

Sustainable development panel

Date: Wednesday, 23 September 2015

Time: 09:30

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

Committee members:

Councillors:

Bremner (chair)
Herries (vice chair)
Bogelein
Grahame
Jackson
Lubbock
Thomas (Va)
Woollard

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Agenda

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8	Open space and play supplementary planning document – response to consultation Purpose - This report is about the <i>Open space and play supplementary planning document</i> (SPD), which the panel previously considered and commented on before it was published as a draft for consultation in July. The report outlines the main issues raised in consultation responses, summarises the responses received and proposes a number of minor amendments to the document to address them.	47 - 90

Members are asked to recommend the amended SPD to Cabinet for adoption in October prior to its formal publication.

9 **Central Norfolk Strategic Housing Market Assessment** 91 - 104

Purpose - To update the panel on the emerging Central Norfolk Strategic Housing Market Assessment. (There will be a presentation on the emerging study immediately following the panel meeting.)

Presentation - Central Norfolk Strategic Housing Market Assessment by Nigel Moore, ORS

Date of publication: **Wednesday, 16 September 2015**

Sustainable development panel**09:30 to 10:25****15 July 2015**

Present: Councillors Bremner (chair), Herries (vice chair), Bogelein, Grahame, Jackson, Thomas (Va) and Woollard

Apologies: Councillor Lubbock

1. Declarations of interest

There were no declarations of interest.

2. Minutes

RESOLVED to approve the minutes of the meeting held on 24 June 2015.

3. Planning policy update

The planning policy team leader (projects) presented the report, and together with the head of planning services, answered members' questions.

During discussion members welcomed this useful report and considered it useful as it brought together recent changes to the planning system and, following the election of the new government, highlighted potential implications for planning policy and the local plan. Members expressed concern that the government seemed to disregard the consultation responses from local planning authorities, such as the city council, and could be considered to favour development from the view of other interested parties. The panel noted that the council sent consultation responses to the Norwich Members of Parliament on a case by case basis but considered that this should be done as a matter of course, so that they could support the city's view point. Members also noted that they had an opportunity to contribute to the council's consultation responses through discussion at this panel.

Discussion ensued on the government's relaxation of permitted development rights and members expressed concern about change of use from commercial to residential, without control. The head of planning services advised members that there had been hints that the government was planning to extend the prior approval for change of use from offices to residential after it expired in 2016. However, there had been a number of recent planning applications from developers for change of use from office to residential because they would not be occupied by May next year. If the government were to terminate these permitted development rights in 2016, then the council would need to consider whether to review the local plan. Policy DM19 (Office development) had been amended during the preparation of the local

plan at the advice of the planning inspectorate to make the plan sound. Unless it was reviewed the council had limited policy basis to regulate the change of office to residential use and retain office use in the city centre as set out in the Joint Core Strategy.

Members considered how public houses could be protected from change of use or demolition. The panel noted that there was one public house in the city that had been listed as an asset of community interest and that this gave justification to the council in opposing development as part of the planning process. A member suggested that listing of public houses as assets of community interest should be encouraged and suggested that all councillors could benefit from a briefing to raise awareness of the process.

Discussion ensued on the use of the temporary occupation of commercial properties on a short term basis and members noted that this was usually by security firms to prevent unauthorised residential use while an office building was unoccupied. This was not a significant problem in Norwich.

A member referred to local development orders and sought clarification on whether the government would be providing additional funding to local planning authorities for the additional resources that it would require. Members noted that the council had commented on the government's proposals concerning the significant financial impact to the council through the loss of income from planning fees and its resources to provide evidence and produce the local development orders. The outcome of the consultation was still awaited. Members were advised that there were around 70 brownfield sites in the city and that the majority of these were designated for mixed use development.

Officers responded to a member's question about neighbourhood plans and explained that it was a difficult process which would involve setting up a recognised neighbour body in urban areas where there were no parish councils; professional planning assistance and running a referendum. The government did provide grants to fund neighbourhood plans. In reply to a question, the head of planning services said that a neighbourhood plan would not be the right approach to the River Wensum strategy which was an asset for the whole city. There were policies in the local plan to protect the river bank and promote the provision of the river walk.

In reply to a question, the head of planning services referred to housing legislation where the councils had the right to ensure that vacant dwellings were brought into occupation either through working with owners to rent out the property or compulsory purchase. The problem in Norwich though was not empty new dwellings but encouraging developers to build on sites.

RESOLVED to:

- (1) note the report;
- (2) ask the head of planning services to ensure that the Members of Parliament for Norwich South and Norwich North receive a copy of the council's consultation responses on planning matters.

4. Heritage interpretation SPD – draft for consultation

The planner (policy) presented the report.

During discussion a member suggested that the draft Heritage interpretation supplementary planning document (SPD) needed further work before it was put out for consultation. He considered that the examples of heritage interpretation were narrow and did not explore other methods of interpretation, such as retaining the building line so that the streetscape was retained. The head of planning services pointed out that this SPD was specific to the provision of heritage interpretation where the heritage asset could not be retained. The interpretation was usually an on-site plaque, statue or street treatment in the public realm. It did not deal with design issues. Members considered that this needed to be clarified in the introduction to the report to ensure that the narrow focus of the document was understood. The head of planning services referred to the former Norfolk and Norwich Hospital site and explained that this SPD would cover the statue commemorating the former hospital but not the retention of the hospital's façade as part of the redevelopment.

Discussion ensued on creative ways that could be used as heritage interpretation. Members referred to the use of smartphones and internet links and noted that it was unlikely that many of the sites deemed necessary of heritage interpretation would be sufficiently of importance to merit this form of interpretation. Norwich Heritage, Economic and Regeneration Trust had implemented some digital interpretation in the city and the council could talk to them about the practicalities. However a member suggested that although this would be good for tourist sites the technology was not guaranteed to last and was not inclusive for people who did not have the relevant mobile devices.

RESOLVED to approve the draft Heritage interpretation SPD for publication as a draft for consultation, for a period of six weeks, commencing as reasonably practicable after the date of this meeting, subject to asking the head of planning services to:

- (1) insert additional text to explain the scope and focus of the SPD so that it is easily understood;
- (2) augment the examples of heritage interpretation provided in the document.

5. Norfolk non-statutory strategic framework – update report

The head of planning services presented the report.

Discussion ensued in which the chair said that he welcomed the report which set out to provide a framework to ensure the continued cooperation on strategic planning issues. The Greater Norwich Development Partnership had been an exemplar of

good practice of co-operative work between Broadland District Council, South Norfolk Council, the city council and the county council.

Two members expressed concern that climate change was not a task and finish group in its own right. They considered that the issues would be lost within a wider task and finish group. The chair and the head of planning commented that the intention was that climate change was one of the overarching principles of each of the task and finish groups and if it were to be separated out could hinder the fluidity of the process.

In reply to questions from members, the head of planning services said that none of the councils were acceding to giving away any of its authority. The forum would be for debate and resolution of issues. No council could impose a strategy on any other council without its agreement. The issue of holding the meetings in the public domain had yet to be addressed. Member level meetings were currently held in private. Members asked for clarification on how information would be accessed and fed into the council to ensure that members were fully informed when they made decisions.

A member pointed out that North Norfolk District Council's request that a mechanism be established to consider cross boundary shared settlement planning, particularly in relation to Hoveton and Wroxham, and suggested that this was "very localised" and therefore not a strategic planning issue. The head of planning services said that there was an issue of these planning authorities working together and that the need for housing and the collection of evidence for it was central to the cooperative working arrangements.

In summary the head of planning services pointed out that the "duty to cooperate" was not necessarily a "duty to agree". He also apologised that the formatting of the report had been altered from the original where the tables had been produced on landscape pages.

RESOLVED to note the update on the Non-statutory Strategic Framework and that the updates to the framework will be considered by cabinet on 9 September 2015.

CHAIR

Report to Sustainable Development Panel
23 September 2015

Item

Report of Executive head of regeneration and development
Subject Community Infrastructure Levy (CIL) – Revised process for
engaging with local communities on the expenditure of the
community element of CIL

4

Purpose

To inform members about the revised process (approved by cabinet in July 2015) for engaging with the local community on how the community element of CIL is spent.

Recommendation:

To note the revised process (Appendix 1 of the report) for engaging with the local community on how the community element of CIL is spent.

Corporate and service priorities:

The report helps to meet the corporate priority “A prosperous city”

Financial Implications:

Forecast CIL neighbourhood funding for Norwich

(As at July 2015)

Financial Period	Total £'000's
2013-4 + 2014-5 Actual to date	26
Forecast income 2015-6	190
Forecast income 2016-7	301
TOTAL	517
Committed 2015-6 spending	148
Forecast funds available for 2016-7	369

Under the CIL regime the council is permitted to retain up to 5% of CIL receipts to cover its administration. Consequently, there should be no additional, financial burden on the council.

Ward/s: All

Cabinet member: Councillor Waters- Leader.

Contact officers

Gwyn Jones, city growth and development manager	01603 212364
Bob Cronk, head of neighbourhood and communities	01603 212373

Background documents

None

Report

Background

1. The council agreed in July 2013 to adopt the Community Infrastructure Levy (CIL) for the city. CIL is a means of securing developer contributions to fund essential infrastructure to serve new development and replaces the majority of s.106 contributions.
2. The CIL 2013 amendment regulations require that 15% of CIL revenue received by the charging authority (or 25% where there is a neighbourhood plan) be passed to parish and town councils where development has taken place (up to a limit of £100 per council tax dwelling in any year). This is to help communities to accommodate the impact of new development and encourage local people to support development by providing direct financial incentives to be spent on local priorities.
3. In areas without parish councils, communities will still benefit from this incentive. In these cases the charging authority will retain the CIL receipts but should engage with the communities where development has taken place and agree with them how best to spend the neighbourhood funding. The regulations require charging authorities to clearly and transparently set out their approach to engaging with neighbourhoods and suggest that councils should use their regular communication tools e.g. website, newsletters, etc. The regulations do not therefore prescribe the process but they set out that charging authorities are expected to use existing community consultation and engagement processes in deciding how the neighbourhood funding element will be spent.
4. In March 2014 the council agreed to pool CIL income across greater Norwich (not including the neighbourhood funding and administrative funding elements (i.e. excluding 20% or 30% depending on whether there is a neighbourhood plan). The allocation of the pooled or strategic infrastructure is dealt with via the Growth programme process which requires approval of council (see para 8).
5. The regulations require that CIL income is spent on infrastructure as defined by the Town and Country Planning Act 2008 (as amended). 'Infrastructure' includes:
 - (a) Roads and other transport facilities,
 - (b) Flood defences,
 - (c) Schools and other educational facilities,
 - (d) Medical facilities,
 - (e) Sporting and recreational facilities,
 - (f) Open spaces.

6. The neighbourhood funding element however can be spent on wider range of things. It can be spent on supporting the development of the area by funding:
 - (a) The provision, improvement, replacement, operation or maintenance of infrastructure; or
 - (b) Anything else that is concerned with addressing the demands that development places on an area. (This does not have to relate to any specific development).
7. The regulations require that consultation should be at the neighbourhood level and be proportionate to the level of levy receipts and the scale of the proposed development to which the neighbourhood funding relates. Account needs to be taken of neighbourhood plans that exist in the area, theme specific neighbourhood groups, local businesses (particularly those working on business led neighbourhood plans), and using networks that ward councillors use. In considering how the neighbourhood element is spent, the charging authority and communities should consider such issues as the phasing of development, the costs of different projects (e.g. a new road, a new school), prioritisation, delivery and phasing of projects, the amount of the levy that is expected to be retained in this way and the importance of certain projects for delivering development that the area needs. It should also have regard to the infrastructure needs of the wider area.

CIL business planning

8. As part of the city deal for Greater Norwich, the local authorities and LEP prepare an annual business plan and this determines, amongst other things, the strategic infrastructure capital investment plan for the area (using pooled CIL funding). The Greater Norwich Growth Board is tasked with the delivery of the business plan and has primary responsibility for coordinating the delivery of strategic infrastructure. The neighbourhood funding element is managed separately as in Broadland and South Norfolk this is transferred directly to the parish and town councils. The council's process for engaging with communities about the neighbourhood element links in with the annual business planning process for pooled CIL funding to allow the neighbourhoods to have regard to the strategic infrastructure priorities.

Coordination with other funding and spending plans

9. A fundamental principle of CIL spending should be to link and coordinate spending decisions so best use is made of all available resources. CIL should not be used where other sources of funding are available and maximum impact will be achieved if CIL income is linked with other funds e.g. the council's capital programme (housing and non housing) residual s.106 funds, external funding. CIL may also be used as match funding for other bids.

Building on existing engagement processes in the city.

10. Under the council's neighbourhood model, Norwich has been divided into four areas: north, east, south and west. For the purposes of considering neighbourhood funding for CIL engagement with communities about priorities for funding is based on these areas. There is a need for flexibility about how

funds are allocated for projects in different areas and there is a need for collaboration across areas, as development in one part of the city may have a much wider impact. There also needs to be cross boundary coordination with neighbouring districts especially to be aware of the spending decisions of neighbouring parish councils. On the basis of the neighbourhood model, the process for engagement can be led by the communities and neighbourhood manager for each area.

