, the HWP says⁶⁷ that the Government “*will review the Nationally Described Space Standard to ensure greater local housing choice, while ensuring we avoid a race to the bottom in the size of homes on offer*”.
- 6.62 In relation to density, the HWP states⁶⁸ that it is the Government’s intention to amend the NPPF to make clear that low-density housing should be avoided (where there is an identified shortage of housing land), and the scope for higher-density development in urban areas well-served by public transport should be considered.

Options

- 6.63 Not having a design and density policy in the GNLP, simply relying on existing development management policies, is **unreasonable** as the NPPF clearly requires a specific policy approach to be taken in new local plans. It would also risk a policy vacuum in some areas currently covered by JCS policies 1 and 2. Two reasonable alternatives have been identified:

Option DE1: Broadly continue with the existing design and density policy approaches, with some relatively minor changes and updating, covering general high-quality design, recognising local character, encouraging walking and cycling etc.

⁶⁵ Paragraph 1.46

⁶⁶ Paragraph 1.33

⁶⁷ Paragraph 1.55

⁶⁸ Paragraph 1.53

This would address, albeit in a fairly basic manner, the requirements of NPPF para 58. This approach could be appropriate, but may not enable full recognition of emerging national policy changes, with an increased focus on high-quality design and density.

This is considered to be **a reasonable alternative**.

Option DE2: Create a stronger policy approach to design and density, including giving a clear policy approach to higher-density development in appropriate locations or scenarios. There are links to the housing delivery policies. This approach would allow most of the existing policy content to be rolled forward, with appropriate updates, but it could allow greater specificity of design requirements. It could also allow identification of areas suitable for higher-density development, and perhaps specify minimum densities. It could consider the question of residential space standards, design quality and wheelchair accessibility too.

This is considered to be **a reasonable alternative**.

Question

36. Which approach do you support for promoting good design of new development?

HOUSING

Context

- 6.64 Increasing the delivery of housing is a key aim of Government policy and is a significant issue in Greater Norwich. However, it is important that the GNLP ensures that a plan-led approach can be taken so that much needed housing is delivered in locations where it minimises the need for additional infrastructure and enables new residents to have sustainable access to services and jobs.
- 6.65 The NPPF⁶⁹ requires local plans to set out strategic priorities to deliver the homes needed in the area and highlights the need for authorities to:
- Plan for a mix of housing based on current and future demographic trends, market trends and the needs of various groups, such as families, older people, self-builders, people with disabilities and service families; and
 - Identify the size, type, tenure and range of housing required in particular locations, reflecting local demand.
- 6.66 Much of the key evidence base for housing need in Greater Norwich is in the 2017 SHMA. Chapters 4 and 5 (Core Matters) discuss the overall housing needs of the Greater Norwich area and more specific SHMA evidence is discussed in the relevant sections below.
- 6.67 Current policy in Greater Norwich⁷⁰ covers a number of housing issues, including: the scale and distribution of housing growth; the mix of housing required for balanced communities; the delivery of affordable housing; delivery of Housing with Care; and planning for Gypsies and Travellers and Travelling Showpeople.
- 6.68 [Annual Monitoring Reports](#) (AMRs) in recent years have shown that housing delivery has been variable. In the Norwich Policy Area (NPA), there is not currently a five-year supply of land (the figure for the end of 2015/16, the most recent available, is 4.70 years). The housing land supply position in the two Rural Areas is much higher, being 28.4 years in the Broadland Rural Area and 39.6 years in the South Norfolk Rural Area. The delivery of affordable housing overall in Greater Norwich has also been short of that required in recent years.
- 6.69 Discussions at the Issues workshops in relation to housing delivery covered: early funding of infrastructure being critical to support housing; affordability; the need for developments to offer a balanced mix of housing which considers the needs of an ageing population, general support for appropriate

⁶⁹ Paragraphs 156 and 50

⁷⁰ JCS Policy 4 “Housing Delivery” and its supporting text

densities of housing, space standards, adaptable homes and local distinctiveness.

- 6.70 While the HWP does not have any formal status at present, it is nonetheless a clear statement of the Government's intent and is therefore important. Many of the proposals to speed up the delivery of housing would, if implemented, have important effects on the preparation of local plans. A Government consultation, *Planning for the right homes in the right places*, which ran from September-November 2017, fleshed out some the HWP intentions.
- 6.71 The draft GNLP objective *To enable delivery of high quality homes of the right size, mix and tenure to meet people's needs throughout their lives*, will contribute to the vision to grow vibrant and healthy communities.

What should the minimum affordable housing threshold be?

- 6.72 Current Greater Norwich policy states that affordable housing will be sought on all sites of 5 dwellings or more, with stepped thresholds of 20%, 30% and 33% (for sites of 16 dwellings or more). However, a written ministerial statement in November 2014 (which is reflected in the Planning Practice Guidance) states that developments of fewer than 11 dwellings should not be required to provide affordable housing contributions (the Government's reasoning being that small and medium-sized builders need support). Whilst this does not supplant the primacy of the development plan in the determination of planning applications, it is considered likely to be included in an updated version of the NPPF, which is expected in spring 2018.
- 6.73 Greater Norwich is a mix of urban areas and extensive rural areas, with many small settlements. Smaller sites have tended to be an important source of affordable housing, particularly in more rural areas. Applying a minimum threshold for affordable housing is closely linked to the minimum allocation size that the GNLP will have, but having too high a threshold for affordable housing would risk delivering less affordable housing through Section 106 agreements linked to planning applications.
- 6.74 Irrespective of the affordable housing threshold chosen for the GNLP, it is proposed to require the affordable rented: low-cost home ownership ratio evidenced in the SHMA rounded to 80:20 for sites of 50 or fewer dwellings.

Options

- 6.75 Two potential policy alternatives are suggested for this issue, requiring affordable housing on sites of five or more dwellings, and on sites of eleven or more dwellings. Two further options are considered to be **unreasonable**:
- **Requiring affordable housing on sites of fewer than five dwellings.**
This approach would strongly conflict with Government policy to

support small and medium-sized housebuilders, and would also be likely to generate viability concerns, meaning that some sites may have to go through additional negotiations to reduce or set aside the policy requirement, potentially delaying the delivery of housing.

- **Only requiring affordable housing on sites of more than 15 dwellings.** Excluding sites smaller than 15 from affordable housing requirements is likely to boost their viability. However, it could also significantly diminish the delivery of affordable housing, as many sites in Greater Norwich, particularly brownfield sites, tend to be smaller than this. This would therefore eliminate a significant source of affordable housing supply from smaller “windfall” sites that will come forward during the plan period. This approach could also reduce the choice of allocation sites, with potential detrimental impacts on character and appearance and also on securing mixed and balanced communities.

Option AH1 - A proportion of affordable housing would be sought on all sites of five or more dwellings or 0.4 hectares or more (as per current JCS Policy 4)

Historically many small sites have been developed across Greater Norwich. With the potential decline of 100% affordable housing exception sites, smaller sites could become the main source of affordable housing in smaller settlements. The approach would, however, conflict with the threshold set out in national guidance, which is sites of 11 or more dwellings. Therefore, very clear evidence would be needed to show a local necessity, which would outweigh the approach advocated in the PPG (and, potentially in 2018, the NPPF).

The effect of this policy approach on site viability could be minimised by allowing the amount/tenure balance of sites to be adjusted in appropriate circumstances.

Notwithstanding the above, because of the potential importance of a lower threshold to the delivery of affordable housing in smaller settlements, this approach is currently considered to be **a reasonable alternative**.

Option AH2 - A proportion of affordable housing would be sought on all sites of 11 or more dwellings (or 0.5 hectares or more).

This approach is consistent with current Planning Practice Guidance and may well be enshrined in future changes to the NPPF. The effect of this policy approach on site viability could be minimised by allowing the amount/tenure balance of sites to be adjusted in appropriate circumstances.

Therefore, this approach is considered to be **a reasonable alternative**.

Question

37. Which approach to affordable housing thresholds do you prefer?

Application of affordable housing percentage requirements on sites

- 6.76 The 2017 SHMA conclusion⁷¹ is that a total of 11,030 affordable houses need to be provided over the period 2015-2036. With the figures rolled forward to the end of March 2017, this total has fallen to 10,333 (697 were delivered in 2015/16 and 2016/17). This is 26.5% of the total planned housing need for Greater Norwich (see section 4 above). However, it is inevitable that not all sites will be able to deliver a policy-compliant level of affordable housing. Circumstances can change, and the GNLP, as with all local plans, will need to recognise this through a viability exemption.
- 6.77 The SHMA evidence is that the amount of affordable housing need varies significantly across the three districts, from 19.9% in South Norfolk, and 24.4% in Broadland to 38.3% in Norwich (these figures will be slightly different with the delivery in 2015/16 and 2016/17 taken into account). However, as the GNLP is a joint plan, with a proportion of Norwich's "overspill" housing being accommodated in Broadland and South Norfolk, applying these differential rates is not a reasonable policy approach to take.
- 6.78 Recognising that a reasonable policy approach in the GNLP is to plan for a higher amount of housing than the OAN (to reflect the ambitions of the City Deal), as explained in section 4 above, there are several alternative policy approaches.
- 6.79 Similar to current Greater Norwich policy⁷², it is proposed that a viability test be allowed for. This would allow for the proportion of affordable housing to be provided to be reduced or the balance of tenures⁷³ to be adjusted where infrastructure or affordable housing costs would render a site unviable in current market conditions. It is also proposed that any applicant making a viability case to reduce the affordable housing requirements would need to do so using an open-book process. This means that the viability report could not, as a rule, be kept confidential.

Options

- 6.80 Seeking less than 27% affordable housing on all sites above the qualifying threshold is considered to be **unreasonable**. While this could increase the viability of most sites, it would risk under-delivery of the overall affordable housing target. It would also mean that a higher overall housing figure might be needed to get close to delivering 11,030 affordable houses, which could cause difficulties if excessive amounts of market housing would be needed to

⁷¹ See Figure 65

⁷² In JCS Policy 4

⁷³ affordable and/or social rented v low cost home ownership housing

help deliver the required amount of affordable housing. Under-delivering affordable housing would also have negative social impacts in terms of alleviating over-crowded accommodation and “hidden families”.

Option AH3 - Seek 27% affordable housing on all sites above the qualifying threshold

This is the most straightforward application of the requirement for affordable housing in Greater Norwich, providing clarity and consistency between sites.

Any possible impact on viability could be mitigated by allowing the amount/tenure balance of sites to be adjusted in appropriate circumstances, where evidence shows that the site would not be viable for the full amount of affordable housing.

Experience would dictate that not all sites will be able to meet a 27% requirement on viability grounds. Therefore, setting a requirement at 27% could risk under-delivery of affordable housing. This could be mitigated by ensuring that there is an appropriate delivery buffer incorporated in the scale of housing allocation to ensure sufficient sites are available to deliver the overall affordable housing requirement.

Therefore this approach is considered to be a **reasonable alternative**.

Option AH4 – Seek more than 27% affordable housing on all sites above the qualifying threshold

The SHMA identifies an overall affordable housing requirement of 27%. Experience would dictate that not all allocated sites will be able to meet a 27% requirement on viability grounds. Therefore, requiring a higher affordable housing requirement would help to mitigate potential under-delivery on some sites.

This approach could, however, make sites less attractive to develop, as they would not be as profitable, thereby reducing the incentive for a developer to build; this would consequently negatively impact on delivery. It would run a significant risk of developers challenging a higher figure as being excessive.

Nonetheless this approach is considered to be a **reasonable alternative**, subject to clear demonstration that the higher requirement was viable.

Option AH5: Specify the affordable housing amount with the potential for phasing on certain larger sites (perhaps 100+), with a more general policy for smaller sites

This approach would allow consideration of the viability and the specifics of certain sites (which may have significant infrastructure requirements impacting on viability), and might allow specific sites to be identified for Build-to-Rent and/or other tenures, as appropriate. This could also allow larger sites – particularly new settlements – to be treated flexibly, with lower amounts of affordable housing to be acceptable in early phases of development.

Clearly, potentially allowing a lower amount of affordable housing would risk an overall under-delivering of affordable housing, but this risk might be limited by requiring clawback provisions to be part of planning permissions for all such sites.

Subject to more detailed information and consideration, this is considered a **reasonable alternative**.

Question

38. Which approach do you favour for affordable housing percentages?

Tenure split for affordable housing

- 6.81 The evidence of the 2017 Central Norfolk SHMA is that the split between affordable/social rented dwellings and low-cost home ownership (LCHO) should be 79:21 (which would be sensibly rounded to 80:20 for simplicity on sites below 50 dwellings). Whilst it is recognised that the definition of “affordable housing” may perhaps be broadened in the next update to the NPPF to include other tenures, such as Starter Homes, it is believed that this would not justify a different split. As an example, were the changes to come about, Starter Homes, Discounted Market Sales Housing, and some forms of intermediate housing would all “count” as LCHO products.
- 6.82 The evidence from recent AMRs is that, broadly, the current split of 85:15⁷⁴, is met, even if reduced levels of affordable housing are accepted as being justified on viability grounds.
- 6.83 The Government sees Build-to-Rent (the large-scale construction and management of blocks or groups of dwellings) as having potential to increase housing delivery, benefit from off-site construction techniques and tap into less traditional sources of housing finance such as pension funds. The economics of Build-to-Rent schemes are different to normal and there may be an argument to consider the merits of such potential sites differently.

Options

- 6.84 There is no evidence to apply a different affordable housing ratio to that established in the SHMA as doing so would risk insufficient affordable and social rented dwellings being provided. Consequently, this is an **unreasonable** approach.

Option AH6: Require all qualifying sites to provide the SHMA-evidenced ratio of rented and low-cost home ownership housing on all sites

The most straightforward approach is to apply the rounded SHMA requirements of a 79:21 split (rounded to 80:20 for sites of 50 or below for simplicity) between rented and low-cost home ownership products across all qualifying sites. Compliance with such a policy would, in broad terms, ensure that the needs for different tenures are met. Therefore, this is **the favoured option**.

⁷⁴ As required in JCS Policy 4, which applies to sites of 16+ dwellings

Question

39. Do you support the favoured option for tenure split?

Rural Windfall, Exception Sites and Small Sites

- 6.85 Current Greater Norwich policy allows for housing on “exception” sites, either through allocations in Other Villages or above, or elsewhere on a windfall basis, where there is an identified local need. It does not mention cross-subsidy specifically, but says that such houses should be made available “in perpetuity”, although the NPPF glossary on “Rural Exception Sites” says that small numbers of market homes may be allowed at the LA’s discretion (to cross-subsidise the affordable housing), for example where there is no grant funding available for affordable housing. In some cases, funding from the Homes and Communities Agency (shortly to be re-named Homes England) may be available to support specific sites.
- 6.86 The HWP suggests that a broader mix of tenures will be classed as “affordable housing” in the future, including Starter Homes. It states⁷⁵ that Starter Homes are intended, with local connection tests, to be acceptable on rural exception sites, although it is not made clear whether such a tenure mix could be 100% Starter Homes.
- 6.87 The HWP also states⁷⁶ that local plans should have policies to support small “windfall” sites, including allowing an element of cross-subsidy. By “small” it is assumed that what is meant is 10 or below, so potentially below the affordable housing threshold. The worry is that this could mean that most of the historic sources of exception sites could potentially come forward for all-market schemes instead – so why would any landowners want to offer such sites at below market levels if this changes?
- 6.88 It also raises questions about the extent to which the GNLP should consider restricting, if at all, the total number of sites/dwellings which would be allowed under the “small sites windfall” policy that the HWP indicates will be necessary.
- 6.89 There is also a desire on the part of some to make some provision for Custom Build plots/sites in smaller settlements.

Options

- 6.90 Two reasonable alternatives are identified below:

⁷⁵ Paragraph 4.19

⁷⁶ Paras 1.30, A52 and A54

Option AH7: Allow “small sites windfalls” to be permitted adjacent to development boundaries (i.e. sites of 10 or fewer to also include garden plots), subject to them meeting certain criteria (such as acceptable landscape impact, highways impact, access to services etc.) in all settlements with a development boundary. This *could* be an appropriate policy, making smaller sites more easily available for development, increasing flexibility and it would become difficult to resist if the NPPF is changed to encourage this. However, properly-planned growth in the GNLP will allocate an appropriate number of dwellings to defined settlements to meet the overall housing need. A policy allowing extra “windfall” sites could therefore potentially lead to more of such sites coming forward, with developers attracted by the fact that these sites might be below the affordable housing threshold. It could also make providing infrastructure more difficult and expensive to plan for and deliver (for example, water supply and treatment and providing school places). This option could therefore affect the plan-led approach in Greater Norwich.

This is considered **a reasonable alternative**, albeit one with some drawbacks.

Option AH8: Don’t allow any small-scale windfall sites for market housing, only for genuine “exception” sites (including an element of cross-subsidy, if necessary). On the basis that appropriate allocations will be made to enable villages to “thrive”, as discussed in the HWP, such a policy could may also affect the plan-led approach. This option will be easier to justify if a more dispersed pattern of growth is chosen.

This option is regarded at the current time as **a reasonable alternative**.

Question

40. Which approach do you think should be taken to rural windfall and exceptions sites?

Housing mix – relative ratios of house sizes by bedrooms

6.91 The evidence from the 2017 SHMA ⁷⁷ sets out the mix of dwelling sizes required separately for flats (1 and 2+ bedrooms) and houses (2, 3, 4, and 5+ bedrooms). It also has separate breakdowns for market housing and affordable housing. This reflects some of the recent tax and benefits changes, including changes to Local Housing Allowance (LHA) rates, and the Spare Room Subsidy. The table below includes the percentages too:

⁷⁷ Figure 83

Figure 6 Objectively Assessed Need Housing Mix (excluding the City Deal implications)

	Bedrooms	Market Housing (numbers and percentages)		Affordable Housing (numbers and percentages)		Total (numbers and percentages)	
		Numbers	Percentage	Numbers	Percentage	Numbers	Percentage
Flats	1	1,285	4.5%	2,725	24.7%	4,010	10.2%
	2+	1,352	4.8%	1,404	12.7%	2,756	7.0%
Houses	2	3,227	11.3%	2,863	26.0%	6,090	15.4%
	3	16,393	57.6%	3,238	29.4%	19,631	49.7%
	4	4,982	17.5%	661	6.0%	5,643	14.3%
	5+	1,215	4.3%	140	1.3%	1,355	3.4%
TOTAL		28,454	100%	11,031	100%	39,485	100%

6.92 There are some significant differences between the mixes for market and affordable housing. For instance, the percentage of flats required is only 9.3% of market dwellings, whereas it is 37.4% of affordable dwellings, and three-bedroom houses constitute 57.6% of market housing need, compared to only 29.4% of affordable housing need. Individual figures for the three Greater Norwich districts⁷⁸ show considerable differences too. As might be expected, given its younger and generally less prosperous population, Norwich has a significantly greater proportional need for one- and two-bedroom properties than Broadland and South Norfolk, especially for affordable housing.

6.93 It is important to note that the figures above only relate to the OAN figure for Greater Norwich. Should it be decided that the GNLP will plan to accommodate more than OAN (see section 4), then it would introduce a little more flexibility in terms of housing mix (overall) – in other words, if certain sites could not deliver the SHMA-proposed mix of housing sizes, the overall market housing and affordable housing OAN targets (by numbers) might still be met or exceeded.

6.94 There will always need to be some flexibility in this policy area to enable specific proposals to be considered on their merits (i.e. constrained brownfield sites, or to avoid 1-bed flats/houses on small sites in areas where the grain of development is larger houses in spacious plots). The proposal below would be intended to apply to all sites, whether they be allocated or windfall.

6.95 All sites above the threshold would be expected to provide the housing mix in line with the most recent evidence. Currently this is figure 6 above, drawn from the 2017 SHMA, but this may change in future updates of the SHMA.

Options

6.96 Allowing different housing ratio mixes to apply for Broadland, Norwich and South Norfolk is **unreasonable**. The current evidence base shows that Norwich has a much higher need for 1-2 bed roomed properties, proportionately speaking, than the other

⁷⁸ [Figure 83 of the SHMA](#)

two districts. However, requiring different figures to be applied for each district would run the risk of restricting much needed smaller dwellings in Norwich fringe locations like Thorpe St Andrew and Cringleford, which are likely to accommodate some of Norwich’s unmet need. Two reasonable alternatives have been identified:

Option AH9: Specify a threshold above which the identified housing mix would apply.

This would require smaller sites (perhaps 10-50 houses) delivering affordable housing to deliver a mix of smaller and larger dwellings. Sites below the threshold would not need to meet the mix. This would be appropriate if, for example, a rigid application of a mix would require a small brownfield site to provide a four-bedroom house as part of a mix when an all-flatted scheme would be more appropriate and sensible.

This option is regarded at as **a reasonable alternative.**

Option AH10: Do not require the identified housing mix need to be required on all sites individually.

JCS Policy 4 does not have a threshold, instead requiring housing proposals “to contribute to the mix of housing required to provide balanced communities and meet the needs of the area”. Overall, it may be that schemes would naturally balance out – higher-density schemes would be expected to deliver more 1 and 2-bed dwellings, whereas more rural schemes might deliver more 3 and 4-bed dwellings. Larger schemes, particularly greenfield sites, tend to provide generally the right mix organically. Also, not requiring a mix explicitly would also allow some flexibility in relation to the ratios of flats and houses as the need/demand for flats is higher in some areas than others.

This is considered **a reasonable alternative.**

Question

41. Which approach to the mix of housing do you support?

Older people & care accommodation

- 6.97 There is a rapidly-ageing population in nationally and locally, which has significant implications for planning and plan-making. All Norfolk’s local authorities are working hard to try to reduce pressure on the social care and hospital budgets through a range of “early help” measures, and key amongst them is a desire to help keep people at home for as long as possible before moving into residential care accommodation. There is also increasing demand for specialist retirement-type accommodation, sometimes called “extra-care”. This accommodation includes an element of care which helps people to “down-size” to more appropriate and desired accommodation more easily. The NPPF, and the HWP, make clear that planning for older people’s housing needs is very important.
- 6.98 The 2017 SHMA says that, on a trend basis, about 1,900 extra “institutional” people are expected by 2036 across Greater Norwich, with the figure not counted as part of the OAN total. However, this does not necessarily mean that this requires an

equivalent increase in residential institution bed-spaces, because specialist older people’s accommodation may be more appropriate. If more housing with care or sheltered accommodation is provided, rather than care homes, then there will be a need for some additional figures to be added to OAN, and this is the position Norfolk County Council is promoting in the *Promoting Independence* strategy. The county council is doing further work on this issue and there should be some up-to-date figures available in the next few months.

Housing with Care, Extra-Care Housing and Retirement Housing

6.99 Four **reasonable alternatives** are detailed below:

Option AH11: Enable residential care accommodation uses⁷⁹ to be appropriate on any allocated housing sites, subject to a criteria-based policy

Many housing sites are either existing commitments, or will be newly allocated in the GNLP. One approach could be to allow specialist residential care accommodation (use class C2) to be provided on allocated housing sites. This would enable such accommodation to be provided on a wide range of housing sites in a variety of locations.

This approach would need to be practised alongside a criteria-based policy: residential care accommodation is normally best-placed where it is well-related to local services, particularly a GP surgery, public transport and shops. This is to enable staff, residents and visitors to have good access.

However, it is recognised that there can be competition for many of these housing sites, and some retirement-type uses can sometimes be outbid by market housing developers due to higher build costs.

This is considered **a reasonable alternative**.

Option AH12: Make specific allocations for residential care and retirement care⁸⁰ uses

Some sites, such as those benefitting from good access to services including healthcare, public transport and shops, are particularly suitable for specifically allocating for residential and retirement care uses.

This option is regarded at as **a reasonable alternative**.

Option AH13: Develop a criteria-based policy to enable new retirement/care accommodation to be accommodated on land outside settlement boundaries and/or on other types of land within settlement boundaries

It can sometimes be difficult for developers and operators to find the right sites in the right locations for the these kind of uses – higher build costs can mean that market housebuilders can often outbid retirement/care developers for sites. A criteria-based policy could enable unallocated sites to come forward when a need has been demonstrated, but probably only in higher-order settlements. This could be extended to include under-used or unviable employment land, which will normally be within

⁷⁹ Planning Use class C2

⁸⁰ Planning Use class C3

settlement boundaries. Several such schemes have been approved in Greater Norwich in the last few years.

This option is regarded as **a reasonable alternative**.

Option AH14: Require an amount of C2 residential care and/or C3 extra-care or retirement uses to be accommodated on “qualifying” housing allocations in particular locations

Given the difficulties that are sometimes experienced in securing land for retirement/care type accommodation, one option is to require part of larger allocations to be set aside for retirement and/or care accommodation. Whilst this might have some viability implications, it is clear that the need for these types of accommodation is increasing with the ageing population, potentially justifying such a proactive approach.

This option is regarded as **a reasonable alternative**.

Question

42. Which approach or approaches to housing for older people and care accommodation do you favour?

Caravans and houseboats needs

- 6.100 National planning policy for Gypsies & Travellers and Travelling Showpeople is set out in Planning Policy for Travellers Sites (PPfTS) which is an adjunct to the NPPF.
- 6.101 The NPPF⁸¹ and PPfTS require that the accommodation needs of Gypsies and Travellers are met through the local plan which needs to identify a supply of specific, deliverable sites to provide 5 years’ worth of sites against locally set targets. Local plans are also required to identify a supply of specific, developable sites, or broad locations for years 6-10 and, where possible, for years 11-15.
- 6.102 A key change introduced in PPfTS alters the planning definition of Gypsies and Travellers to exclude those who have ceased travelling permanently. Only those who are “of nomadic habit of life”, including those who are temporarily non-nomadic, are classified as Gypsies and Travellers for planning purposes.
- 6.103 Under the requirements of the Housing and Planning Act 2016, local authorities are now required to carry out assessments of those residing or resorting to caravans or houseboats. Consultants were commissioned to carry out this work.
- 6.104 The key findings of the 2017 Norfolk Caravan & Houseboat Accommodation Needs Assessment (ANA) are that:
- There is little need for houseboat moorings outside the Broads Authority area;

⁸¹ Paragraph 156

- There is limited *need* (as distinct from *demand*) for more park homes in Greater Norwich;
- There is need for more Gypsy & Traveller pitches across Greater Norwich; and
- There is need for some additional Travelling Showpeople pitches in Greater Norwich to address over-crowding on two current sites.

Current policy

6.105 Current Greater Norwich policy⁸² quantifies the need for new Gypsy and Traveller pitches to 2026, including new transit provision, based on figures in the former East of England Plan. However, these figures were updated by a Greater Norwich Gypsy and Traveller Needs Assessment in 2012 (which itself has now been superseded by the 2017 ANA), and so are of little relevance now. Policy 4 states that sites should normally not contain more than 10-12 pitches and should be in locations with good access to services, with some provision to be provided in association with large-scale strategic housing growth.

6.106 All three districts have existing criteria-based development management policies to assist in the determination of Gypsies & Travellers planning applications, including transit sites. However, in the light of changes to the national definition of Gypsies and Travellers for planning purposes in the PPfTS and the findings of the Caravans and Houseboats ANA, there may be a case for a new policy approach.

Current accommodation

6.107 Current accommodation for Gypsies and Travellers is a mixture of public sites in South Norfolk and Norwich, and private sites in South Norfolk and Broadland. There are two Travelling Showpeople yards in Norwich (one large) and a site in South Norfolk. There is also a transit site for Gypsies and Travellers at Costessey in South Norfolk.

Future accommodation needs

6.108 The position in relation to future accommodation for Gypsies and Traveller needs is complicated. There is a lack of clarity about whether the change to the definition of Gypsies and Travellers introduced through PPfTS applies to those who are nomadic for work-related reasons or to those who are nomadic for cultural reasons. Most existing case-law supports the first definition, which is the so-called “tighter” approach. The alternative or “looser” approach could also apply to those who travel mainly for cultural reasons, to attend festivals, social gatherings and so on. The ANA includes both sets of figures but emphasises that it is for the Greater Norwich authorities to decide which are more appropriate. The Greater Norwich authorities are of the view that the so-called “tighter” definition is the more appropriate one to

⁸² JCS policy 4

use, in line with current practice, but it is recognised that as case-law and appeal decisions continue to evolve nationally, the situation might change.

- 6.109 The ANA does not make findings on an identified “split” of public site need against private site need, but the findings of the surveys show that most Gypsies and Travellers would prefer to live on a small family site, rather than as part of a larger site with other families. Some families and individuals can likely afford to buy and develop their own site if they can find a suitable and available site; some could afford to develop a site, but not to buy it (at least to begin with); and others are not likely to be able to afford to buy or develop a site, and so would need to live on a public site.
- 6.110 The findings of the ANA show that Gypsies and Travellers are not wedded to living in a specific Greater Norwich district; whilst, in many cases, wanting to stay fairly close to existing family members, they do not draw a distinction between the three districts. This is useful information, and bolsters the recommendation in the PPfTS⁸³ that authorities prepare a joint local plan and “set targets on a cross-authority basis to provide more flexibility in identifying sites”. The ANA therefore provides the need figures for the whole of Greater Norwich, not broken down into district-level figures.
- 6.111 The ANA concludes that whilst there is additional need for temporary stopping places, this does not necessarily need to be in the form of transit sites, but could be through “negotiated stopping places”, where very limited facilities would be available for up to 28 days every year.
- 6.112 In relation to Travelling Showpeople, given the large vehicles and fairground equipment that needs to be stored and transported, the plots that are required are somewhat larger than a Gypsy and Traveller pitch. Frequent travelling also means that good access to the major road network is important.
- 6.113 The Caravans and Houseboats ANA has therefore identified the scale of the need for Gypsies and Travellers (under the “tighter” definition), Residential Caravan Dwellers, Houseboat Dwellers and Travelling Showpeople as:

⁸³ Paragraph 10 c)

Accommodation type/Period	2017-2022	2022-2027	2027-2032	2032-2036	Total
Gypsies and Travellers	-2	11	11	11	31
Travelling Show people	25	6	7	8	46
Residential Boat Dwellers	0	0	0	0	0
Residential Caravan Dwellers	91	5	5	5	106

Options

Houseboats

6.114 Making specific allocations of land for permanent and/or temporary houseboat moorings is considered to be **unreasonable** as there is no evidence of need in Greater Norwich, and no potential sites have been put forward through the Call for Sites.

6.115 The **reasonable alternatives** are:

Option HB1: Develop a criteria-based policy to allow for moorings for houseboats (temporary or permanent) to come forward in appropriate areas in Greater Norwich, subject to evidence of need

There are virtually no permanent, permitted moorings for houseboats in Greater Norwich, with the Broads area having most, and the Accommodation Needs Assessment does not identify any needs over the period to 2036. However, the current local plans do not contain a houseboat policy to allow new applications to be assessed against. Developing a criteria-based policy is therefore considered **a reasonable alternative**.

Option HB2: Continue with the current approach of not having a policy to judge applications for moorings for houseboats against, relying instead on the NPPF and other development plan policies.

As the number of applications for new houseboat moorings is likely to be very low, there may be a case for not having a policy covering this matter in the GNLP – it is not required for a Local Plan to have a policy to cover every possible planning scenario.

This option is regarded as **a reasonable alternative**.

Question

43. Which of the reasonable alternatives for houseboats do you favour?

Gypsies & Travellers

Options

6.116 Having only a criteria-based policy is not an appropriate option. It would reduce the level of certainty that the level of identified need would be provided, given the practical difficulties that there can sometimes be in finding acceptable sites for new Gypsy and Traveller pitches to be located on. It would also run contrary to the PPfTS⁸⁴ which requires local planning authorities to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit accommodation needs. PPfTS requires authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against the target, as well as to identify a supply of specific, developable sites or broad locations for growth for years six to ten and, where possible, years 11-15.

Option GT1: Make specific allocations of land to deliver the quantified need for new Gypsy and Traveller accommodation pitches (as well as a criteria based policy)

This would give the greatest certainty that the scale of required need would be planned for, especially in the first five years of the plan period. These allocations could be new sites and/or extensions to existing sites. This policy approach would need sit alongside a criteria-based policy to judge new windfall applications against, as required by *Planning Policy for Traveller Sites*.

This is therefore considered the **favoured option**.