11. Engagement needs to make use of existing mechanisms and should be via existing groups and networks e.g.: ward councillors, community organisations, business groups e.g. the Business Improvement District and other networks.

Process for engaging with neighbourhoods

12. The process for engaging with neighbourhoods was approved by Cabinet in February 2014 and has so far operated for one year.

13. In February 2015 cabinet approved the following projects for delivery using CIL neighbourhood funding in 2015-16. These were incorporated in the Council's Capital programme:

Community Noticeboards £10K
Britannia Road traffic issues £20K
Bignold Road/ Drayton Road junction £3K
Natural area/ boundaries improvements George Fox Way and Augustus Hare Drive £10K
Lakenham Way stage 1 £7K

SUB TOTAL- £50K

14. Subject to further funding being received during the course of the year, the following projects are also recommended to be taken forward in 2015-16:

City trees £50K
Netherwood Green £48K

TOTAL- £148K

15. The process was reviewed following the first year of operation and in July 2015, Cabinet agreed some amendments. These were:

(a) Ensure that best use of existing engagement methods is made based on the council's neighbourhood model including walkabouts and roadshows. In particular full use should be made of engagement with ward councillors as part of this process. These engagement methods will not need to explicitly refer to CIL funding but will rather consider local priorities and the range of funding (including CIL) which might be available to address them;

(a) Maintain an evidence base of suggested priorities and link this to the scoring process for prioritisation of projects;

(b) As part of the prioritisation process and within the scope of the CIL

regulations, priority should be given to projects which can contribute to increased community reliance or capacity.

- (c) Ensure timing of delivery of projects is taken into consideration before the allocation of funds are endorsed by cabinet;
- (d) Maintain a cautious approach to committing funds before they are received;
- (e) Consider how CIL funds can be combined with other investment funds in localities to achieve a bigger impact.
- (f) Report the proposed changes to sustainable development panel to promote a better understanding of the process;
- (g) Following approval by cabinet, include details of the amended process in e- councillor.

•

16. The revised process is now included as Appendix 1.

Appendix 1

CIL Neighbourhood Funding- Proposed approved by Cabinet for engaging with neighbourhoods (updated July 2015)

1. The process proposed is based on an annual rolling programme linked with the development of the business plan for Greater Norwich for the delivery of strategic infrastructure and the council's annual budget setting cycle.
2. The council has set up an officer CIL working group which in addition to coordinating the council's input to the Greater Norwich infrastructure business plan, developing and delivering projects arising from this, coordinates the process of community engagement over the neighbourhood element of CIL. Terms of reference for the CIL working group are shown in annex A.
3. The working group will meet in the summer to consider:
 - a) The Greater Norwich business plan for strategic infrastructure
 - b) Details of CIL neighbourhood income already received (i.e. 15% (or 25% where there is a neighbourhood plan) or forecast to be received over the next 2-3 years for each neighbourhood.
 - c) Other funding which may be available which could be used alongside CIL
 - d) Details of emerging ideas for neighbourhood projects arising from strategic or local needs
4. All this information will be made available to the communities and neighbourhood managers so that they can commence the engagement process with the neighbourhoods.
5. Engagement will take place in the early autumn. Given the make up of the city it is proposed that the council makes use of existing community engagement mechanisms to inform the spending of the neighbourhood element of CIL. The neighbourhood manager will decide which engagement mechanisms are appropriate depending on the level of funding and their knowledge of the issues affecting their neighbourhoods. Through the council's neighbourhood teams, a number of different engagement mechanisms have been developed. It is proposed that best use is made of existing mechanisms that allow residents to inform and shape council services. These can be adapted where necessary to inform this expenditure. In particular full use should be made of engagement with ward councillors as part of this process. These engagement methods will not need to explicitly refer to CIL funding but will rather consider local priorities and the range of funding (including CIL) which might be available to address them;
6. These include:
 - a) Walkabouts – these are carried out on a monthly basis in each neighbourhood and might include; a physical walkabout; a roadshow or door knocking exercise

- b) Neighbourhood events – this might include attendance at a local event e.g. the Mile Cross Festival
 - c) Network lunches & meetings – where partners share best practice, information and intelligence
 - d) Ward councillor meetings – which provides an opportunity to capture information that ward councillors have gathered or received in their post bags from residents about local issues
 - e) One off surveys e.g. on- line surveys
 - f) Neighbourhood profiles
 - g) Engagement with local resident groups
 - h) Capturing of comments and observations from residents
7. Given that the mechanism will need to be proportionate to the level of CIL funding available, as the funding comes on stream, the mechanism and complexity of engagement can be planned. The engagement will be appropriately publicised.
 8. An evidence base of suggested priorities will be maintained and this will be link this to the scoring process for prioritisation of projects (see 10.);
 9. It will be for local communities to suggest:
 - a) Whether they wish the neighbourhood funding element to be used to contribute to any of the planned strategic infrastructure priorities in the Greater Norwich infrastructure plan;
 - b) The relative priority given to ideas emerging from the CIL working group;
 - c) Other new project ideas;
 - d) Whether they prefer to see funds from one year retained for use in future years, when larger amounts of money may accrue; and
 - e) Any other available funding that may be used alongside CIL
 10. Following the engagement the CIL working group will meet again to discuss the outcome of the engagement process and agree the recommendations to cabinet/ council to be agreed as part of the council's capital programme. A clear set of criteria will be set out on which decisions will be based and these will be publicised. These will consider:

- Impact (the outcomes that will be achieved from the proposed project); this should also consider (within the scope of the CIL regulations) the degree to which projects contribute to increased community reliance or capacity
 - Deliverability (are there any constraints to implementing the project in the proposed timescale); and
 - Funding (availability of other funds, appropriateness of use of CIL).
11. This group may also be able to consider if there are opportunities to pool the funds with other council funding streams or other investment funds in localities to achieve a bigger impact e.g. open space, play, highways and environmental improvements.
 12. The timing of project delivery must be taken into consideration before the allocation of funds is made. It will be important to maintain a cautious approach to committing funds before they are received as the level of CIL income cannot be predicted with certainty.
 13. Communities will be informed of the recommendations to cabinet / council and will be provided with full feedback about the basis on which decisions have been made.
 14. Local ward members will be involved in the engagement process but will also be kept fully briefed so that they can help to communicate with local people.

Note:

15. This process will be reported to sustainable development panel to promote a better understanding of the process;
16. Details of the of the process will also be publicised via e- councillor.

Annex A: CIL working Group – Terms of reference.

Membership:

- City growth and development manager
- City growth and development coordinator
- 4 x communities and neighbourhood managers
- Reps from teams who may contribute other finance and potential spending services, including:
 - Transportation
 - Green spaces
 - Landscape and conservation
 - Sport and leisure
 - NPS Norwich- Housing property
 - Housing
 - S.106 officer
- Rep from Communications team
- Finance (re capital programme)

Objectives:

- To provide a City corporate officer input into Greater Norwich infrastructure business plan
- To develop and deliver specific projects arising from the Greater Norwich infrastructure business plan
- To develop project ideas for consideration by neighbourhoods for use of CIL neighbourhood funding
- To deliver specific projects using the neighbourhood funding element
- To coordinate effective use of CIL funding alongside other funding sources on an area basis
- To coordinate consultation with any other planned council consultation



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:	Sustainable Development Panel
Committee date:	23 September 2015
Head of service:	Andy Watt
Report subject:	CIL- Process for engaging with local communities on the expenditure of the community element of CIL
Date assessed:	14 September 2015
Description:	Report for information

	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"/>	CIL will provide income for new infrastructure projects
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input type="checkbox"/>	<input checked="" 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"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	CIL income may benefit transportation provision
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	CIL income may provide improvements to the natural and built environment
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

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

Recommendations from impact assessment
Positive
CIL income will provide benefits to local communities and help to mitigate the impact of development.
Negative
Neutral
Issues

Report to Sustainable development panel
23 September 2015
Report of Executive head of regeneration and development
Subject Carbon Footprint report

Item

5

Purpose

This report is for information.

Recommendation

That the contents of the report are noted.

Corporate and service priorities

The report helps to meet the corporate priority Value for money services and the service plan priority percentage reduction in CO₂ emissions from local authority operations.

Financial implications

None.

Ward/s: All wards

Cabinet member: Councillor Bremner – Environmental strategy

Contact officers

Dave Moorcroft, Executive Head – Regeneration and Development 01603 212226

Richard Willson, Environmental Strategy Manager 01603 212312

Claire Tullett, Environmental Strategy Officer 01603 212545

Background documents

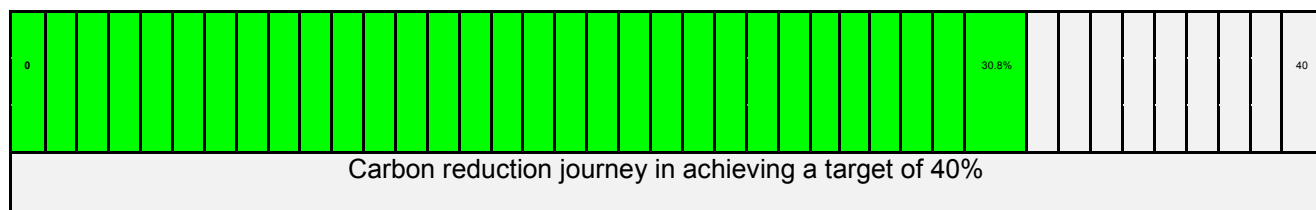
None

Report

1. In 2008/09 the council produced its first Carbon Management Plan and set a target to achieve a 30% reduction in carbon emissions by 2013/14 (using a 2006/07 baseline). In total over the 5 year period a reduction of 24% (29% when weather corrected) was achieved using previous conversion factors. Following the production of the council's second Carbon Management Plan this target has been re-set to achieve a total reduction of 40% in carbon emissions over the next 5 years (from the 2006/07 baseline).
2. In 2013/14 the council's carbon reduction figures were negatively impacted by the re-baselining of our electricity data in line with the requirement of the Department for Environment, Food and Rural Affairs (DEFRA)/ Department of Energy and Climate Change (DECC) 2013 conversion factor. However, this year, using the 2014 DEFRA conversion factors, Norwich City Council has made an additional 4.2% reduction in its carbon emissions taking the total reduction to 30.8% saving against its ambitious target of 40% by 2019.
3. This report has been compiled in accordance with the guidelines set by the DECC. The requirements are that the council publish this report on its website using the standard template, dividing emissions into 3 categories. DECC have also requested that a link of this report be sent to them containing totals for all the scope 1, 2 and 3 emissions enabling them to collate all LA figures centrally.

4.

	GHG emission data for period 1 April 2013 to 31 March 2014 (restated)							
	Global kg of CO ² e							
	2014	2013	2012	2011	2010	2009	2008	2007
Scope 1	2,640,453	3,121,775	3,446,651	3,136,959	3,549,707	3,745,825	3,873,933	1,682,048
Scope 2	3,836,556	3,478,538	3,644,381	3,774,122	3,972,326	4,311,715	4,691,648	6,603,828
Scope 3	1,261,406	1,480,944	1,449,823	1,800,339	1,821,824	2,173,565	2,167,385	2,355,434
Total gross emission	7,738,416	8,081,257	8,540,855	8,711,420	9,343,857	10,231,105	10,732,966	10,641,310
Carbon offsets	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Green tariff	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total annual net emission	7,738,416	8,081,257	8,540,855	8,711,420	9,343,857	10,231,105	10,732,966	10,641,310



Company information

5. Norwich city council is a local authority based in the east of England.

Reporting period

6. The reporting period is 1 April 2014 to 31 March 2015.

Change in emissions

7. The figure of 7,738,416 Global kg of CO₂e is a 4.2% reduction on the previous year.
The following is an outline of sources of change in emissions from the previous year:

Main emission reductions:

- Lower emissions from sheltered housing assets through additional insulation, boiler upgrades and building rationalisation
- Reduction in pool car use by staff
- A mild winter in 2014/15 meant that less gas was required for heating assets

Main emission increases:

- Increase in contractor electricity use
- Increase in contractor diesel use
- Impact of the 11% increase in the UK electricity GHG conversion factor this year

Measuring and reporting approach

8. All information is stored and processed in Microsoft Excel spreadsheets. Reporting will be on an annual basis, using the Defra/DECC method (based on GHG protocol). Internal reporting on carbon reduction targets will be using the NI 185 (Defra) method.

9. The following scopes are included in the footprint:

Scope 1

Process emissions (owned buildings)

- Data obtained from utility bills (kWh)

Process emissions (contractor-operated buildings)

- Data obtained from contractor's energy records (kWh)

Fuel use (owned vehicles)

- Data obtained from fuel invoices (litres)

Scope 2

Electricity emissions (own buildings)

- Data obtained from utility bills (kWh)

Scope 3

Business travel (grey fleet and contractor)

- Data taken from officer and member business mileage claim forms (km)
- Data taken from contractor business mileage records (km)

Public transport

- Data taken from officer and member business mileage claim forms (km)
- Data for train journeys taken from rail account invoices (km)

Fuel use in contractor vehicles

- Data obtained from contractor fuel records (litres)

Organisational boundary

10. The approach chosen to identify the operations we have collected data from was based on the original guidance for the National indicator 185, which stated that:

“The indicator is to include all CO₂ emissions from the delivery of local authority functions. It covers all an authority’s own operations and outsourced services. Even if the services are being provided by an external body (e.g. a private company) they remain the function of the authority... the definition of a local authority’s function includes outsourced services (eg a private company, third sector organisation), as they remain a function of the authority. CO₂ emissions arising from the buildings and transported related to these outsourced services should be measured and included in the authorities return.”