Option GT2: Require larger housing allocations (say 150+) to include a certain number of Gypsy & Traveller pitches to help meet the overall level of need

This could help meet the overall level of need, and would help secure mixed communities and promote "peaceful and integrated co-existence between the site and the local community"⁸⁵.

This option is regarded at as **a reasonable alternative**.

Questions

44. Which policy approach do you favour to planning for the needs of Gypsies and Travellers?

45. Are there any suitable sites for Gypsy and Traveller accommodation you wish to submit?

⁸⁴ Paragraph 11

⁸⁵ Planning Policy for Traveller Sites, paragraph 13a

Travelling Showpeople

6.117 Evidence from the Caravans and Houseboats ANA shows that the current site at Mousehold is over-crowded and that about an additional 46 plots are needed in Greater Norwich or North Norfolk, 25 of which are required from 2016-2021. They generally need to be well-located in relation to the major road network due to the regular use of HGV vehicles. Such plots also need to be fairly large, to allow the storage of both touring caravans and fairground equipment.

Option

6.118 Given the practical difficulties that there can be in finding appropriate sites for new Travelling Showpeople plots to be located on (no new sites have been provided since the JCS has been adopted, despite an identified need), it is necessary to allocate sites.

Option TS1: Make allocations to deliver some or all of the need for new Travelling Showpeople plots, along with a criteria based policy

This gives the greatest certainty that the scale of required need would be being planned for. Due to constraints at existing sites preventing extensions, these sites would need to be new sites. Such a policy approach would be best practised alongside a criteria-based policy to judge new windfall applications against.

Allocating to meet the most or all of the identified level of need is therefore considered **the favoured option**.

Questions

46. Do you support the favoured option for planning for the needs of Travelling Showpeople?

47. Are there any suitable sites for Travelling Showpeople accommodation you wish to submit?

Residential Caravans/Park Homes

6.119 The ANA concludes that there is a need/demand for about 106 dwellings in Greater Norwich to 2036, most of which is in the period 2017-2022. The two main sources of need/demand for this type of accommodation are firstly those who choose this accommodation for affordability reasons, and secondly those who choose it for “lifestyle” reasons. In addition, some who self-identify as a Gypsy or Traveller, but who do not travel at all for work reasons, likely form part of the need/demand in this category.

6.120 Some existing caravan parks could perhaps expand to meet need, and other sites new sites could also be considered.

Option

- 6.121 Having only a criteria-based policy would not be a reasonable approach to take, as it would not demonstrate how the Greater Norwich authorities would best meet the identified need/demand for this type of accommodation.

Option RC1: Make allocations to deliver at least part of the quantified need/demand for new Residential Caravans, along with a criteria based policy

Such locations would generally be outside existing settlement boundaries, albeit they could be included within new/expanded settlement boundaries. As with Gypsies and Travellers, a criteria-based policy to assess potential new sites against would also need to be included

Allocating to meet the most or all of the identified level of need is therefore considered **the favoured option.**

Questions

- 48. Do you support the favoured option for residential caravans and park homes?**
- 49. Are there any potential locations for new/expanded residential caravans sites that you wish to propose?**

CLIMATE CHANGE

Context

- 6.122 Local plans, particularly those which deliver housing and jobs growth, must take account of their impacts on climate change. National policy⁸⁶ requires that the net UK carbon account for six key greenhouse gases is reduced by 80% by 2050 and imposes a legal duty⁸⁷ to include “Policies designed to secure that the development and use of land in the local planning authority area contribute to mitigation of, and adaptation to, climate change”.
- 6.123 Climate change is highlighted in the NPPF as “central to the economic, social and environmental dimensions of sustainable development”⁸⁸, with LPAs told to “adopt proactive strategies to mitigate and adapt to climate change”⁸⁹. LPAs are also instructed to “plan for new development in locations and ways which reduce greenhouse gas emissions”⁹⁰ and “take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape”⁹¹. Energy issues are covered in paragraphs 6.179 to 6.187 below.
- 6.124 The JCS covers climate change in Policy 1: *Addressing Climate Change and Protecting Environmental Assets*, although the matter also finds expression in several other JCS policies. The two “parts” to climate change are addressed in Policy 1: mitigation (through locating and designing development to use resources efficiently and minimising greenhouse gas emissions) and adaptation (the location and design of new development to be adapted to a changing climate and more extreme weather).
- 6.125 Annual monitoring results show that carbon dioxide (CO₂) emissions per capita have generally decreased year-on-year across Greater Norwich since 2011/12. However, it is unclear whether, with a growing population, overall emissions have risen over the period.
- 6.126 The GNLP’s draft environment objective is: *To protect and enhance the built and natural environment, make best use of natural resources, mitigate against and adapt to climate change* and the communities objective is: *To grow vibrant, healthy communities giving people a high quality of life in well-designed developments with good access to jobs, services and facilities*. The overall vision is relevant to climate change too: *To grow vibrant, healthy communities supported by a strong economy and the delivery of homes, jobs, infrastructure and an enhanced environment*. It is also important to note that greenhouse gas emissions/climate change is one of the Sustainability Appraisal objectives and so reasonable alternatives for all policies will all be assessed against it.

⁸⁶ The 2008 Climate Change Act

⁸⁷ The 2004 Planning and Compulsory Purchase Act

⁸⁸ Paragraph 93

⁸⁹ Paragraph 94

⁹⁰ Paragraph 95

⁹¹ Paragraph 99

Option

6.127 No alternative approaches to **the favoured option** have been identified.

CC1 Continue the current policy approach

The favoured option is for the GNLP to include a policy to consider the impacts of climate change based on the current policy approach.

Question

50. Do you support the favoured option for climate change policy?

AIR QUALITY

Context

- 6.128 Successful planned growth needs to take account of its impacts on air quality. Air quality impacts on health and quality of life and the plan should take positive steps to address current air quality problems. This section discusses how the plan should tackle the issue.
- 6.129 The NPPF⁹² requires that planning policies should ensure that, taking into effect cumulative impacts and the presence of any Air Quality Management Areas (AQMAs), compliance with air quality values should be achieved. The inter-relationship between planning and air pollution is further detailed, with new development in AQMAs being required to be consistent with the local Air Quality Action Plan and the importance of assessing cumulative impacts of developments on air quality being particularly noted.⁹³
- 6.130 There are limited references to air quality in the JCS, although poor air quality in Hoveton (just across the bridge from Wroxham, in North Norfolk district) is noted. An AQMA was designated in Hoveton and so development in Wroxham may impact air quality in Hoveton, and vice versa.
- 6.131 There has been at least one AQMA in Norwich since 2003. Four individual AQMAs were amalgamated into a single Central Norwich AQMA in 2012, covering the area within the Inner Ring Road. Norwich City Council published the most recent Air Quality Action Plan in 2015, and an Air Quality Annual Status Report was published in 2016. The action plan details measures to be taken to reduce nitrogen dioxide (NO₂) to below threshold levels, largely focussing on transport and travel measures. NATS has an important role in tackling these issues through implementation measures such as prioritising sustainable transport.
- 6.132 All three Greater Norwich authorities have existing development management policies covering air quality⁹⁴, although the precise details and coverage vary. All three authorities also have development management policies requiring Transport Assessments and/or Travel Plans to be prepared and submitted alongside relevant applications, which must encourage sustainable modes of travel.
- 6.133 Air quality, particularly in Norwich, was noted as a concern by stakeholders at the Issues workshops, and it was felt that traffic reduction should be tackled. The need for better monitoring of air quality elsewhere in Greater Norwich was also raised as an issue.
- 6.134 In July 2017, in response to the requirements of the High Court, the Government published the [UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations](#). In it,

⁹² Paragraph 12

⁹³ Paragraphs 109, 120 and 124

⁹⁴ EN4 (Broadland), DM 11 (Norwich City) and DM 3.14 (South Norfolk)

29 local authority areas are identified as having exceeded NO₂ target levels persistently, and so are required to take local action to resolve the issue within the shortest time possible. No particular measures are mandated, but they could include retro-fitting improved engines to local buses, support for cycling, changes to infrastructure and the introduction of vehicle charging zones. No Greater Norwich authorities are on the current list, but should NO₂ emissions worsen in Norwich, or not improve sufficiently, it is conceivable that Norwich could be added to the list later. The Government also announced in July 2017 that the sale of new petrol- and diesel-fuelled cars would be banned in the UK by 2040.

- 6.135 The draft GNLP environment objective is: *To protect and enhance the built and natural environment, make best use of natural resources, mitigate against and adapt to climate change* and the communities objective is: *To grow vibrant, healthy communities giving people a high quality of life in well-designed developments with good access to jobs, services and facilities*. The overall vision is relevant too: *To grow vibrant, healthy communities supported by a strong economy and the delivery of homes, jobs, infrastructure and an enhanced environment*.

How should air quality be covered in the GNLP?

- 6.136 The potential implications of development on air quality (and vice versa) will be considered through the development of the GNLP. Individual sites will be considered through the site assessment process, and relevant planning applications may need to demonstrate how they have assessed air pollution impact. Given the increased recognition of the dangers caused by poor air quality, the existing development management policies may need to be strengthened to enable air quality impacts to be assessed and mitigated.
- 6.137 There are links to other issues, and not just NATS. For example, improving the availability of high-speed broadband in rural areas could potentially facilitate greater home-working, and so reduce the need to travel by motorised vehicles. Two reasonable alternatives have been identified:

Options

Option AQ1 – Require planning applications which have the potential to impact on air quality to be accompanied by air pollution impact assessments and mitigation measures

This approach could see policy criteria developed against which types of planning applications would be judged, and/or in which areas of Greater Norwich would need to be accompanied by air pollution impact assessments. The results of the assessments would need to influence the design and layout of the scheme, and would be expected to also influence other potential mitigation measures (such as open space provision, tree-planting, cycle-path provision, public transport provision, any electric vehicle charging points etc).

There are potential benefits from having an over-arching air quality policy in the GNLP, to better ensure that cumulative and consequential impacts of developments can be considered on a similar basis throughout Greater Norwich. It would also clearly demonstrate that the requirements of the NPPF in relation to air quality are being considered. A further benefit is that this policy approach could evolve with the review of the NATS programme.

This is considered to be **a reasonable alternative**.

Option AQ2 – Do not have a specific policy in the GNLP on air quality

There is already existing policy coverage of air quality matters and related issues in the three districts' development management policies documents. Taken with the NPPF requirements in relation to air quality, specific policy coverage in the GNLP could represent unnecessary duplication.

However, there is an existing AQMA in Norwich, and with the Government's increased focus on improving air quality nationwide, a new, up-to-date policy to detail how relevant applications will need to consider the issue of air quality may be needed.

Although arguably a less positive approach than Option AQ1, this is also considered to be **a reasonable alternative**.

Question

51. Which approach do you favour for air quality?

THE ENVIRONMENT

FLOODING

Context

6.138 Given the likely impact of climate change on increasing flood risk, it is important that the GNLP, like current planning policy for Greater Norwich, steers new development away from flood risk areas as far as possible. The plan must ensure that development mitigates against, and if necessary, is adapted to flood risk.

It is also important that statutory bodies and undertakers have full regard to flood risk and provide clear advice to the local planning authorities to enable them to assess planning applications.

6.139 To achieve this, the NPPF states that LPAs should take “full account” of flood risk⁹⁵ and requires local plans to “take account of climate change over the longer term, including factors such as flood risk”.⁹⁶ It also makes it clear how local plans should consider the assessment, and implications, of flood risk in seeking to steer development to areas with the lowest probability of flooding⁹⁷, with the Planning Practice Guidance providing much more detail.

6.140 Current Greater Norwich flood risk policy⁹⁸ emphasises that mitigation of any existing risk to be undertaken through good design and the use of sustainable drainage (SuDS) techniques. More detailed flood risk policies are in development management documents. Monitoring results over the years since 2011/12 show that no developments have been approved against the advice of the Environment Agency.

6.141 The main flood-related issue raised at the Issues workshops was the need to consider a whole-catchment approach to water management – such as flood storage in more upstream parts of river catchments.

6.142 A Stage 1 Strategic Flood Risk Assessment (SFRA) has been carried out for the Greater Norwich area, alongside the production of SFRAs for Great Yarmouth, North Norfolk and King’s Lynn and West Norfolk Borough Council by the same consultancy, JBA. The SFRA has been prepared with the ongoing involvement of Norfolk County Council (as Lead Local Flood Authority) and the Environment Agency. It applies the latest climate change allowances to models of river (fluvial) flooding, taking into account existing information on tidal/coastal flooding, groundwater flooding and surface water flooding (amongst other types). The SFRA maps show that some fluvial flood areas have expanded (as would be expected, given that the most recent climate change allowances require higher levels of rainfall and river flow to be taken into account), but there are no major differences compared to the previous (2007)

⁹⁵ Paragraph 94

⁹⁶ Paragraph 99

⁹⁷ Paragraphs 100-102

⁹⁸ JCS policy 1

SFRA that was prepared to inform the JCS. Surface water flooding has been the main type of flooding in Greater Norwich in recent years, caused by intense rainfall overwhelming drainage infrastructure, and the 2017 SFRA details some of these events.

- 6.143 The main fluvial flood risks are along the main rivers (the Wensum, Yare, Waveney and their tributaries), although smaller, non-main rivers can also have areas of risk. Norwich is the area with most (about 11,000) properties at risk of flooding in a 1 in 100-year flood event, and the city was named an Indicative Flood Risk Area by the Environment Agency in July 2017. Surface water flooding is known to be an issue in various settlements, including parts of Norwich, Poringland/Framingham Earl, Harleston, Long Stratton, Acle and Aylsham.
- 6.144 The draft GNLP environment objective is: *To protect and enhance the built and natural environment, make best use of natural resources, mitigate against and adapt to climate change.* The overall vision is relevant too: *To grow vibrant, healthy communities supported by a strong economy and the delivery of homes, jobs, infrastructure and an enhanced environment.*

How should flooding and flood risk be covered in the GNLP?

- 6.145 There is relatively little flexibility in how flood risk should be considered in preparing a local plan. In essence, development should be located away from areas of highest flood risk through the application of the Sequential Test⁹⁹. If, following consideration of the Sequential Test, it is felt that, consistent with wider sustainability objectives, it is not possible for development to be located in lower flood-risk areas, then the Exception Test can be applied¹⁰⁰. Parts of the centre of Norwich are most likely to fall into this category, but other areas of Greater Norwich, where there is brownfield land in town centres, could also do so.
- 6.146 All relevant planning applications¹⁰¹ must be accompanied by a site-specific Flood Risk Assessment. Mitigation of residual flood risk is important, as stated in the NPPF, and where possible, new developments should reduce flood risk overall. The use of SuDS techniques is strongly encouraged by the SFRA, and it also recommends that all relevant applications be accompanied by a Surface Water Drainage Strategy, to show how the design and drainage of a scheme will prevent properties from flooding from surface water. A key issue for the GNLP to consider is the extent to which a whole-catchment approach to flood risk should be practised.

Option

- 6.147 Some LPAs rely on requiring new development to follow the NPPF requirements only. However, as this approach would not meet the clear recommendations of our

⁹⁹ NPPF paragraphs 100 and 101

¹⁰⁰ NPPF paragraph 102

¹⁰¹ As defined in footnote 20 to NPPF paragraph 103

SFRA, especially to deal with surface water flooding risks, and would risk a lack of coordination between sites and a lack of clarity about the long-term maintenance regime for SuDS infrastructure, it is **unreasonable**. Based on national policy and local evidence, a favoured option has been identified:

Option FR1 – Require all relevant applications to undertake a site-specific Flood Risk Assessments and to provide a Surface Water Drainage Strategy showing how any SuDS infrastructure will be maintained in perpetuity

This approach follows NPPF and Greater Norwich SFRA recommendations, requiring flood risk and drainage matters to be considered at the very earliest stages of a scheme's design.

This is **the favoured option**.

Question

52. Do you support the favoured option for flood risk policy?

NATURE CONSERVATION, GREEN INFRASTRUCTURE AND HABITATS REGULATION

ASSESSMENT MITIGATION

Context

- 6.148 Greater Norwich’s high quality natural environment is a significant factor in defining the area. Maintaining and enhancing these natural assets provides benefits for existing and new communities. It is important that the impacts of growth on the natural environment are mitigated both for environmental reasons and because the character of the area is key to the local economy, supporting successful growth.
- 6.149 Greater Norwich has a number of nature conservation sites that are protected under international legislation or agreements – Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites. In addition, the Norfolk and Suffolk Broads has a status equivalent to that of a National Park. Other sites are designated nationally, principally Sites of Special Scientific Interest (SSSIs), and a variety of habitats and species are protected under the 1981 Wildlife and Countryside Act.
- 6.150 Green infrastructure (GI) is defined in the NPPF Glossary as “*a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities*”. Section 11 of the NPPF is entitled *Conserving and Enhancing the Natural Environment* and details the main national policies on environmental protection, which include a range of requirements, such as planning for the creation, protection enhancement and management of green infrastructure and biodiversity¹⁰². The NPPF also says that “Great weight” should be given to conserving the landscape and scenic beauty of the Broads¹⁰³ and criteria-based policies should be developed which will distinguish between the hierarchy of designated sites¹⁰⁴. This is important to the GNLP as development and recreation and tourism pressure on the Broads is significant.
- 6.151 Current Greater Norwich policies¹⁰⁵ cover the protection of nationally and internationally designated nature conservation sites, and promotes improvements to open spaces, green infrastructure and biodiversity. The proposed Green Infrastructure Network for Greater Norwich¹⁰⁶ is a map showing the key existing and planned areas of protection and improvement. The three districts all have individual development management policies protecting lower-tier designated nature conservation sites.
- 6.152 The Habitat Regulations Assessment (HRA) for the JCS highlighted the particular pressures on the Broads, and various mitigation measures were identified as being required, including buffer zones and alternative destinations to help manage visitor pressure on the Broads and other nearby nature conservation sites. The need for

¹⁰² Paragraph 114

¹⁰³ Paragraph 115

¹⁰⁴ Paragraph 113

¹⁰⁵ JCS policies 1 and 2

¹⁰⁶ In JCS Policy 1

mitigation measures were identified for the homes allocated in the NEG T in Broadland¹⁰⁷ with greater detail considered in the now-adopted Growth Triangle Area Action Plan.

- 6.153 The AMRs show that a number of improvements to the GI network have been delivered, or are planned to be delivered, as new development has been permitted and delivered. The condition of designated nature conservation sites has generally improved since 2011/12 too, although it remains below target for SSSIs.
- 6.154 Attendees at the Issues workshops believed there to be a deficiency of green infrastructure in Greater Norwich, focussing particularly on the availability of accessible semi-natural green spaces, such as country parks. The problem of funding and maintenance of such spaces was recognised, but self-funding (through car-parking charges, on-site café etc.) were identified as options. Improved links to GI outside Greater Norwich were also identified as being important.
- 6.155 Various pieces of evidence base work have been undertaken, or are still underway, in relation to nature conservation and GI. A *Recreation Impacts Study – Visitor Surveys at European Protected Sites* was carried out across Norfolk and published in 2017. The study concludes that, in Greater Norwich, tourism and pressure from a growing population of local residents will continue to increase, especially in the Broads. Further work will be likely to need to be done to investigate the capacity of specific sites to absorb visitor pressure. Working with the other Norfolk LAs to investigate cumulative impacts and potential mitigation measures will therefore be important.
- 6.156 A Green Infrastructure Mapping Project is also underway across the whole of Norfolk. When complete later in 2017 this should allow the expansion of the current Greater Norwich GI network, which is viewed as an exemplar project, into the rest of Norfolk and the adjoining counties.
- 6.157 The HRA for the GNLP, which must be prepared to accompany any local plan, is also underway. The HRA screening report identifies different types of impact and mitigation for SAC, SPA and Ramsar sites. Potential impacts on European-designated sites identified include:
- Increased urbanisation of the countryside leading to fly tipping, littering or predation by domestic animals;
 - Increased ground water abstraction, leading to detrimental impacts on biodiversity through:
 - changing the balance of freshwater to saline water in coastal wetlands;
 - depleting river flows and increased potential for saline water incursion;
 - depleting river flows with the effect of reducing dilution of pollutants and nutrients;
 - reduced ground water inputs/irrigation of fen areas

¹⁰⁷ JCS Policy 10

- Chemical release or water recycling plant failure resulting in pollution from waste water discharges;
- Increased emissions from vehicular traffic;
- Disturbance and trampling from people and especially dog walkers where nutrient enrichment from dog excrement is also an issue.

6.158 The draft GNLP environment objective is: *To protect and enhance the built and natural environment, make best use of natural resources, mitigate against and adapt to climate change.* The overall vision is relevant too: *To grow vibrant, healthy communities supported by a strong economy and the delivery of homes, jobs, infrastructure and an enhanced environment.*

How should nature conservation and Green Infrastructure be covered in the GNLP?

6.159 There are a large number of internationally designated nature conservation sites in the area both in the Broads and in Greater Norwich itself, such as the Wensum Valley. Legally, the GNLP will need to include a policy to ensure that new development does not have a negative impact on these designated sites. Without mitigation measures, some housing sites could probably not be allocated or permitted. Potential impacts on the designated nature conservation sites will depend partly on the growth distribution options and the housing sites chosen.

Options

6.160 Two possible approaches are suggested for protecting the designated sites:

Option NC1 – Require housing developments to provide additional green space on-site to address the impact of housing growth on designated nature conservation sites

This approach could be particularly appropriate for new development near designated sites, especially near the Broads. Such developments are likely to attract regular visitors (especially dog-walkers) to designated sites, adding to pressure there. Larger developments could provide “**Suitable Alternative Natural Green Space**” (SANGS) on their sites; smaller developments would have to make payments to provide the SANGS elsewhere.

This is a **reasonable alternative**.

Option NC2 – Require housing developers to make payments so that impacts on the designated nature conservation sites are addressed.

Payments could be used to fund measures such as: relocating parking, improved signage, wardens, other management measures, directing visitors to less sensitive parts of the sites or other locations and reducing vehicular access to designated sites.

This is also a **reasonable alternative**. Implementation will require agreement and work with other authorities and organisations, particularly the Broads Authority.

Question

53. Which option do you support?

6.161 It will also be essential that the multi-functional GI network established in the JCS¹⁰⁸, which is intended to provide a long term focus for investment, continues to be developed. Parts of this network have been added to or improved in recent years, in many cases with CIL funding. Greater Norwich's approach to developing the GI network is planned to be extended county-wide through the NSF.

Question

54. Do you think any changes should be made to the Green Infrastructure network?

¹⁰⁸ See JCS page 33

LANDSCAPE

Context

- 6.162 The varied landscapes of Greater Norwich, as well as the unique landscape of the neighbouring Broads, are a major asset for the area. Therefore it is essential that new development is focussed in areas where it will minimise impacts on the landscape and respects its character, being designed to take account of and enhance landscape settings.
- 6.163 The NPPF states that valued landscapes should be protected and enhanced¹⁰⁹, and LPAs are required to set criteria-based policies against which development proposals potentially affecting protected landscape areas¹¹⁰. A “hierarchy” approach to policies should be practised, reflecting the distinctions between national and local landscape designations, with intrinsically dark landscapes protected from light pollution through effective planning policies¹¹¹. Where appropriate, landscape character assessments should be prepared, along with historic landscape character assessments¹¹².
- 6.164 Various landscape character assessments have previously been undertaken to support local plan documents. There are no nationally-designated landscape areas in Greater Norwich, although the Broads Authority area has status equivalent to a National Park, and there is thus a statutory duty to “conserve and enhance the natural beauty, wildlife and cultural heritage of the area”. Current Greater Norwich policy¹¹³ highlights that there are five distinct countryside character areas. Various areas are of particular historic and cultural significance, and there are sensitivities on the urban edges of Norwich and market towns. The Broads area is clearly of particular significance.
- 6.165 Current policy states the importance of maintaining important “Strategic Gaps”¹¹⁴ between Wymondham and Hethersett and between Hethersett and Cringleford. The precise geography of these gaps is out in the South Norfolk Development Management Policies Document¹¹⁵. JCS Policy 2 also emphasises the urban/rural transition and the treatment of key “gateways”. South Norfolk policy¹¹⁶ defines four planning policy tools to protect the landscape setting of Norwich:

- 1) The Norwich Southern Bypass Landscape Protection Zone (NSBLPZ - much of the A47 corridor around the south of Norwich);

¹⁰⁹ Paragraph 109

¹¹⁰ Paragraph 113

¹¹¹ Paragraph 125

¹¹² Paragraph 170

¹¹³ JCS Policy 2

¹¹⁴ JCS Policy 10

¹¹⁵ Policy DM 4.7 and the Proposals Map

¹¹⁶ Policy DM 4.6

- 2) Key Views (long-distance views into Norwich from the south-west and south-east);
- 3) Undeveloped Approaches (various road and rail corridors with a distinctive rural character); and
- 4) Gateways (distinct landscape/townscape changes which mark the “arrival” into Norwich.) The Norwich Local Plan also identifies key gateways, both on the edge of the city council area, and on the edge of the city centre.

6.166 Finally, Rural River Valleys and Urban Valley Fringe landscape areas are identified as having special qualities¹¹⁷, with the Norwich policies recognising the significance of the Wensum and Yare valleys in landscape terms¹¹⁸.

6.167 Broadland policies¹¹⁹ focus on its Landscape Character Assessment SPD, and the protection of gaps between settlements, although these are not formally designated as Strategic Gaps.

6.168 The Broadland North East Growth Triangle AAP has a policy¹²⁰ protecting an area either side of the NDR from inappropriate development. This is similar to the A47 southern by-pass protection zone in the South Norfolk Local Plan.

6.169 The AMRs show that landscape protection policies generally work well. Relatively few applications that might adversely affect key landscape designations tend to be made, because of the high chance of refusal, and those that are tend to have significant mitigation requirements. More generally, landscape character is an important consideration in a number of planning applications, and the layout and design of schemes need to take into account the effect of landscape character.

6.170 One major housing application within the Wymondham-Hethersett Strategic Gap was approved on appeal by the Secretary of State in 2016, comprising about 12 hectares of land (up to 300 dwellings), and two small applications in one of the Strategic Gaps were approved by South Norfolk Council.

6.171 At the Issues workshops key valley forms and geological/geomorphological landforms were felt to need appropriate protection, including some undesignated sites. Some attendees also asserted that a robust assessment of the need for, and extent of, any Strategic Gaps should be undertaken, particularly in locations where their existence might prevent the delivery of much needed housing.

6.172 The draft GNLP environment objective is: *To protect and enhance the built and natural environment, make best use of natural resources, mitigate against and adapt to climate change.* The overall vision is relevant too: *To grow vibrant, healthy communities supported by a strong economy and the delivery of homes, jobs, infrastructure and an enhanced environment.*

¹¹⁷ South Norfolk development management policy DM 4.5

¹¹⁸ Policy DM3

¹¹⁹ Policy EN2 *Landscape*

¹²⁰ GT2: *Green Infrastructure*

How should landscape be covered in the GNLP?

6.173 Two main areas need to be covered: firstly, landscape character and specific landscape protection policies; and secondly, the need for, and location and extent of, any Strategic Gaps.

Landscape character and protection

6.174 The existing landscape character evidence base in Greater Norwich is up-to-date; whilst landscape character can alter over time due to changes caused by new development and differing land management practices, these changes tend to be slow and rarely alter the fundamental character of landscapes.

6.175 The slightly different approaches to landscape taken in South Norfolk, Norwich and Broadland could be continued, or a similar approach could be taken to landscape protection in Broadland as exists in South Norfolk.

Options

Option LA1 – Retain the current South Norfolk Local Plan approach, extending the principles to those parts of Broadland closest to Norwich, including the route of the Norwich Northern Distributor Road.

This approach recognises that maintaining the setting of Norwich in relation to its rural hinterland is important, with the considerable development pressures that exist in fringe areas. It does not mean that development would be inappropriate, but the sensitivity needs to be recognised. Similarly, some key landscape types – particularly the Broads, rural river valleys, and the Yare and Wensum valleys are of particular landscape sensitivity. Some more detailed landscape work would be necessary to identify locations for Key Views, Undeveloped Approaches and Gateways in the Broadland/Norwich transition zone.

This is considered to be **the favoured option**.

Option LA2 – Retain the general current approach to landscape protection in the current three separate local plans

This option recognises there are different policy frameworks dealing with landscape issues in the three districts in current local plans, and that this could be rolled together into the GNLP. This might not enable a more consistent approach to be taken in the GNLP, including a wider consideration of impacts on the Norwich/Broadland boundary, but it is considered to be **a reasonable alternative**.

Question

55. Which of these options do you favour?

Strategic Gaps

- 6.176 Strategic Gaps are not purely a type of landscape designation. They are generally used where there is separation between settlements, and that separation is an important in retaining the identity of separate settlements and, often, in the landscape character of the area.
- 6.177 The two current Strategic Gaps in Greater Norwich were designated after considerable debate and challenge in the adopted South Norfolk development management policies document. Broadland development management policy EN2 highlights the gaps between settlements as one of the landscape characteristics that must be taken into account when considering development proposals, but does not identify and designate any specific Strategic Gaps.

Option

- 6.178 No alternatives have been identified for this issue.

Option SG1 – Assess whether any new locations should be designated as Strategic Gaps.

The two current Strategic Gaps were subject to rigorous debate in the production of the South Norfolk local plan, and are likely to remain a soundly based (notwithstanding that some residential permissions have been allowed in the two Gaps subsequently). The current South Norfolk policy (DM4.7) does not completely prohibit non-agricultural development in the Gap, but is criteria-based. A similar criteria-based policy would appear appropriate in the GNLP, alongside the consideration of the correct geography of the two current Gaps, and any other areas that might now be considered appropriate to be designated as new Strategic Gaps

This is considered to be **the favoured option**.

Question

- 56. Should the GNLP protect additional Strategic Gaps and if so where should these be?**

ENERGY

Context

- 6.179 Local plans must demonstrate a positive strategy to promote the delivery of renewable and low carbon energy¹²¹. There has been a significant growth in renewable energy production in Greater Norwich in recent years, largely from small and large-scale solar installations and wind energy, along with a more limited amount of biomass development. However, recent Government policy and legislation¹²² mean that local plan policies cannot require energy efficiency for dwellings in excess of Building Regulations requirements, and wind turbines can only be developed in areas specifically identified in Local or Neighbourhood Plans.
- 6.180 Current Greater Norwich policy¹²³ requires developers to maximise the use of decentralised and renewable or low carbon energy (DRLCE) sources, with a 'Merton Rule' requirement for sites of 10+ dwellings or 1,000m² of non-residential development to provide 10% of the scheme's expected energy requirements from these and maximise opportunities for sustainable construction. Larger schemes (500+ dwellings or 50,000m² non-residential development) should maximise energy from DRLCE sources.
- 6.181 This has been monitored in the AMR by CO₂ emissions per capita, which have reduced, and by the capacity of renewable energy permitted, which has fluctuated, although permitted development rights mean there may be significant micro-generation installations which are not recorded.
- 6.182 There was considerable discussion of the energy issues at the Issues workshops. Some felt that there should be a push for more rooftop solar/photovoltaics as the recent development of battery technology could enable better and more effective storage of locally-generated renewable electricity.
- 6.183 Wind turbines were believed to sometimes be "imposed" on communities and consequently taking more local control and ownership should be considered, perhaps through Neighbourhood Plans. Others felt that wind power should only be considered offshore, instead of using valuable agricultural land.
- 6.184 Some felt that solar farms should only be allowed on agricultural land of grades 3-5 (i.e. not the highest quality grades 1-2). Others believed that it is unnecessary to have policies on energy use because Building Regulations deal with the issues.

How should energy be covered in the GNLP?

- 6.185 Some evidence suggests that the minimum development size appropriate for decentralised energy is approximately 500 dwellings, but in a densely developed location, decentralised energy can be provided for existing dwellings so the

¹²¹ NPPF Paragraph 97

¹²² Set out in written ministerial statements and elements of the Deregulation Act 2015

¹²³ JCS policy 3

minimum development threshold could perhaps be lower. The “Merton Rule” requirement could potentially be increased but this could end up increasing costs overall, causing reductions in the spending on fabric of the buildings (i.e. for greater energy efficiency). One main issue identified is the limited previous consideration of local grid connections, particularly at strategic employment locations, and the need to consider this at an early stage in the planning process. The capacity of the grid and local grid connections are likely to take on increased importance and are a key Duty to Co-operate issue.

Options

- 6.186 There are two **unreasonable** approaches in this policy area. Not having a policy at all, merely relying on the relying on national and DM policies already adopted by districts is considered to be unacceptable as this option would not conform to the NPPF¹²⁴ requirement for a positive strategy to promote energy from renewable and low carbon sources and to maximise renewable and low carbon energy development.
- 6.187 A second **unreasonable** approach would be to require a higher minima of DRLCE sources than the current JCS – there is no current evidence that this is achievable.

Option EN1: Keep a “Merton” policy approach, but remove sustainable construction content to avoid conflict with recent Government policy changes. Also identify suitable locations for wind and/or solar power.

This option would be a positive step towards helping to meet carbon reduction targets and would meet the requirements of the NPPF.

This is considered to be **the favoured option**.

Question

57. Should option EN1 be included in the GNLP?

¹²⁴ Paragraph 97

WATER

Context

- 6.188 Greater Norwich, like many parts of the south and east of England, experiences low levels of rainfall and is defined by Environment Agency as an area of water stress. At the same time it has and neighbours internationally important water based environmentally protected sites. In addition, the Water Resources Management Plan 2014 emphasises the need for new development to be water efficient throughout the Anglian Water area, promoting water efficiency, enhanced metering and additional leakage control. The Inspectors at the JCS firmly supported a policy approach focussing on water quality and efficiency. It is therefore essential that growth in Greater Norwich addresses water efficiency and quality issues.
- 6.189 The NPPF¹²⁵ states that “Local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of water supply and demand considerations”. A requirement for all housing development to have higher levels of water efficiency than the Building Regulations can be set if there is local evidence that it is needed and it will not affect viability.
- 6.190 A water policy, supported by an Advice Note to aid implementation, is included in the JCS and has been encouraged regionally for a number of years, previously through the Regional Spatial Strategy and more recently in the emerging Norfolk Strategic Framework. There needs to be a long term commitment to addressing water issues whilst promoting growth.
- 6.191 Water issues discussed at the Issues workshops included the role of the Building Regulations, capacity in waste water treatment networks (WWTW) and the use of reed-bed filtration techniques. Inclusion of a water policy in the GNLP would help to implement draft plan objectives to promote the timely delivery of infrastructure and to protect and enhance the natural environment, make best use of natural resources, mitigate against, and adapt to climate change.
- 6.192 The current JCS policy requires sufficient infrastructure to be provided to meet the needs of additional growth, whilst at the same time generally promoting water efficiency, protection of water quality and protection of areas of environmental importance. It also mentions specific infrastructure upgrades, including strategic sewers and upgrades to Whitlingham and other WWTW.
- 6.193 Specifically in relation to water efficiency in new housing development, changes to the Building Regulations in 2015 removed the ability to continue to apply the adopted JCS policy requirement of 80 litres per person per day (lpppd). The standard Building Regulations requirement is 125 lpppd, but the 2015 changes continue to

¹²⁵ Paragraph 94

allow for a higher standard of 110 lpppd to be applied, if evidence supports it and it is viable.

- 6.194 Viability of development is not affected by water efficiency requirements. The cost per dwelling of implementing the higher Building Regulations water efficiency standard of 110 lpppd is only £10 and the emerging GNLP viability study has shown that such a low additional cost will have no impact on development viability.
- 6.195 The requirement for water efficiency applies equally to non-housing development, so it is appropriate to continue the JCS approach, supported by an updated Advice Note using BREEAM standards, of requiring non domestic development to be water efficient.
- 6.196 Taking the above into consideration, continuation of the current approach is suitable and no alternatives have been identified for water.

Option

Option W1: Require sufficient infrastructure to meet the needs of additional growth, whilst at the same time promoting water efficiency (using available standards), protection of water quality and areas of environmental importance.

This is the favoured option.

Question

58. Do you support option W1?

COMMUNITIES

Context

- 6.197 The GNLP must provide the policy background to enable new communities to grow which have a range of services, good access, and enable people to lead active and healthy lifestyles. The NPPF¹²⁶ has as a Core Principle that planning should: “Take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs. It says that local plans should “promote the retention and development of local services and community facilities in villages such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship”¹²⁷. It also requires that LPAs should “create sustainable, inclusive and mixed communities”¹²⁸ and promotes healthy communities¹²⁹.
- 6.198 Current Greater Norwich policy¹³⁰ covers four main areas: health (including healthy living and care homes needs); crime (designing out crime); education (supporting tertiary education facilities, expansion to/new schools; and community infrastructure and cohesion (new community facilities, libraries and community integration).
- 6.199 The AMRs record a range of indicators for healthy and active living, including obesity, life expectancy and the accessibility to leisure and recreation facilities. There are no clear trends for these indicators in recent years, and recorded crime levels have also fluctuated somewhat. The AMR also records the level of education qualifications – broadly, these have all improved in recent years.
- 6.200 There was general support for the need for healthy communities to be developed at the Issues workshops. Some attendees believed that there is a deficit of GI across Greater Norwich, with accessibility of semi-natural green spaces for residents important.
- 6.201 The draft GNLP communities objective is to grow vibrant, healthy communities giving people a high quality of life in well-designed developments with good access to jobs, services and facilities.

¹²⁶ Paragraph 17

¹²⁷ Paragraph 28

¹²⁸ Paragraph 50

¹²⁹ Section 8

¹³⁰ JCS Policy 7, *Supporting Communities*

Location of affordable housing within sites

- 6.202 The amount of affordable housing secured through Section 106 agreements on normal “market” housing sites is covered in the Housing Delivery section of the GNL. The provision of affordable housing as part of sites above the affordable housing threshold is an important part of achieving mixed and balanced communities and the location of affordable housing within sites can be important, too.
- 6.203 Affordable housing on a mixed should be “tenure-blind” – in other words, it should be very difficult to tell the affordable housing from external appearance of the building. “Pepper-potting” of affordable houses is the generally preferred approach (i.e. mixing affordable houses with market houses), but it is recognised that for Registered Providers (companies managing affordable houses), there can sometimes be economies of scale in the locating small clusters of affordable houses together. An outcome to avoid is the location of **all** the affordable housing for a development to be located in one part of the site together.

Options

- 6.204 Not setting policy for the distribution of affordable housing across and within housing sites would be **unreasonable**. This is because it would run a significant risk of “affordable only” sections of development sites being created and would be contrary to the NPPF.

Option COM1: Affordable housing should usually be spread evenly across housing sites and should be tenure-blind in appearance.

It is accepted that management scales of efficiency may sometimes militate in favour of small clusters of affordable dwellings rather than individual affordable dwellings. However, overall this approach is to avoid the danger of affordable housing (particularly social/affordable rented) being located away from the main body of ‘market’ housing, thus risking the creation of unmixed and unbalanced local communities. It would not apply “exception” sites (which will be mostly or entirely affordable housing anyway).

This is considered to be **the favoured option**.

Question

59. Do you support option COM1 for the distribution of affordable housing?

Health Impact Assessments

- 6.205 Current policy¹³¹ requires that Health Impact Assessments (HIAs) are undertaken to support “large-scale” housing proposals, with the threshold specified at 500

¹³¹ JCS Policy 7

dwellings in the accompanying advice note. HIAs assess the potential effects of a scheme on active lifestyles and the health of a population and identify the health care facilities required to support the development. This should help inform the design and layout to best allow for walking, cycling, open space and recreation and mitigate the impacts of vehicular traffic, especially in relation to air quality and noise.

Options

Option COM 2: Require that developers submit a Health Impact Assessment for sites of 500 dwellings plus

The HIA would show how the layout and facilities of new communities would give people the best opportunities to live healthy and active lifestyles and identify the health care facilities required to support the development. Where larger sites are subdivided, the overall size of the site would be used as the threshold, with an overarching masterplan and/or design code necessary covering the whole site

This is **the favoured option**.

Option COM 3: Do not require that developers prepare and submit a Health Impact Assessment for any scale of development. Instead, only the requirements of the NPPF and any relevant adopted Development Management policies would need to be taken into account. Voluntary HIAs would be welcomed, however, and there could be supporting text even without a policy

This is **a reasonable alternative**.

Question

60. Which option do you support?

Neighbourhood Planning

6.206 Neighbourhood Plans provide local communities with the power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. They give local communities the ability to choose where they want new development to take place, to say what new buildings should look like and what infrastructure should be provided. They are prepared in consultation with the local community and be the subject of a local referendum before they are “made” (adopted). They should support the strategic needs set out in the local plan and plan positively to support local development. When made they become part of the development plan and are considered alongside the district local plan when planning applications are determined.

6.207 As of September 2017, a number of neighbourhood plans have been “made” (adopted) in Greater Norwich. For further information on these, see the [Broadland](#) webpage and the [South Norfolk](#) webpage.

- 6.208 A number of further parishes have been the subject of area designation and plans for these parishes are at various stages of preparation. Neighbourhood plans can be brought forward at any time and can be developed before or at the same time as the local planning authority is producing its local plan. It is for the local planning authority to work closely with neighbourhood planning groups to minimise any conflicts between policies in the neighbourhood plan and the emerging local plan.
- 6.209 There is an opportunity for local communities to bring forward sites for development in neighbourhood plans in parallel with the developing local plan process and accordance with the emerging level of growth agreed with the local planning authority and share evidence the evidence being prepared by the Local Planning Authority and vice versa. Where there is a “made” neighbourhood plan, the local community will also benefit from enhanced Community Infrastructure Levy contributions. The councils therefore encourage local communities to prepare neighbourhood plans, particularly where those communities are identified for growth. If there is any conflict between plans the decision maker must favour the policy which is contained in the last document to become part of the development plan.
- 6.210 An important part of the assessment of the “Basic Conditions” tests of a Neighbourhood Plan is that the policies of the Neighbourhood Plan are in “general conformity” with the strategic policies contained in the development plan for the area (i.e. the various local plan documents).

Option

Option NP1: Identify which policies in the GNLP are classed as “strategic” for Neighbourhood Planning.

The strategic policies in the GNLP will be identified and set out in a table in supporting text.

This is **the favoured option.**

Question

61. Do you support option NP1? If so, which GNLP policies should be “strategic”?

CULTURE

Context

- 6.211 Culture comes into many aspects of planning. It is of particular significance in Greater Norwich, both due to the current breadth and depth of the cultural offer available and the potential for culture to play an increasing role as our communities grow. The NPPF state that planning should support strategies to improve cultural wellbeing for all, and deliver sufficient community and cultural facilities to meet local needs. Many of the uses that could be classified as 'cultural' facilities are also classified as Town Centre Uses in the NPPF, indicating that a significant element of cultural provision will relate to the strategy for the city and town centres.
- 6.212 Within the JCS culture is specifically contained within Policy 8 'Culture, Leisure & Entertainment'. This clearly places culture as part of the wider 'offer' the Greater Norwich area, with venues and events being seen as bringing economic benefits, related to both visitors and residents, both in terms of direct income generation and spin-off effects for the wider economy. Cultural assets which enhance the local economy include museums, galleries, theatres, sports venues and festivals; specific events and venues mentioned include Norwich City Football Club and the Royal Norfolk Show. The scope of JCS Policy also sets culture within the wider context of the history, architecture and landscape of the Greater Norwich, recognising the multitude of historic buildings such as Norwich Cathedral, Norwich Castle, Blickling Hall and Wymondham Abbey, and the distinctive landscapes of the area. Culture also performs a function in terms of building and maintaining community identity.
- 6.213 The three development management policies documents also contain a number of cultural elements.
- 6.214 Currently there is little evidence from the AMR on the extent to which the existing policy has been used directly, either to support other local plan documents or through the development management process. Whilst the role of culture is referred to in the Norwich and South Norfolk development management policy documents, it is principally in the context of main town centre uses. Currently there are no indicators in the AMR which effectively measure the effectiveness of the current policy.
- 6.215 The Issues workshops had no direct outputs related to culture, the workshop outputs identified a need to build on current employment strengths, and to emphasise the local lifestyle to attract inward investments. Cultural and creative industries are already strong in the Norwich area and the role of the breadth of cultural facilities is a key factor in the high quality of life in the area.
- 6.216 Because of the broad influence of culture in the wider sense, a number of the draft GNLP objectives include elements that are relevant:

- The economy objective makes specific reference to promoting the growth of a *'creative and broad based economy'*, which would undoubtedly include the creative and cultural sectors;
- The communities objective emphasises the need *'to grow vibrant, healthy communities'*, again this would indicate that protection of cultural assets and the provision of new facilities, in the broadest sense, will be a factor in the delivering this objective; and
- The environment objective includes the protection and enhancement of the built and natural environment.

How should Culture be covered in the GNLP?

6.217 The main question in developing a Culture policy is the extent to which it needs to be set out as a standalone policy within the GNLP, rather than being an integral element of other policies. Because all of the GNLP policies are currently in their formative stages, the extent to which the elements related to culture will be covered remains uncertain. Three reasonable alternatives have been identified:

Options

Option CUL1: Broadly retain the current approach in existing JCS Policy 8 'Culture Leisure and Entertainment'.

This policy would primarily act as a basis to make requirements:

- Future development management policies in terms of open space, design etc.;
- Site Specific elements of this plan or other documents, such as Neighbourhood Plans or Area Action Plans;
- For the protection of particular assets, such the Norfolk Showground.

The potential consequence of continuing with the current policy approach is that there could continue to be some repetition in the GNLP. For example, the current approach includes: the provision of public art and the promotion of innovative design, which are/could also be covered in a design policy; built facilities for leisure, which are/could equally be included in a communities policy; and access to green spaces, country parks and the wider countryside, which are/could be included in an environment or GI policy.

This is **a reasonable alternative**.

Option CUL2: Develop a simplified Culture policy focussing just on the protection, enhancement and provision of facilities.

This policy alternative would focus on the protection, enhancement and provision of facilities specifically for culture i.e. theatres, cinemas, concert venues, galleries, museums and other venues/spaces which are used for cultural events. This option is likely to need consequent development management policies and/or supplementary planning documents to ensure any criteria for the protection of existing facilities are

clearly set out, or for new facilities which might fall outside defined development boundaries of outside the defined city or town centres.

This is **a reasonable alternative**.

Option CUL3: Do not have a specific policy on Culture. This would effectively incorporate all of the current JCS Policy 8 elements into other policies within the GNLP i.e. open space/leisure/community space and building provision within a 'communities' policy; access to the countryside through the GI element of an 'environment' policy; innovative design/public art within a 'design policy'; and protection of entertainment venues and support for creative industries within the 'economy' and/or 'retail centres' policy (for those cultural venues and facilities, such as markets, cinemas, galleries etc. which are classified as Town Centre uses in the NPPF).

For this policy approach to be effective it would necessary for culture to be a clear underlying theme throughout the plan, noting that it forms an essential element of many different aspects, including the economy, protection and enhancement of existing assets and leisure/recreation time.

This is **a reasonable alternative**.

Question

62. Which option do you support?

THE BROADS

Context

6.218 The Broads, which have a status equivalent to a National Park, border various parts of Greater Norwich, mostly along the main rivers of the Bure, Yare and Waveney. The Broads Authority has its own local plan and is the planning authority for most planning applications within its area. Due to the Broads importance, national policy and legislation recognises their special character and nature. The main functions of the Broads Authority **and others** in relation to the Broads¹³² are: conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads and promoting public opportunities to enjoy the special qualities of the Broads. This means that the GNLP is required to contribute to these functions.

6.219 Current Greater Norwich policy¹³³ details how planning applications close to, but outside, the Broads area should take into account its special characteristics:

JCS 18 - The Broads

In areas of close proximity to the Broads Authority particular regard will be applied to maintaining and enhancing the economy, environment, tranquillity, setting, visual amenity, recreational value and navigational use of the Broads.

Opportunities will be taken to make better use of the benefits of the Broads, and to support its protection and enhancement while ensuring no detrimental impact on the Broadland SPA, Broadland Ramsar and Broads SAC.

6.220 A policy focussing on the Broads needs to be kept, with suggested modifications including:

- Provide greater clarity about the need for the Greater Norwich authorities to have due regard to National Park and Broads objectives¹³⁴;
- Adding reference to the Broads area's purposes and protected status as well as its conservation designations;
- Add references to the protection of landscape character in the Broads;
- Provide greater clarity about how the Greater Norwich authorities should work closely together when considering planning proposals on the boundary with, or near to, the Broads; and
- Ensure that the policy requires proposals near to the Broads area have regard to the protection of the tranquillity and dark skies of the Broads.

6.221 It is important to note that any applications for areas outside the Broads, but which could potentially affect the Broads, would need to take into account the special

¹³² Set out in the Norfolk and Suffolk Broads Act 1998 (as amended)

¹³³ Joint Core Strategy Policy 18 and its supporting text

¹³⁴ This is needed to reflect the Natural Environment and Rural Communities Act 2006 and the Duty to Co-operate

character of the Broads, relevant Broads Local Plan policies and national policies and legislation, irrespective of whether there is a local plan policy covering this matter.

- 6.222 There was relatively little discussion of the Broads at the Issues workshops. However, the need for strong policies to recognise valued landscapes was highlighted, as was adequate provision of and maintenance of GI.
- 6.223 The most relevant objective is the environment objective to protect and enhance the built and natural environment, make best use of natural resources, mitigate against and adapt to climate change.

Option

- 6.224 Given the equivalent National Park status of the Broads and the strong protection set out in legislation and national planning policy for the Broads area, a positive policy approach should be taken.

Option BR1: Have a specific policy covering development proposals close to the Broads, requiring the special characteristics and nature of the Broads area to be taken into account.

The Broads area has long “borders” with the three Greater Norwich districts (particularly Broadland and South Norfolk), and settlements such as Acle, Brundall, Loddon and Wroxham are partly within the Broads. Consideration of the potential implications of planning applications on the Broads from land which is close to, but outside, the Broads area, is therefore important. This is **the favoured option**.

Question

63. Do you support option BR1?

SECTION 7 - MONITORING THE PLAN

Context

- 7.1 Effective monitoring will be central to understanding how well the draft plan's vision and objectives are being achieved. To ensure that the strategy remains on track, the plan will require an effective, appropriate and proportionate monitoring framework to record development progress, assess whether its objectives are being met and gauge the effectiveness of policies, highlighting the need for any policy review at an early stage. Any GNLP policies which are not capable of being monitored effectively may need special justification for inclusion in the plan.
- 7.2 To do this, LPAs are required to publish an AMR. As a minimum, this must cover the preparation and implementation of local plans and report on Duty to Co-operate activities.
- 7.3 Since the JCS was originally adopted in March 2011, monitoring has been undertaken against a range of indicators based on that plan's 12 spatial planning objectives, as well as the separate social, economic and environmental indicators deriving from the JCS sustainability appraisal. The results are published in the Greater Norwich authorities' AMR. As of the last published [AMR](#), which reports on progress for the 2015-16 monitoring year, a total of 53 separate monitoring indicators were used. Monitoring of separate local plan documents in the three districts is included within the overall JCS AMR.

Monitoring of the GNLP

- 7.4 As central and local government resources have reduced in recent years, so monitoring of some contextual plan indicators has also reduced somewhat, with the focus being on key policy information (such as housing and employment land development).
- 7.5 Given that the GNLP will be allocating individual sites, rather than simply setting out strategic development locations as the JCS did, it will be important to ensure that a detailed monitoring framework is in place to record progress on the implementation and delivery of the plan allocations, as well as the strategic area wide policies. This is particularly important in relation to maintaining a five year housing land supply. One specific issue policy may need to cover, however, is the approach that would be taken to help address a shortfall in the five-year supply of deliverable housing land (see below).

Question

64. Are there any current indicators that should be excluded or included in the GNLP monitoring framework?

Shortfall in Housing Land Supply

- 7.6 The NPPF¹³⁵ requires LPAs to “*identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing against their housing requirements...*”. Where this cannot be met from existing permissions and unphased allocations in the local plan, allocations phased for delivery later in the plan period should be brought forward. If, despite these steps, it is still not possible to demonstrate a five-year supply of land, then it may be useful for the GNLP to state how additional sites could be considered in a semi-planned way.
- 7.7 The most obvious solution is for the Greater Norwich authorities to turn to the annually-updated Housing and Economic Land Availability Assessment (HELAA). There are likely to be unallocated sites in the HELAA list which could potentially come forward for development. These would have the advantage over completely new sites in that they have already undergone a level of assessment, and so there could be a higher level of certainty of their delivery compared to windfall developments, which are inherently somewhat unpredictable.

Options

- 7.8 One approach would be to not have a specific policy approach in the GNLP on this matter. In the event of a shortfall in housing land supply, the NPPF requires¹³⁶ that the presumption in favour of sustainable development be applied, with reduced weight afforded to “out-of-date” local plan policies. In practical terms, this means that housing applications on unallocated land should not be refused unless the harm would “significantly and demonstrably outweigh the benefits”. However, having no policy would not meet the NPPF requirement¹³⁷ that steps be taken to “boost significantly the supply of housing”. This option is therefore considered to be **unreasonable**.

Option HLS1 – Allow the most appropriate HELAA sites to come forward if there were no 5-year housing land supply

Depending on the extent of the housing land supply shortfall, a shortlist of potentially acceptable sites would be in the annual Housing Land Supply report. There would need to be a surplus of HELAA sites identified, to ensure choice and competition to be able to demonstrate that there was a five-year supply. Criteria would need to be developed against which to assess the HELAA sites. The councils would aim to work with developers and landowners to deliver sites identified through this process.

This is considered to be **the favoured option**.

Option HLS2 – Do a review of the GNLP to allocate more deliverable sites if there were no 5-year housing land supply

¹³⁵ Paragraph 47

¹³⁶ Paragraphs 14 and 49

¹³⁷ Paragraph 47

The NPPF¹³⁸ states that a local plan “can be reviewed in whole or in part to respond flexibly to changing circumstances”, and the HWP suggests that local plans should be reviewed at least every five years. Given the time it takes to prepare or review even a relatively straightforward local plan, this is unlikely to be a quick solution to remedying a housing land supply shortfall, but it is **a reasonable alternative.**

Question

65. Which option do you support?

General question

66. Are there any other issues relating to the GNL you would like to raise?

¹³⁸ Paragraph 153

APPENDIX 1 – THE GROWTH OPTIONS

The growth options tables 1 to 6 below divide housing figures into commitment, the plan baseline and how the additional homes from the various options would be broadly distributed, including percentage figures of overall growth. “Conceptual” maps are also provided for each option.

The growth options tables 1 to 6 below use the most up to date information on commitment from April 2017 and group commitment and growth in parishes into planning areas as follows:

	Location	Homes Committed	Parish	Homes Committed
Norwich	Norwich	6,999	Norwich	6,999
Fringe Sectors	West	1,625	Bawburgh	14
			Costessey	706
			Easton	905
			Honingham	0
	South West	2,828	Colney	2
			Cringleford	1,458
			Hethersett	1,295
			Keswick	5
			Little Melton	68
	South	290	Bracon Ash	24
			Ketteringham	0
			Mulbarton	117
			Swainsthorpe	1
			East Carleton	0
			Swardeston	76
			Tasburgh	34
			Newton Flotman	38
	South East I	752	Bixley	60
			Caister St Edmunds	18
			Framingham Earl	73
			Framingham Pigot	0
			Poringland	511
			Stoke Holy Cross	90
South East II	264	Bramerton	0	
		Kirby Bedon	0	
		Trowse	264	
East	631	Blofield	465	
		Brundall	33	
		Great and Little Plumstead	129	

			Postwick with Witton	4
	North East	12,976	Spixworth	47
			Old Catton	29
			Rackheath	3
			Sprowston	19
			Thorpe St. Andrew	365
			Growth Triangle	12,513
	North	1,722	Hellesdon	1,377
			Horsford	284
			Horsham St. Faith and Newton St. Faith	61
	North West	297	Drayton	285
			Taverham	12
Main Towns	Aylsham	350	Aylsham	350
	Wymondham	2,674	Wymondham	2,674
			Spooner Row	0
	Diss	319	Diss	269
			Roydon	50
	Long Stratton	1,968	Long Stratton	1,870
Tharston			98	
Harleston	157	Harleston	157	
Key Service Centres	Acle	210	Acle	210
	Wroxham	32	Wroxham	32
	Reepham	173	Reepham	173
	Hingham	53	Hingham	53
	Loddon	206	Loddon	206
			Chedgrave	0
Service and Other Village	38	Scole	38	
	51	Dickleburgh	51	
	372	Other BDC Village	372	
	678	Other SNDC Village	678	
Total	35,665	Total	35,665	

Option 1 Concentration close to Norwich

The majority of the plan's housing requirement to 2036 is already committed. The total requirement for new allocations is 7,200. In order to ensure that urban brownfield sites are maximised and rural needs are addressed, all options include a "baseline position" which provides for 3,900 homes. Therefore there are sites for 3,300 further dwellings to find. Option 1 would concentrate all the 3,300 additional dwellings close to Norwich as urban extensions or in some of the closest villages.

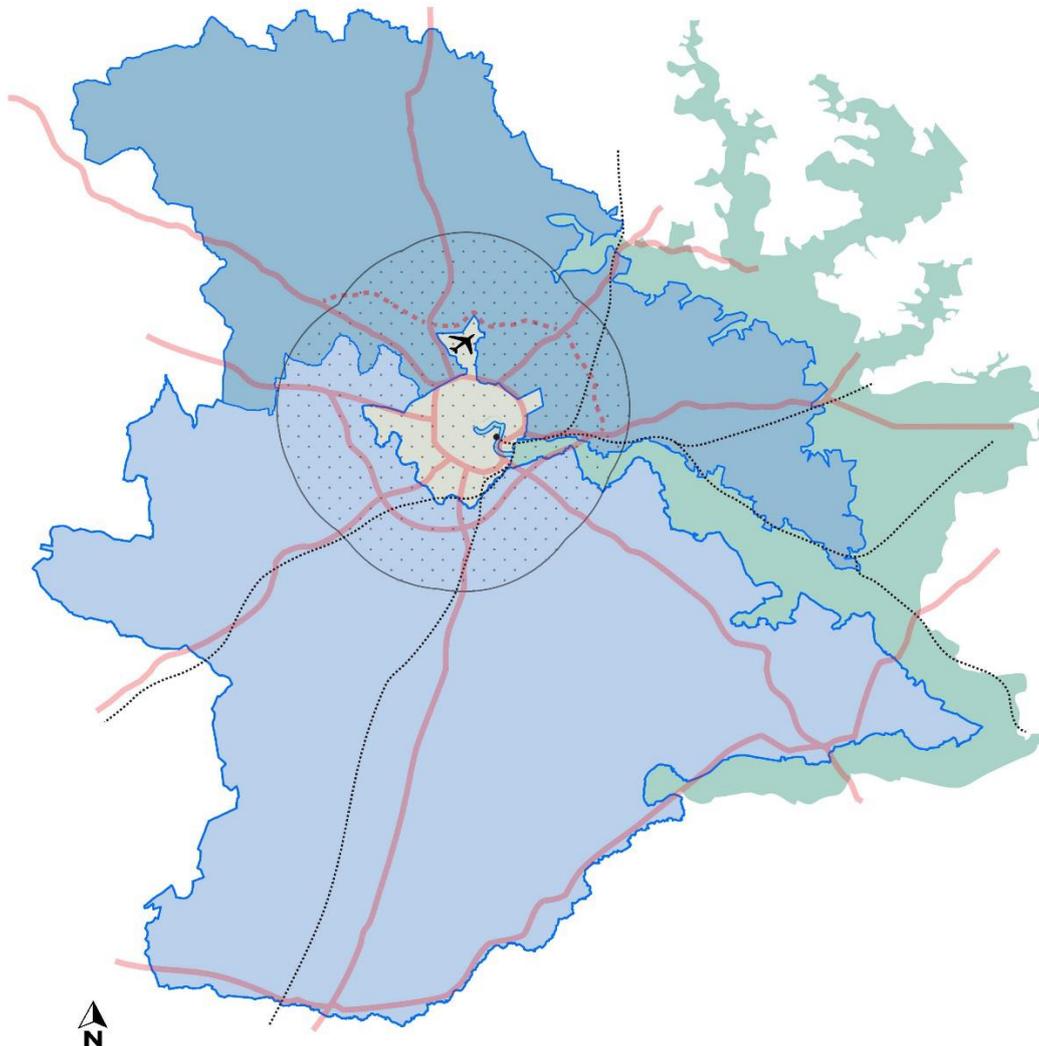
	Commitment ¹³⁹	Baseline	Option 1	Total	Growth %	Distribution of growth option
Norwich	6,999	1,500		8,499	20	The current figure of 1,500 homes in the baseline aims to maximise growth on brownfield sites whilst retaining sites for employment, town centre and open space uses. It will be kept under review as the plan is progressed.
Fringe Sectors	21,381	200 ¹⁴⁰	3,300	24,881	58	Around: 1,000 homes in the north east; 600 in the north and north west; 500 in the west; 1,200 in the south west.
Main Towns ¹⁴¹	5,468	550		6,018	14	There would be no additional homes beyond the baseline in Main Towns, KSCs or Service and Other Villages under this option.
KSCs	674	450		1,124	3	
Service and Other Villages or Village Groups	1,143	1,200		2,343	5	
Totals	35,665	3,900	3,300	42,865		
		7,200				

¹³⁹ As of April 2017, Service and Other Villages commitment also includes Countryside figures (applies to all options)

¹⁴⁰ Brownfield sites in Broadland urban fringe (applies to all options)

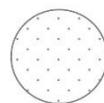
¹⁴¹ Includes Long Stratton which will become a Main Town once anticipated growth is delivered (applies to all options)

Urban Concentration (close to Norwich)



Key

-  Norwich City Council (within the GNL area)
-  Broadland Area (within the GNL area)
-  South Norfolk Area (within the GNL area)
-  Broads Authority Area (outside the GNL area)



Urban concentration area

 A Roads

 Railways

 Norwich International Airport



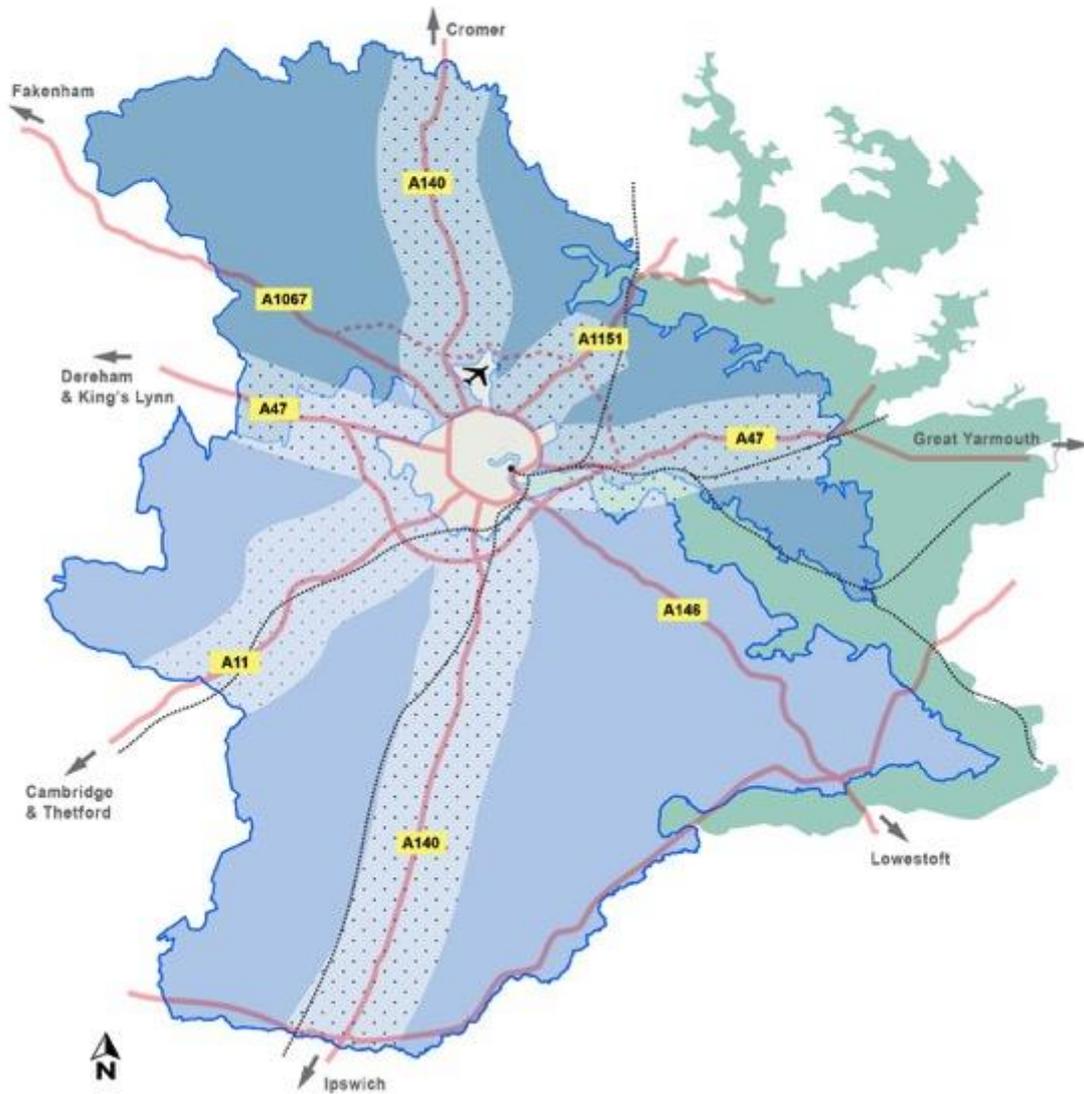
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Option 2 Transport Corridors

The majority of the plan's housing requirement to 2036 is already committed. The total requirement for new allocations is 7,200. In order to ensure that urban brownfield sites are maximised and rural needs are addressed, all options include a "baseline position" which provides for 3,900 homes. Therefore there are sites for 3,300 further dwellings to find. Option 2 would concentrate all of the additional 3,300 dwellings in the main transport corridors. There is a degree of overlap with Option 1 as urban fringe locations tend to be well served by transport corridors.