11. Following an assessment of the main outsourced services associated with the Council’s functions, leisure centres and street services and housing support services were included.

Operational scopes and emissions

12.

Scope 1 - Direct emissions (e.g. onsite fuel consumption; gas/vehicles)		CO ₂ (kg)	Exclusions and %
Gas from buildings (council) – kwh		2,605,114	n/a
Gas from buildings (contractors) – kwh		30,506	n/a
Fuel in fleet vehicles (council) - litres diesel		2,330	n/a
Fuel in fleet vehicles (council) – litres petrol		2,503	
TOTAL SCOPE 1		2,640,453	n/a
Scope 2 - Energy Indirect		CO ₂ (kg)	Exclusions and %
Electricity in buildings (council) – kWh		3,617,165	n/a
Electricity in buildings (contractor) – kwh		219,391	n/a
TOTAL SCOPE 2		3,836,556	n/a
Scope 3 - Other indirect (e.g. business travel)		CO ₂ (kg)	Exclusions and %
Grey fleet eg private cars		18,402	n/a
Taxis		2,114	n/a
Flights		2,272	n/a
Trains		1,972	n/a
Contractors vehicle use		1,236,646	n/a
TOTAL SCOPE 3		1,261,406	n/a
Grand total (CO₂ (kg))			
		7,738,415	

Geographical breakdown

13. All operations occur within the city council boundary except for contractor/staff transport related activities.

Base year

14. The base year for emissions is January to December 2007.

Target

15. The target for reduction in overall (i.e. all scopes) CO₂ emissions has been re-set to 40%, from a 2007 baseline following the completion of the first phase of the council's carbon management plan. This target exceeds the national target of a 34% reduction in carbon emissions by 2020.

16. This target will be measured using the emissions factors required for reporting on the old National Indicator 185.

Intensity measurement

17. No intensity measurement has been used, as this is generally more relevant for private sector businesses who wish to compare CO₂/turnover.

External assurance statement

18. PWC audit carried out in 2009. The process was considered to be sound.

Carbon offsetting

19. No carbon offsetting was carried out.

Green tariffs

20. Norwich City Council has signed up to a Green tariff through electricity supplier, Scottish and Southern Electricity. However, no reduction in CO₂ is applicable as the SSE tariff does not comply with strict Ofgem Green Supply Guidelines which would enable the council to claim the CO₂ reduction.

Electricity generation

21. Solar Photo Voltaic (pv) cells were installed on the roof of City Hall in late March 2012. During the period 1 April 2014 to 31 March 2015 the pv cells have produced 19,365 kwh of electricity, this is lower than hoped due to continuing essential maintenance work being carried out on the roof. However, this work is now complete and the installation is fully operation.

Heat generation

22. There was no heat generation from owned or controlled sources.

Opportunities in 2015-16

23. In 2014 the council produced the second phase of its Carbon Management Plan. The plan details opportunities across our assets and services where we can further reduce energy consumption. In addition to this we have recently published the 2015-2020 Environmental Strategy which further details our ambitious plans to reduce the both the council's and the city's energy consumption and carbon emissions over this period. A copy of this strategy can be found at www.norwich.gov.uk

24. On completion of this report 30.8% of the 40% target has been achieved. It is expected that emissions will reduce even further in 2015-16 with the recent installation and commissioning of the following Salix loan funded projects within the council's assets:

- Variable Speed Drives at Riverside Leisure Centre
- Riverside Leisure Centre – replacement of poolside light fittings with LED fittings
- Car park lighting upgrades to LED lighting
- Further insulation work at Sheltered Housing schemes
- Trial of Burner Management systems – various assets

25. In addition to this the council has created a ring-fenced Eco-Investment fund for carbon reduction projects which fall outside of the scope of Salix funding.

Source/reference

Department of Energy and Climate Change (DECC) annual carbon footprint report.

Report to	Sustainable development panel	Item
	23 September 2015	
Report of	Executive head of regeneration and development	6
Subject	Solar Together Update Report	

Purpose

This report is for information.

Recommendation

That the contents of the report are noted.

Corporate and service priorities

Safe Clean and low Carbon City. Prosperous and Vibrant City. Healthy City With Good Housing.

Financial implications

None.

Ward/s: All wards

Cabinet member: Councillor Bremner – Environmental strategy

Contact officers

Dave Moorcroft, Executive Head – Regeneration and Development	01603 212226
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Richard Willson, Environmental Strategy Manager	01603 212312
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Background documents

None

Report – Mid progress of Solar Together

1. Thousands of people across Norfolk have registered interest in the UK's first reverse auction for solar panels scheme. To date 3,540 households and businesses across the county registered for Solar Together Norfolk were offered average savings of 16 per cent. Norwich City, Broadland, South Norfolk and North Norfolk district councils have worked in partnership with specialist collective purchasing company iChoosr to run the scheme.

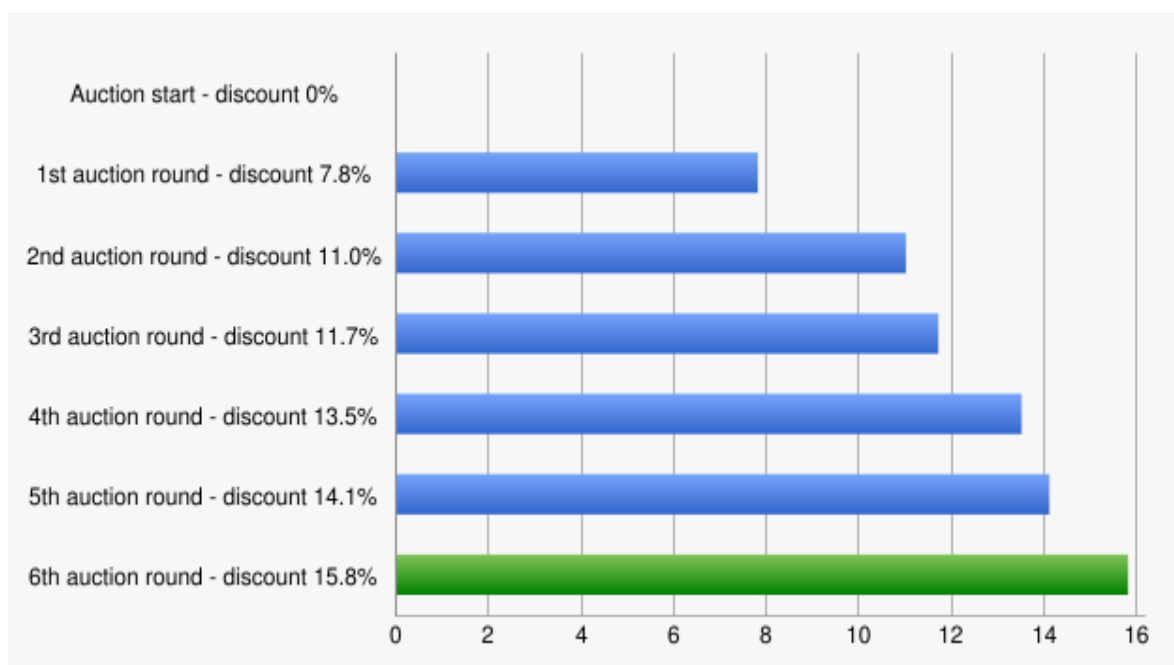


Figure 1 – Solar Together Auction Results

2. After a one-day auction process, the savings offered to participants were between 11 per cent and 19 per cent below the current market price for solar panels. The average saving works out at 16 per cent.
3. For example, a household which requires 16 solar panels would normally expect to pay around £5,740 in the current market. But with Solar Together Norfolk the cost would be £4,630, a saving of £1,100.
4. The winning contractor for the work was a Job Worth Doing Ltd, which is one of the leading UK installers of energy efficiency products. It is accredited by the Renewable Energy Association and has ISO9001 accreditation for high quality standards. All work will be done by Norfolk installers, which are part of the organisation's existing network.
5. The aim of Solar Together Norfolk was to offer quality competitively-priced solar panels with a guarantee, installed by a reputable installer for sustainable, clean and environmentally-friendly energy.
6. Householders and businesses had until Monday 14th of September to decide whether to take up the offer. There are no costs or obligations up until this point.

7. To date 700 people have accepted their deal. This work has a total value of over £3 million. To keep up with the orders our contractor will need to install 30 – 40 new solar PV installs each week.
8. In late August, the government proposed a cut of 87% in the generation tariff, reducing this income to a mere 4p per generated kWh. This proposed reduction is due to be implemented on 1 January 2016 for every domestic PV installation.
9. There is no impact on the Solar Together Norfolk scheme, as people who accept their offer are guaranteed their installation is completed in time to apply for the current Feed-in-Tariffs. These are then guaranteed for the next 20 years and will annually adjust with the Retail Price Index. The installer Job Worth Doing will be able to install a 1000 households in time. The scheme is expected to stay well within their capabilities.
10. Regrettably this innovative project will not be repeated due to the proposed FIT reduction. However, it is worth noting that this programme has enabled our citizens to access the solar market via a council backed scheme. Thus allowing people to access the market with confidence just before the FIT incentives are reduced or removed.

Report to	Sustainable development panel	Item
	23 September 2015	
Report of	Executive head of regeneration and development	7
Subject	Environmental Strategy communications plan	

Purpose

This report is for information.

Recommendation

That the contents of the report are noted.

Corporate and service priorities

Safe Clean and low Carbon City. Prosperous and Vibrant City. Healthy City With Good Housing.

Financial implications

None.

Ward/s: All wards

Cabinet member: Councillor Bremner – Environmental strategy

Contact officers

Dave Moorcroft, Executive Head – Regeneration and Development	01603 212226
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Richard Willson, Environmental Strategy Manager	01603 212312
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Kristina Fox, Communications Officer	01603 212009
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Background documents

None

Report

Background

1. The purpose of the city council's environmental strategy is to set out our vision and priorities for the environment in Norwich. This will guide all the council's work across all its departments, projects and partnerships over the next four years. It reflects our ongoing recognition of the fact that climate change is happening and poses a long-term challenge to the prosperity and wellbeing of Norwich.
2. This is the council's third environmental strategy. Previous strategies have helped us go from strength to strength in terms of environmental achievements, winning several national and international environmental awards in recent years, and we wish to build upon this good work.
3. Communications and community engagement play an integral role in the plan as it seeks to effect real behaviour change and make sustainability meaningful to people in their everyday lives. The communications plan will work with and complement a partnering community engagement plan of activities.
4. The environmental strategy fits within the following two key priorities in the council's new Corporate Plan 2015-20: Safe, clean and low carbon city, Healthy with good housing.

Key aims and objectives

5. To ensure audiences understand the environmental strategy's topline aim to oversee the sustainable development of Norwich, ensuring the city grows in keeping with both its historic heritage and its modern progressive character in order to support the needs of current residents, visitors and organisations without compromising the ability of future generations to meet their own needs.
6. To ensure audiences understand Norwich City Council's key role in environmental work as a community leader, a service provider, a purchaser of goods and services and an estate manager.
7. To publicise and promote key projects and milestones via a range of channels making our objectives and achievements meaningful, ensuring residents, visitors, organisations, academic institutions and businesses have the maximum opportunity/impetus to change their behaviour to achieve environmental aims.
8. To publicise and support in particular the top-line aspiration of Norwich becoming the UK's green capital. Application is due to be made for this in 2016 for 2019.

Key messages

9. Our environmental vision is to create a sustainable city with a good local environment that people value and which maintains and improves the quality of life for all of us. And our mission is to always strive for ways to achieve environmental excellence wherever possible and we have already made considerable achievements in this respect.
10. We are working proactively to achieve real behaviour change or 'habit discontinuity' among individuals and organisations to achieve our wider environmental aims.
11. Sustainability is not an abstract concept, it has a real impact and we need to illustrate this and wherever possible use real examples of how it is meaningful to people's everyday lives.
12. We believe that, by working in partnership with residents, business and other organisations, Norwich City Council can and should play a key role in tackling the environmental issues we jointly face.

Target audiences

Internal, Staff (all) and Councillors (all)

External, Media, Key partners, Businesses, Voluntary and community groups, The third sector, General public, Residents, Academic institutions.

Communication channels

Print

- Leaflets
- Citizen magazine
- TLC magazine

Media

- Local newspapers – EDP, Evening News and Norwich Advertiser
- Local radio – Future, Norwich 99.9FM, BBC Radio Norfolk, Heart
- Local television – BBC Look East, Anglia TV, Mustard
- Local magazines/leaflets – Just regional titles, Golden Triangle magazine.

Social media

- Twitter – Norwich City Council account, tweets should use pictures, links to relevant web pages, and the relevant logos where possible/applicable.