	Commitment	Baseline	Option 2	Total	Growth %	Distribution of growth option
Norwich	6,999	1,500		8,499	20	The current figure of 1,500 homes in the baseline aims to maximise growth on brownfield sites whilst retaining sites for employment, town centre and open space uses. It will be kept under review as the plan is progressed.
Fringe Sectors	21,381	200	2,200	23,781	55	Around: 1,000 homes in the north east; 200 in the north and north west; 500 in the west; 500 in the south west. Due to existing commitment and environmental constraints associated with the Broads, there would be no growth in this option above the baseline in the A47 (E) corridor.
Main Towns	5,468	550	1,100	7,118	17	The remaining 1,100 homes would be predominantly allocated to Wymondham in the A11 Corridor and to Diss, possibly including villages on the A140 (S) (other than Long Stratton where there are significant constraints to growth beyond current commitments).
KSCs	674	450		1,124	3	Other than possibly in villages on the A140 (S) near Diss, there would be no additional homes in KSCs or Service and Other Villages beyond the baseline under this option.
Service and Other Villages or Village Groups	1,143	1,200		2,343	5	
Totals	35,665	3,900	3,300	42,865		
		7,200				

Transport Corridors



Key

-  Norwich City Council (within the GNLP area)
-  Broadland Area (within the GNLP area)
-  South Norfolk Area (within the GNLP area)
-  Broads Authority Area (outside the GNLP area)

 Transport Corridor

-  A Roads
-  Railways
-  Norwich International Airport



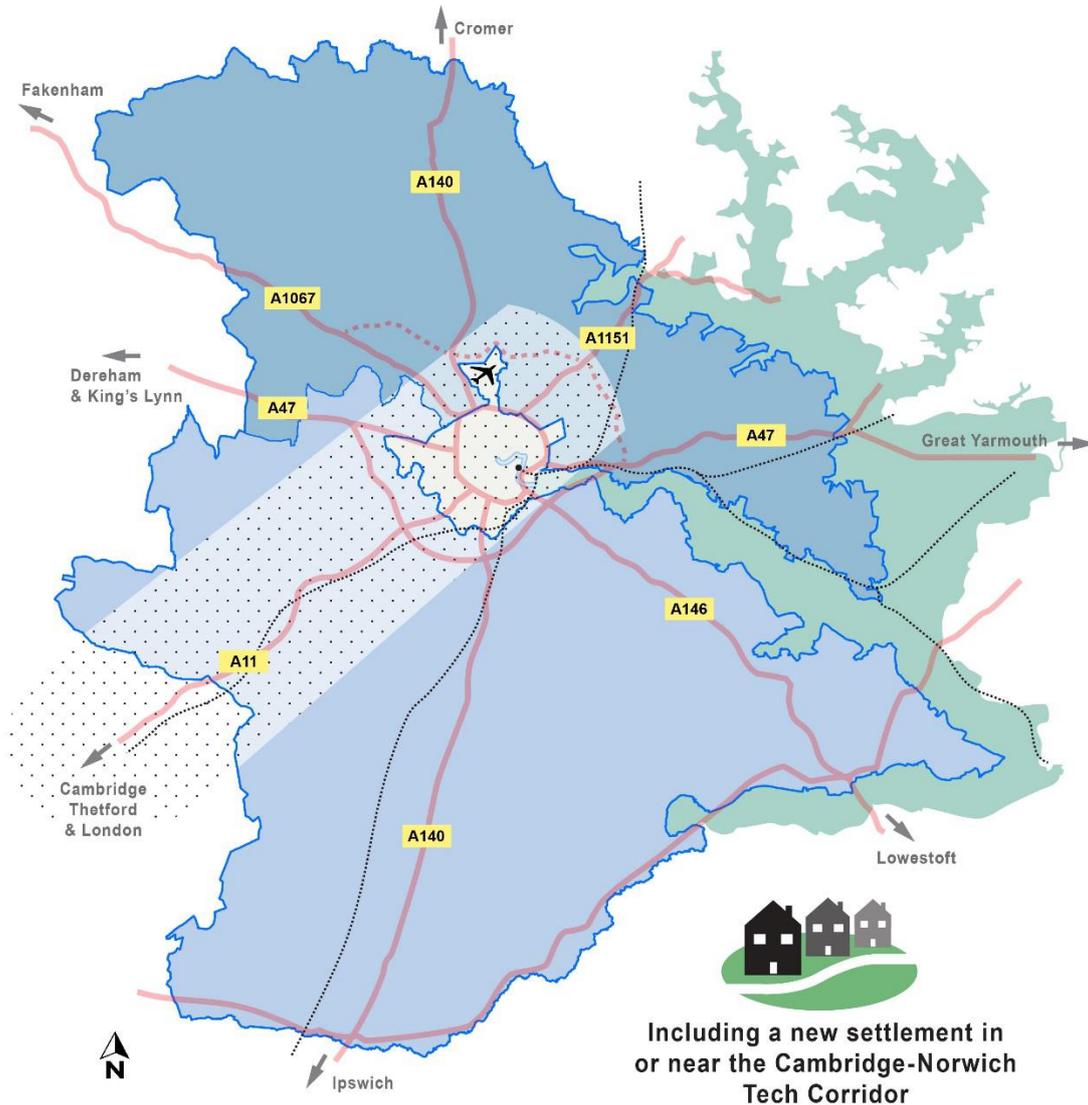
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Option 3 Supporting the Cambridge Norwich Tech Corridor

The majority of the plan's housing requirement to 2036 is already committed. The total requirement for new allocations is 7,200. In order to ensure that urban brownfield sites are maximised and rural needs are addressed, all options include a "baseline position" which provides for 3,900 homes. Therefore there are sites for 3,300 further dwellings to find. Option 3 would concentrate the great majority of the additional 3,300 dwellings in the A11 corridor, with significant growth in the south west fringe, Wymondham and a new settlement in or near the corridor.

	Commitment	Baseline	Option 3	Total	Growth %	Distribution of growth option
Norwich	6,999	1,500		8,499	20	The current figure of 1,500 homes in the baseline aims to maximise growth on brownfield sites whilst retaining sites for employment, town centre and open space uses. It will be kept under review as the plan is progressed.
Fringe Sectors	21,381	200	2,000	23,581	55	Around: 500 dwellings in the west (which lies between the NRP and the Food Enterprise Zone, close to the A11 corridor); 1,500 in the south west on the A11 corridor.
Main Towns	5,468	550	700	6,718	16	The additional 700 homes would be predominantly allocated to Wymondham in the A11 Corridor rather than the other Main towns.
KSCs	674	450	100	1,224	3	The 100 additional homes in KSCs beyond the baseline would most likely be allocated to Hingham, which already has high tech businesses and is close to the A11 corridor.
Service and Other Villages or Village Groups	1,143	1,200		2,343	5	There would be no additional homes in Service and Other villages beyond the baseline under this option.
New Settlement			500	500	1	There would be a new settlement in or near the A11 corridor under this option.
Totals	35,665	3,900	3,300	42,865		
		7,200				

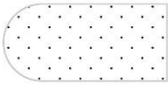
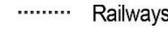
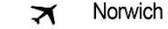
Supporting the Cambridge-Norwich Tech Corridor



Including a new settlement in or near the Cambridge-Norwich Tech Corridor

Key

-  Norwich City Council (within the GNLP area)
-  Broadland Area (within the GNLP area)
-  South Norfolk Area (within the GNLP area)
-  Broads Authority Area (outside the GNLP area)

-  Cambridge-Norwich Tech Corridor
-  A Roads
-  Railways
-  Norwich International Airport



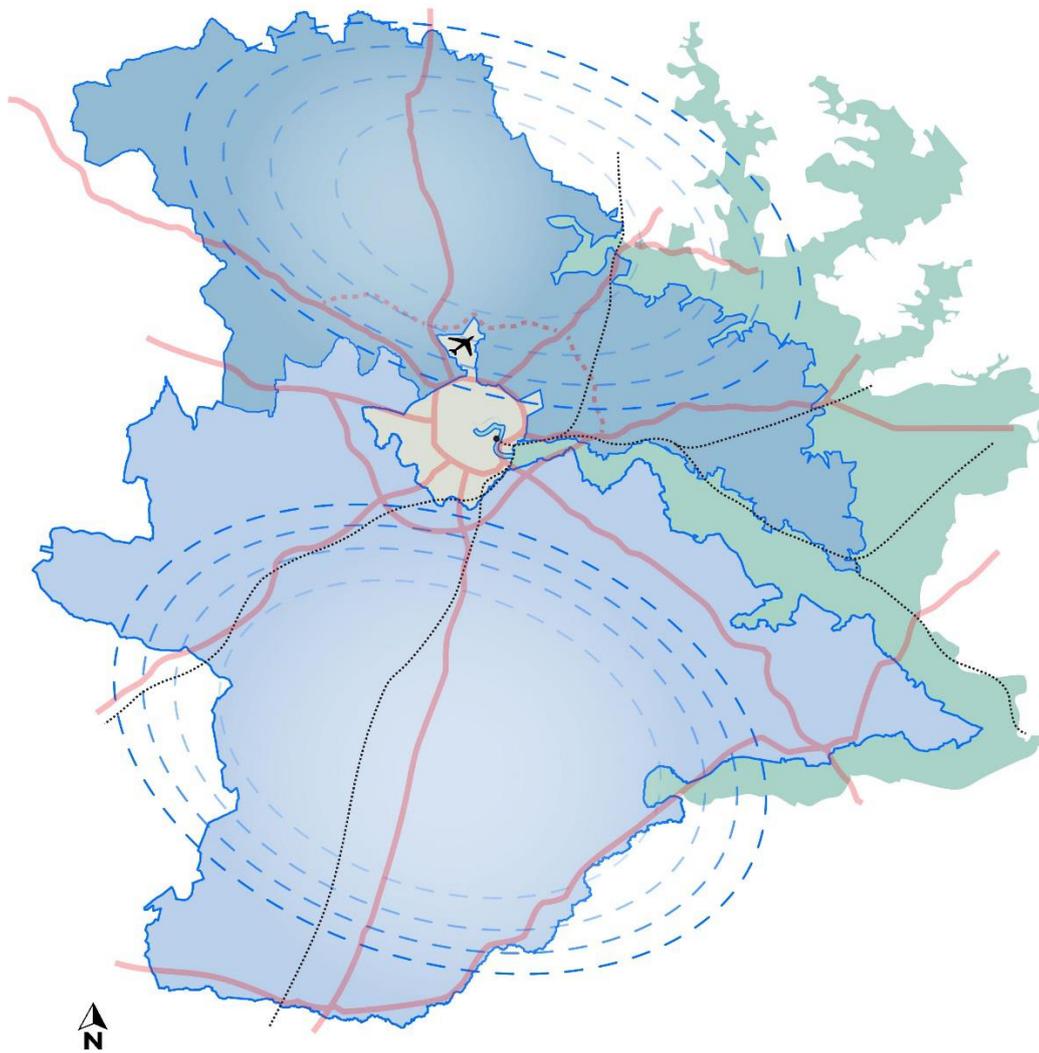
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Option 4 Dispersal

The majority of the plan’s housing requirement to 2036 is already committed. The total requirement for new allocations is 7,200. In order to ensure that urban brownfield sites are maximised and rural needs are addressed, all options include a “baseline position” which provides for 3,900 homes. Therefore there are sites for 3,300 further dwellings to find. Option 4 provides high levels of dispersal to villages while also putting a limited amount of growth in the Norwich fringe parishes and the A11 corridor.

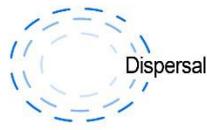
	Commitment	Baseline	Option 4	Total	Growth %	Distribution of growth option
Norwich	6,999	1,500		8,499	20	The current figure of 1,500 homes in the baseline aims to maximise growth on brownfield sites whilst retaining sites for employment, town centre and open space uses. It will be kept under review as the plan is progressed.
Fringe sectors	21,381	200	350	21,931	51	Around: 100 homes in the north and north west; 100 in the west; 150 in the south west.
Main Towns	5,468	550	650	6,668	16	The large majority of the option’s 650 homes would be distributed to Wymondham, Diss and possibly to Harleston.
KSCs	674	450	400	1,524	4	The large majority of the option’s 400 homes would be likely to be distributed to the KSCs in South Norfolk (Loddon, Hingham and Poringland).
Service and Other Villages or Village Groups	1,143	1,200	1,900	4,243	10	The distribution of growth between these villages would be dependent on a range of factors including availability of sites, location, access to services and deliverability.
Totals	35,665	3,900	3,300	42,865		
		7,200				

Dispersal



Key

-  Norwich City Council (within the GNLP area)
-  Broadland Area (within the GNLP area)
-  South Norfolk Area (within the GNLP area)
-  Broads Authority Area (outside the GNLP area)



-  A Roads
-  Railways
-  Norwich International Airport



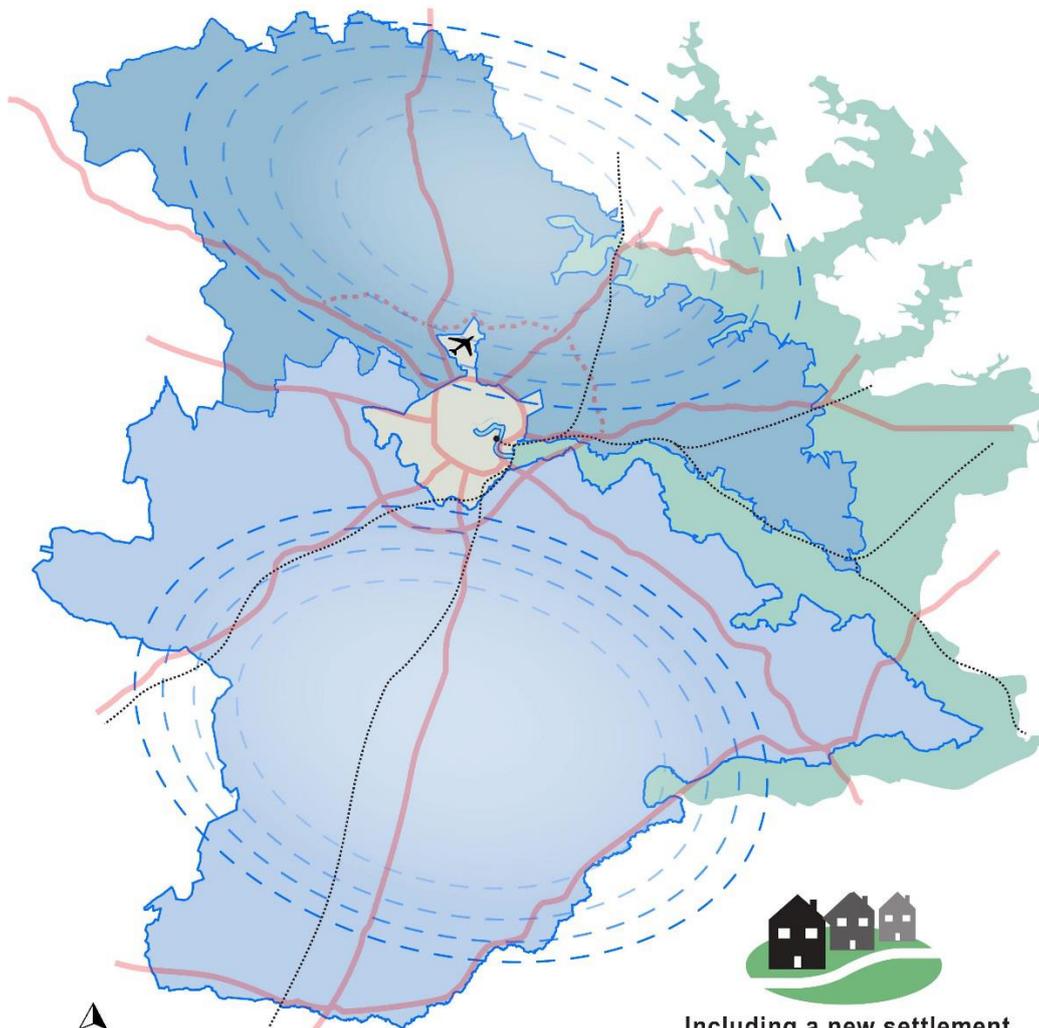
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Option 5 Dispersal plus New Settlement

The majority of the plan’s housing requirement to 2036 is already committed. The total requirement for new allocations is 7,200. In order to ensure that urban brownfield sites are maximised and rural needs are addressed, all options include a “baseline position” which provides for 3,900 homes. Therefore there are sites for 3,300 further dwellings to find. Option 5 is similar to Option 4 in that it provides high levels of dispersal to villages while also putting a limited amount of growth in the Norwich fringe parishes and the A11 corridor. It differs to Option 4 in that it diverts some of the village growth to a new settlement.

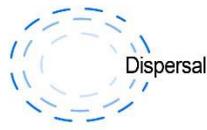
	Commitment	Baseline	Option 5	Total	Growth %	Distribution of growth option
Norwich	6,999	1,500		8,499	20	The current figure of 1,500 homes in the baseline aims to maximise growth on brownfield sites whilst retaining sites for employment, town centre and open space uses. It will be kept under review as the plan is progressed.
Fringe Sectors	21,381	200	350	21,931	51	Around: 100 homes in the north and north west; 100 in the west; 150 in the south west.
Main Towns	5,468	550	650	6,668	16	The large majority of the option’s 650 homes would be likely to be distributed to Wymondham, Diss and possibly Harleston.
KSCs	674	450	400	1,524	4	The large majority of the option’s 400 homes would be likely to be distributed to the KSCs in South Norfolk (Loddon, Hingham and Poringland).
Service and Other Villages or Village Groups	1,143	1,200	1,400	3,743	9	The distribution of growth between these villages would be dependent on a range of factors including availability of sites, location, access to services and deliverability.
New Settlement			500	500	1	A new settlement in a transport corridor
Totals	35,665	3,900	3,300	42,865		
		7,200				

Dispersal plus new Settlement



Key

-  Norwich City Council (within the GNLP area)
-  Broadland Area (within the GNLP area)
-  South Norfolk Area (within the GNLP area)
-  Broads Authority Area (outside the GNLP area)



-  A Roads
-  Railways
-  Norwich International Airport

**Including a new settlement
in a transport corridor**



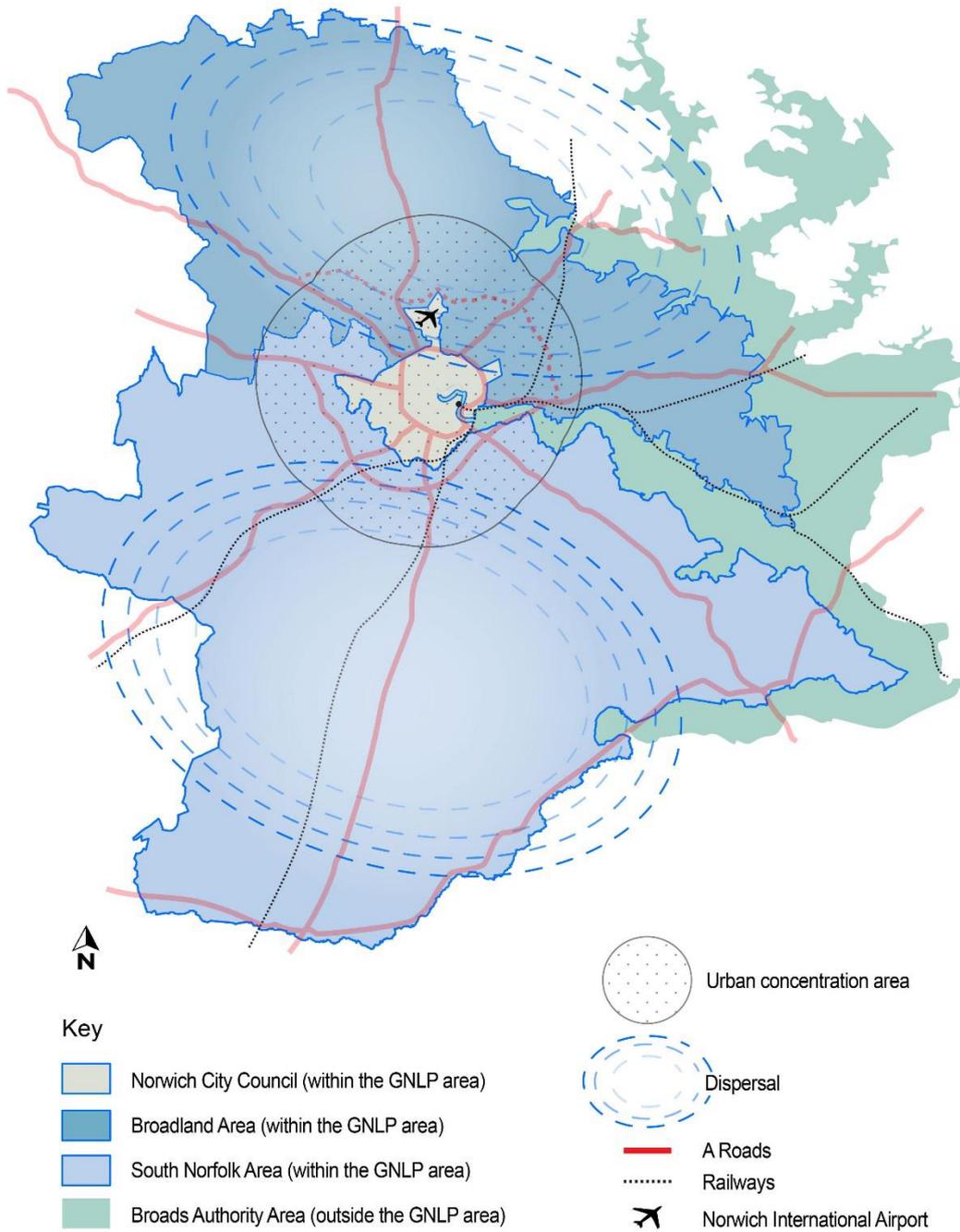
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Option 6 Dispersal plus Urban Growth

The majority of the plan's housing requirement to 2036 is already committed. The total requirement for new allocations is 7,200. In order to ensure that urban brownfield sites are maximised and rural needs are addressed, all options include a "baseline position" which provides for 3,900 homes. Therefore there are sites for 3,300 further dwellings to find. Option 6 provides higher levels of dispersal to villages while putting significant growth in the Norwich fringe parishes, particularly in the north east and the west fringe.

	Commitment	Baseline	Option 6	Total	Growth %	Distribution of growth option
Norwich	6,999	1,500		8,499	20	The current figure of 1,500 homes in the baseline aims to maximise growth on brownfield sites in the urban area whilst retaining sites for employment, town centre and open space uses. It will be kept under review as the plan is progressed.
Fringe Sectors	21,381	200	1,900	23,481	55	Around: 1,000 homes in the north east; 200 in the north and north west; 500 in the west; 200 in the south west.
Main Towns	5,468	550	150	6,168	14	The option's 150 homes would be likely to be distributed to Wymondham, Diss and possibly Harleston.
KSCs	674	450	150	1,274	3	The large majority of the option's 400 homes would be likely to be distributed to the KSCs in South Norfolk (Loddon, Hingham and Poringland).
Service and Other Villages or Village Groups	1,143	1,200	1,100	3,443	8	The distribution of growth between these villages would be dependent on a range of factors including availability of sites, location, access to services and deliverability.
Totals	35,665	3,900	3,300	42,865		
		7,200				

Dispersal plus Urban Growth



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APPENDIX 3 – SERVICE, OTHER VILLAGES AND SMALLER RURAL COMMUNITIES for OPTION

SH1

DEFINING CRITERIA

Service Village - a Service Village must have:

Either access to four key services **accessible primary school***, village hall, food shop and journey to work by public transport).

Or availability of at least six services from a menu of 12, **which must include an accessible primary school***. The other services are: **post office, village hall; food shop; pub; pre-school facilities; petrol station; outdoor recreation; community groups; employment; healthcare facility; journey to work by public transport.**

If the range of services in a settlement is not sufficient to meet the above criteria, the categorisation is as follows:

Other Village with accessible primary school: has at least three services from above list of 12 including village hall and accessible primary school.

Other Village: has at least three services from above list of 12 including village hall (but no accessible primary school).

Small Rural Community (SRC): has three services or less from above list, and no village hall or accessible primary school.

***Note:** For both Service and Other villages, a settlement was classified as having an accessible primary school if the school was within 2 miles from the centre of the settlement, and accessible the whole way from the outskirts of the settlement via a pavement.

LOWER TIERS OF THE SETTLEMENT HIERARCHY

	Broadland	South Norfolk
Service Village	Blofield Heath, Buxton, Cantley, Cawston, Coltishall (with Horstead), Foulsham, Freethorpe, Gt and Lt Plumstead, Hainford, Hevingham, Horsford, Horsham and Newton St Faith, Great Witchingham (Lenwade), Lingwood (and Burlingham), Reedham, Salhouse, South Walsham, Spixworth	Aslacton and Great Moulton, Barford, Barnham Broom, Bressingham, Brooke, Bunwell, Burston, Dickleburgh, Ditchingham, Earsham, Forncett (St. Peter & St. Mary), Gillingham, Hales (including part in Heckingham parish), Hempnall, Kirby Cane (including part in Ellingham parish), Little Melton, Mulbarton and Bracon Ash, Morley, Needham, Newton Flotman, Pulham Market, Pulham St Mary, Rockland St Mary, Roydon, Saxlingham Nethergate, Scole, Seething, Stoke Holy Cross, Surlingham, Tacolneston, Tasburgh, Thurton (including part in Ashby St Mary parish), Thurlton and Norton Subcourse, Tivetshall St Mary & St Margaret, Wicklewood, Wreningham, Woodton (including part within Bedingham parish), Yelverton (including part in Alpington parish)
Other Village (with accessible primary school)	Frettenham, Marsham, Strumpshaw.	Alburgh, Bawburgh, Broome, Carleton Rode, Harwick, Tharston & Hapton (excluding part adjacent to Long Stratton), Winfarthing, Spooner Row.

Other Village	Felthorpe, Halvergate, Honingham, Stratton Stawless, Upton with Fishley, Weston Longville, Woodbastwick.	Ashwellthorpe, Bergh Apton, Brockdish, Burgh St Peter (including parts in Wheatacre & Aldeby), Denton, Geldeston, Gissing, Hedenham, Keswick, Ketteringham, Langley Street, Marlingford & Colton, Shotesham, Starston, Swainsthorpe, Swardeston, Tibenham, Topcroft Street, Wacton, Wortwell.
Smaller Rural Communities	Alderford, Attlebridge, Beighton, Belaugh, Blickling, Booton, Brampton, Brandiston, Burgh & Tuttington, Crostwick, Guestwick, Haveringland, Hemblington, Heydon, Little Witchingham, Morton on the Hill, Oulton, Postwick with Witton, Ringland, Salle, Swannington, Themelthorpe, Wood Dalling.	Aldeby, Bixley, Bramerton, Caistor St Edmund, Carleton St Peter, Claxton, Deopham, East Carleton, Flordon, Framingham Pigot, Great Melton, Haddiscoe, Hellington, Heywood, Holverston, Howe, Kimberley and Carleton Forehoe, Kirby Bedon, Kirstead, Morningthorpe & Fritton, Mundham, Ravensingham, Runhall, Shelfanger, Sisland, Stockton, Thwaite, Toft Monks, Wheatacre, Wrampingham.
Changes from JCS	<p>Other Village to Service Village: Cantley, Hainford, Hevingham</p> <p>Smaller Rural Community to Other Village: Felthorpe, Halvergate, Honingham, Stratton Stawless, Upton with Fishley, Weston Longville, Woodbastwick.</p>	<p>Other Village to Service Village: Bressingham, Burston, Forncett (St. Peter & St. Mary), Morley, Needham, Tivetshall St. Mary & St. Margaret.</p> <p>Service Village to Other Village (with accessible primary school): Alburgh, Broome, Carleton Rode, Spooner Row.</p> <p>Smaller Rural Community to Other Village (with accessible primary school): Tharston & Hapton (excluding part adjacent to Long Stratton).</p> <p>Service Village to Other Village: Ashwellthorpe, Bergh Apton, Geldeston, Swardeston, Wortwell.</p> <p>Smaller Rural Community to Other Village: Gissing, Wacton</p> <p>Service Village to Smaller Rural Community: Bramerton,</p> <p>Other Village to Smaller Rural Community: Aldeby, Caistor St Edmund, Claxton, Flordon, Great Melton, Haddiscoe,</p>

DATA FOR LOWER TIERS OF THE SETTLEMENT HIERARCHY

Broadland Settlements	Core Services				Secondary Services								Status in Settlement Hierarchy
	Primary School	Village Hall	Food Shop	Journey to Work by Public Transport	Post Office	Pub	Pre-School	Petrol Station	Outdoor Recreation	Community Groups	Employment Opportunities	Healthcare Facility	
Alderford	x	x	x	x	x	x	x	x	x	x	✓	x	Smaller Rural Community
Attlebridge	x	✓	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Beighton	x	✓	x	x	x	x	x	x	✓	x	x	x	Smaller Rural Community
Belaugh	x	x	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Blickling	x	✓	x	x	x	✓	x	x	x	x	x	x	Smaller Rural Community
Blofield Heath	✓	✓	✓	✓	x	✓	✓	x	✓	✓	✓	x	Service Village
Booton	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Brampton	x	✓	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Brandiston	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Burgh and Tuttington	x	✓	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Buxton	✓	✓	✓	✓	x	✓	✓	x	✓	✓	x	✓	Service Village
Cantley	✓	✓	x	✓	x	✓	✓	x	x	x	✓	x	Service Village
Cawston	✓	✓	✓	✓	x	✓	✓	✓	✓	✓	✓	✓	Service Village
Coltishall (with Horstead)	✓	✓	✓	✓	x	✓	✓	✓	✓	✓	✓	✓	Service Village

Croswick	x	x	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Felthorpe	x	✓	x	x	x	✓	x	✓	✓	x	x	x	Other Village
Foulsham	✓	✓	✓	x	x	✓	✓	x	✓	✓	✓	x	Service Village
Freethorpe	✓	✓	x	✓	x	✓	x	✓	✓	✓	x	x	Service Village
Frettenham	✓	✓	x	✓	x	✓	x	x	✓	x	x	x	Other Village (with accessible Primary School)
Gt & Lt Plumstead	✓	✓	✓	✓	x	✓	✓	✓	x	x	✓	x	Service Village
Great Witchingham (Lenwade)	✓	✓	✓	✓	x	✓	x	x	✓	x	✓	✓	Service Village
Guestwick	x	✓	x	x	x	x	x	x	✓	x	x	x	Smaller Rural Community
Hainford	✓	✓	x	✓	x	✓	✓	x	✓	✓	x	x	Service Village
Halvergate	x	✓	x	x	x	✓	x	x	✓	✓	x	x	Other Village
Haveringland	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Hemblington	x	x	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Hevingham	✓	✓	x	✓	x	✓	✓	x	✓	x	x	x	Service Village
Heydon	x	✓	x	x	x	✓	x	x	x	x	x	x	Smaller Rural Community
Honingham	x	✓	x	x	x	✓	x	x	✓	x	x	x	Other Village
Horsford	✓	✓	✓	✓	x	✓	✓	✓	✓	✓	✓	✓	Service Village
Horsham & Newton St. Faith	✓	✓	✓	✓	x	✓	x	✓	✓	x	✓	✓	Service Village
Lingwood (and Burlingham)	✓	✓	✓	✓	x	✓	x	x	✓	x	x	x	Service Village
Little Witchingham	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Marsham	✓	✓	x	✓	x	✓	x	x	x	x	x	x	Other Village (with accessible

													Primary School)
Morton on the Hill	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Oulton	x	✓	x	x	x	✓	x	x	x	x	x	x	Smaller Rural Community
Postwick with Witton	x	✓	x	x	x	x	x	x	✓	x	x	x	Smaller Rural Community
Reedham	✓	✓	✓	✓	x	✓	✓	x	✓	✓	x	✓	Service Village
Ringland	x	✓	x	x	x	✓	x	x	x	x	x	x	Smaller Rural Community
Salhouse	✓	✓	x	✓	x	✓	x	x	✓	✓	x	x	Service Village
Salle	x	✓	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
South Walsham	✓	✓	x	✓	x	✓	✓	✓	✓	x	x	x	Service Village
Spixworth	✓	✓	✓	✓	x	✓	✓	✓	✓	✓	x	✓	Service Village
Stratton Strawless	x	✓	x	✓	x	x	x	✓	x	✓	✓	x	Other Village
Strumpshaw	✓	✓	x	✓	x	✓	x	x	x	x	x	x	Other Village (with accessible Primary School)
Swannington	x	x	✓	x	x	x	x	x	✓	x	✓	x	Smaller Rural Community
Themelthorpe	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Upton with Fishley	x	✓	x	✓	x	✓	x	x	✓	✓	x	x	Other Village
Weston Longville	x	✓	x	x	x	✓	x	x	✓	x	x	x	Other Village
Wood Dalling	x	✓	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Woodbastwick	x	✓	✓	x	x	✓	x	x	x	x	x	x	Other Village

South Norfolk Settlements	Core Services				Secondary Services								Status in Settlement Hierarchy
	Primary School	Village Hall	Food Shop	Journey to Work by Public Transport	Post Office	Pub	Pre-School	Petrol Station	Outdoor Recreation	Community Groups	Employment Opportunities	Healthcare Facility	
Alburgh	✓	✓	x	x	x	x	✓	x	✓	✓	x	x	Other Village (with accessible Primary School)
Aldeby	x	x	x	x	x	x	x	✓	x	x	x	x	Smaller Rural Community
Ashwellthorpe	x	✓	x	x	x	✓	x	x	✓	✓	x	x	Other Village
Aslacton & Great Moulton	✓	✓	x	✓	x	✓	x	x	x	✓	✓	x	Service Village
Barford	✓	✓	x	✓	x	x	✓	✓	✓	✓	✓	x	Service Village
Barnham Broom	✓	✓	✓	x	✓	✓	✓	x	✓	✓	✓	x	Service Village
Bawburgh	✓	✓	x	x	x	✓	x	x	✓	✓	x	x	Other Village (with accessible Primary School)
Bergh Apton	x	✓	✓	✓	✓	x	x	x	✓	✓	✓	x	Other Village
Bixley	x	x	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Bramerton	x	✓	x	x	x	✓	✓	x	✓	✓	✓	x	Smaller Rural Community
Bressingham	✓	✓	✓	x	x	✓	x	x	✓	✓	✓	✓	Service Village
Brockdish	x	✓	x	✓	x	✓	x	x	x	x	x	x	Other Village
Brooke	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	x	Service Village
Broome	✓	✓	x	✓	x	✓	x	x	x	✓	x	x	Other Village (with accessible Primary School)
Bunwell	✓	✓	✓	x	✓	x	✓	✓	✓	✓	✓	x	Service Village
Burgh St Peter (including parts in Wheatacre & Aldeby)	x	✓	x	x	x	✓	x	x	x	x	✓	x	Other Village
Burston	✓	✓	x	✓	x	✓	✓	x	✓	✓	✓	x	Service Village
Caistor St Edmund	x	x	✓	✓	x	x	x	x	✓	x	✓	x	Smaller Rural Community
Carleton Rode	✓	✓	x	x	x	x	✓	x	✓	✓	x	x	Other Village (with accessible Primary School)
Carleton St Peter	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Claxton	x	✓	x	x	x	x	x	x	x	✓	x	x	Smaller Rural Community

Denton	x	✓	x	x	x	x	x	x	✓	✓	x	x	Other Village
Deopham	x	x	x	✓	x	✓	x	x	✓	x	x	x	Smaller Rural Community
Dickleburgh	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	x	Service Village
Ditchingham	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	x	Service Village
Earsham	✓	✓	x	✓	x	✓	✓	x	x	✓	✓	x	Service Village
East Carleton	x	x	x	x	x	x	x	x	x	x	✓	✓	Smaller Rural Community
Flordon	x	✓	x	x	x	x	x	x	x	x	x	✓	Smaller Rural Community
Forncett (St. Peter & St. Mary)	✓	✓	x	✓	x	x	✓	x	x	✓	✓	x	Service Village
Framingham Pigot	x	x	x	✓	x	✓	x	x	x	x	✓	x	Smaller Rural Community
Geldeston	x	✓	✓	✓	x	✓	x	x	✓	✓	✓	x	Other Village
Gillingham	✓	✓	✓	✓	x	✓	✓	✓	✓	x	x	✓	Service Village
Gissing	x	✓	x	✓	x	✓	✓	x	x	✓	x	x	Other Village
Great Melton	x	x	x	✓	x	x	x	x	x	✓	x	x	Smaller Rural Community
Haddiscoe	x	✓	x	✓	x	✓	✓	x	✓	✓	x	x	Smaller Rural Community
Hales (including part in Heckingham Parish)	✓	✓	✓	✓	x	x	x	✓	✓	x	x	x	Service Village
Hedenham	x	✓	x	✓	x	x	x	x	x	✓	x	x	Other Village
Hellington	x	x	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Hempnall	✓	✓	✓	✓	✓	✓	x	✓	✓	✓	✓	x	Service Village
Heywood	x	x	x	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Holverston	x	x	✓	x	x	x	x	x	x	x	x	x	Smaller Rural Community
Howe	x	x	x	✓	x	x	x	x	✓	x	x	x	Smaller Rural Community
Keswick	x	✓	x	✓	x	x	x	x	✓	✓	x	✓	Other Village
Ketteringham	x	✓	x	✓	x	x	✓	✓	x	✓	✓	x	Other Village
Kimberley and Carleton Forehoe	x	x	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Kirby Bedon	x	✓	x	✓	x	x	x	x	x	x	x	x	Smaller Rural Community
Kirby Cane (including part in Ellingham Parish)	✓	✓	✓	x	✓	✓	x	x	x	✓	x	x	Service Village
Kirstead	x	x	x	✓	x	x	x	x	x	x	✓	x	Smaller Rural Community

Langley Street	x	✓	x	x	x	x	x	x	✓	x	✓	x	Other Village
Little Melton	✓	✓	✓	✓	x	✓	✓	✓	✓	✓	✓	x	Service Village
Marlingford & Colton	x	✓	x	✓	x	✓	x	x	✓	✓	✓	x	Other Village
Morley	✓	✓	x	x	x	✓	✓	x	x	✓	✓	✓	Service Village
Morningthorpe & Fritton	x	x	x	x	x	x	✓	x	x	x	✓	✓	Smaller Rural Community
Mulbarton and Bracon Ash	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	x	Service Village
Mundham	x	x	x	x	x	x	x	x	x	x	x	✓	Smaller Rural Community
Needham	✓	✓	x	✓	x	✓	x	x	x	✓	✓	x	Service Village
Newton Flotman	✓	✓	x	✓	x	x	✓	✓	✓	✓	✓	x	Service Village
Pulham Market	✓	✓	✓	x	✓	✓	✓	x	✓	✓	✓	x	Service Village
Pulham St Mary	✓	✓	✓	x	✓	x	x	✓	✓	✓	x	x	Service Village
Raveningham	x	x	x	✓	x	✓	x	x	x	x	x	x	Smaller Rural Community
Rockland St Mary	✓	✓	✓	✓	✓	✓	x	x	✓	x	x	x	Service Village
Roydon	✓	✓	x	✓	x	✓	✓	✓	✓	✓	x	x	Service Village
Runhall	x	x	x	x	x	x	x	x	✓	x	✓	x	Smaller Rural Community
Saxlingham Nethergate	✓	✓	x	✓	x	x	✓	x	✓	✓	x	x	Service Village
Scole	✓	x	✓	✓	x	✓	✓	✓	✓	x	x	x	Service Village
Seething	✓	✓	✓	x	✓	x	✓	✓	✓	x	✓	✓	Service Village
Shelfanger	x	✓	✓	x	x	x	x	✓	✓	✓	x	✓	Smaller Rural Community
Hardwick	✓	✓	x	✓	x	x	x	x	x	x	x	✓	Other Village (with accessible Primary School)
Shotesham	x	✓	x	✓	x	✓	x	x	✓	✓	x	x	Other Village
Sisland	x	x	x	x	x	x	x	x	x	x	✓	x	Smaller Rural Community
Starston	x	✓	x	x	x	x	x	x	✓	✓	x	x	Other Village
Stockton	x	x	x	✓	x	x	x	x	x	x	x	✓	Smaller Rural Community
Stoke Holy Cross	✓	✓	x	✓	✓	✓	✓	x	✓	✓	x	x	Service Village
Surlingham	✓	✓	✓	✓	✓	✓	x	✓	✓	✓	✓	x	Service Village
Swainsthorpe	x	✓	x	✓	x	✓	x	✓	✓	x	✓	✓	Other Village
Swardeston	x	✓	✓	✓	x	x	x	✓	✓	✓	✓	x	Other Village
Tacolneston	✓	✓	x	x	x	✓	✓	x	✓	✓	x	✓	Service Village
Tasburgh	✓	✓	x	✓	x	✓	✓	✓	✓	✓	x	✓	Service Village
Tharston & Hapton (excluding part	✓	✓	x	x	x	x	x	✓	x	✓	x	x	Other Village (with accessible Primary School)

adjacent to Long Stratton)														
Thurlton and Norton Subcourse	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✗	Service Village
Thurton (including part in Ashby St Mary Parish)	✓	✓	✗	✓	✗	✓	✓	✗	✗	✓	✓	✓		Service Village
Thwaite	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗	✓		Smaller Rural Community
Tibenham	✗	✓	✗	✗	✗	✓	✗	✗	✓	✓	✗	✗		Other Village
Tivetshall St Mary & St Margaret	✓	✓	✗	✗	✓	✓	✗	✗	✗	✓	✓	✗		Service Village
Toft Monks	✓	✗	✗	✗	✗	✓	✗	✓	✗	✗	✗	✗		Smaller Rural Community
Topcroft Street	✗	✓	✗	✗	✗	✗	✗	✗	✓	✓	✗	✗		Other Village
Wacton	✗	✓	✗	✓	✗	✗	✗	✗	✓	✓	✗	✗		Other Village
Wheatacre	✗	✗	✗	✗	✗	✓	✗	✗	✗	✗	✓	✗		Smaller Rural Community
Wicklewood	✓	✓	✗	✓	✗	✓	✓	✓	✓	✓	✗	✗		Service Village
Winfarthing	✓	✓	✗	✗	✗	✓	✗	✗	✗	✓	✗	✗		Other Village (with accessible Primary School)
Woodton (including part in Bedingham parish)	✓	✓	✓	✓	✗	✓	✓	✓	✓	✓	✗	✓		Service Village
Wortwell	✗	✓	✓	✓	✗	✓	✗	✓	✓	✓	✓	✗		Other Village
Wramplingham	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗		Smaller Rural Community
Wreningham	✓	✓	✗	✓	✗	✓	✗	✗	✓	✓	✓	✗		Service Village
Spoooner Row	✓	✓	✗	✓	✗	✓	✗	✗	✗	✗	✗	✗		Other Village (with accessible Primary School)
Yelverton (including part in Alpington Parish)	✓	✓	✗	✓	✗	✓	✓	✓	✓	✓	✗	✗		Service Village

APPENDIX 4 – GLOSSARY

Accessible

In the case of community facilities and services (such as healthcare), easy to travel to or use. In reference to buildings or public transport, easy to enter and use by all.

- **Affordable housing**

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market (for further information see annex 2 of the NPPF).

- **Allocated**

Land which has been identified for a specific use in the current development plan.

- **Area Action Plan (AAP)**

A development plan document within the adopted local plan that establishes a set of development proposals and policies for a specific area.

- **Biodiversity**

The variety of different types of plant and animal life in a particular region.

- **Brownfield land, brownfield site**

Land or site that has been subject to previous development.

- **Built environment**

The man-made surroundings that provide the setting for human activity, ranging in scale from personal shelter to neighbourhoods and large-scale civic surroundings.

- **Bus Rapid Transit (BRT)**

Bus-based public transport service providing more frequent and faster services than an ordinary bus route, achieved by making improvements to existing infrastructure, vehicles and scheduling.

- **Community Infrastructure Levy**

A Government initiative under which local authorities publish a schedule of standardised charges per new dwelling which are then paid by developers to help provide new infrastructure.

- **City centre**

The main commercial area of Norwich as set out on the city centre key diagram.

- **Commitments**

Development proposals which already have planning permission or are allocated in adopted development plans.

- **Community facilities**

Services that meet the day-to-day needs of a community such as post offices, village halls, food shops, public houses, pre-school facilities, petrol stations, outdoor recreation, community groups, GP practices and bus services.

- **Comparison goods**

Household or personal items which are more expensive and are usually purchased after comparing alternative models/types/styles and price of the item (e.g. clothes, furniture, electrical appliances).

- **Conservation area**

Area of special historic and/or architectural interest which is designated by the local planning authority as being important to conserve and enhance. Special planning controls apply within these areas.

- **Convenience goods**

Items bought for everyday needs, including food, drink, newspapers and tobacco and chemist's goods.

- **County Wildlife Site**

Wildlife habitat identified and designated as being of particular local interest or importance by Norfolk County Council and the Norfolk Wildlife Trust but which is not of sufficient national merit to be declared as a Site of Special Scientific Interest.

- **Criteria-based policies**

Policies which set out conditions to be met for that type of development, so that ad hoc proposals may be assessed, even if the site is not identified for that land use in the local plan.

- **Decentralised and renewable or low-carbon energy sources**

Sources of energy that are renewable or low-carbon (or a combination of these) and locally based (on-site or near-site, but not remote off-site), usually on a relatively small scale. Decentralised energy is a broad term used to denote a diverse range of technologies, including micro-renewables, which can locally serve an individual building, development or wider community and includes heating and cooling energy.

- **Development**

Defined in planning law as ‘the carrying out of building, engineering, mining or other operations in, on, over, or under land, or the making of a material change of use of any building or land’.

- **Development Plan**

A set of plans guiding future development in the area. The development plan may consist of a range of locally prepared development plan documents including the local plan, policies maps, site allocation plans, neighbourhood plans, core strategies, area action plans. The previous system referred to the local plan as the local development framework, or LDF.

- **Development Plan Document**

Locally prepared document on a specific topic which forms part of the development plan and which is subject to independent examination before adoption. Also commonly referred to as DPDs.

- **Development boundary**

See settlement boundary

- **District centre**

A group of shops, containing at least one supermarket or superstore and other services, providing for a catchment extending beyond the immediate locality.

- **Employment use**

Use primarily for industrial, warehousing, office or other business uses usually falling within classes B1, B2 and B8 of the use classes order.

- **Exception site**

A small site to be used specifically for affordable housing that would not normally be used for housing, because they are subject to policies of restraint. Exception sites should be used for affordable housing in perpetuity. (NPPF, paragraph 54).

- **Green infrastructure**

Green spaces and interconnecting green corridors in urban areas, the countryside in and around towns and rural settlements, and in the wider countryside. It includes natural green spaces colonised by plants and animals and dominated by natural processes as well as man-made managed green spaces such as areas used for outdoor sport and recreation including public and private open space, allotments, urban parks and designed historic landscapes as well as their many interconnections like footpaths, cycleways, green corridors and waterways.

- **Greenfield land (or site)**

Land which has not previously been built on, including land in use for agriculture or forestry. Does not include residential garden land in rural areas.

- **Habitats Regulations Assessment (HRA)**

This is a report which must be prepared to accompany a local plan. It identifies the impacts of the plan on, and any mitigation required for SAC, SPA and Ramsar sites.

- **Health Impact Assessment**

An assessment to judge whether development proposals may have an impact on health or health inequality in terms of its effects on health and social care services, or wider lifestyle related considerations or factors such as social inclusion, independence or air pollution, for example.

- **Index of Multiple Deprivation**

An index, at Lower Super Output Area level, made up from seven domains (income; employment; education, skills and training; health and disability; crime; housing and services; and living environment).

- **Infill development**

Small-scale development filling a gap within an otherwise built up area.

- **Infrastructure**

The network of services to which it is usual for most buildings or activities to be connected. It includes physical services serving the particular development (e.g. gas, electricity and water supply; telephones, sewerage) and also includes networks of roads, public transport routes, footpaths etc. as well as community facilities and green infrastructure.

- **Joint Core Strategy (JCS)**

Part of the adopted development plan in Greater Norwich - a spatial planning strategy that sets out long-term objectives for planning to 2026.

- **Knowledge economy**

The sector of the economy which is increasingly based on knowledge-intensive activities, creating a greater reliance on intellectual capital rather than physical outputs. It does not rely solely on a few advanced technology industries but is applicable to many traditional industries.

- **Life Sciences**

Any of several branches of science, such as biology, medicine, anthropology, or ecology, that deals with living organisms and their organisation, life processes, and relationships to each other and their environment.

- **Local centre**

A group of shops or services forming a centre of purely local significance. See also city centre, district centre and commercial area.

- **Local Transport Plan**

A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

- **Low-carbon**

To minimise carbon dioxide emissions from a human activity.

- **Northern Distributor Road (NDR)**

A dual-carriageway road under construction to the north of Norwich, linking the A47 to the south-east of the city with the A1067 in the north-west.

- **Norwich Area Transportation Strategy (NATS)**

Statement of strategic transportation policy for Norwich and surrounding area, most recently adopted in 2004. The most recent Implementation Plan was adopted in 2013.

- **Norwich fringe**

Area next to the city of Norwich, but lying in other administrative districts which is predominantly developed, including open spaces encompassed within the developed area. For Broadland this includes the continuously built up parts of Hellesdon, Drayton, Taverham, Old Catton, Sprowston and Thorpe St Andrew and in South Norfolk it includes Colney, Costessey, Cringleford and Trowse.

- **Norwich Policy Area**

Part of the county which is centred on and strongly influenced by the presence of Norwich as a centre for employment, shopping and entertainment, generally comprising the fringe and first ring of large villages around the city of Norwich, but extending to Long Stratton and Wymondham.

- **Park and ride**

Provision of parking areas at the edge of the built up area and linked by frequent bus (or other public transport) services to the city centre.

- **Planning obligations**

Legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer to ensure that specific works are carried out, payments made or other

actions undertaken which would otherwise be outside the scope of the planning permission. Often called Section 106 agreements. See also Community Infrastructure Levy (CIL)

- **Previously developed land**

See brownfield land.

- **Protected sites or species**

Any site or species which, because of its rarity or threatened status is protected primarily by statutory legislation (The Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats etc) Regulations 1994) or international legislation.

- **Ramsar site**

A European designation that protects areas of wetland.

- **Regional Spatial Strategy (RSS)**

Formerly, a broad strategy setting out spatial planning policies for a region and helped to shape the adopted Joint Core Strategy. RSSs were revoked in 2010.

- **Renewable energy**

Energy generated from sources which are non-finite or can be replenished. Includes solar power, wind energy, power generated from waste, biomass etc.

- **Settlement Hierarchy**

A way of grading settlements based upon a number of criteria, such as population and services available.

- **Settlement boundary**

This is an area where development appropriate to the settlement in question will usually be permitted. Sometimes called village envelopes or development boundaries.

- **Site allocation plan or DPD**

A document used to identify sites to accommodate the range of land uses necessary to implement the objectives of a core strategy where this has been adopted already.

- **Site of Special Scientific Interest (SSSI)**

Site or area designated as being of national importance because of its wildlife, plants or flower species and/or unusual or typical geological features. SSSIs are identified by Natural England and have protected status under the Wildlife and Countryside Act 1981, amended in 1985 and further substantially amended in 2000 (by the Countryside and Rights of Way Act 2000)

- **Spatial portrait**

This provides the context for the local plan. It describes the area in question, how it functions and highlights the key issues to be addressed.

- **Special Area of Conservation (SAC)**

Special Areas of Conservation are defined in the European Union's Habitats Directive (92/43/EEC). They are defined to protect the 189 habitats and approximately 800 species listed in Annex I and II of the directive (as amended) which are considered to be of European interest following criteria given in the Directive.

- **Special Protection Areas (SPAs)**

Special Protection Areas are strictly protected sites classified in accordance with Article 4 of the EC Birds Directive, which came into force in April 1979. They are classified for rare and vulnerable birds (as listed on Annex I of the Directive), and for regularly occurring migratory species.

- **Street furniture**

Collective term for permanent structures installed within the highway, including footways and pedestrian areas. Includes street lighting columns, signs, seats, litter bins, telephone kiosks, post boxes etc.

- **Supplementary Planning Document (SPD)**

Guidance published by local planning authorities to provide further detailed information on how local plan policies are to be applied or interpreted. SPDs may be prepared jointly, particularly where a consistent policy approach is required over an area covered by more than one local planning

authority. SPDs may be concerned with a particular issue, or may give more detailed guidance of the development of a specific site, covering a whole range of issues.

- **Sustainability Appraisal (SA)**

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

- **Sustainable development**

The United Nations have defined sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. At the heart of the National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development. At paragraph 14 the NPPF states that this means local plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The NPPF promotes environmental, economic and social sustainability.

- **Sustainable drainage system (SuDS)**

Efficient drainage system which seeks to minimise wastage of water, including the use of appropriate groundcover to enable maximum penetration of clean water run-off into the ground. Designed to minimise the impact of development on the natural water environment.

- **Tertiary education**

Tertiary education is the educational level following the completion of secondary education and includes further, as well as higher, education.

- **Transport assessment**

An assessment that may be required in connection with major development proposals that looks at how people are likely to access the development and its effects on travel patterns. It will also look at how any undesirable consequences can be mitigated. It should consider how access on foot, by cycle or public transport can be promoted and how the demand for car parking can be minimised.

- **Use class**

The Town and Country Planning (Use Classes) Order, 1987 groups land uses into different categories called use classes. Change of use within a use class and some changes between classes do not require planning permission.

- **Windfall**

Describes planning permission for housing development which is granted during the plan period but which is not identified in the plan for housing development.

Report to Cabinet
13 December 2017
Report of Director of regeneration and development
Subject Norwich rough sleeping strategy 2017-22: breaking the cycle of homelessness

Item

8

KEY DECISION

Purpose

To seek approval for the revised Norwich rough sleeper strategy 2017-22: breaking the cycle of homelessness, and its action plan.

Recommendation

To approve the Norwich rough sleeper strategy 2017- 22: breaking the cycle of homelessness, and its action plan.

Corporate and service priorities

The report helps to meet the corporate priorities:

- a healthy city with good housing
- a safe and clean city
- a fair city
- value for money services

Financial implications – finance to review and comment

The funding available to reduce and respond to rough sleeping has been reduced, following a decision by Norfolk County Council to cut their housing support budget. Additional external funding is being sought to add to the city council's budgetary provision, to enable the council and its partners to deliver the proposed action plan.

Ward/s: All Wards

Cabinet member: Councillor Maguire - safe city environment

Contact officers

Chris Hancock, housing strategy officer 01603 212852

Paul Swanborough, strategic housing manager 01603 212388

Background documents

None

Report

1. This is Norwich City Council's second rough sleeper strategy the first being adopted in 2010 and has been revised in response to the increasing number of people who can be seen rough sleeping in Norwich. The adoption of the strategy was delayed following Norfolk County Council's cuts to their housing related support funding. A number of statutory and voluntary sector agencies use this funding to deliver services to some of the most vulnerable people in Norwich and across Norfolk who are homeless or at risk of losing their home. The council now has a clearer indication as to the effect these cuts will have on vulnerable people and are now in a position to finalise the strategy and start to deliver the action plan.
2. The increase in rough sleeping can be seen locally and nationally. In November 2016, the council undertook the annual Department of Communities and Local Government sponsored rough sleeper count and 34 individuals were found sleeping on our streets. This is a 161% increase on the previous year. Over the course of 2016/17 the Norwich rough sleeper outreach service came into contact with around 400 known and unknown rough sleepers. This is a 62% increase on the previous year.
3. In a study carried out by CRISIS in 2012 titled Homelessness Kills, it was found that the average age of death amongst the rough sleeping population was 47 years for males and 43 years for females.
4. The action plan sets out the council's approach to tackle rough sleeping and reduce the numbers on our streets as much as possible in conjunction with its partners. Unfortunately due to a number of external drivers former rough sleepers can and will return to the streets, and this strategy seeks to look at ways of preventing this by using new approaches such as Housing First, which provides intensive support packages to help people rebuild their lives by providing accommodation first rather than after an individual has stabilised their life.
5. However, it is anticipated that changes to social welfare will lead to more people becoming homeless and becoming at risk of sleeping rough.
6. This strategy cannot be delivered solely by the council and therefore we are committed to working in partnership with a number of voluntary and statutory sector partners. We intend to work in new ways to maximise value for money and effective services to provide the best possible outcomes for homeless and vulnerable people in Norwich.
7. With the reductions to housing support funding provided by Norfolk County Council, the increasing numbers of people rough sleeping in Norwich and the current contract for the rough sleeping outreach service due to end in March 2018, the service will be recommissioned using the council's commissioning framework on a co-produced partnership basis so it is ready for April 2018.

Stakeholder consultation

8. Throughout the development of this strategy officers have met and consulted with people who have experience of rough sleeping. This will continue as services develop and will ensure that their experiences are shared so that it informs the approach of other agencies working to prevent and tackle homelessness and supporting those who are vulnerable and who have complex needs.
9. The strategy has identified three priorities under which there are a number of actions. The priorities are:
 - Reduce the number of rough sleepers on our streets and where possible develop interventions to stop rough sleeping from happening in the first place.
 - Actively case manage rough sleepers who are reluctant to engage with services by using an assertive outreach model.
 - Make the best use of the supported housing system to help people move away from homelessness for good.
10. A twelve week stakeholder consultation was completed prior to the final drafting of this strategy with the overwhelming majority of responses from stakeholders being positive about its content and actions.
11. The strategy will be reviewed annually.
12. The risks of failing to deliver this strategy are:
 - Reputational - If the council fails to follow a clear strategic direction it is likely that rough sleeping will increase. This would be clearly against the council's corporate and strategic priorities.
 - Economic - Preventing and relieving rough sleeping saves money and the potential damage it causes can be significant to people's lives and society as a whole. An individual affected by rough sleeping can affect all statutory service providers negatively; for example, increased pressure on health, and criminal justice services.
 - Legal – Local authorities will have increased responsibilities under the Homelessness Reduction Act 2017 (when it is introduced in 2018) to assist people who are homeless or are at risk; this includes single homeless people who are rough sleeping. This duty is on top of our existing homelessness duties under Part 7 of the Housing Act 1996 and Homelessness Act 2002 to prevent and assess homelessness.

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:	08/11/17
Director / Head of service	Andy Watt
Report subject:	Norwich rough sleeper strategy 2017-22: breaking the cycle of homelessness
Date assessed:	12/10/2017
Description:	

	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"/>	Part of the strategy will be to look at how we spend our money to help rough sleepers and to make the most of what resources we have to combat and tackle rough sleeping.
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 checked="" type="checkbox"/>	<input type="checkbox"/>	Rough sleeping (as well as damaging the individual) can have a negative impact on businesses and tourism that help benefit the City as a whole.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By helping people who are excluded from society because they are rough sleeping this strategy will help people access benefits and income and the potential to find work and build a better future.
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Delivering better outcomes for rough sleepers will help us meet our duties.
<u>S17 crime and disorder act 1998</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Rough sleepers have some of the worst health outcomes in society and this strategy will help support and improve their physical and mental health wellbeing.
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"/>	There is a small number of rough sleepers who have no recourse to public funds who come from areas of eastern Europe. This group particularly can be victims of discrimination and harassment and this strategy aims to improve the relationships between groups of people in Norwich.
Eliminating discrimination & harassment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Reducing the number of people who are rough sleeping will help reduce discrimination and harassment that this group suffer because they are excluded from society.
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" 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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment
Positive
Negative
Neutral
Issues

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Contents

Focus of this strategy

1. Priority one:

“Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

2. Priority two:

“Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

3. Priority three:

“Make the best use of our supported housing system to help people move away from homelessness for good.”

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Focus of this strategy

First and foremost the focus of this strategy will be on people **who are roofless and rough sleeping**. However, we know (from experience) that people are often on the periphery living in other forms of insecure accommodation and will sometimes have no option but to sleep rough. The various types of situations are below¹:

1. Roofless - People sleeping rough.
2. Houseless – a. people in accommodation for homeless people (direct access hostels).
b. people due to be released from institutions (prison and hospital)
c. people receiving support (due to homelessness i.e. in supported accommodation).
3. Insecure – a. people living in insecure accommodation (squatting, sofa surfing).

The voice of people with lived experience of homelessness

In order to implement change to improve services for people who are at risk, or are rough sleeping, we have made a commitment to listen to people who have lived experience of homelessness. Throughout the formation of this strategy we have attempted to make the voice of people heard through questionnaires and meeting with service users. We will continue to develop this relationship to involve people in the development of services and spread their voice further to forums where other agencies can also learn and develop their own services based on their experiences.

¹ These categories are adapted from the European Typology of Homelessness and Housing Exclusion (ETHOS) developed by FEANTSA (European Federation of National Organisations working with the homeless). For further information see <http://www.feantsa.org/en/toolkit/2005/04/01/ethos-typology-on-homelessness-and-housing-exclusion> accessed on 14/09/17.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Foreword by Portfolio holder or leader of the council.....

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

1. Priority one:

“Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

1.1 What does this mean?

The instances of people rough sleeping both nationally and locally is increasing. Where possible we will make every effort to stop people rough sleeping in the first place and where it happens we want to reduce the time people spend on our streets.

More often than not rough sleeping affects single people who do not necessarily meet the priority need criteria set out in Part 7 of the Housing Act 1996. Despite this rough sleepers are one of the most vulnerable groups in society; studies have found strong correlations between homelessness and a multiplicity, and increased severity, of both physical and mental health conditions. Rough sleepers are over nine times more likely to commit suicide than the general population; on average rough sleepers die at age 47 (age 43 for women). Locally at a specialist health provision (NHS City Reach for people who are homeless or insecurely housed) they have a memory book that they use to record when one of their service users dies. Over the period 2015 to June 2017 there have been 36 deaths of patients. The majority of these deaths have affected people with an average age of 35-45. It is estimated that the majority of these deaths have been a combination of overdoses, liver and organ failure, linked to substance and alcohol misuse.²

People are at greater risk of harm or abuse from others the longer they spend on the streets. A person living on the streets is more likely to be a victim of crime compared to someone who is housed.