Online

- Norwich City Council website/other websites

Internal- e-councillor, e-bulletins, Citynet homepage

Communications milestones

13. Please note, some of these milestones or projects have their own communications plans already, in some cases the details of the work have not yet been finalised so we cannot yet outline a communications strategy and in some cases I have created a table of ongoing and future work.

- Solar Together Norfolk campaign (see table below)
- UK Green Capital 2019 bid (work from 2016-19)
- One Planet Norwich sustainable living festival (see table below)
- Norwich Sustainable Consumer Guide and web pages (to be developed)
- Tenancy packs promoting energy efficiency and sustainable lifestyle changes (to be developed).
- Online reuse portal 'Give it for good' (to be developed)
- Open homes online network for energy efficiency best practice (ongoing)
- Eco Awards (see table below)
- Annual review of climate commitments (to be developed)
- Home Energy Conservation Act report (to be developed)
- Norwich's Big Switch and Save (ongoing – has its own comms plan)
- Threescore and Goldsmith developments looking at landscaping, drainage and local habitats (including Passivhaus housing)
- Push the Pedalways scheme (ongoing – has its own comms plan)
- Tree and open spaces strategies (to be developed)
- Promote key existing environmental campaigns and opportunities in Norwich including Earth Hour, Close the Door, Lift Share and the Norfolk Car Club (ongoing).
- Promote local food production through council's allotments service (to be developed).
- Promote waste prevention and recycling (see below).
- Green travel plan (currently being worked on)

Solar Together Norfolk 13-4-15 to 31-12-15

This is a project in partnership with three other district councils and a specialist collective purchasing company called iChoosr. (*Please see separate comms plan*)

Activity was divided into three broad sections – pre-campaign, launch of the project and ‘mop up’.

Marketing	Activity	Owner and completion
Adnozzles	Coloured advertisements placed on petrol pump nozzles at service stations throughout the county	iChoosr, positioned from mid April onwards COMPLETED
Outdoor poster boards	Positioned at tried and tested locations including shops and service stations across the county	iChoosr, positioned from mid April onwards COMPLETED
Radio advertising	Targeted advertisements on 99.9FM Radio Norwich	iChoosr and Norwich City Council COMPLETED
Google ad banners	Designed and placed using known brand	iChoosr COMPLETED
Design work	Logo and artwork for banners and posters	Commissioned by iChoosr in consultation with all councils COMPLETED
Direct contact		
Letters	Letters sent to all households which have previously indicated an interest in energy efficiency. Letters also sent to targeted households using database.	Two mail shots – one in mid April and one in mid July. iChoosr COMPLETED
Emails	Reminders sent to same groups as above both pre-campaign and reminders to those who have signed up and specific emails with personal offers.	April and July. COMPLETED
Social media		
Tweets and retweets	Regular tweets using brand to remind people of project, supported and retweeted by	Ongoing

	partners	
Press releases across all media	Press releases to launch project to trade media, launch it to general media, remind people to register, announce success of the scheme.	Circulated to all media, interviews with BBC Radio Norfolk and BBC Look East achieved as well as two page leads and panels. Norwich City Council. Ongoing
Website presence	Pages created with details of the project on all partner websites directing to an iChoosr sign-up page.	Norwich City Council and iChoosr April COMPLETED
Internal		
e-councillor	Message sent to all councillors so they could inform residents in their wards. Information event for all councillors	May Norwich City Council COMPLETED
e-bulletin	Message to all staff who may wish to sign up	May, all councils, COMPLETED
Events		
Publicising information events	Events to be held at venues throughout the county to offer information	Still being planned for the end of August/first week of September

One Planet Norwich Sustainable Living Festival March 2016

Press			
Press releases	Press releases across all media and posted on city council website to raise awareness of the event	KF	Late February
Media relations	Contact and brief targeted journalists to generate interest and arrange meaningful coverage. Brief councillor for interview.	KF	February
BBC	Work to arrange a presence with the BBC's Garden Party show which broadcast live from the event last year	KF	Early February

Social Media			
Tweets and requested RTs using event logo	Regular tweets at high traffic times of the day using the recognised brand, request RTS from partners, ensure tweets have link to website page.	KF	February
Website			
Slider	Arrange for a 'slider' featuring the logo from the city council homepage	KF	February
Page	Arrange for dedicated webpage with all the information for the weekend – ensure cross referenced with Eco issues pages	KF	February
Internal			
E-bulletin	Message to all council, NPS and LGSS staff	KF	March (the week before)
Banners			
Pull-up banner	Placed in main reception of City Hall to raise awareness.	KF	From February
The Forum			
Banners in the atrium	Negotiate pull-up banners in the atrium	KF	February
Website	Ensure event is advertised on The Forum website and via its events and activities page	KF	February

Eco Awards March 2016

Press			
Press releases	Press releases across all media and posted on city council website to raise awareness of the event. One to announce we are open for entries. Plus series of reminders to drum up interest.	KF	January
Media relations	Contact and brief targeted journalists to generate interest and arrange meaningful coverage. Brief councillor for interview. Arrange specific pieces	KF	January

	for schools, businesses, community groups.		
Social Media			
Tweets and requested RTs using event logo	Regular tweets at high traffic times of the day using the recognised brand, request RTS from targeted parties, ensure tweets have link to website page.	KF	January
Website			
Slider	Arrange for a 'slider' featuring the logo from the city council homepage	KF	January
Internal			
E-bulletin	Message to all council, NPS and LGSS staff	KF	February
Banners			
Pull-up banner	Placed in main reception of City Hall to raise awareness.	KF	From February
Targeted messaging			
Schools courier e-bulletin	Negotiate with county council to put a message on the schools circular email news.	KF	January
Norwich BID	Liaise with BID to see if they can help promote the awards with businesses	KF	January
Further ideas under development			

Waste and recycling

14. Work is ongoing to promote the central waste hierarchy message of reduce, reuse and recycle.
15. We have a bank of recently designed leaflets for both individual households and flats using communal bin compounds.
16. These are well illustrated and set out how to make recycling a part of everyday life in an easy and meaningful way.
17. We have recycling officers making personal visits to homes we know are not recycling or recycling incorrectly to provide education and assistance.

18. Waste prevention messages have been included alongside recycling messages into all residents annual bin collection calendars.
19. We carry a double-page spread in our quarterly Citizen magazine each season.
20. We are currently working with Norfolk Waste Partnership councils on a new campaign to reduce contamination of recycling and generally promote the service.
21. We have recently run a Recycling Revolution and a Rinse and Recycle campaign to promote the service and reduce contamination of recycling.

Report to	Sustainable development panel	Item
	23 September 2015	
Report of	Head of planning service	8
Subject	Open space and play supplementary planning document – response to consultation	

Purpose

This report is about the *Open space and play supplementary planning document* (SPD), which the panel previously considered and commented on before it was published as a draft for consultation in July. The report outlines the main issues raised in consultation responses, summarises the responses received and proposes a number of minor amendments to the document to address them. Members are asked to recommend the amended SPD to Cabinet for adoption in October prior to its formal publication.

Recommendation

- (1) To note the *Open space and play supplementary planning document* with proposed amendments made in response to consultation;
- (2) To recommend that Cabinet approves the document as amended for formal adoption as a local development document in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as modified) and the relevant regulations.

Corporate and service priorities

The report helps to meet the corporate priority City of character and culture and the service plan priority to implement the local plan for the city.

Financial implications

None directly

Ward/s: All wards

Cabinet member: Cllr Bremner - Environment and Sustainable Development

Contact officers

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Background documents

None

Report

Introduction

1. The *Open space and play SPD* has been prepared to enable cost effective and efficient implementation of adopted Norwich local plan policies seeking to deliver open space and playspace within, and directly serving, new housing development.
2. The SPD primarily supports policy [DM8](#) of the *Development management policies local plan*, which requires dedicated open space and younger children's playspace to be provided as part of new housing development schemes coming forward on larger sites. It also helps to implement strategic policy JCS1 in the *Joint core strategy* (Climate change and environmental assets), promoting the delivery of open space as part of a multifunctional green infrastructure network.
3. Under the previous local plan approach, off-site open space and playspace was widely funded through developer contributions by means of site-specific legal agreements (Section 106). Members are reminded that the default position in the adopted local plan is that open space and playspace should be incorporated in and integral to the design of housing schemes on larger sites. Open space and playspace must therefore be provided *on site* unless there are exceptional circumstances justifying off site contributions. There will be a significantly greater role for the Community Infrastructure Levy (CIL) in funding open space and playspace needs identified by the local community. Accordingly, the use of this SPD is expected to be limited.
4. The document and its purpose are described in more detail in the report to sustainable development panel dated 24 June 2015 which presented the draft SPD for consultation. This report describes the changes made to the SPD in response to consultation, which also raised a number of issues from other services within the council.
5. Appended to this report are:
 - Annex 1 – the *Open space and play supplementary planning document* text as proposed for adoption, with amendments from the July 2015 draft shown in track changes struck out and underlined;
 - Annex 2 – a schedule of modifications made to the document from the July 2015 draft; and
 - Annex 3 – the *Regulation 12(a) consultation statement* which lists the people and organisations consulted, representations received and the city council officer response to those representations. (This statement is required to be published alongside the SPD when it is adopted).

Response to consultation

6. The draft version of the SPD was published for consultation on the city council's website from 8 July to 18 August 2015 with printed copies available at City Hall and the Forum. The statutory minimum four week consultation period for SPDs was extended to six weeks as is usual when planning consultations include part of a

holiday period (as set out in the city council's adopted [Statement of community involvement](#)).

7. The policy principle of requiring open space and playspace to be provided within (or in association with) larger new housing development schemes is part of the adopted local plan for Norwich and cannot be changed other than through a review of the plan itself. The SPD is concerned rather with advising prospective developers on the procedures for delivering and funding these facilities when planning applications are made, in particular in the limited circumstances where off site provision or enhancement of a play area needs to be secured to directly serve new development. Accordingly, consultation was focused on developers and their agents as well as the neighbourhood forums, adjoining district planning authorities and national advisory bodies such as Play England. All these stakeholders were contacted directly by email. Other services within the council that had contributed to the document were given a further opportunity to comment on the draft.
8. Comments on the draft *Open space and play SPD* were fairly limited, being confined chiefly to feedback from adjoining districts. The response was generally positive and no substantive issues were raised. Some minor changes have been made to clarify that although it supports one particular local plan policy, the SPD would also help to implement other adopted policies of the local plan – for example the requirement in policy [DM3](#) for development to incorporate new green infrastructure and link to the existing green infrastructure network and policy [DM28](#) which ensures that development will take opportunities to include, and where practicable enhance, sustainable transport links.
9. Clarification was also requested as to the arrangements for securing contributions for ongoing maintenance of play areas (these will normally be part of a tailored site-specific obligation). The absence of any minimum local standards for open space and play was also questioned (rigorous standards have not been included in the local plan in the interests of flexibility in negotiation: rather developers are encouraged to consult best practice advice from both in house and external sources).

CIL and s106

10. Recent discussions with the council's planning obligations officer and parks and open spaces service confirm that balances held in accounts from historic site-specific s106 agreements to fund local open space and play improvements are increasingly limited. It will be more difficult in future to ensure long term maintenance of play areas from that source, especially where the initial 15 year maintenance period is reaching its end and equipment has to be replaced. Members are reminded that the introduction of CIL – and the new policy approach of the local plan – mean that funding arrangements for off-site playspace are no longer dependent on negotiating individual contributions from developers via site specific section 106 agreements. These are being phased out and will no longer be a source of community playspace funding for the city council other than in the exceptional circumstances provided for in the SPD. Therefore, when residual funds from historic section 106 agreements negotiated under the previous arrangements are used up, there will be no opportunity to enter into new agreements on the same basis or renegotiate existing ones.
11. Open space and playspace funding will instead be available through the local element of CIL – currently this is 15%, rising to 25% where there are neighbourhood plans in place. New and improved community open space and playspace not linked with a

specific development site will now be identified and delivered through the mechanism of the [Greater Norwich Infrastructure Plan](#) (GNIP) which itemises individual strategic and local projects funded from CIL receipts. Local communities are encouraged to put forward suggestions for local improvements which can be included as *community projects* within the GNIP and funded through the local element of CIL. The process of community engagement, project selection and decision-taking on how funding is spent is reviewed periodically. A revised process was agreed by cabinet in June 2015, subject of a separate report to panel.

12. As noted in that report, a fundamental principle of CIL spending should be to link and coordinate spending decisions so best use is made of all available resources. CIL should not be used where other sources of funding are available and maximum impact will be achieved if CIL income is linked with other funds e.g. the council's capital programme (housing and non housing) residual s106 funds, external funding. CIL may also be used as match funding for other bids.
13. To clarify the mechanisms for identifying local open space and playspace priorities, the following additional text is proposed for inclusion in section 2 of the document (new para 8).