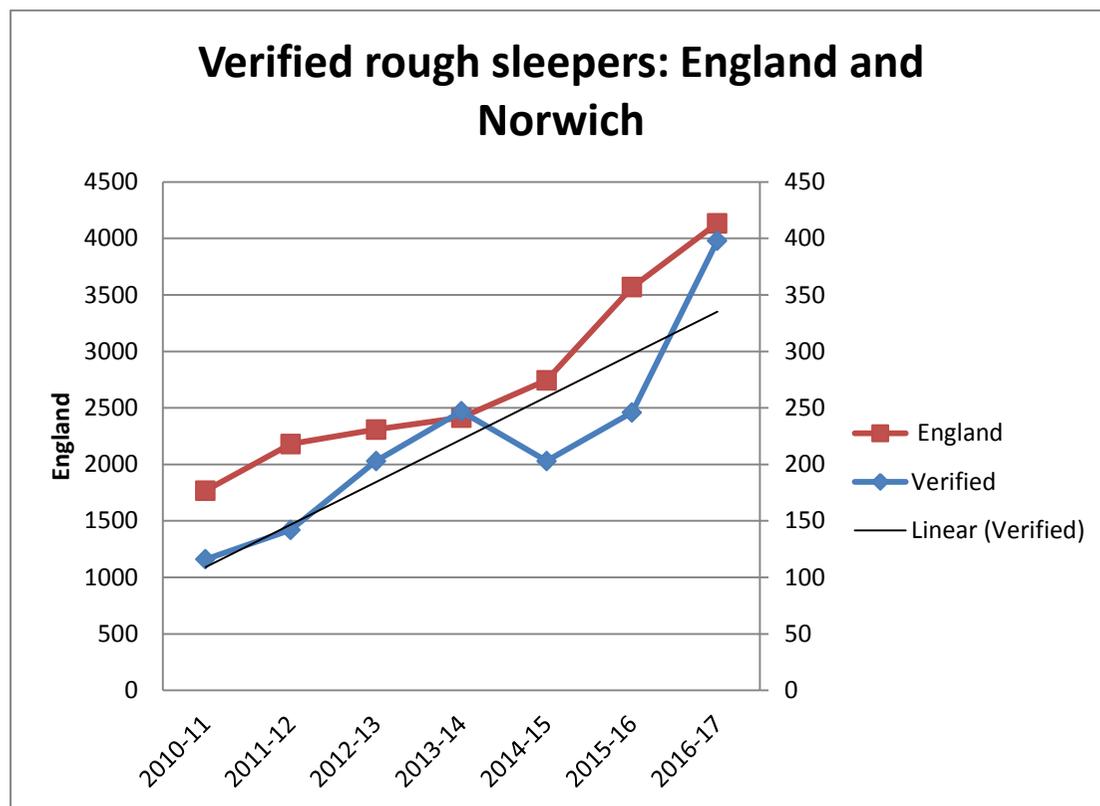
² This service has a client base of approximately 450 people at any given time with some of them former or current rough sleepers; or in insecure housing.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Despite the efforts of the statutory and voluntary sector in greater Norwich there is a constant flow of people finding themselves on our streets (particularly in Norwich City centre). We want to build on the success of our 'No second night out' approach to ensure that people will spend as short a time as possible without a roof over their head and access to services they need.

Nationally and locally, the trend for the past six years, shows rough sleeping is increasing to levels not previously seen. Due to these increases it is imperative that we can help people move off the streets quickly and where possible prevent rough sleeping from happening in the first place. The following table shows the number of verified rough sleeper individuals seen by our outreach team compared to the number of people seen in the rest of England as part of the annual November CLG sponsored rough sleeper count:

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness



Source: St Martins Housing Trust and CLG, Street counts and estimates of rough sleeping in England, Autumn, 2010-16.

1.2 Access to help and housing advice

A questionnaire³ was carried out in 2015 with former rough sleepers asking them a series of questions about their experiences. This exercise was carried out in 2009 before the first greater Norwich rough sleeper strategy 2010-13 so we were able to compare

³ Homeless Link's Prompt questionnaire was used in May 2015.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

experiences. In common with last time there were a significant number of people (15 out of 24) who did not seek any help or advice before rough sleeping for the first time. We need to redouble our efforts to publicise homeless and housing advice services so that people can access help preventing someone becoming homeless in the first place.

Rough sleepers who did access local outreach teams and day centres had reported positive experiences of these services and were able to access them regularly.

There are considerable resources for people who are homeless in the statutory and voluntary sector in greater Norwich, especially in the Norwich City centre area. We need to make sure that services work effectively together so that people do not become homeless in the first place or get the help they need to get their life back on track again as soon as possible. The most common barriers are⁴:

- having to travel distances (with little or no money) in order to get help in the first place
- lack of money means you can't access help by phone
- accessing I.T. for help
- difficult to access traditional primary health care (forced to use emergency health care settings)
- access to benefits is slow
- find age restrictive services a barrier to help

We need to make sure that when someone accesses one service they can then find a clear pathway to the help and support they need. From our previous rough sleeping strategy (and feedback from rough sleepers) we designed a leaflet and map showing the services available so homeless people know where to go for help. This has now been developed further with the introduction of a webpage (SearchNorwich.org.uk).

⁴ Feedback from supported housing consultation event at Solo Housing in Diss, Norfolk, April 2015.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

1.3 Housing First

In 2014 Bishopbridge House (a direct access hostel) showed that 119 of the 195 clients who used the service had been without settled housing⁵ for more than a year; 33 of these had been without settled housing for more than five years. Often the same clients were revolving around the system going in and out of the hostel unable to move into other housing because they displayed complex and multiple needs that other services struggled to cope with. As a result of these issues the Housing First approach was adopted for those people. Maria Pratt, from St Martins Housing Trust who is currently managing the project states the following about the project, “A five year analysis of revolving door clients showed a considerable increase from 18 in 2010 to 56 in 2014. Each subsequent visit to the service brings more challenges as the service user becomes more entrenched in the lifestyle and are despondent about their future....Using the Housing First model we came together as a multi-disciplinary panel and with the knowledge of each individual we created a housing and support pathway that was person centred and focussed on addressing the barriers previously experienced by the individual...We began with a shortlist of 12 individuals, two sadly died before we began which highlighted the critical situation who fell into this category...The success of this pilot has been due to the great support and partnership working from all who have taken part. We have been able to access all relevant services swiftly and effectively...and increasing interest from organisations wanting to address the needs of our most complex needs clients.” To date, two people have successfully accessed housing and are living stable lives. There are a number of examples of where this intervention has reduced reoffending and the pressure on emergency medical care.

1.4 Early surrender scheme

Failure to manage a tenancy can lead to debt, household instability, eviction or abandonment and ultimately homelessness. We know anecdotally from supported housing providers that there are a number of people who are former social housing and private sector tenants who failed to manage their tenancy and are saddled with debt often with from former tenancy arrears making it difficult for an individual to access housing again in the future. The reasons why people fail in their tenancies can be for a number of reasons including:

- the inability to secure adequate furniture and equipment

⁵ This typically includes clients who lead transient lifestyles living in supported housing for short periods sometimes interspersed with rough sleeping, sofa surfing and time spent in institutions.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

- debt problems associated with unemployment and short term contracts
- social isolation
- poor physical and mental health
- relationship breakdown

Currently there is early scoping work at Norwich City Council to see whether a safe surrender scheme could prevent future homelessness in greater Norwich specifically amongst Norwich City Council tenants. The aim of the scheme could be to:

- provide a safety valve mechanism (prevent 'crash and burn') where people can safely surrender tenancies and move into alternative housing with support when they need it and return to independent living
- reduce debt to the landlord and the individual and stopping the cycle of homelessness
- reduce the number of people being excluded from our housing register
- identify people at risk earlier who have previously been homeless (and/or excluded from the register) and would benefit from the scheme

1.5 People with no recourse to public funds

The overwhelming majority of migrants that come to greater Norwich are likely to be already working or actively job seeking and will not need the help of agencies. Sometimes migrants can be referred to as 'economic migrants' but this can confuse an already complex area; migrants can come from a wide and diverse group of people and countries which include the European Economic Area 25 member states of the European Union, but people do come from beyond these countries.

Recent research has categorised the various people who are migrants and have no recourse to public funds (NRPF) into the following:

- Asylum seekers whose claim has failed
- Refugees who have been given refugee status or other leave but do not have the documentation to claim benefits
- People trafficked into the UK
- People who have lost documentation

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

- People whose 'leave' includes a condition of NRPF
- European migrants who cannot claim benefits because of problems with their 'right to reside'
- People with leave to remain with NRPF who through a change of circumstances can no longer support themselves
- Parents of British children who have a right to stay in the UK (under European rules), but does not make them eligible for housing or benefits
- 'Irregular or undocumented' migrants

In greater Norwich the majority of people with NRPF are European economic migrants who cannot claim benefits because of problems with their 'right to reside.' The reasons why they no longer have the 'right to reside' are often complex and are for a number of reasons, Homeless Link have highlighted that the main causes are:

- Causal or seasonal employment ends, along with any tied accommodation
- Wages too low to afford rents
- Job offers that turn out, on arrival, to be short-term or non-existent
- Not enough contingency savings e.g. for a deposit, or transport home
- Unscrupulous landlords e.g. over charging, evicting illegally, not returning deposits
- Escape from trafficking and forced labour

1.6 Greater Norwich homeless health needs audit 2016

During 2016 in partnership with Norfolk County Council's Public Health team a group consisting of homelessness agencies in the voluntary and statutory sector and greater Norwich housing authorities carried out a homeless health needs audit using the national audit developed by Homeless Link. The reason for this work was identified in the formation of the Greater Norwich Homelessness Strategy 2015-20.

The audit captured 101 responses from people who have experienced or were homeless at the time (significant number had also slept rough). The purpose of the audit was to identify the following:

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

- Level of access to health services
- Physical and mental health needs
- Hospital discharge
- Vaccinations and screening
- Wellbeing
- Smoking levels
- Drug and alcohol use

A host of data sources was used to measure and compare with the general population and the national database created by Homeless Link. This survey will be used as a benchmark to enable us to carry out further audits to see if there are improvements in the identified issues.

The main highlights of the audit when comparing to the national audit database were as follows:

- Levels of GP registration were similar
- Levels of dentist registration were significantly lower (14%)
- High levels of potential inappropriate use of emergency health services
- High levels of mental and physical health problems
- Poor experiences of hospital discharge
- Poorer diet
- Nearly half of those surveyed said they use drugs or alcohol to cope with their mental health problem

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”			
Actions to support this priority	Short⁶, medium⁷ or long⁸ term priority?	Which partners will help deliver this?	How will we measure success?
Work with our partners in the Operational Police team to help prevent and reduce rough sleeping	Medium	Norfolk Police/Norwich City Council	Reduction in rough sleeping and incidents of anti-social behaviour on the streets of Norwich.
Create better links with faith and charitable organisations in the area	Medium	Norwich City Council	More services working in a joined-up way Avoid duplication
Publicise homelessness, housing advice and support services especially amongst hard to reach groups such as people sofa surfing and the wider general public	All	Norwich City Council/NHS City Reach/Homelessness and advice agencies	More people stay in their home as a result of homelessness prevention More people find appropriate alternative accommodation More people access specialist support services Provides reassurance to the public that there are services available for rough sleepers and know how they can help Reduce duplication of services like free food provision
Update our database of	Medium	Norwich City Council	Help build effective partnerships with service

⁶ Short term priorities will be completed in the first year of the strategy.

⁷ Medium term priorities will be completed in the second and third year of the strategy.

⁸ Long term priorities will be completed in the fifth year of the strategy.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”			
Actions to support this priority	Short⁶, medium⁷ or long⁸ term priority?	Which partners will help deliver this?	How will we measure success?
services that work with rough sleepers			providers Make the best use of resources available to help rough sleepers
Explore the use of the Homelessness Manchester charter	Medium	Norwich City Council	More effective use of resources and pulling services together under one banner
From the findings of the current (and future) health needs audit influence future commissioning of services for homeless people so that we can improve their health and wellbeing	Medium and long	Norwich City Council/ Public Health	Specialist housing and support services are tailored to the needs of what the evidence tells us
Develop a safe surrender scheme for people in social housing tenancies	Short and medium	Norwich City Council	A reduction in the number of people who abandon their housing and the numbers who are excluded from our register
Identify people at risk of rough sleeping earlier, especially those people who are sofa surfing through	Medium	Norwich City Council	Reduction in number of people rough sleeping who were former sofa surfers and had accessed housing advice

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”			
Actions to support this priority	Short⁶, medium⁷ or long⁸ term priority?	Which partners will help deliver this?	How will we measure success?
better monitoring of housing advice contacts			
Develop Housing First on a larger scale	All	Norwich City Council/ Norwich Clinical Commissioning Group (CCG)	Number of people who move on and make the transition to settled housing Reduction in repeat homelessness
Improve the experience of rough sleepers accessing help at council homeless teams with a clear offer of what help is available	Medium	Norwich City Council/NHS City Reach (service user group)	Carry out further rough sleeper questionnaires and use previous surveys as a baseline
Forge closer links with organisations who can provide humanitarian help to people who are destitute and have no recourse to public funds	Short	Norwich City Council	Increased options for migrants who are destitute Reduction in numbers of rough sleepers who are destitute
At every opportunity highlight the findings of the Greater Norwich homeless health needs audit with providers	All	Norwich City Council	Improve health of our homeless population Reduce homelessness and untimely deaths Prevent repeat homelessness

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Priority One: “Reduce the number of rough sleepers on our streets and where possible develop interventions to stop it from happening in the first place.”

Actions to support this priority	Short ⁶ , medium ⁷ or long ⁸ term priority?	Which partners will help deliver this?	How will we measure success?
and commissioners of health services			

2. Priority two:

“Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

2.1 What does this mean?

Unfortunately we are increasingly seeing a population of people who are unwilling to engage with support services and continue to engage in a lifestyle which can include begging, anti-social behaviour, street drinking and substance abuse. Not only does this have negative consequences for the individual, but also for people working in and visiting the City; with increased costs for services such as the Police and acute health services.

As in common with other cities in England significant proportions of the people on the street have accommodation but will continue in this type of behaviour. A consistent approach with our partners needs to be taken to help engage with people who choose this lifestyle by focusing on managing risks and harm, and promoting appropriate behaviour with an alternative offer to a life on the

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

streets. A particular issue amongst this population is that by continuing to engage in this type of behaviour it can place their accommodation at risk, and increase the likelihood of rough sleeping in the future, placing them in a revolving cycle of homelessness and street lifestyle.

Through statistics (from 2016/17) provided by our rough sleeper outreach service we know that 40% of people assessed had two or more support needs, including: mental health, physical health, criminal justice involvement, learning disability, alcohol and drug use. These support needs are compounded by the growing issue of repeat presentations of clients (at Bishopbridge House) revolving around the homelessness system. Over the course of 2016/17, 74 people returned to the service during the same year. Whilst there has always been an element of revolving door clients we are now seeing more of these clients than ever. The following table shows the level of need of people assessed by the rough sleeper outreach team:

Level of need ⁹	Housing need	Level of help	% (and number) of people ¹⁰
None or one support need indicator identified and needs help to access housing.	Vulnerably housed or rough sleeping	Light touch. Give advice around housing options and help available.	60% (397)
Struggles to live independently and needs help to access housing and support services. Will have 2 support need	As above but more likely to be a rough sleeper over an extended period of time (months).	Signpost and support to support services available. Actively support to find housing options.	25% (164)

⁹ Support need indicators include: mental health, physical health, criminal justice involvement, learning disability, alcohol use and drug use.

¹⁰ Estimates based on needs identified by Rough sleeper outreach service in 2016-17. 663 cases were assessed or closed during this period; of these there were 446 individual people (not all will be rough sleepers but the majority will have been rough sleeping recently or insecurely housed). A number of these were repeat presentations to the service.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Level of need ⁹	Housing need	Level of help	% (and number) of people ¹⁰
indicators.			
Struggles to live independently and needs help to access housing and support services. Will have 3 or more support need indicators.	As above but more likely to be rough sleeping for an extended period of time (years) and are likely to be chronic homeless.	Multi-agency disciplinary approach. Flexible housing options available including housing first. Likely to need help accessing social or mental health care assessments (if required).	15% (102)

Priority two: “Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

Actions to support this priority	Short ¹¹ , medium ¹² or long ¹³ term priority?	Which partners will help deliver this?	How will we measure success?
Work with our partners in substance misuse and mental health services to increase engagement with rough	Medium	Norwich City Council/ Norfolk and Suffolk Foundation Trust(NSFT)/ Norfolk County Council/ Public Health/	Visible reduction in homeless street drinkers and people using drugs on the streets. Reduction in number of rough sleepers with dual diagnosis ¹⁴

¹¹ Short term priorities will be completed in the first year of the strategy.

¹² Medium term priorities will be completed in the second and third year of the strategy.

¹³ Long term priorities will be completed in the fifth year of the strategy.

¹⁴ Essentially, the **meaning of dual diagnosis** is when someone struggles with both a mental health disorder and substance abuse problems.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Priority two: “Actively case manage rough sleepers who are reluctant to engage (with help available) by using an assertive outreach model.”

Actions to support this priority	Short ¹¹ , medium ¹² or long ¹³ term priority?	Which partners will help deliver this?	How will we measure success?
sleepers to help support them into treatment services		Norwich CCG	
Work with our partners to develop a protocol for people who do not engage with support offered to help get them off the streets	Short	Norwich City Council/ Norfolk Police/ Voluntary and faith sector/Norfolk County Council/ NSFT	Reduction in the numbers of entrenched rough sleepers.

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

3. Priority three:

“Make the best use of our supported housing system to help people move away from homelessness for good.”

3.1 What does this mean?

It is estimated that there are 58,000 individuals in Britain who face problems of homelessness, substance misuse and offending in any one year.¹⁵ A majority of these people will have experienced mental health problems. People with complex and multiple needs are more likely to make contact with emergency services such as:

- Accident and Emergency
- Police
- Ambulance services
- Crisis mental health team
- Rough sleeper outreach team

It is estimated that accessing these types of services is costly compared to mainstream services and that the costs attributed to the 58,000 people are between £1.1 billion to £2.1 billion per year.¹⁶ One of the problems of non-emergency mainstream services for this client group is that they often provide help for one single condition and cannot deal with the multiple issues that people present with. Providing accommodation for people with multiple and complex needs is just one part of the jigsaw and it is important that a whole range of support is provided that keeps an individual in their accommodation. “People experiencing multiple needs are likely to live in poverty and experience stigma, discrimination, isolation and loneliness.”¹⁷

¹⁵ Hard Edges: Mapping Severe and Multiple Disadvantage in England (LankellyChase Foundation, 2015).

¹⁶ Ibid.

¹⁷ Solutions from the frontline, (Making Every Adult Matter Coalition, Clinks, Homeless Link and Mind).

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

In greater Norwich we have some strong examples of agencies that are working together to help people with complex needs, these include a pilot Housing First initiative and a Making Every Adult Matter service. These two initiatives are making a real difference in helping people access the care they need so that they can sustain their accommodation. In order to carry on this work we need to share the learning and experiences so that we can continue and develop this way of working thereby helping more people with multiple and complex needs in the future.

3.3 Making Every Adult Matter (MEAM) service

St Martin Housing Trust had a 16 months contract with Norwich City Council and its partners from Broadland and South Norfolk Councils to provide a MEAM Co-ordinator role.

The MEAM co-ordinator worked with Local Authorities, the local voluntary sector, statutory services ensuring a comprehensive service is available to those considered most vulnerable as highlighted in strategies including Make Every Contract Count, DCLG and the joint initiative Making Every Adult Matter (MEAM) 2009. The MEAM approach is designed to deliver better coordinated services, improve outcomes, and improve costs, for those individuals who have multiple and complex needs and have been excluded from most other services. Six months into the project 24 individuals have been referred into the service, 22 of which are still currently supported. 73% clients who have access the service have been assessed as having multiple complex needs. In the first six months using an industry recognised tool¹⁸ to measure client usage of services: offending, health, drug and alcohol and housing, two case studies have showed a saving of £55,628 to these services compared to the previous six months without the service.

3.4 Post-detox facility required in greater Norwich

In consultation with service users, Public Health and housing providers in the area we have identified that there is a need for this type of facility. People who have successfully undergone treatment with their alcohol or substance misuse struggle to find accommodation where people are not using alcohol or substances. The greater likelihood is that people will relapse and will

¹⁸ Tool designed by MEAM, with FTI Consulting/Compass Lexecon

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become homeless again. This type of provision has the potential to break the cycle of homelessness providing people with a more stable future.

3.5 Future funding of supported housing

Since July 2011 (with the announcement of the Coalition government's proposal to reform Housing benefit for supported housing) there has been considerable uncertainty for the future funding of supported housing. This uncertainty is set against a background of cuts, for example, to the Supporting People program.

There are a number of threats to the future of supported housing from the following areas:

- Housing Benefit Reform – Supported Housing consultation in July 2011: Announced that the government were looking at how supported housing would be funded in the future.
- Welfare Reform and Work Act 2016: saw the introduction of rent reductions for social landlords.
- Spending Review and Autumn Statement 2015: Housing benefit claimants living in dwellings rented from a social landlord (local authority or housing association) would face caps to the amount of rent that Housing Benefit will cover in the social sector to the relevant Local Housing Allowance level.

3.6 Housing Benefit Reform

In July 2011, the Government said that the current Housing Benefit arrangement for supported housing no longer works for the following reasons and proposed a supported housing review¹⁹:

- The processing of these benefit claims has become too complicated.

¹⁹ DWP, Housing Benefit Reform – Supported Housing, July 2011.

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- It is incompatible with other government policies for example: Personal budgets where an individual is enabled to exercise choice in commissioning their own care.
- Does not provide extra help to those requiring personal care or support whose landlord is not one of the prescribed types.
- Provides uncertainty for the housing sector in how rents are determined and could potentially make schemes financially unviable.
- It is costly for local authorities who have to sometimes meet the cost themselves for expensive schemes.

Whilst it has been reported that providers recognise funding for supported housing requires reform; the delay (since the announcement of the consultation in July 2011) of any clear policy from the government has created uncertainty within the sector. The consultation set out three types of supported housing based on the different level of benefits available to tenants:

- Group one: Local Housing Allowance (LHA) plus a fixed sum.
- Group two: LHA plus a locally determined top-up.
- Group three: Registered providers with regulated rents plus eligible service charges.

The National Housing Federation has been critical of the above categories used by the government as the distinction between the different types of supported housing was unclear and could jeopardise the original aim of creating a simpler system.²⁰

To date there has been no concrete announcement from the Government as to how and when these reforms will take place, creating uncertainty within the supported housing sector both locally and nationally. Currently it is expected that the outcomes of the review will be announced in early autumn 2016.

²⁰ NHF response to DWP consultation on Housing Benefit and Supported Housing, (NHF,2011).

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3.7 Welfare Reform and Work Act 2016: Rent reductions for social landlords

The Summer Budget of 2015 saw the announcement of rent reductions for social housing landlords. The Government announced that it wanted social landlords to play their part in helping reduce the welfare bill by reducing rents by 1% a year for 4 years. These measures were introduced via the Welfare Reform and Work Act 2016. During the passage of the bill through Parliament a number of supported housing providers called for an exemption from the rent reduction. Evidence provided showed that in an analysis of 14 homelessness supported housing providers this policy would lead to half of them having to close some services, whilst another four would have to stop working with clients with the most complex needs.²¹

On 27 January 2016 the government announced that the introduction of rent reductions in the supported housing sector would be delayed by one year from 01 April 2016. Whilst the delay has been welcomed amongst the sector the continued uncertainty has made it very difficult for providers to plan for the future.

3.8 Spending review and autumn statement 2015: Capping of social rents to LHA levels

The government announced in the Spending Review in autumn 2015 that housing benefit claimants in the social rented sector would be subject to further restrictions on how much help they would get with their housing costs (to the same level as people who receive housing benefit in the private rented sector). This change was announced to take effect from 01 April 2018 to tenancies signed after 01 April 2016.

In response, an Inside Housing article from 21 January 2016 claimed that 95% of supported housing providers would be forced to close their schemes as a result of the cap. The article also showed that a number of new sites for the development of supported housing would be either frozen or stopped whilst they waited to see if there was an exemption for supported housing. As a response the government have offered increases in the Discretionary Housing Payments budget (£70m additional funding) to help mitigate some of the shortfall.

On 01 March 2016 the Government announced a delay of one year in the application of the cap to tenants in supported housing. The new cap would then apply to all new tenancies granted from April 2017 (coming into force in April 2018). The Government announced that the forthcoming results of the supported housing review (in early autumn 2016) would determine what protections

²¹ Page 20, Paying for supported housing briefing paper,(House of Commons Library, July 2016)

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would be provided beyond April 2017. Further to this announcement on the 08 July 2016 an article in Inside Housing reported that the DWP intended to extend the cap further beyond the revised April 2017 deadline. However, on the 20 July, the Minister for DWP, Damian Green said that the Government would make an announcement in the early autumn as to the future funding of supported housing, "I have committed to making an announcement early in the autumn setting out the Government's view on what the future funding solution should look like."²²

3.9 Supported housing in greater Norwich

We have approximately 350 bed spaces in greater Norwich for people who are single homeless. The majority of these are based in Norwich, the towns of South Norfolk and the suburbs of Norwich. These services are important in providing people with pathways back to independent living. We need to ensure that people can access and move through these services as quickly and effectively as possible giving an individual the best possible chance of success when leaving. It is important that people can leave the services as quickly as possible when they no longer need it. The reasons for this are two-fold; to prevent silt up of this valuable resource and preventing access for people needing the service. The actions below are designed to help the supported housing system work as effectively as possible.

3.10 Supported housing move-on survey

The Homeless Link Move On Plans Protocol (MOPP) toolkit is designed to help local authorities and service providers audit resettlement needs in homelessness services. The toolkit was used in May 2014 with supported housing providers across greater Norwich and highlighted the following:

- 47 out of 499 planned moves were made into the private rented sector (because landlords were unwilling to let to people on Housing Benefit)
- 85 of the 140 clients who were ready to move on were unable to move on because 46 were waiting for social housing, 29 for 2nd stage supported housing, 8 for 1st stage accommodation and 2 for long term care

²² Hansard, Volume 613, c853 (20 July 2016).

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- evidence of good practice amongst providers that should be shared with other providers including: reducing evictions for arrears/behaviour, abandonments and improving client engagement
- problem of exclusion from 1st to 2nd stage accommodation

3.11 Hostel exclusion workshop

As a follow-up to the above move-on survey, a workshop was convened with supported housing providers in September 2014 looking at real-life examples of applicants who had been refused accommodation. In order to highlight this issue a sample of cases were presented anonymously to providers. Providers were then asked based on the evidence presented whether they would they accept the applicant. The majority of those present would have accepted the people into their services. A number of recommendations were made as a result:

- Hostel application form (HAF) needs to be remodelled (made smaller) for moves between supported housing providers
- HAF needs to have a more personal feel to it showing the journey of the applicant
- issues around client engagement and suggestions about what tools could be used
- lack of in-reach from other support services such as mental health and drug and alcohol services
- consideration needs to be made to use one risk assessment for all providers
- in-house training needed for supported housing staff in drug and alcohol counselling

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Priority three: “Make the best use of our supported housing system to help people move away from homelessness for good.”			
Actions to support this priority	Short²³, medium²⁴ or long²⁵ term priority?	Which partners will help deliver this?	How will we measure success?
Increase in-reach from specialist support providers into supported housing	Medium	Norwich City Council/ Voluntary and faith sector/Norfolk County Council/ NSFT/ Norwich CCG	Reduce the number of unplanned moves in supported housing
Work with commissioners to help provide a post detox (dry house) facility in Norwich	Short and medium	Norwich City Council/ Norfolk County Council/ Voluntary sector/Norwich CCG	The provision of a post detox (dry house) facility in Norwich
Pool training opportunities for supported housing staff across providers	All	Supported housing providers	Saves money and resources and encourages closer working with providers
Create an evidence base with agencies and commissioners for supported housing requirements (including specialist needs)	Medium and long	Norwich City Council/Norfolk County Council/Supported housing providers/ Housing associations/ Norwich CCG	When an evidence base/research can show what supported housing requirements are required; new services can be commissioned
Review the greater Norwich hostel move on agreement	Short	Norwich City Council/Broadland and South Norfolk Council/Supported housing	Numbers of people who move through the system successfully Reduction in the number of people

²³ Short term priorities will be completed in the first year of the strategy.

²⁴ Medium term priorities will be completed in the second and third year of the strategy.

²⁵ Long term priorities will be completed in the fifth year of the strategy.

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Priority three: “Make the best use of our supported housing system to help people move away from homelessness for good.”			
Actions to support this priority	Short²³, medium²⁴ or long²⁵ term priority?	Which partners will help deliver this?	How will we measure success?
		providers	excluded from services and people rough sleeping
Work with commissioners and providers to help adopt the new funding scheme for supported housing	Long	Norwich City Council/ Norfolk County Council/Supported housing providers	Protect existing and development of new services

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

4. How this strategy will be delivered

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Primary based research used for this document

Prompt (Homeless Link), rough sleeper questionnaire, (May 2015).

Greater Norwich homelessness review 2013

Outcomes of previous hostel and rough sleeper strategies

Hostel audit (Move on plans protocol, MOPP, Homeless Link), (2014)

Greater Norwich hostel exclusion workshop, (September, 2014)

Focus group workshops:

- CityReach
- Solo Housing
- Mancroft Advice Project

Data from various homelessness service providers

Performance monitoring data from Norwich City Council commissioned services:

- Rough sleeper outreach service
- Domestic abuse service
- Young person service

Secondary research used for this document

National and local policy (from greater Norwich homelessness strategy 2015-20)

Working with Economic Migrants (Homeless Link, 2014)

Models of accommodation and support for migrants with no NRPF (Housing Justice, Praxis and NACCOM, 2015)

Norwich tackling rough sleeping strategy 2017-22: breaking the cycle of homelessness

Report to Cabinet
13 December 2017
Report of Strategy Manager
Subject Quarter 2 2017 - 18 performance report

Item

9

Purpose

To report progress against the delivery of the corporate plan priorities and key performance measures for quarter 2 of 2017 - 18.

Recommendations

To:

- 1) consider progress against the corporate plan priorities; and,
- 2) suggest future actions and / or reports to address any areas of concern.

Corporate and service priorities

The report helps to meet the corporate priority of achieving value for money services.

Financial implications

The direct financial consequences of this report are none.

Ward/s All wards

Cabinet member Councillor Waters - Leader

Contact officers

Adam Clark, strategy manager

01603 212273

Background documents

None

Report

Introduction

1. This report sets out progress against the key performance measures that are designed to track delivery of the corporate plan priorities. This is the tenth quarterly performance report for the corporate plan 2015-2020.
2. The corporate plan 2015-20 established five priorities. Progress with achieving these is tracked by forty three key performance measures. It is these performance measures which form the basis of this report. Most of the performance measures are available quarterly while some are reported six monthly or annually to show general outcomes for residents.
3. Methodological changes for some survey derived measures have been included to improve the robustness of the results as agreed at cabinet on 8 November 2017. These include a new methodology and the weighting of measures that are derived from the Local Area Survey and a new text based methodology for overall satisfaction with council services. These improve accuracy but have an impact on reported performance, as can be seen from this quarter's performance.
4. Performance status for each of the performance measures is then combined for each priority to show at a glance high level performance. This should enable members to see where performance is improving or falling.
5. Performance is based around a traffic light concept where green is on target, red is at a point where intervention may be necessary and amber a point in between these two.
6. A copy of the full performance report can be found at appendix A.

Headlines

7. Overall performance this quarter is slightly behind last quarter's with two council priorities now showing amber where they were previously green, but this does mean that three remain green. There are some specific areas where the council is performing well and exceeding its targets but there are also some specific issues highlighted below. Each of the performance measures are provided within the relevant section of the performance report at appendix A.
8. The following areas of performance are brought to your attention:
 - a) At the end of quarter 2, the timely processing of benefits measure is at back on target with 100% of claims processed within the time limit.
 - b) There remains a high level of tenant satisfaction with the housing service, standing at 85% against a target of 83%.
 - c) There has also been a strong performance regarding culture and events, 92% of people are satisfied with leisure and cultural services and over 100,000 people attended council ran events over the previous 12 months.