The expectation of the city council that site specific planning obligations will not be necessary unless a development requires specific playspace provision which it is not possible to deliver on site. Neighbourhood open space and playspace projects can now be funded by the neighbourhood element of CIL. These may be nominated directly by local communities for potential inclusion as CIL-funded community projects in the Greater Norwich Infrastructure Plan (GNIP) in accordance with a process agreed by the council's cabinet. Early identification of such projects will be important to ensure that CIL funding can be directed to effectively address locally identified needs in Norwich in combination with other funding sources. Priorities may also be informed by up to date needs assessments and the emerging Open Spaces Strategy.

Other matters

14. Policy DM8 allows developers the option to contribute toward improvements to a local play area within 400m of a development site in lieu of provision on-site. Whilst it is straightforward to calculate a straight line radius from a play area, walking distance will vary according to the number, quality and usability of pedestrian/cycle routes in the vicinity of a site, and it is the walking distance which is relevant in determining whether a play area is accessible or not. To assist developers and planning officers in this process, it is proposed to develop a map based tool using network analysis software which will identify play areas within 400m walking distance of a defined planning application site boundary. A reference to this is added in paragraph 25.

Conclusions

15. As amended (and subject to approval by cabinet), officers are confident that this SPD will provide a sound basis for delivering open space and playspace to serve large scale development not allocated in the local plan.

Annex 1



Norwich City Council Local Plan

Open Space and Play

Supplementary Planning Document

Adopted Version



October 2015

This document supplements *Joint Core Strategy* policy 1 and *Development Management Policies Local Plan* Policy DM8 and should be read alongside these policies.

Above: Open space at Fellowes Plain, Norwich.

Executive Summary

This supplementary planning document (SPD) supports and interprets policy DM8 of the adopted Norwich Development Management Policies local plan and aspects of policy 1 of the Greater Norwich Joint Core Strategy (JCS).

The council's expectation in most circumstances is that open space and playspace should normally be provided **on site** for schemes over the size threshold specified in policy DM8. In circumstances where there is already a play area within 400m of the site, or where there are other factors precluding on site provision, developers may instead provide for the improvement, enhancement or reprovision of any such established play area or areas, such provision being commensurate with the level of new playspace demand likely to be generated from the development. In these limited circumstances it will still be appropriate to seek a site specific contribution through a planning obligation.

This SPD provides additional guidance on:

- The circumstances where a commuted payment may still be sought in lieu of on site provision
- The approach to negotiating developer contributions for play if provision is not on site
- The mechanisms for funding open space and playspace from the Community Infrastructure Levy (CIL) and the relationship between this and site-specific s106 funding.

Given that a significant proportion of wider recreation and playspace needs will be funded directly from the Community Infrastructure Levy, the city council will no longer be using a tariff based approach to funding open space and play. Rather, this guidance is intended to encourage a flexible, case by case approach to negotiations on open space and playspace provision so that new housing development, wherever proposed, is able to address local needs for open space and playspace directly arising from it in the most beneficial and cost effective way].

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1. Introduction

1. This Supplementary Planning Document (SPD) is aimed at developers, planners, practitioners concerned with the design and maintenance of open spaces and play areas, play area users and user groups and other stakeholders. It has been prepared to enable cost effective and efficient implementation of adopted Norwich Local Plan policy relating to open space and playspace in new development.
2. The SPD is a material consideration in the assessment of planning applications. It will help to ensure that new development meets national and local policy requirements and makes appropriate and necessary provision for open space and playspace to serve the development directly.
3. The SPD supplements and interprets Development Management policy DM8 (Open space). It also supports strategic policy JCS1 in the Joint Core Strategy (Climate change and Environmental Assets) requiring the development of green infrastructure networks and the provision and maintenance of open spaces to secure sustainable development.
4. The JCS policies are available [here](#), the DM policies [here](#). In addition the Site allocation local plan identifies a number of specific sites where open space and playspace will be required in new development. The site allocations local plan can be viewed [here](#).
5. A summary of the legal framework and the policies is in appendix 6.

2. Funding open space and playspace

6. Sources of funding for open space and play in Norwich include:

- Funding from the **Community Infrastructure Levy (CIL)** for specific green infrastructure, sport and play provision that is required to meet *strategic needs*. These schemes are identified individually within the [Greater Norwich Infrastructure Plan](#) (GNIP) as CIL funded projects funded from the CIL *strategic pool* – currently 85% of receipts. A proportion of CIL revenue (currently 15% in Norwich) may be retained by the community for specific local projects. They are listed separately as “Community Projects” in the GNIP. In areas where there is a neighbourhood plan, the proportion of CIL revenue available for these projects would increase to 25%.
- **Site specific planning obligations** under Section 106 of the Town and Country Planning act 1990 to secure a specified financial contribution to fund provision and/or maintenance of open space and playspace meeting the *local needs* arising from the development. These would relate clearly to a named development site and must be necessary to make the development acceptable in planning terms. **Typically Section 106 contributions would only be used to secure provision or upgrading of off-site playspace to directly serve the development where this cannot be provided on site;**
- **Other sources of funding**, for example grants or loans from external bodies and possible funding from the city council’s capital budget

7. The Community Infrastructure Levy (CIL) will fund open space and playspace which meets a strategic need and will serve the wider Norwich area (that is *Strategic sport and play projects* and *Strategic green infrastructure projects* as defined in Appendix 7), although the city council’s expectation is that additional smaller scale local open space and playspace which is necessary to serve a specific development should continue to be funded by the developer in addition to CIL.

8. The expectation of the city council that site specific planning obligations will not be necessary unless a development requires specific playspace provision which it is not possible to deliver on site. Neighbourhood open space and playspace projects can now be funded by the neighbourhood element of CIL. These may be nominated directly by local communities for potential inclusion as CIL-funded community projects in the Greater Norwich Infrastructure Plan (GNIP) in accordance with a process agreed by the council’s cabinet. Early identification of such projects will be important to ensure that CIL funding can be directed to effectively address locally identified needs in Norwich in

combination with other funding sources. Priorities may also be informed by up to date needs assessments and the emerging Open Spaces Strategy.

9. The table in the city council's [Regulation 123 list](#) sets out those items of infrastructure, including green infrastructure, sport and play provision, which are expected to be funded mainly through CIL and those which will be delivered mainly through planning obligations, highways agreements and direct provision on site secured by means of a planning condition. A fundamental principle of CIL spending is that it offers the flexibility to link and coordinate spending decisions so best use is made of all available resources – available CIL revenue can thus be combined with other sources of funding to deliver the most beneficial outcomes.
10. ~~The Regulation 123 list makes clear that CIL will not be used to pay for items of infrastructure which are purely local in scale:~~ Developer contributions toward site-specific open space and playspace provided on or off site in accordance with local plan policies may ~~therefore~~ be sought in limited circumstances in addition to CIL. In relation to open space and play these provisions would not prevent a specific planning obligation being entered to for local playspace or open space that
 - a) was essential to serve a development directly
 - b) could not be provided on site, and
 - c) could not be funded from existing sources including s106 funds already earmarked for the same or a similar project.
11. A developer would ~~thus~~ not be expected to contribute twice toward agreed strategic open space or strategic recreational projects that are listed in the Greater Norwich Infrastructure Plan as being CIL funded or funded via the neighbourhood element of CIL. Payments secured through section 106 must relate to a specific development site, a specific item of spending (on a play area or areas directly related to the proposed development) and must meet needs arising directly from that development.
12. The amount and type of Section 106 contributions for any open space and playspace delivered through planning obligations will be clearly set out in the relevant Section 106 agreement accompanying a planning permission. This would also state how and on what the contributions must be spent, the date(s) at which contributions would become payable and a timescale for the spending of contributions. In the event that contributions are not spent within a specified period, they are refundable to the developer or their successors in title.
13. The minimum period for city council to spend S106 contributions to provide or upgrade playspace had previously been set at 10 years from the date of the initial grant of

planning permission. Given that a contribution must now be earmarked for playspace to serve a *specific* development, such a long timescale is inappropriate and the expectation is that a specific play area spend should be identifiable within five years, although this period may be varied at the discretion of the city council in agreement with the developer by means of a Deed of Variation. Where there is an element of funding for maintenance, this will normally cover a period of 15 years.

14. More information on the city council's requirements in relation to planning obligations and section 106 agreements accompanying planning applications can be found in the council's [Validation Requirements](#) checklist.

Viability

15. The council will assume that open space and playspace is able to be provided on site unless exceptional circumstances dictate that off-site provision funded by means of a planning obligation is necessary. In accordance with DM policy DM33, in the event that a developer can demonstrate that a development would not be viable with such provision alongside other requirements, the council will undertake an assessment of the priority of the obligations required from the development. The onus is on the applicant to produce a sufficiently detailed viability assessment to demonstrate that this would be the case.
16. Prioritisation of planning obligations will be made on a case by case basis, taking into consideration site specific circumstances and other material considerations.

3. Procedural examples

17. The following examples set out the various options for delivering open space and playspace on and off site in accordance with local plan policy. In all cases, developers will only be expected to meet playspace needs arising directly from the development concerned, or to make a proportionate contribution to improving, enhancing or reproviding playspace in the vicinity.

Example A – Where a site is *specifically allocated for housing (or mixed use development with an element of housing)* in a local plan document

18. For sites individually identified in the Site Allocations Local Plan, Northern City Centre Area Action Plan or subsequently adopted local plans, the relevant site specific policy will specify where there is a requirement for open space and/or playspace serving new housing on larger sites, which must be integrated within the design as part of a submitted scheme either as a dedicated facility or as part of the overall enhancement of green infrastructure. In certain cases where the site adjoins an existing open space, a site specific policy will instead include a requirement to contribute to improvements to that space (for example R27 - land at Goldsmith Street).
19. The reservation of land for open space within a development site and binding arrangements for the layout of that open space and its ongoing maintenance will normally be matters included within a site-specific planning obligation secured by a Section 106 agreement, attached to a planning permission (example at appendix 4). The preferred mechanism for securing maintenance of on-site open space and playspace is for specified areas of land to be used for those purposes (as set out within an *Open Spaces Scheme*) to be transferred from the developer to an estate management company who will then be responsible for ongoing maintenance in perpetuity.

Example B – Where a site is *not previously identified* in a local plan document is proposed for housing development, is above the size threshold for open space and playspace to be provided under policy DM8 and where it is appropriate and practicable to make that provision on site.

20. Windfall sites – that is, sites which are not currently allocated in a local plan document – which:

- a) involve the development of 100 dwellings and above; or
- b) are on sites of over two hectares in size, and/or
- c) provide 100 *Child Bedspaces* or more

will require on site provision of open space (where they meet criteria a and b) and younger children's playspace¹ (where they meet criterion c) as part of a scheme in accordance with the specification set out in policy DM8. Minimum standards are for a play area of at least 150 sq.m with at least four different pieces of equipment, although a play area of 150 sq.m will not generally be large enough to cater for older age ranges. Accordingly, the assessment of what is appropriate to provide on site will necessarily need to take account of what provision already exists in the vicinity and the age range it currently caters for. The equipment provided needs to be sufficiently varied to enable a genuine choice and variety of play experience, with the minimum four pieces of equipment allowing for a range of different activities to maximise play value.

21. As is the case with example A, the reservation of land for open space within a development site and binding arrangements for the layout of that open space and its ongoing maintenance will normally be matters included within a site-specific planning obligation secured by a Section 106 agreement, attached to a planning permission. The preferred mechanism for securing maintenance of on-site open space and playspace is for specified areas of land to be used for those purposes (as set out within an *Open Spaces Scheme*) to be transferred from the developer to an estate management company who will then be responsible for ongoing maintenance in perpetuity.
22. As a general rule of thumb, the city council will expect the total amount of green space (that is, usable open space and structural landscaping) to be not less than **20%** of the total site area occupied by housing.
23. Norwich is largely built up and the city council's expectation is that there would be relatively few instances where sites of this scale suitable for housing development are not already allocated in adopted local plans or have planning permission. However there may be unanticipated opportunities to bring forward new housing in future on sites which are not currently available or identified for housing purposes but which become available over the plan period.

¹ In previous policy and SPD, the city council had defined "Younger Children's Playspace" as being playspace suitable for children of eight and under. This definition is no longer used. In practical terms, play areas are now categorised into a broader range of typologies. The Norwich Open Space Needs Assessment 2007 distinguishes between pre-school (toddlers) children's (pre-teen) and teenagers (13 and over) play provision, and identifies a quantitative shortage in the older age ranges. For the purposes of this SPD the term "younger children's play space" is therefore taken to mean any facility suitable for children under 12.

Example C – Where a site *not previously identified* in a local plan document is proposed for housing development, is above the size threshold which would normally require open space and playspace to be provided on site under policy DM8 but where it is not appropriate or practicable to make that provision on site.

24. On sites which are above the size threshold that normally triggers a requirement for on-site open space and playspace, integrating this within a scheme design will be the preferred option. Whilst it is usually possible to accommodate some form of open space within a scheme, there may be instances where it is not possible for reasons of practicality or safety to make playspace provision directly on site. Examples might include:
- a) Awkwardly shaped sites where the topography or configuration of the site would make it problematic in design terms to accommodate a dedicated play area as part of a scheme layout;
 - b) Sites where options for safe and accessible playspace provision are limited by the proximity of heavily trafficked roads or which are immediately adjacent to rivers or other areas of water.
 - c) Higher density flatted development provided solely or mainly through conversion of existing buildings where there is restricted available space in the curtilage or where accommodating a play area with adequate surveillance would be difficult;
 - d) City centre development where the site's location and context requires a clearly building dominated design approach.
 - e) Sites where it is demonstrated by open book assessment that scheme viability would be clearly compromised by the inclusion of on site playspace.
25. In cases where a suitable local play area exists within 400 metres walking distance of a proposed development², the city council will investigate opportunities in negotiation with the developer to seek a financial contribution to enhancement or upgrading of that play area by means of a site specific planning obligation secured by a Section 106 agreement. This will be negotiated on a case by case basis as part of pre-application discussions. This may involve expanding or upgrading existing facilities (for example to

² See definitions in Appendix 7.

extend the age range catered for). The map at Appendix 2 indicates the area of the City which is within 240 and 400 metres of play areas meeting at least the minimum area and specification in policy DM8. The 240m distance represents the maximum straight line distance to the nearest local play area, as recommended by Play England. The city council is developing a GIS-based application to calculate walking distances to local play areas measured from a specific planning application site boundary and to return up to date information about facilities which are within 400m walking distance.

26. Typical costs of recent play area projects are shown in Appendix 1.

27. In cases where there is **no** suitable play area within 400m and it is not practicable to accommodate dedicated provision on site, the developer will be expected to make a contribution to the provision of additional local playspace commensurate with the number of child bedspaces proposed and the playspace needs likely to be generated directly by the development, by means of a site specific planning contribution secured by a Section 106 agreement. In these circumstances the city council will take account of:

- The availability and quality of existing local play facilities within the wider neighbourhood which may be able to serve the site (the “wider neighbourhood” may either be the relevant neighbourhood area as defined by the city council or a the area of an adopted or emerging neighbourhood plan);
- Any committed projects for strategic recreation and play infrastructure serving the wider area which are identified in the GNIP as projects funded by CIL revenue; and which would contribute to an overall improvement in open space and play provision in the vicinity of the site
- Any other smaller projects nominated by a neighbourhood area or neighbourhood planning body which are identified in the GNIP community as community projects funded by CIL revenue and which would contribute to an overall improvement in open space and play provision in the vicinity of the site.

28. Any qualitative assessment of local playspace provision made for this purpose will use the Play England evaluation toolkit or any equivalent methodology that supersedes it.
<http://www.playengland.org.uk/resources/tools-for-evaluating-play-provision.aspx>

29. Intending developers are encouraged to make use of the city council’s [pre-application advice service](#) to discuss options for providing integrated open space and playspace within the scheme at an early stage. Since no two development sites will have the same opportunities or constraints, the city council’s development management service will offer advice on necessary and suitable provision case by case tailored to individual sites,

drawing on of specialist advice within the city council's planning service (design, conservation and landscape team) and citywide services staff (the parks and open spaces team). Advice will be coordinated through the development management case officer dealing with the application.

30. Areas of open space, and playspace facilities provided to serve new development, irrespective of whether they are located on site or not, should seek to achieve the highest practicable design standards. Developers are referred in particular to Play England's design guide *Design for Play: A guide to creating successful play spaces* (<http://www.playengland.org.uk/media/70684/design-for-play.pdf>). In accordance with policies DM3 and DM28 of the adopted *Development management policies plan*, opportunities should be taken in the design of new open space and play facilities to provide or enhance links which will improve access to the strategic green infrastructure network and ensure pedestrian and cycle links to the wider area are fully integrated into the scheme.
31. The city council places particular importance on making play facilities accessible to all and accordingly facilities delivered through development should ensure that accessibility is maximised and that level access is available for both able bodied and disabled users.
32. Consideration will be given to the preparation of master plans and site briefs for particularly large and complex sites setting out in more detail the design parameters for on-site open space and play.

Categories of housing site not subject to this guidance

33. Recent changes to the General Permitted Development Order have removed the need for planning permission for some categories of housing which would otherwise trigger a local plan policy requirement for on or off-site open space or playspace. In addition, prospective future changes in national planning rules are likely to increase the scope of permitted development and/or specifically exempt certain housing development proposals from liability for the Community Infrastructure Levy or site specific developer contributions through a planning obligation.
34. These include:
- Schemes delivering housing *solely through conversion of B1 office premises under the prior approval process*. These will not require planning permission until 31 May 2016. Developers of such housing are currently liable for CIL but do not have any liability to enter into planning obligations or make site specific developer contributions to open space and play (or for any other purpose) through s106.

- Schemes providing *discounted starter homes for first time buyers on brownfield exception sites*. The starter homes exception sites policy came into effect in March 2015. Although the detailed operation of this scheme has yet to be clarified, this category of site would be exempt from liability for CIL. Local planning authorities are encouraged not to seek section 106 and tariff-style contributions for these starter homes exception sites.

35. This guidance will be kept under review in the event of further changes in national policy and regulation.

Appendix 1 – Example costs for the provision of playspace

The following annex sets out a number of recent examples of costs for the design, layout and construction of recently installed play areas in Norwich. This demonstrates that play area installation costs will vary significantly according to their size, specification and the balance between hardworks (safety surfaces and equipment) and softworks (landscaping and planting). For this reason, the SPD does not propose a tariff approach based on a “typical” unit cost per square metre or per child bedspace.

The requirement of Policy DM8 is for a younger children’s play area of 150 sq.m with at least four different pieces of equipment). The actual provision will depend on the age range(s) to be catered for and the quality of existing play provision in the neighbourhood, but should aim to provide opportunities for a range of different play activities to maximise play value.

Name: Eagle Walk play area (<i>Play area type: Toddler/Junior/Young People</i>)	
Date installed:	2013-14
Total area:	12,250 sq.m
Area of safety surface:	275 sq.m
Costs	
Overall budget:	£138,000
- Landscape fees:	£24,000
- Prelims:	£13,000
- Hardworks:	£80,000
- Softworks:	£20,000
- Signage:	£1,000
Cost per square metre overall:	£11
Cost per square metre safety surface:	£501
Cost per square metre hardworks:	£291
Hardworks as a proportion of overall budget:	58%

Name: Chapel Field Gardens play area (<i>Play area type: Toddler/Junior</i>)	
Date installed:	2010-11
Total area:	655 sq.m
Area of safety surface:	655 sq.m
Costs	
Overall budget:	£181,500
- Landscape fees:	£29,000
- Prelims:	£19,000
- Hardworks:	£117,000
- Softworks:	£16,500
Cost per square metre overall:	£277
Cost per square metre safety surface:	£277
Cost per square metre hardworks:	£178
Hardworks as a proportion of overall budget:	64%

Name: Borrowdale Drive play area (Play area type: Toddler)	
Date installed: 2014-15	
Total area: 132 sq.m	
Area of safety surface: 132 sq.m	
Costs	
Overall budget: £25,000	
Cost per square metre overall:	£189
Cost per square metre safety surface:	£189

Name: Leonards Street play area area (Play area type: Toddler/Junior)	
Date installed: 2011-12	
Total area: 425 sq.m	
Area of safety surface: 134 sq.m	
Costs	
Overall budget: £89,000	
- Landscape fees:	£13,000
- Prelims:	£5,000
- Hardworks:	£20,500
- Softworks:	£50,500
Cost per square metre overall:	£209
Cost per square metre safety surface:	£664
Cost per square metre hardworks:	£153
Hardworks as a proportion of overall budget:	23%

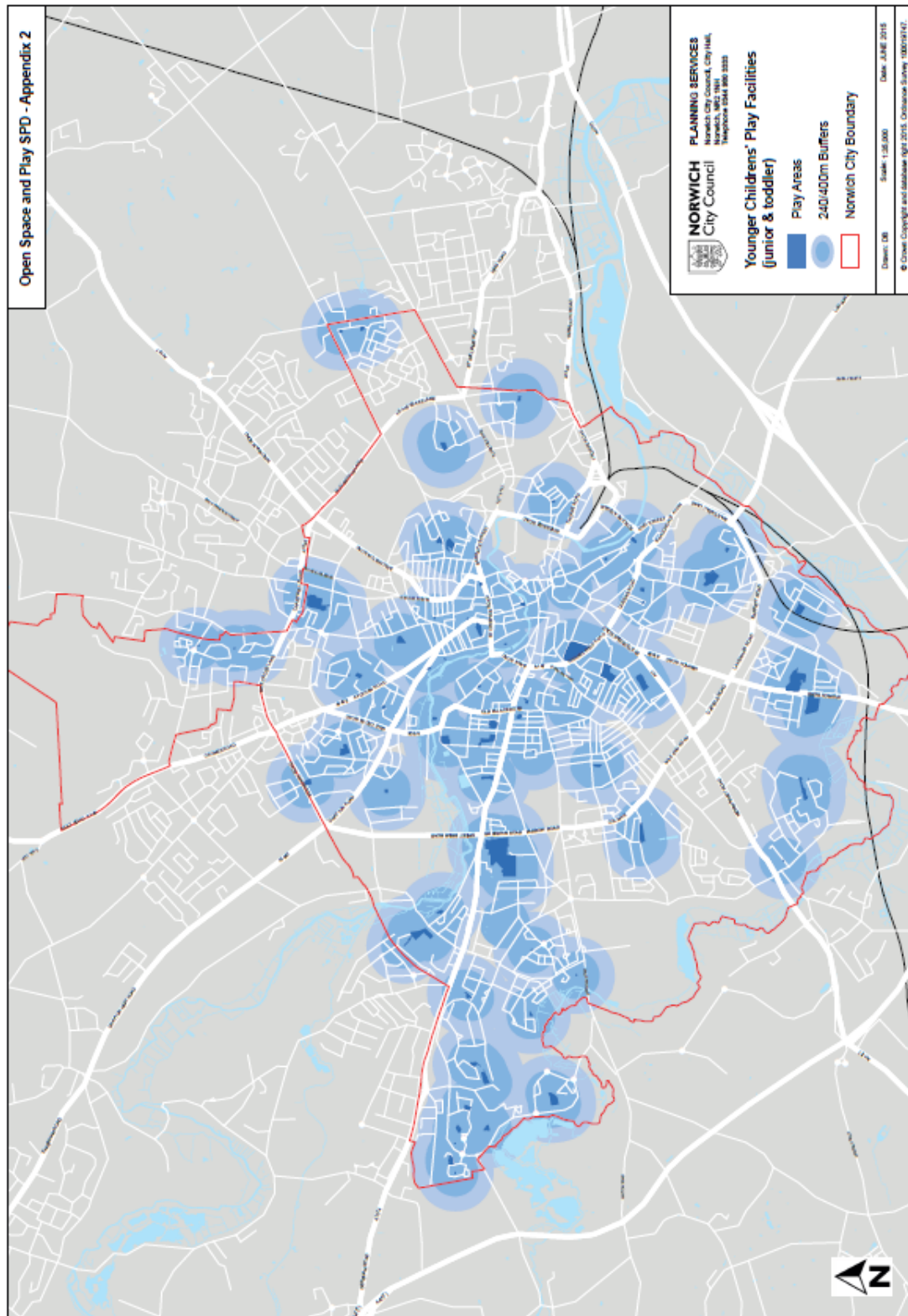
Name: Clover Hill play areas (Play area types: Toddler/Junior and Young People)	
Date installed: 2011-12	
Total area: 8124 sq.m	
Area of safety surface: 642 sq.m	
Costs	
Overall budget: £112,000	
- Landscape fees:	£16,000
- Prelims:	£-
- Hardworks:	£54,000
- Softworks:	£43,000
Cost per square metre overall:	£14
Cost per square metre safety surface:	£174
Cost per square metre hardworks:	£84
Hardworks as a proportion of overall budget:	48%

As a broad average, hardworks average £207 per sq.m of play safety surface representing 57% of the overall project costs