- d) Reported overall satisfaction with council services has fallen to 70.7%, this is one of the many measures that now uses new 'text' survey methodology.
- e) Cycling use in the city has increased 1.8% over the last 12 months which is below our target of 5%.
- f) In quarter 2, the average number of days taken to re-let council homes remains at 19 days, exceeding our target of 16 days.
- g) 424 accident casualties on Norwich roads were recorded in the year to the end of December, a significant decrease from last quarter but still above our anticipated level of 400.
- h) The number of affordable homes remains below target but has again seen increases this quarter and is on track to meet its long term 5 year target.
- i) Preventing homelessness continues to perform well despite increasing pressures, with 66.2% of people contacting the council as threatened with becoming homeless actively prevented from becoming so.
- j) The following indicators have seen large drops in performance due to the aforementioned change in methodology from phone to text surveys
 - a. SCL03: % of people who feel safe
 - b. SCL11: % of people satisfied with parks and open spaces
 - c. SCL12: % of people satisfied with their local environment
 - d. VFM01: % of residents satisfied with the service they receive from the council
 - e. VFM08: % of customers satisfied with the opportunity to engage with the council.
- k) The changing methodology allows the council to improve robustness of results as well as gather more detailed information about the thoughts of residents.

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Cabinet
Committee date:	13 December
Head of service:	Adam Clark
Report subject:	Quarter 2 performance report 2017/18
Date assessed:	November 2017
Description:	This report sets out progress against the key performance measures that are designed to track delivery of the Corporate Plan priorities for quarter 2 of 2017/18.

	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"/>	
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"/>	

	Impact			
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

The range of council activity represented by this report means that it is not possible to identify the aggregate impact; this is covered by the individual impact assessments that are conducted as part of routine council business



Safe, clean and low carbon city

Prosperous and vibrant city

Fair city

Healthy city with good housing

Value for money services

Corporate plan

Safe, clean and
low carbon city

Prosperous and
vibrant city

Fair city

Healthy city with
good housing

Value for money
services

Comments

This is the city council's performance report for the second quarter of the 2017-18 financial year. Three of our five corporate priorities are green overall, although two of the priorities are now amber, which partly reflects the challenges we're facing, as with our capital programme delivery.

We have actively changed the methodology we use to measure resident satisfaction with various service, as well as perceptions of safety - this has had a significant impact on the performance levels against the targets set against the previous methodology. However, the new approach is already providing greater insight into issues and we remain above national standards for satisfaction.

Our events continue to be well-attended and valued by residents and visitors, which supports a vibrant city. We are continuing to perform well in dealing with housing issues, such as preventing homelessness, bringing empty homes back into use and supporting people to live independently.

Our value for money indicators are again showing good performance, notably reducing avoidable contact levels, and supporting residents to go online through digital inclusion and 'channel shift'.

Green is on target, amber between target and cause for concern and red is cause for concern.

For more information please contact the Strategy & Transformation team on ext 2535 or email strategy@norwich.gov.uk

Key to tables (following pages) :

RAG - Red, Amber, Green; **DoT** - Direction of Travel: a green upward arrow signifies an improvement in performance compared with the previous reporting period, a red downward arrow shows a drop in performance and a blue horizontal arrow shows no change. **YTD** - data shown is for the (financial) year to date



	Safe, clean and low carbon city	Prosperous and vibrant city	Fair city	Healthy city with good housing	Value for money services	Corporate plan
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Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
SCL13 % change in the number of cyclists counted at automatic count sites	1.8	5.0	▲	🚩	1.8	5.0	▲	09/17
<p>Comments: Automatic Cycle Counters (ACCs) are being used in Norwich to monitor the number of cycle journeys along key cycle routes.</p> <p>The level of increase at eleven ACCs is up 1.8% between the year ending 30th September 2016 and the year 30th September 2017. This represents close to 21,000 additional counts but is below the target of a 5% increase. An increase of over 10% was seen on four of the ACCs which included Valley Drive, Hethersett, Cannell Green and Magdalen Street. There was a decrease on Cow Drive of 8.5%, as the largest individual count this has affected the overall percentage increase. There are data collection issues to overcome and account for in terms of counters being blocked (for example by building works).</p>								
SCL03 % of people feeling safe	53.9%	78.0%	▲	🚩	62.7%	78.0%	▲	09/17
<p>Comments: The % of people feeling safe remains under target this quarter. This is one of three measures where a different methodology is being used which better reflect the residents of the city. This has resulted in lower performance, and it is anticipated that the year-end out turn will be below the current target. Targets will be reviewed after Q3 data is available. High profile policing campaigns such as Operation Gravity remain visible with recent positive coverage as do changes to the policing model all which may contribute to people's feelings of safety.</p>								
SCL12 Percentage of people satisfied with their local environment	60.6%	80.0%	▲	🚩	69.7%	80.0%	▲	09/17
<p>Comments: This is one of three measures where a different methodology is being used which better reflect the residents of the city. This has resulted in lower performance, and it is anticipated that the year-end out turn will be below the current target. Targets will be reviewed after Q3 data is available.</p>								
SCL11 % of people satisfied with parks & open spaces (Q)	73.5%	85.0%	▲	🚩	82.6%	85.0%	●	09/17
<p>Comments: There has been a recent change in methodology, with results now obtained via a text survey - we will monitor and review the target for next year.</p>								

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
SCL01 % of streets found clean on inspection	84.7%	88.0%	●	🟢	87.3%	91.0%	●	09/17
<p>Comments: This is the second quarter we have carried out the new style surveying regime. Following this tranche all new staff have received additional training on the survey methods used. The majority of the failures were for detritus in areas of high obstruction housing and industry & warehousing.</p>								
SCL02 % of people satisfied with waste collection	78.9%	85.0%	●	🚩	85.9%	85.0%	★	09/17
<p>Comments: Whilst it is disappointing to see that the satisfaction rate has reduced this is based on a very small response rate - around 0.029% of households - therefore each individual response will influence the percentage rate and a single service failure can adversely affect the figure</p>								
SCL04 Residual household waste per household (Kg)	99.9	93.8	●	🚩	201.4	192.8	●	09/17
<p>Comments: It is encouraging to see a reduction in residual household waste per household as this is the most significant measure of waste/recycling performance</p>								
SCL06 % of residential homes on a 20mph street	39.2%	41.5%	●	🚩	39.2%	41.5%	●	09/17
<p>Comments: As no new 20mph areas were installed in this quarter, the number of households within a zone is slightly under target. However, there are proposals to progress more areas next quarter.</p>								
SCL07 Number of accident casualties on Norwich roads	424	400	●	🟢	424	400	●	09/17
<p>Comments: It is disappointing to see number of casualties recorded above target, this is being closely monitored. At present there remains an overall downward trend in the number of casualties.</p>								

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
SCL05 % of food businesses achieving safety compliance	96.2%	90.0%	★	🟢	96.2%	90.0%	★	09/17
Comments: High risk premises continue to be prioritised; 1 high risk premises had not been inspected out of the 31 premises estimated to be due in this quarter. We continue to aim to complete 100% of high risk inspection that are due in the next quarter.								
SCL09 CO2 emissions for the local area	4.2%	2.4%	★	🔴	4.2%	2.4%	★	04/17
Comments: The council will continue to use any energy efficiency funding from central government to continue our work on reducing emissions from residential and commercial sectors. E.g. ECO2 (a scheme where energy companies subsidise installation of insulation and modernising heating systems). The council will also continue to promote sustainability via its wider remit as a conduit of behavioural change and pro-environmental behaviours. (E.g. push the Pedalways / One Planet Norwich)								
The council has reduced per capita emissions by 13.5% since 2013/14								
Norwich has the lowest per capita emissions (4.50t/capita) of any Norfolk LA. In 2005 the per capita emissions were 6.9 t per person. This has fallen to 4.5 per person.								
SCL10 CO2 emissions from local authority operations	14.6%	2.2%	★	🟢	14.6%	2.2%	★	04/17
Comments: The figure of 1,031,718 Global kg of CO2e is a 14.6% reduction on the previous year and represents a 54.1% reduction compared to the 06/07 baseline.								
This takes into account the 6 months of electricity provided under the OFGEM certified Green Tariff which the council has purchased from TOTAL. The Green Tariff contributes significantly to this year's carbon reduction.								

Performance measures not contributing to the performance score for the Objective this quarter

Measure
SCL08 % of adults cycling at least 3x per week for utility purposes
Comments: Data for this indicator is taken from a national dataset currently scheduled to be released in January. The figure will be included in future reports as and when it becomes available.



Safe, clean and low carbon city

Prosperous and vibrant city

Fair city

Healthy city with good housing

Value for money services

Corporate plan

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
PVC1 Number of new jobs created/ supported by council funded activity	127	150	▲	🔴	127	150	▲	
Comments: In Quarter 2 the Economic Development team contributed to this target through advice, partnership working and relationship management.								
PVC2 Delivery of the council's capital programme	66%	80%	▲	🔴	66%	80%	▲	
Comments: 66% projects are green. Of the red/amber projects, the main reasons for the status is: Concerns over actual or potential overspends; delays in timescales due to lack of staff resource to deliver or lack of other funds.								

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
PVC8 % of people satisfied with leisure and cultural facilities	92.0%	95.0%	●	🔴	92.0%	95.0%	●	09/17
Comments: Riverside Leisure Centre is aiming to maintain its "Quest Excellent" accreditation, the UK quality scheme award for sport and leisure and the Norman Centre is now working towards "Quest Entry".								

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
PVC03 Amount of funding secured by the council for regeneration activity (4 year rolling average)	£2,755	£2,000	★	🟢	£2,755	£2,000	★	09/17
Comments: The funding in this year is from the Department for Transport for the Cycle City Ambition Grant. The money has already been claimed for 2017/8. We have also been successful in a bid for funding for regeneration sites from the Business Rates Pool- a total of £54,000 secured for 2017/8.								
PVC09 Amount of visitors at council ran events	102,945	85,200	★	🟢	102,945	85,200	★	09/17
Comments: This is the second time we have included this indicator, which presents the rolling 12 month sum of visitors at council ran events. Over the previous 12 months, over 100,000 people have visited events ran by the council, well above the target of 85,000 - the trends also show that attendance is increasing year on year. Over the last three month period we have seen a yearly increase in the number of people attending Bandstand concerts and Playdays.								
PVC6 Planning service quality measure	89%	83%	★	🟢	89%	83%	★	09/17
Comments: The result reported here is a proxy using the planning performance measures reported to central government i.e. speed of processing of Major, Minor and Other applications. It is hoped that outputs later in 2017-18 will include both these measurements of speed of processing and quality of service by way of feedback received from a customer survey process. However, this will be dependent on the receipt of information which is outside the council's full control (as information will be processed via PAS) and the successful operation of the new quality measures.								

New performance measures not contributing to council performance until Q4

Measure
PVC07 No. of priority buildings on the 'at risk register' saved from decay by council interventions
Comments:



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Corporate plan

Measure	Actual	Target	▲ RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
HCH04 Affordable Homes measure	110	190	▲	🔴	110	190	▲	09/17
<p>Comments: We're on our way to meeting the 5 year target but delivery is not linear. 10 units have been completed at Hansard Close and a further 20 on the Lakenham Cricket Ground for which some funding was provided by the council. Work on site is progressing on 105 new dwellings at Goldsmith Street and a further 18 at Threescore. 39 further units will be delivered at Threescore following the decision by Norwich regeneration Ltd to complete phase 2 and a further 11 units are being purchased on a site in Northumberland Street. In addition, cabinet has approved the grant of 1-4-1 receipts to registered providers to facilitate the delivery of 78 units to be completed in 2018/19.</p>								
% of upgrades complete	43%	51%	▲	🟢	43%	51%	▲	09/17
<p>Comments: There is evidence of the improvement that was hoped for at the end of Q1; performance at the end of Q2 is closer to target than it was at the end of Q1, although the impact of a slow start to the year's work is still evident. In addition, the end of the Fosters contract and the start of the Roalco contract have caused mobilisation delays due to TUPE considerations, although some designs and materials have been transferred from Fosters to Roalco to allow some work to progress in the kitchen area of upgrades, it is anticipated that this financial year's work will not be completed until early June 2018.</p> <p>With bathrooms, although there is not the need to provide initial surveys for agreement, and works can progress, TUPE and mobilisation issues also exist, and it is still anticipated that this stream of work will not complete before May or June 2018.</p>								

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
HCH2 Relet times for council housing	19	16	●	🟢	19	16	●	09/17
<p>Comments: 231 homes were let in the second quarter of 2017-18. The average relet time for the quarter was 19 days, against a target of 16 days. Factors impacting upon performance included vacancies in the housing support team and staff continuing to develop their knowledge, plus the condition of properties, the extent of void works required and Norse standard void works being outside target time in the early part of the quarter as a result. October performance, although outside, Q2, is back within target at 15 days.</p>								

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
HCH03 No of empty homes brought back into use	34	20	★	🟢	34	20	★	09/17
Comments: This is on target to reach 20 homes brought back in to use by the end of the year								
HCH1 Delivery of the Healthy Norwich action plan	50%	50%	★	➡	50%	50%	★	09/17
Comments: The Healthy Norwich partnership, involving the city council, Clinical Commissioning Group and public health at Norfolk County Council, continues to deliver a number of projects aimed at preventing poor health and reducing health inequality. These have included work with partners to coordinate efforts to ensure all residents are able to stay warm and well over winter, delivery of a campaign to increase awareness in young people of the health effects of sugary drinks, and provision of ongoing support for patients at GP surgeries to access advice around a range of social and welfare issues.								
HCH5 Preventing homelessness	66.2%	60.0%	★	🟢	63.9%	60.0%	★	09/17
Comments: Our gold standard approach, with focus on provision of an accessible, specialist service to prevent homelessness, continues to deliver excellent and cost-effective performance to a vulnerable client group. Future challenges, particularly the enforced shift in the way that the council deals with customer contact, the implementation of the Homelessness Reduction Act and the introduction of Universal Credit (all April 2018) will cause significant pressure on this service and in such a challenging environment, such high performance in the prevention of homelessness may be difficult to maintain.								
HCH6 % of people who feel that the work of the HIA has enabled them to maintain independent living	96	90	★	🔴	96	90	★	09/17
Comments: The target continues to be exceeded. This quarter has also seen the start of a pilot project to provide rapid assistance to inpatients at the NNUH where an need for adaptation, repair or improvement of their homes is preventing their discharge.								
HCH8 % of tenants satisfied with the housing service	85%	83%	★	🔴	85%	83%	★	09/17
Comments: In the 12 months to 30 September 2017, 877 responses have been received from council tenants through the Local Area survey. Although the percentage satisfied is shown as decreasing (84.9%, compared to 86.2% three months previously) it is still above the 83% target. From Q3 onwards, results from the rolling STAR survey will be used, by which time there will be a sufficient number of responses.								
HCH9 No of private sector homes made safe	57	50	★	🟢	57	50	★	09/17
Comments: We are back on target and to date the adoption of the new financial penalty powers has not created significantly more work for the team								

Performance measures not contributing to the performance score for the Objective this quarter

Measure
HCH7 % of council properties meeting Norwich standard
Comments:



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Corporate plan

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
VFM8 % of customers satisfied with the opportunities to engage with the council	27%	54%	▲	🔴	38%	54%	▲	09/17

Comments: People's satisfaction with the opportunities to engage with the council has decreased this period. This is one of three measures where a different methodology is being used which better reflect the residents of the city. This has resulted in lower performance, and it is anticipated that the year-end out turn will be below target. Targets will be reviewed after Q3 data is available. The indicator will be monitored closely to understand if there is a broader reason for this change given that there have been increasing number of opportunities for engagement with new resident groups establishing. The emerging community engagement work under the banner of Get Involved, may have a positive impact once fully implemented.

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
VFM1 % of residents satisfied with the service they received from the council	70.7%	75.0%	●	🟢	75.5%	84.0%	★	09/17

Comments: This is the 2nd quarter outturn using the new methodology which is using a 'text' to measure satisfaction. The target for this measure has now been agreed at 75%. This 2nd quarter outturn has dropped slightly but a number of factors will have contributed to this including the contact team having significant resource issues during this period and 2 key services (neighbourhoods and citywide services) undergoing restructures which has meant that new ways of working are not yet embedded. However, we continue to be provided with a wealth of data to help drive forward improvements and identify areas for transformation and savings across the authority.

Measure	Actual	Target	RAG Status	DoT	Actual YTD	Target YTD	RAG YTD	Date Measured
VFM02 Council achieves savings target	-£557,000	£0	★	🟢	-£557,000	£0	★	09/17

Comments: The quarter 2 general fund forecast outturn for the 2017/18 financial year is an underspend against budget of £557k. The current forecast underspend is due to; unbudgeted savings relating to the pension deficit payments, additional income and salary underspends.

VFM4 Avoidable contact levels	27.6%	35.0%	★	🔴	27.3%	35.0%	★	09/17
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Comments: We are continuing work with service areas to monitor and use the data captured in this measure and have seen an improvement in the levels of avoidable contact for this quarter. Performance in this 2nd quarter continues to be going in the right direction with the overall percentage of avoidable contact reducing. The new and improved contact channels together with improvements in customer access are starting to drive down levels of avoidable contact. The data we are capturing will further help identify areas for transformation.

VFM5 Channel shift measure	17.90%	17.50%	★	🟢	15.03%	15.63%	●	09/17
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Comments: Performance is slowly increasing alongside the development of new and improved online and self-serve forms. New processes were launched in June 2017. The impact of those changes are reflected in Q2 but all staff need to continue to promote online services across the authority if we are to meet our stretched targets that have been set.

VFM6 % of income owed to the council collected	95.5%	95.0%	★	🟢	95.5%	95.0%	★	09/17
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Comments: Timely collection of income continues to support the council's finances ensuring income is collected early and debt is well managed to increase the likelihood of collection.

VFM7 % of income generated by the council compared to expenditure	50.5%	45.2%	★	🟢	50.5%	45.2%	★	09/17
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Comments: The quarter 2 outturn general fund income for 2017/18 financial year is forecast to equate to 50.5% of expenditure which is above the target of 45.2%.

VFM9 Delivery of local democracy engagement plan	2	2	★	➡	2	2	★	09/17
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Comments: Local Democracy Week was between 9 October and 13 October 2017. This included a voter registration event at the UEA, be a councillor session and an open day where the public were invited to have look at City Hall and meet the Lord Mayor and leader.

We have run voter registration events across the year. These took place April and May in the run up to the election and in September when the new set of students started. We have also visited care homes in November.

Report to Cabinet
13 December 2017
Report of Strategy manager
Subject Scrutiny Committee Recommendations

Item

10

Purpose

To consider the recommendations from the scrutiny committee since June 2017.

Recommendation

To consider the individual recommendations made by the scrutiny committee as outlined in the report, particularly the following addressed to cabinet:

22 June 2017 - City accessibility recommendations:

1) ask cabinet to formulate a city access charter and to extend consultations on such a charter to groups representing all disabilities including those with hidden disabilities,

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

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.

The committee makes recommendations for cabinet, the wider council and other stakeholders based on evidence on the issues scrutinised at their meetings.

The following is a summary of the topics the committee has considered over recent meetings with the recommendations that were made accordingly.

2. 22 June 2017 – City accessibility item summary:

At the scrutiny meeting on 22 June, the committee heard from Norwich Access Group, RNIB, NNAB, NDA, Age UK, and the UEA's accessibility taskforce, who provided evidence and insight into the issues which groups have accessing Norwich. This included; uneven pavements, A board placement, misuse of blue badge parking, shop access, and controlled crossings.

Mike Wordingham (RNIB) felt that the equality impact assessment attached to the report was inadequate as the scheme disadvantaged visually impaired people and did not address the concerns raised by the NNAB. There was no mention of any mitigating factors being implemented. He suggested that these assessments could be put through a panel of disabled users as a second check to ensure robust consultation. He was interested in the idea of a street charter and said that he would be delighted to assist in the development of this. Aliona Derrret said that the NDA could always be approached for advice.

RESOLVED to:

1) ask cabinet to formulate a city access charter and to extend consultations on such a charter to groups representing all disabilities including those with hidden disabilities,

(2) consider the formation of a task and finish group at the appropriate time to support the development of a city accessibility street charter

(3) ask Norfolk County Council's Environment, Development and Transport committee to review the same evidence presented to this meeting to inform their work going forward;

(4) improve stakeholder representation earlier in the design process of new transport schemes,

(5) ask relevant officers to ensure that any new signage be evaluated in terms of accessibility

(6) ask the Norwich Highways Agency Committee to consider formally pausing the use of shared space schemes,

(7) ensure the A Boards policy is easily accessible on the Norwich City Council website,

(8) ask the relevant body to consider ways to more robustly enforce the engine switch off policy for buses within Norwich,

(9) ask the relevant body to consider ways to increase awareness of ways to report misuse of blue badge parking,

(10) ask the chair of the licensing committee to consider receiving a report on the sufficient supply of wheelchair accessible private hire vehicles, and

(11) ask relevant officers to approach the Business Improvement District (BID) to explore ways of improving city centre retail access for those with mobility issues, such as more drop off points and a mini bus 'hopper' service

3. 21 September 2017 – Pre-scrutiny of the proposed budget consultation item summary:

An overview of the consultation was presented to the committee by the head of strategy and transformation. The members discussed the idea that a sub group or Councillor representative could attend the focus groups as there was not enough detail on the content of the consultation. The head of strategy and transformation said that information would be brought back to members at various points throughout the consultation.

A member commented that the language within the budget consultations needed to be accessible and understandable to all. The head of strategy and transformation said that the council was aware of this need and appointing an external organisation would facilitate this.

RESOLVED to ask the head of strategy and transformation to:-

(1) consider how best to involve members in shaping the budget consultation with an update brought back to scrutiny at appropriate time to allow changes to be considered; and

(2) include an 'easy-read' sheet to sit alongside the budget consultation

4. Cooperatives item summary:

This item was introduced by the strategy manager who said that with regard to involving co-operatives in the community asset transfer programme, the council was responsive to groups which approached the council. A robust process had been put in place so that when special opportunities arose, these would be advertised. He added that they need to think about whether preference could be given to cooperatives under the community right to

challenge. Discussion ensued around procurement and social value. The strategy manager said that the council worked with a range of social enterprises and gave grants in kind to some of these. There was ongoing work taking place in conjunction with this sector to ensure that social enterprises had a chance to complete for procurement opportunities.

RESOLVED to ask the democratic and elections manager to arrange an all-members briefing on co-operatives to include examples of how co-operatives have worked with other local authorities and what services were available to Norwich City Council.

5. Call-in – kitchen and bathroom replacements delegated decision item summary:

The scrutiny chair said that he had called in the decision as he had concerns around how such delegated decisions were published in the public domain. He clarified that he had no concern with the contractor identified but he was concerned about how members would find out which contractor had been appointed.

The director of business services said with regard to delegated decisions, once an officer had taken the decision, this should be published to members and the public to allow for call in. This was done until two years ago but had lapsed due to staff absence.

RESOLVED to:

(1) Endorse the delegated decision to appoint Roalco Limited for replacement kitchens, bathrooms and repointing in housing properties

(2) Note the work being undertaken on publishing delegated decision and progress on motions to council ; and

(3) Ask the director of business services to liaise with the head of customer services to discuss the Councillor enquiry system

6. 19 October 2017 – Health inequality item summary:

At the October meeting, the committee members heard from a range of experts. Nadia Jones highlighted the work being undertaken in conjunction with other district authorities around wider health. A public health profile was being pulled together which aimed to rank factors across local authorities. Child poverty had a huge impact as well as attainment of GCSEs. Norwich was ranked ninth worst for GCSE attainment and pupil absence was, also high. Other notable factors included statutory homelessness for vulnerable people, fuel poverty, hospital admissions for deliberate injuries and high smoking rates.

Rachel Hunt, Clinical Commissioning Group (CCG) gave an overview of the work of Healthy Norwich. She said that it was a programme of work to acknowledge Norwich as a World Health Organisation healthy city on the

worldwide stage. Three key areas had been identified to add value to; smoking cessation, healthy weight and lifestyle and affordable warmth.

The chair introduced Mary Fisher, representative of Making it Real. She explained that Making it Real was a partnership between those who use and those who design services. She had asked service users whether they felt they experienced health inequality and what Norwich City Council could do about this. Housing was the biggest issue as some properties were not sufficiently accessible.

Stephen Hulme said that a locality approach had been taken to understand how Active Norfolk could contribute to the wellbeing of residents in different areas. Data relevant to physical activity had been reviewed, including factors such as instances of disease and anti-social behaviour. Where there was a high prevalence of these factors, the mapping exercise aided with understanding these geographically and thematically. Four priorities had been identified in areas that the greatest contribution could be made, which were healthy weight, anti-social behaviour, access to skills and employability.

Members discussed the mapping of community resources and ensuring that these were accessible to all. The director of communications and culture said that this was a piece of work being undertaken as part of the work on the Digital Sharing Platform and was about linking the resources so they could be easily found.

RESOLVED

(1) To ask the chair of scrutiny to liaise with the leader of the council around progressing accessibility charter and to acknowledge all recommendations from June scrutiny committee meeting on city access

(2) To ensure provision of web information linked across organisations

(3) To ensure health and wellbeing is taken into consideration when the review of parks and open spaces takes place

(4) To scrutinise the river Wensum strategy to ensure health inequality actions are considered

(5) To scrutinise the social value and procurement framework as part of next year's work programme; and

(6) For the strategy manager to feedback to members regarding the significantly negative outliers for Norwich from the Public Health Outcomes Framework

Integrated impact assessment



NORWICH
City Council

Report author to complete

Committee:	Cabinet
Committee date:	13 December 2017
Director / Head of service	Adam Clark
Report subject:	Scrutiny Committee Recommendations
Date assessed:	28 November 2017
Description:	A summary of scrutiny committee discussions and recommendations between June and November 2017

	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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Individual item o health inequalities considers council role in improving health and wellbeing of residents

	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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Item on city access considers impact on residents and others with protected characteristics and how to eliminate discrimination
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Item on city access considers impact on residents and others with protected characteristics and how to advance equality of opportunity
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	City access item could impact on transport design in city centre
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

	Impact			
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment
Positive
Cabinet to give due consideration to recommendations made by the committee
Negative
Neutral
Issues

Report to Cabinet
13 December 2017
Report of Head of neighbourhood housing
Subject Procurement of a housing structural repairs contract

Item

11

KEY DECISION

Purpose

To seek delegated authority to award a contract for housing structural repairs.

Recommendation

To delegate authority to the director of neighbourhoods, in consultation with the deputy leader and social housing portfolio holder, to award a contract to the best value supplier for structural repairs once a detailed evaluation is completed.

Corporate and service priorities

The report helps to meet the corporate priority a healthy city with good housing.

Financial implications

The financial consequences of this report is the award of a contract for structural repairs and improvements with an estimated tender cost of £393,000 which is included within the Housing Revenue Account financial forecasts and budgets for this financial year (2017/18).

Ward/s: Town Close

Cabinet member: Councillor Harris – deputy leader and social housing

Contact officers

Gary Atkins, director of property services, NPS Norwich Ltd 01603 227903

Carol Marney, head of operational property services, NPS Norwich Ltd. 01603 227904

Lee Robson, head of neighbourhood housing 01603 212939

Background documents

None

Report

Background

1. Essential maintenance and repair works are required to nine flats at 30 to 66 Eleanor Road, a three-storey building, formerly part of the Tower Roller Mill. The work includes concrete repairs, brickwork repairs, partial re-roofing and painting of the structural steelwork, replacement guttering and external redecoration.
2. The block contains numbers 30, 32, 34, 48, 50, 52, 62, 64 and 66. One of the top floor flats has recently suffered from a roof leak. This work will ensure that the flats will not suffer roof leaks and be fit for purpose for the next twenty years.

Tender Process

3. The contract was advertised on the council's e-tendering portal and Business Link/Contracts Finder.
4. 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, references and previous experience. These aspects will be evaluated to ensure that suppliers meet the Council's basic requirements.
5. At the same time suppliers were asked to submit details in the form of answers to questions relating to how they would meet the requirement for the work and the price that they would charge to carry out this work. These answers will be evaluated once it has been confirmed that the suppliers have met the Council's basic requirements.
6. The tender return date is 4 December 2017.

Tender evaluation

7. The responses 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.
8. Evaluation and notification to suppliers will not be complete by the time Cabinet meets in December, hence the request for delegated authority.

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 completing the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	13 December 2017
Head of service:	Lee Robson – Head of Neighbourhood Housing
Report subject:	Procurement of housing structural repairs
Date assessed:	8 November 2017
Description:	Structural repairs and partial re-roofing of 30 - 66 Eleanor Road

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The tender process ensures that the Council achieves the best value for money at that particular time.
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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Structural repairs and re-roofing ensure that dwellings remain safe and dry to live in.
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"/>	

	Impact			
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"/>	Structural repairs ensure that the built environment is kept in good condition.
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

	Impact			
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>1. There is a risk of challenge from an unsuccessful supplier. This risk is mitigated by the fact the value of contracts is below the thresholds in the Public Contracts Regulations. Also the tender has followed an open process with award criteria being based on the lowest compliant tender, but there is always a risk of challenge from unsuccessful suppliers.</p> <p>2. There is a risk that the appointed supplier could fail during the duration of the contracts. This is low risk due to the relatively short nature of the contracts and the planned nature of the works. In addition to this the Council is not investing in the supplier and so the risk is one of service continuity rather than financial, which is further mitigated by the fact the work is planned not responsive in nature.</p>

Recommendations from impact assessment	
Positive	
Negative	
Neutral	

Issues

Report to Cabinet
13 December 2017
Report of Director of Regeneration and Development
Subject Norwich Regeneration Ltd and Norwich and HCA Strategic Partnership - business plans January – July 2018

Item

12

KEY DECISION

Purpose

To consider the latest business plans of Norwich Regeneration Ltd and the Norwich and HCA Strategic Partnership.

Recommendations

To:

1. Approve the Norwich Regeneration Ltd business plan including the new developments at 10-14 Ber Street, Three Score phase 3 and Hurricane Way.
2. Approve the business plan for 2017-18 for the Norwich and Homes and Communities Agency (HCA) strategic partnership.
3. Agree to dispose of the 10-14 Ber Street site and the land for Three Score phase 3 to NRL in exchange for an equity investment in NRL - as set out in paragraph 2 of the confidential appendix to this report.
4. Recommend to council the approval of the inclusion of the amounts to be lent to NRL in the council's capital programme - as set out in the report.
5. Recommend to council the approval of the inclusion of the costs of the HRA buying the social housing at 10-14 Ber Street and Three Score Phase 3 in the council's capital programme - as set out in the report.

Corporate and service priorities

The report helps to meet the corporate priority of a prosperous city.

Financial implications

The "emerging 2018/19 budget and MTFS" report on cabinet's agenda shows the following amounts currently being proposed for inclusion in the capital programme:

- £24m for on-lending to NRL over the period 2018/19 to 2021/22 , this being in addition to the £11.5m already lent to NRL in 2017/18
- £14m for the purchase by the HRA of the social housing built by the company, this being in addition to the £2.9m of acquisitions already agreed

	2018/19	2019/20	2020/21	2021/22
Council on-lending to NRL	0	11,510,000	12,040,000	440,000
HRA acquisition of social housing	3,660,260	2,759,000	5,394,380	2,199,060

In terms of the net revenue returns (net of any costs) expected by the Council the General Fund MTFs and HRA Business Plan currently includes the following net income:

	2018/19	2019/20	2020/21	2021/22
Net income from on-lending to NRL on commercial terms	-588,050	-1,242,600	-1,558,475	-1,252,575
Net rental income to HRA	0	-6,427	-26,279	-74,434

In addition the council receives financial benefits through the Service Level Agreement with the company as it, and its partners LGSS and NPLaw, provide advice and services to NRL. This is currently in the region of some £106,000 per annum.

Financial analysis undertaken by using the company's new financial model shows that the housing developments included in the company's Business Plan are financially viable. The company is forecast to be in position to finance the loan debt owed to the council. The 50-year long model also shows that NRL is forecast to be a "going concern" as, apart from during the construction phases, the company's net assets are higher than the outstanding debt owed to the council.

Ward/s: Bowthorpe and Mancroft

Cabinet member:

Councillor Harris - deputy leader and social housing

Contact officers

Gwyn Jones, city growth and development manager 01603 212364

Karen Watling, chief finance officer 01603 212440

Background documents

None

Report

Background

1. In July 2015 cabinet agreed to establish a development company to build, sell and manage houses for sale and rent. The company (Norwich Regeneration Ltd) (NRL) was incorporated in November 2015 as a company limited by shares, wholly owned by Norwich City Council. The articles of association of the company require that the company business plan is approved by the council as the shareholder. The company then carries out its operations within the parameters of the business plan.
2. The council lends NRL the money it requires to build houses at a commercial interest rate. The loan agreement between the council and NRL was approved by cabinet at its meeting in November 2017.
3. To date, the council has agreed to on-lend to the company to develop Rayne Park (Three Score phase 2) sections 1 and 2. It has also agreed to date for the HRA to purchase at cost the social units being built at Rayne Park.
4. The NRL Board agreed a revised Business Plan for the period January – July 2018 at its meeting on 29 November 2017. The Board now requests that the council agrees the Business Plan in its capacity as the sole shareholder of the company.
5. The company will deliver much needed high quality new housing (private rent, private sale and affordable) and at the same time generate an income stream for the council to help to support General Fund front-line services.
6. In total NRL, via this Business Plan, intends to build 285 new dwellings in Norwich, over the period 2018 to 2021, comprising 80 homes for private sale, 111 dwellings for private rent and 94 affordable homes (from which 84 dwellings will be offered to the council's HRA for purchase at cost).

Progress by the company to date

7. The company currently has one project under construction- Three Score phase 2, being marketed as Rayne Park. This is a 172 dwelling development, of which 112 dwellings are being built to passivhaus standards. The development includes 33% affordable housing (85% social rent (to be purchased by the council following agreement in September 2017), 15% shared equity) with the remainder of the units being private dwellings to be sold or rented on the private market by the company. RG Carter were selected as the contractor under a 2 stage design and build contract. The contract is divided into 4 sections.
8. Leaders were appointed to deal with the sales and marketing of the private sale properties and the ongoing management of private rented properties in the development. Construction on site of Section 1 commenced in May 2017. Off plan marketing has already commenced and the show homes will be launched in the New Year. The first tenants will be able to move into the social housing in April 2018. Section 1 (79 units will be completed in

November 2018).

9. NRL has instructed RG Carter to proceed with the detailed design and pricing of section 2 and if the whole development is completed in line with the current programme it will be finished in October 2020.

New development proposals

10. Council officers have undertaken an assessment of potential future sites which could be developed by NRL. The assessment follows a set of simple criteria to determine whether development is appropriate for NRL or whether a disposal for a capital receipt or development via a joint venture (JV) partner is more appropriate.
11. The criteria are-
 - A. funding ability - does the council have the ability to fund the project ? If so, there is no need to involve a third party as funder.
 - B. Is the site complex ie is difficult land acquisition involved, is the site contaminated or are there other difficult ground conditions. If it is straight forward, then it will be an appropriate site for NRL.
 - C. Speed of delivery- which is the quickest way to bring forward development? If sites are simple the quickest route will be via NRL as it is already up and running. The establishment of any new JV arrangement could take up to 6 months.
 - D. Capital receipt v revenue- NRL delivers a revenue income stream for the council which is used to subsidise the General Fund revenue budget. Land disposal would deliver a capital receipt which can only be used to finance capital expenditure.
 - E. Capacity to deliver- all options except disposal require in house capacity as client lead for NRL projects or to lead in a JV arrangement.
12. The assessment is summarised in the table below:

Criteria	Three Score phase 3	10-14 Ber Street	Hurricane Way
A) Funding ability	Yes	x	x
B) Complex site?	No	x	x
C) Speed of delivery	x	x	x
D) Capital receipt v revenue	Revenue	Revenue	Revenue
E) Capacity to deliver	Yes	Yes	Yes
Proposed Way forward	NRL	NRL	NRL- subject to agreement with Norfolk County Council.

13. Following this assessment it is proposed that the council disposes its land at 10-14 Ber Street and Three Score (phase 3), at market value, to NRL in return for an increase in the number of shares the Council holds in the company. This will enable NRL to develop housing at these sites. Hurricane Way will also be included subject to agreement with Norfolk County Council.
14. The council is asked to agree to acquire the social housing units at build cost. The costs of this have been modelled within the HRA business plan and have been shown to be affordable for the council.

NRL Business Plan

15. An updated Business Plan for the period January- July 2018 has been agreed by NRL and is attached as a confidential appendix which can be found at item *14 in this cabinet agenda. The plan rolls forward the programme and budget details for Rayne Park and the operation of the company covering the lifetime of the project to 2020.
16. NRL has included the new proposed developments at Threescore phase 3 and Ber Street within its Business Plan and will commence design work for the developments in the New Year. The Business Plan includes:
 - Three Score phase 3 - a scheme of 92 dwellings comprising:
 - 14 no. 1 bed flats
 - 42 no. 2 bed houses
 - 36 no. 4 bed houses
 - 10-14 Ber St - a 21 unit scheme comprising:
 - 6 no. 1 bed flats
 - 15 no. 2 bed flats
 - 1 x shop
17. The housing development at Hurricane Way will involve a partnership arrangement with Norfolk County Council, the details of which will need to be agreed in due course. The Business Plan therefore does not currently include this development within its financial model .
18. One of the aims of NRL is to deliver planning policy compliant affordable housing wherever financial feasible. The Business Plan currently delivers this at all the developments being proposed.

Norwich and Homes and Communities Agency (HCA) strategic partnership

19. The development at Three Score is inextricably linked with the Norwich and HCA strategic partnership, which was established in September 2009. The partnership brought £8M HCA investment to Norwich. As part of this, the HCA provided funding towards the cost of the construction of the road/ infrastructure to serve the whole development at Three Score. This will

serve 1000 homes, care village, open space, community facilities and at least one shop. The road and infrastructure was completed in June 2016.

20. The council donated land for the 172 bed care village, which also levered in a further £4.2m HCA funding through the Care and Support Fund. This was completed in March 2016.

21. All of the HCA funding has now been spent. In addition to the Three Score projects above, the council delivered the following projects, through the Partnership:

- Restoration of the memorial gardens (including a contribution towards the cost of the restoration and relocation of the Lutyens Roll of Honour).
- Eco retrofit of over 800 council homes.
- 108 new affordable homes on former council owned garage sites.
- A new skate park at Eaton Park.
- Grants for Open 24/7 youth venue and the Narthex (roman catholic cathedral visitor centre).

22. Agreement of the Strategic Board is required for any disposals or decisions to develop at Three Score. The HCA is now working with the council to bring forward development at Three Score, with phase 2 being the first phase of general needs housing, following completion of the care village (phase1). The partnership is required to agree an annual business plan. This was approved by the strategic board of the partnership at its meeting on 3 July 2017 and is attached as Appendix 1 to this report.

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 completing the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee:	Cabinet
Committee date:	13 Dec 2017
Head of service:	Andy Watt
Report subject:	Development company business plan
Date assessed:	13/11/2017
Description:	To approve the business plans of Norwich Regeneration Ltd and the Norwich and HCA Strategic Partnership.

	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"/>	Will generate an income stream for the council's general fund
Other departments and services e.g. office facilities, customer contact	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The company will purchase services from the council
ICT services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Will deliver construction jobs
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Will deliver affordable housing
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"/>	Will create high quality new housing development which encourages a healthy lifestyle (emphasis on walking and cycling)and provides homes which provide a healthy environment (passivhaus)

	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 and harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Delivers new affordable housing
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Whilst the report results in new development , it will be taken forward in a way that reduces the impact on the environment
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	As above
Waste minimisation and resource use	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	As above
Pollution	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	There will be some increase in pollution from vehicles using the new development
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 development consists of 112 passivhaus properties which will reduce energy consumption.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	Impact			
Risk management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment	
Positive	
	The report will result in positive economic and social benefits for the council and the city
Negative	
	Whilst there are some negative impacts from development, the quality of development will minimise environmental impacts
Neutral	
Issues	

Business plan for the Norwich City Council and Homes and Communities Agency strategic partnership

April 2017 to March 2018

Foreword – NCC and HCA

Table of Contents

Overview

1. In September 2009, Norwich City Council (NCC) and the Homes and Communities Agency (HCA) entered into a collaboration and investment agreement (CIA), which established the Norwich and HCA Strategic partnership (NAHCASP). The CIA sets out the formal legal basis for the partnership and the objectives that would be achieved over its 10 year life. The original business plan forms part of the CIA and sets out the short-term outputs and outcomes that were to be achieved. The CIA requires the business plan to be updated at least annually and that any variation to the business plan requires the prior consent of NAHCASP strategic board.
2. This business plan covers the financial year 2017-18.
3. The NAHCASP is based on the combination of assets from NCC and investment from the HCA. The initial £8M investment from HCA has now been fully spent and original outputs/ outcomes delivered. The approach to development at Three Score phase 2 is via a company (Norwich Regeneration Ltd) wholly owned by Norwich City Council. There will be housing outcomes attributable to the HCA investment in the road/ infrastructure which now need to be monitored.

Partnership vision

4. The partnership's vision and over-arching objective is to deliver and strengthen sustainable communities through innovative approaches to joint working.

Strategic objectives

5. The strategic objectives for the partnership are to:
 - accelerate the delivery of affordable homes
 - increase the supply of private homes
 - improve the quality of existing homes
 - maximise the opportunities for local employment
 - deliver early outputs
 - create sustainable communities

- deliver strategic regeneration projects within Norwich such as eco retrofit programme or estate renewal.

Performance management

6. Performance is monitored on an annual basis by the implementation board and strategic board, following changes to the CIA governance made through a deed of variation.

Risk management

7. Individual project risk and issues registers are maintained by the individual project managers. A risk register is maintained for Three Score phase 2 and there is a separate risk register for Norwich Regeneration Ltd. Partnership specific risks are logged on a separate register, included as Appendix 3. Risks are reported to the implementation board and strategic board on an annual basis so that appropriate steps can be taken to manage and mitigate these.

Partnership governance

8. The partnership governance structure is established through the CIA (as amended) and is shown in appendix one. The strategic board and implementation board are now well established and are now intended to meet on an annual basis to monitor high level outcomes.

Cost control and reporting

9. The financing of phase 2 is via a loan from Norwich City Council to Norwich Regeneration Ltd. Reporting is dealt with through the company board and Norwich City Council's normal reporting arrangements.
10. According to the terms of the CIA, (paras 8.1(d) and (e) and para 8.30), the partnership is required to agree how the proceeds of the joint venture account should be used. There is currently no outstanding funding in the Joint Venture account. The council has purchased 22,000 shares at £100 each in Norwich Regeneration Ltd to allow the company to purchase the Three Score phase 2 site. The Strategic Board has agreed that the phase 2 development should take place according to the model outlined in

paragraph 17 of this Business Plan. There are therefore no proceeds of land disposal on which any decision is required at this stage. Norwich City Council and Norfolk County Council are in discussion about the potential for a new school site to support the necessary increase in school places. This may involve a land disposal at Three Score. If this takes place, the proceeds from the sale of land will be dealt with in line with the CIA. The same will apply if development of future phases at Three Score involves a land disposal.

Delivery in 2016-17

Budget and expenditure in 2016-17

11. In 2016-17 a sum of £47,500 was retained for the final payment to Thomas and Thomas, consultants who negotiated the removal of the 132kv overhead electricity lines. This work was completed in March 2017 and this final payment was made.

Progress in 2016-17

12. The NAHCASP has made considerable progress over the last year. The partnership focused its attention on the development of Three Score:

- Infrastructure to serve the whole development
- Housing with care and dementia care facility
- Phase 2 housing
- Identifying the next phase of development
- Potential new school at Three Score
- The employment and skills supply side package, "Building Futures in Norwich", is an integral part of the construction projects.

Infrastructure to serve the whole development

13. The road/ infrastructure was completed by Tarmac in May 2016. The northern stretch of the road is already in use to serve the housing with care/ dementia care facility.

14. HCA funds were fully spent and the council is funding the balance of costs. Negotiations over the final price for the contract are ongoing.

15. The undergrounding of the 132kv overhead lines and other lower voltage lines crossing the Three Score site was completed in March 2017.

Housing with care and dementia care facility

16. The care village facility opened to residents in April 2016.

Phase 2 housing

17. The next phase of development is being taken forward by the council's wholly owned company, Norwich Regeneration Ltd. The company is based on the following model:

- The council transfers the development site to the company at full market value;
- The council takes out an equity investment in the company to allow the company to acquire the site;
- The council loans funds to the company to build the houses and pay for services from the council;
- The company lets a construction contract, builds the houses and then sells and rents houses on the private market;
- The council buys the social housing units from the company at build cost via the HRA (subject to funding);
- The council provides services to the company via a Service Level Agreement;
- The council receives income for the general fund through the repayment of the loan and any dividends.

18. The scheme consists of 172 dwellings, of which 112 are to be to Passivhaus standards. This makes it the largest development of its kind anywhere in the UK. 33% affordable housing will be provided.

19. RG Carter have been appointed as contractor for phase 2 under a 2 stage design and build contract. Site clearance work and archaeology has been completed. The company agreed the contract price at its board meeting in March 2017. Construction work started on site at the beginning of May 2017.

20. Leaders have been appointed as the sales and marketing agent for the project, which has been named, "Rayne Park" for marketing purposes- after the name of a large field, which forms part of the Three Score site.

Identifying the next phase of development

21. Work has been carried out to assess which parcel of land should form the next phase of development at Three Score. This work concluded that this should be parcel 2b - see plan1.

Potential new school

22. Norwich City Council and Norfolk County Council are in discussion about the potential for a new school site to support the necessary increase in school places. The council agreed in principle in February 2017 that it would be willing to dispose of a site for a school. Any issues e.g. land disposal which under the terms of the CIA require a decision of the Strategic board will be dealt with at a special meeting or via e-mail.

The employment and skills supply side package:” Building Futures in Norwich”.

23. Building Futures in Norwich has not been rigorously adhered to in the road/ infrastructure project and care village project. Under phase 2, this is now a contractual requirement. A provisional sum is included in the contract with RG Carter to cover any costs associated with the initiative which will allow an assessment to be made of the true cost of running the initiative.

Priorities for April 2017 to March 2018

24. The main priorities for the coming year are:

- The commencement of the development of Three Score Phase 2 housing and completion of the first homes for sale and rent.
- Future phases of development at Three score.
- Potential new school.
- The employment and skills supply side package, “Building Futures in Norwich”.

Phase 2 housing

25. The Partnership will monitor the delivery of housing outcomes delivered as a consequence of the HCA investment in the road/ infrastructure.

26. Detailed reporting of phase 2 housing will be via the board of Norwich Regeneration Ltd. The HCA will attend the operations group of Norwich Regeneration Ltd as an advisor. NAHCASP will monitor progress on the delivery of housing outputs and outcomes against key milestones set out in Table 1. During 2017-18, 12 private sale properties (including 2 show homes) will be completed. In 2018/19 a further 22 private sale; 27 private rent and 18 social rent will be completed.

27. Key dates include:

- Start on site- May 2017
- Launch of off- plan sales/ marketing- August 2017
- Show homes completion- end of October 2017
- First homes available for occupation- 30 November 2017

A copy of the latest construction programme is included as Appendix 4.

Future phases of development at Three score.

28. The council funded initial feasibility to determine the most appropriate land parcel to form the next phase for development at Three Score. This work was carried out by Hamson Barron Smith. The council and the partnership needs to determine how this development should be taken forward and will be asked to consider that this should be taken forward by Norwich Regeneration Ltd. Assuming this is agreed, the strategic Board will need to agree to dispose of the site to NRL.

29. Following this, design work can be commissioned in preparation for the submission of a reserved matters planning application for Phase 3 at Three Score. The intention is that houses will be ready for sale/ rent following on from the completion of phase 2. Approximately 92 homes will be included in this phase.

30. Key dates include:

- Phase 3 design commences November 2017
- Planning permission obtained May 2019
- Contractor procured/ design/ site prep complete April 2020 Note- timeframes will depend on contract type- D and B or traditional
- Start on site May 2020

The employment and skills supply side package, Building Futures in Norwich.

31. This is now a contractual requirement of phase 2 and outputs will be monitored by the board of Norwich Regeneration Ltd.

32. The employment and skills supply side package, "Building Futures in Norwich" will be reviewed in the light of experience from Three Score phase 2. This will focus on an assessment of costs and appraisal of the benefits of the scheme compared with other possible initiatives.

Other resources for delivery

Programme management

33. The £500,000 programme management budget, which was established in the original business plan in 2009 to cover the costs of project management relating to the original regeneration projects to be delivered by March 2011, has now been spent. Norwich City Council will continue to provide the project director role at no cost to the partnership.

Communications plan and activities

34. The CIA requires a communications plan to be developed for the partnership. This was approved initially by the strategic board in November 2009. The document is a living document and is updated regularly to respond to changing circumstances and specific communications activities.

35. A communications protocol has also been agreed which ensures that there is an agreed process (between HCA and NCC) for agreeing press releases and handling media enquiries.

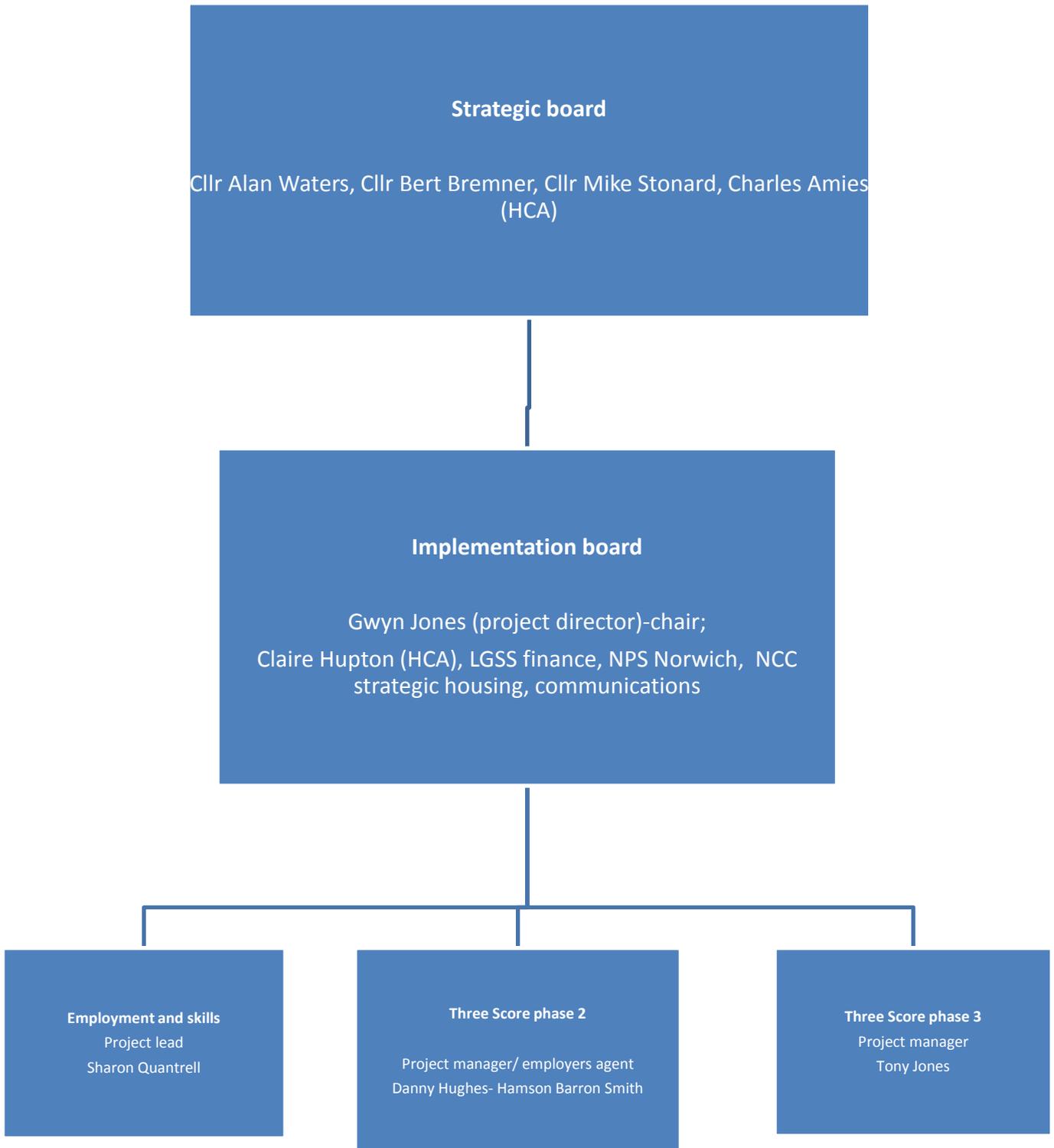
Case studies and awards

36. The HCA has developed a case study about the partnership for its website and its skills and knowledge directorate has developed a case

study on the learning aspects of the partnership's activity. There is a general presumption that the partnership welcomes showcasing activity where there is no cost to the partnership.

37. The partnership will continue to promote its achievements through future awards.

Appendix 1- Governance structure



APPENDIX 2

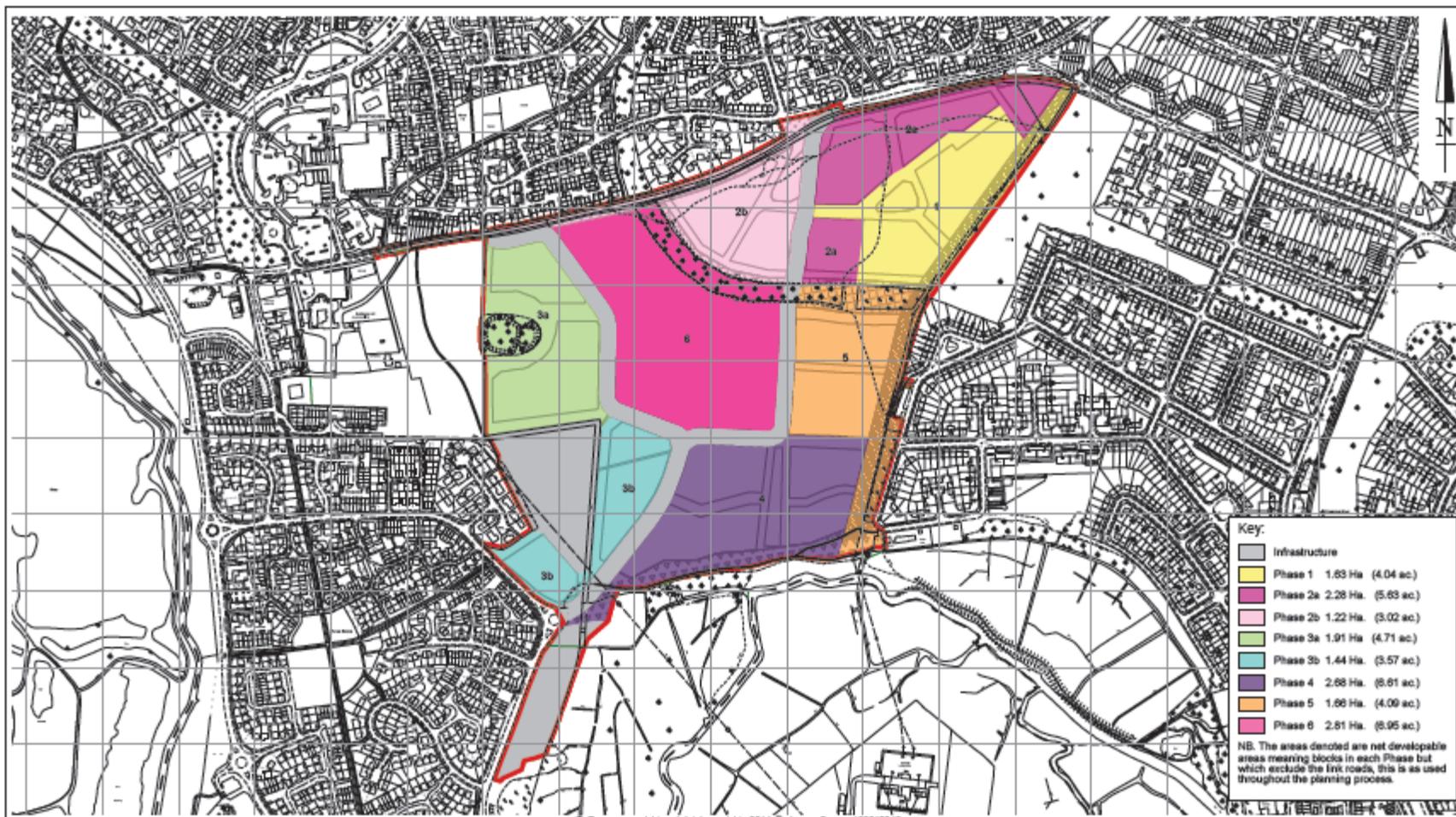
Table 1 Project outputs, outcomes, milestones etc.

Outputs/ Outcomes	Key milestones 2017-18
Three Score phase 2	
Completion of design work and fixed price agreed (section 1) and provisional sums for sections 2,3,4.	March 2017
Start construction of phase 2 (section 1)	May 2017
Site press launch	June 2017
Off plan marketing launch	July/ August 2017
Review progress on section 1- consider planning/ affordable housing	Tuesday 17th October 2017 TBC (3 Months ahead of Section 2 Instruction)
Completion of show homes	End October 2017
Completion of first homes for sale/ rent block 1	November 2017
Enter into development agreement/ submit development agreement re affordable housing provision for section 2;	November 2017
Section 2 Instruction (8 private sale, 5 private rent, 11 affordable)	Monday 13 th January 2018
Completion of Block 2, section 1- 9 private sale	28 March 2018
Completion of Block 3- 3 social rent; 4 private sale	17 April 2018

Review progress and consider section 3 instruction	Tuesday 24th April 2018 3 Months ahead of Section 3 Instruction
Section 2 commences	13 July 2018
Section 3 Instruction (4 private sale, 11 private rent, 11 affordable)	Wednesday 25th July 2018
Completion of Blocks 4 & 5-- 8 private sale; 9 Social rent; 3 private rent	13 August 2018
Completion of Block 6 2 social rent; 4 private rent Completion of Block 7- 4 social rent; 1 private; 2 private rent	10 September 2018-
Review progress and consider section 4 instruction	Friday 5th October 2018 3 Months ahead of Section 4 Instruction
Completion of Block 8- - 7 private sale	12 November 2018
Completion of Block 9 - 18 private rent in block of flats (ie ALL section 1)	30 November 2018
Section 4 Instruction (10 private sale, 16 private rent, 17 affordable)	Friday 4th January 2019
Section 3 commences	25 Jan 2019
Section 4 commences	July 2019
Three Score phase 3	
design commences	November 2017

Planning permission obtained	May 2019
Contractor procured/ design/ site prep complete	April 2020 Note- timeframes will depend on contract type- D and B or traditional
Start on site	May 2020
Employment and Skills	
10% new entrant target achieved through building futures in Norwich	Review on completion of section 1 of Phase 2- Nov 2018.

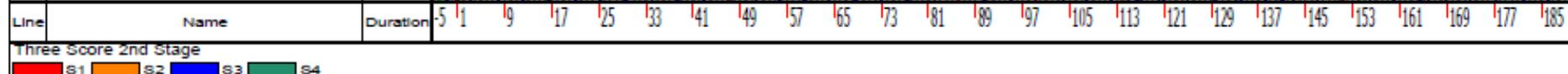
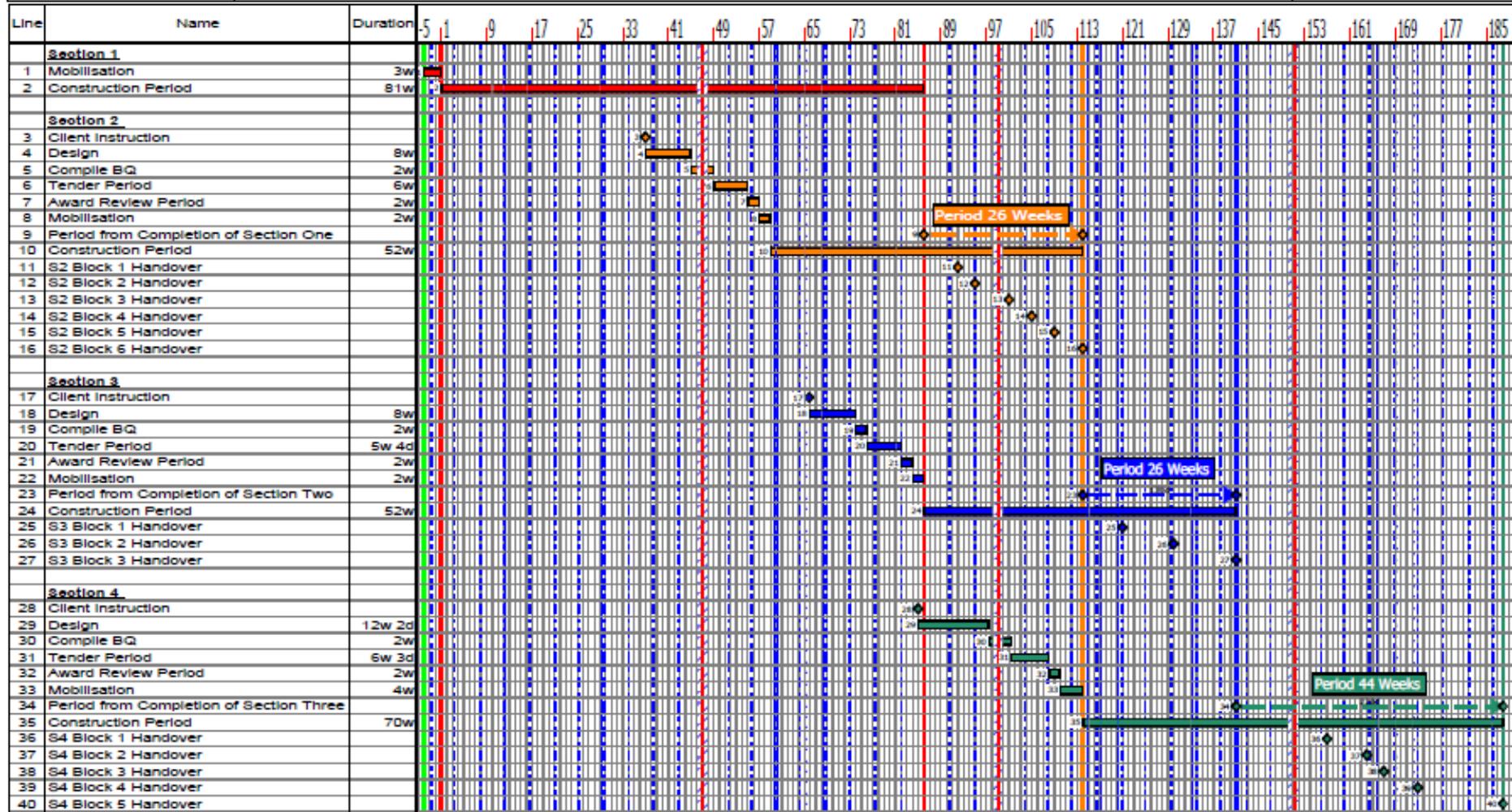
Plan1- Three Score Phasing plan.



Scale: 1:5000 at A3	THIS MAP IS TAKEN FROM ORDNANCE SURVEY DIGITAL DATA. NATIONAL GRID REFERENCE: TG. 1827 0899	Norfolk County Council	NPS Property Consultants Ltd, on behalf of Norfolk County Council, County Hall, Martineau Lane, Norwich, NR1 2SF.	NPS Property Consultants Ltd, Lancaster House, 16 Central Avenue, St Andrews Business Park, Norwich, NR7 0HR.
Date: AUGUST 2014				
Plan No. NCC-0464C-3	NORWICH - Bowthorpe, Three Score			

Appendix 3- Norwich and HCA Strategic Partnership- Risk log.

Risk ID	Risk Description	Impact (1-5)	Likelihood (1-5)	Total	Owner	Mitigation / Action	Revised impact	Revised likelihood	Revised total	Status	Progress/Outcome
1	Delay to construction programme, meaning dwelling completion outputs not delivered	3	2	6	NCC/ HCA/ NRL	Phase 2- Fixed price contract with majority of risk to programme delay held by contractor. Phase 3- ensure approval by Partnership, NRL and council to meet critical path. Partnership to consider future phases in timely manner.	3	1	3	Ongoing	



Project Title: 3Score Bowthorpe		Revision: Revision comment - Sectional Instruction Review	
Project No: CO1807 Draft Construction	Revision: 380003/R/BRP/01	Revision Date: 04/11/2016	Drawn By: Paul Hamilton
		Issue Date: 04/11/2016	