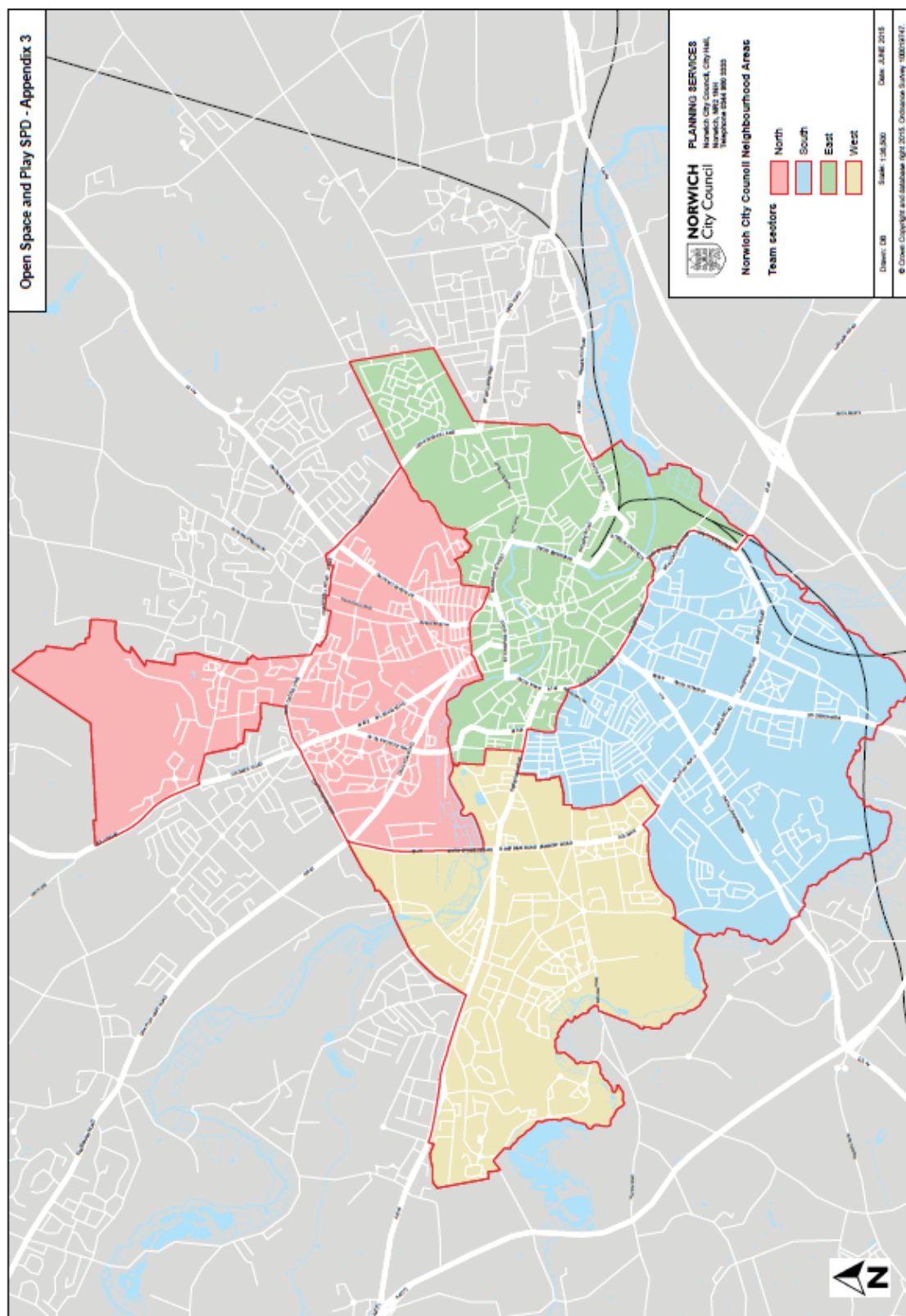
Appendix 2

Distribution of younger children's play provision in Norwich

showing areas within 240m and 400m of play facilities for under 13s (*note: these distances are indicative only - a more accurate assessment of local play facilities within 400m walking distance of a proposed development site will be undertaken on a case by case basis at the time of a planning application*)



Appendix 3 – Plan of City Council neighbourhood areas



Appendix 4 – Example extract from s106 providing for provision and maintenance of open space and playspace on site

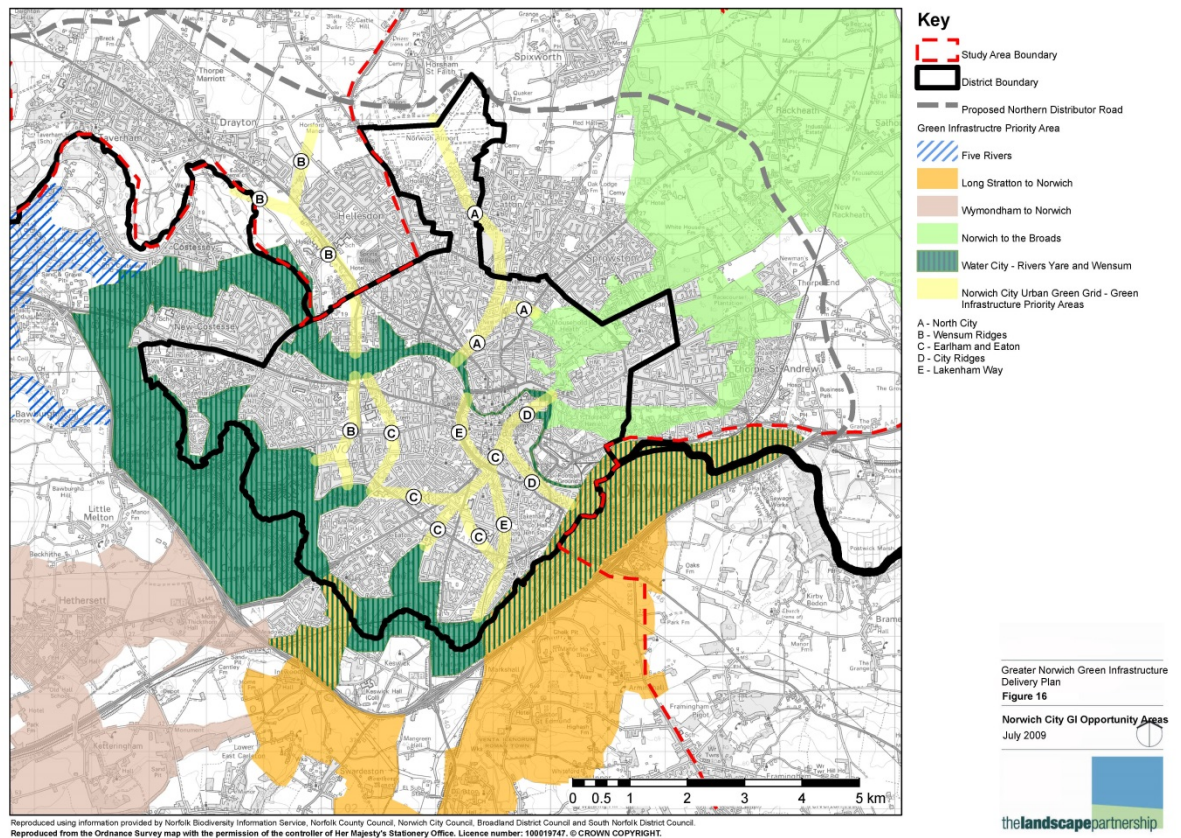
Schedule 2

Open Spaces

- 1 The Owner and the Developer covenant with the Council:
 - 1.1 prior to the Commencement of Development to submit and obtain the approval of the Council to the Open Spaces Scheme;
 - 1.2 not to Commence Development unless and until they have first submitted to the Council for approval and the Council has approved the Open Spaces Scheme;
 - 1.3 to complete the laying out, planting and equipping of the Open Spaces and LAP in accordance with the approved Open Spaces Scheme and to the satisfaction of the Council prior to the Occupation of more than 50% of the Dwellings within the Development;
 - 1.4 not to Occupy or permit the Occupation of more than 50% of the Dwellings within the Development until the Open Spaces and LAP have been laid out, planted and equipped in accordance with the Open Spaces Scheme and to the satisfaction of the Council; and
 - 1.5 to notify the Council upon the completion of the construction laying out planting and equipping of the Open Spaces and LAP.
- 2 Prior to the Commencement of Development the Owner and the Developer covenant with the Council to submit to the Council for approval a scheme ("the Transfer Scheme") for the transfer to and future management of the Open Spaces and LAP by the Estate Management Company (the scheme to also include provision for the timing of the transfer of the freehold interest in the Open Spaces and LAP to the Estate Management Company).
- 3 The Owner and the Developer covenant with the Council not to Commence Development until the Council has approved the Transfer Scheme in accordance with the requirements of paragraph 2 above.
- 4 On completion to the reasonable satisfaction of the Council of any works required by the Open Spaces Scheme, the Owner and the Developer covenant with the Council to transfer their freehold interest in the Open Spaces and LAP to the Estate Management Company in accordance with the Transfer Scheme and the Open Spaces Act 1906 (or any statutory modification or re-enactment thereof) who shall thereafter maintain the same in accordance with the Management and Maintenance Proposals.
- 5 For the avoidance of doubt, the Owner and the Developer will maintain the Open Spaces and LAP in accordance with the requirements of the Open Spaces Scheme once any works required by the Open Spaces Scheme are complete until such time as the Open Spaces and LAP have been transferred to the Estate Management Company whereupon the Owner and the Developer shall have no further liability for the maintenance of those parts transferred.
- 6 Any transfer referred to in paragraph 4 above shall be upon the following terms:
 - 6.1 the sum of £1.00 (for each area to be transferred) to be paid by the Estate Management Company to the Owner;

- 6.2 a covenant by the Estate Management Company not to use or permit to be used the Open Spaces transferred otherwise than in accordance with the Open Spaces Act 1906 (in relation to the Open Spaces);
- 6.3 a covenant by the Estate Management Company to use its reasonable endeavours to ensure that LAP is used by children of not more than 6 years of age and their parents and carers for play activities and socialisation;
- 6.4 a covenant by the Estate Management Company to manage and maintain the Open Spaces and LAP in accordance with the Open Spaces Scheme and the Management and Maintenance Proposals;
- 6.5 vacant possession shall be given upon completion;
- 6.6 for an estate in fee simple in possession;
- 6.7 with full title guarantee;
- 6.8 subject to the matters specified in the Property and Charges Registers of the registered title of the land to be transferred (other than entries securing monies) and the terms of this Deed so far as the same relate to and affect the said land but otherwise (save as mentioned herein) free of encumbrances;
- 6.9 with all necessary rights of access;
- 6.10 subject to any wayleaves covenants and rights over on or under or in respect of the said land as may exist at the date of the transfer or as may reasonably be required by the Owner to be contained or referred to in the transfer of the Open Space or LAP;
- 6.11 there shall be excepted and reserved out of the transfer of the said land the right of the Owner and Developer and/or all statutory and other undertakers to lay erect and maintain in under upon and over the Open Space and LAP such Services as shall be reasonably necessary or proper to service the Development or any part or parts thereof, any person or persons exercising such rights shall make good any damage caused thereby; and
- 6.12 the transfer of the Open Space and LAP shall contain such covenants on the part of the Estate Management Company as may be reasonably and properly required by any statutory authority or service company in respect of the Services.

Appendix 5 – Greater Norwich Green Infrastructure delivery plan



Appendix 6 - National and local policy framework

National policy

The *National planning policy framework* (NPPF) requires local authorities to plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments. It emphasises the need for communities to have access to high quality open space and recreation as an important contributor to health and well-being.

Local policies

The adopted Norwich local plan contains a number of relevant policies, most particularly *Joint core strategy* policies 1, 2, 11, 12 and 20 and *DM Policies local plan* policy DM8 (which this SPD directly supports).

A summary of these policies is set out below, along with other relevant policies (DM1, DM2, DM3, DM5, DM6, DM7, DM12, DM28 and DM33).

The Joint core strategy

Policies in the [Joint core strategy \(JCS\)](#) for Broadland, Norwich and South Norfolk (adopted 2011, amendments adopted 2014) provides the strategic policy context within the Norwich Local Plan.

The vision of the JCS states “there will be excellent public open space, sport and recreational facilities and community centres”. Objective 9 states “Development must provide environmental gains through green infrastructure...”. Objective 11 states “the accessibility of open space, the countryside, sports and recreational facilities will be improved”.

JCS policy 1 (JCS1 – climate change and environmental assets) promotes the development of a multi-functional green network which provides opportunities for formal and informal recreation, walking and cycling, as well as encouraging and promoting biodiversity and acting to mitigate flood risk and combat the effects of climate change. The green infrastructure network to be implemented through this policy identified through evidence studies supporting the JCS. The map at Appendix 5 shows the network, which identifies the Yare and Wensum valleys and sub-regional green infrastructure corridors as green infrastructure hubs. It proposes development of a new corridor from Mousehold Heath to the north east into Broadland and also identifies local corridors and County Wildlife Sites.

JCS policy 2 (JCS2 - design) requires development to be designed to the high possible standards to create a strong sense of place and to respect local distinctiveness. The inclusion of open space and playspace within new development will play a key role in this.

JCS policy 10 (JCS 10 – Locations for major new or expanded communities in the Norwich Policy Area). The green infrastructure map supporting this policy on page 69 of the JCS also identifies the Yare and Wensum valleys and as priority areas for green infrastructure.

JCS Policy 11 (JCS11 – Norwich city centre) requires an integrated approach to economic, social, physical and cultural regeneration to enable greater use of the city centre and enhancement of its regional centre role. To support this, improvements will be required to open spaces, green linkages and connections between open spaces, linking the river corridor and the open countryside. The City Centre key diagram identifies opportunities for enhanced principal Green Links.

JCS Policy 12 (JCS12 – Remainder of the Norwich urban area) promotes development to support sustainable housing and employment growth and regeneration in the rest of the urban area and fringe parishes, including the promotion of green infrastructure links and protecting the landscape setting of the city.

JCS Policy 20 (JCS20 - implementation) requires development to provide and maintain open space and green infrastructure to secure sustainable development, specifically identifying the need for trees, hedgerows, woodland and landscaping as well as habitat creation and parks.

DM Policies Local Plan

The Norwich [Development Management Policies local plan](#) (the DM policies plan) was adopted in December 2014.

Policy DM8 is the primary policy relating to the provision of open space and playspace and this SPD directly supplements it. It sets out criteria for assessing proposals involving the loss of designated open space, and requires open space and playspace to be provided on qualifying housing development which is not specifically identified in the *Site Allocations Plan*. Key requirements are:

- New developments which involve more than 100 dwellings or are sites of more than two hectares must provide *open space* as appropriate to the individual site as an

integral part of development. The accompanying text to the policy sets out a minimum indicative proportion of 20% of the development site to be set aside for open space and the associated landscaping required by [policy DM3](#) clause i).

- new developments providing over 100 child bedspaces³ must include on-site equipped play space in accordance with the council's minimum standards, unless there is a play area of equivalent standard⁴ within 400 metres⁵ of the development, in which case a contribution may be sought to provide for the upgrading or re-provision of that play area in lieu of on site provision.
- all new developments to contribute to improvements to existing open space through the Community Infrastructure Levy.

Housing development must also incorporate open space where the scale of the development justifies it, to contribute to strategic and local green infrastructure and community needs.

The following policies are directly relevant to the provision of open space and playspace:

Policy DM3 requires all new developments to achieve a high quality built and natural environment, building on the strength of existing design and promoting local distinctiveness. It requires all new development to make appropriate provision for the protection of existing and provision of new green infrastructure. The policy expects identified gateway sites to be marked by development of exceptionally high quality that reflect distinctiveness, and seeks to manage and control development which could affect key long views. It also requires developers to make efficient use of space, provide a permeable and legible network of routes and spaces for public access, and incorporate well-

³ A *child bedspace* means any bedroom within a dwelling which is additional to the first bedroom (and which may thus be reasonably occupied by a child) up to a maximum of three. Thus a two bedroomed dwelling provides 1 child bedspace, a three bedroomed dwelling 2 child bedspaces and a dwelling with four or more bedrooms 3 child bedspaces. Housing and institutional accommodation specifically designed for older people and people with special needs is excluded. A dwelling is regarded as any unit of accommodation within class C3 of the use classes order

⁴ A *play area of equivalent standard* means a play area which either meets the minimum standard of at least 150 sq.m in area and with at least four different pieces of equipment as set out Policy DM8, or is reasonably capable of being upgraded to that standard. The assessment will be made at the time of a planning application with reference to the Play England evaluation methodology (see <http://www.playengland.org.uk/resources/tools-for-evaluating-play-provision.aspx>).

⁵ A *play area within 400 metres* means a play area within 400 metres walking distance measured by the shortest practicable route from the boundary of the nearest proposed residential property to the entrance to the play area. It should be noted that this equates to the minimum recommended distance to a local play area in Play England's 2009 technical guidance (<http://www.playengland.org.uk/media/202750/tools-for-evaluating-play-provision.pdf>). The equivalent minimum recommended "straight line" distance is 240 metres, as shown in Appendix 2.

designed and well-defined private, semi-private and public open space for all developments. The design of streets, routes and spaces that enhance the environment will be required. The *Trees and Landscape SPD* contains further detailed advice in relation to landscaping requirements.

Policy DM6 implements national and JCS requirements to ensure the protection, management and enhancement of the city's valued natural environmental assets and, along with policy DM3, requires green infrastructure networks to be promoted through development.

Policy DM7 requires trees and significant hedges and shrubs to be retained as an integral part of the design of development except where the trees are in poor condition or there are exceptional benefits in accepting their loss, and sets out the requirements for replacement planting where the loss of trees is accepted. It also requires street trees to be provided on new developments, either on site or through a section 106 or unilateral agreement as and where appropriate. The *Trees and Landscape SPD* contains further detailed advice.

In addition the SPD also relates to the following policies:

Policy DM1 sets out sustainable development principles for Norwich and establishes the expectation that development proposals will protect and enhance the physical environmental and historic assets of the city and safeguard the special visual and environmental qualities of Norwich for all users;

Policy DM2 requires for residential developments the provision of external private or communal amenity space, appropriate for and integral to the residential development and forming a key part of the overall design of the site;

Policy DM4 identifies landscaping as a mitigation measure to minimise potential negative visual impacts of renewable energy generation schemes;

Policy DM5 stipulates that development proposals will be assessed and determined having regard to the need to manage and mitigate against flood risk;

Policy DM12 requires proposals for residential development to have no detrimental impact upon the character and amenity of the surrounding area including open space and designated and locally identified natural environmental assets;

Policy DM28 requires proposals to incorporate measures to aid sustainable travel, including integral links within the development and the surrounding area, along with specific treatments where development proposals front on to the rivers Wensum and Yare.

Policy DM33 is concerned with planning obligations and development viability, providing for site- specific planning obligations and policy requirements to be negotiated in circumstances where they are objectively demonstrated to render a development unviable.

These policies will ensure that development is planned to take a comprehensive view of planning issues which relate to the provision of open space and play at an early stage in the planning process.

Site allocations and site specific policies local plan

The Norwich *Site allocations and site specific policies local plan* (the Site allocations plan) was adopted alongside the DM Policies Plan in December 2014. It identifies 73 sites within Norwich where new development is proposed or is expected to happen by 2026. On site provision of open space and/or children's equipped playspace is required as part of a development scheme on a number of larger sites, including sites which are under the site size threshold in policy DM8 but (for example) where open space integral to the design of a scheme can contribute to the enhancement of a required route through the site. Sites with an on-site open space requirement are listed in Table 1 overleaf.

In the case of more complex sites, open space requirements may be set out in more detail in site-specific planning briefs, masterplans or other guidance. The *Site allocations plan* specifies those sites where this is a required approach.

Requirements for open space and playspace on allocated sites are summarised in Table 1 on the following page.

Table 1: Sites within the *Site Allocations Local Plan* requiring on site open space and/or playspace

Sites in the city centre
<p><u>CC4</u>: Rose Lane/Mountergate – mixed use development: requirement for <i>an enhanced public realm, including an open space and pedestrian/cycle links to the riverside walk</i></p> <p><u>CC6</u>: St Anne’s Wharf and adjoining land – mixed use development: requirement for <i>an enhanced public realm, including a public open space, play space, pedestrian/cycle links to Lady Julian Bridge, a riverside walk as an integral element of the design</i></p> <p><u>CC15</u>: Norwich Mail Centre, 13-17 Thorpe Road – housing led mixed use development: requirement for <i>on-site open space and play space</i></p> <p><u>CC17a</u>: Barrack Street – mixed use development: requirement for <i>open space and playspace</i> associated with the housing element</p> <p><u>CC25</u>: Chantry Car Park – mixed use development: requirement for <i>an enhanced public realm with public open space in the south east of the site</i></p>
Sites in the remainder of the city
<p><u>R3</u>: Hall Road district centre – new district centre: retailing, community uses, employment, optional housing. Open space requirement if housing is included (the current approved scheme for the district centre does not include it).</p> <p><u>R9</u>: The Deal Ground – comprehensive residential led mixed use development: requirement for a green infrastructure network to be provided throughout the site including areas of formal and informal open space and playspace to serve new residential areas; enhancement of existing landscaped areas</p> <p><u>R10</u>: Utilities site – major mixed use development: requirement for a green infrastructure network to be provided throughout the site including areas of formal and informal open space and playspace to serve new residential areas</p> <p><u>R11</u>: Kerrison Road/Hardy Road, Gothic Works – housing led mixed use development: requirement for on-site open space and play space</p> <p><u>R27</u>: Goldsmith Street – housing development: requirement for development to contribute to improvements to neighbouring open space</p> <p><u>R31</u>: Heigham Water Treatment Works, Waterworks Road – housing led mixed use development: requirement for land adjoining the River Wensum to include a public open space with a publicly accessible riverside walk</p> <p><u>R37</u>: Part of Norwich Community Hospital, Bowthorpe Road – housing development: requirement for on-site play and open space provision</p> <p><u>R38</u>: Three Score, Bowthorpe – urban extension (housing, community facilities, open and play space and associated infrastructure): requirement to provide significant areas of recreational and informal open space, playspace, green infrastructure (including retained woodland) and enhance ecological networks to support biodiversity and geodiversity</p> <p><u>R42</u>: Land west of Bluebell Road, Bartram Mowers Limited – master planned housing development (over 55s): requirement to improve the strategic Yare Valley green infrastructure corridor, providing 17.5 hectares of public open space on land adjoining the site.</p>

Appendix 7 – Key Definitions

Child Bedspace: Any bedroom additional to the first bedroom in a dwelling (up to a maximum of 3) excluding any rooms specifically designed for Older people or people with disabilities.

Open Space: All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity. Open space includes:

- parks and gardens; natural and semi-natural urban green space;
- open space corridors;
- informal amenity open space (including civic space and cemeteries and churchyards);
- formal outdoor recreation;
- provision for children and young people;
- allotments;
- indoor facilities directly associated with formal outdoor recreation, such as changing rooms, pavilions, etc;
- accessible countryside in the urban fringe.

The areas of open space identified in the local plan and subject to Policy DM8 are shown on the local plan policies map by a solid green notation.

Playspace covers the following typologies as set out in the Open Space Needs Assessment. (Suggested minimum standards of provision are no longer included in the local plan other than in relation to children's equipped playspace):

- *Children's equipped playspace* (for pre-teens)
- *Provision for teenagers*, including skateboarding, BMX, MUGAs [multi-use games areas] and cycle speedway.

The former comprises equipped areas of play that cater for the needs of children up to and around 12 years. The latter comprises informal recreation opportunities for, broadly, the 13 to 16/17 age group, and which might include facilities like skateboard parks, basketball courts and "free access" MUGAs. In practice there will always be some blurring around the edges in terms of younger children using equipment aimed for older persons and vice versa.

For the purposes of policy DM8, "**younger children's equipped playspace**" means provision for children up to 12 years of age but excluding teenagers.

Play area of equivalent standard means a play area which either meets the minimum standard of at least 150 sq.m in area and with at least four different pieces of equipment as set out in Policy DM8, or is reasonably capable of being upgraded to that standard. The

assessment will be made at the time of a planning application with reference to the Play England evaluation methodology (see <http://www.playengland.org.uk/resources/tools-for-evaluating-play-provision.aspx>).

Strategic green infrastructure (projects) – Projects and proposals which involve the enhancement or provision of strategic green infrastructure in areas covered by the Green Infrastructure network illustrated in Appendix 6. This will include provision or enhancement of open space, tree planting, landscaping and informal recreational facilities falling within those areas that meet a strategic need. Investment in strategic green infrastructure may be funded from the Community Infrastructure Levy strategic pool.

Strategic sport and play (projects) – Projects and proposals for provision of new recreation and play facilities or investment in existing facilities which meet wider strategic needs. Dependent on scale, these may be funded from the strategic element of CIL.

Local open space and play (projects) – Projects and proposals to improve or enhance open space and playspace which serves a purely local or neighbourhood need. These will include:

- Local community open space and play areas which are not related to a specific housing development proposal. The expectation of this guidance is that funding toward the provision or improvement of existing local play facilities where spending is not already committed from other sources may be derived from the community element of CIL. Unless already provided for by an existing planning obligation, s106 funding would not be available for these projects.
- Local community open space and play areas provided on or off site which are required *directly* to serve a specific housing development proposal, in order that it complies with adopted planning policy and to make the development acceptable in planning terms. On sites which meet the size thresholds in policy DM8, open space and playspace will be delivered either by direct provision by a developer on site or exceptionally through a site specific planning obligation to secure a financial contribution for provision or improvement of the playspace element off site (provision of open space off site will not normally be acceptable). Facilities which are required directly to serve a specific new development scheme are not covered by CIL.

Annex 2 - Modifications made to the Open space and play SPD in response to consultation

Page/Para	Modification	Reason
Page 5-6 New Para 8	<p>Insert new paragraph as follows:</p> <p><u>“8. The expectation of the city council that site specific planning obligations will not be necessary unless a development requires specific playspace provision which it is not possible to deliver on site. Neighbourhood open space and playspace projects can now be funded by the neighbourhood element of CIL. These may be nominated directly by local communities for potential inclusion as CIL-funded community projects in the Greater Norwich Infrastructure Plan (GNIP) in accordance with a process agreed by the council’s cabinet. Early identification of such projects will be important to ensure that CIL funding can be directed to effectively address locally identified needs in Norwich in combination with other funding sources. Priorities may also be informed by up to date needs assessments and the emerging Open Spaces Strategy.”</u></p>	In response to concerns expressed during consultation related to the future availability and sufficiency of funding from s106 contributions to invest in local playspace. Additional commentary to explain the new procedure for identifying potential local community playspace projects for CIL funding, which in combination with other funding sources is expected to largely replace s106.
Page 6 Paragraph 9	<ol style="list-style-type: none"> 1) In the first sentence, replace “funded through CIL” with “funded <u>mainly</u> through CIL” and replace “delivered through planning obligations...”, with “delivered <u>mainly</u> through planning obligations ...” 2) Add the following text at the end of the paragraph: <p><u>“A fundamental principle of CIL spending is that it offers the flexibility to link and coordinate spending decisions so best use is made of all available resources. Available CIL revenue can thus be combined with other sources of funding to deliver the most beneficial outcomes”.</u></p>	As above, and to clarify that (whilst the Regulation 123 list makes a broad distinction between CIL-funded strategic infrastructure projects and projects funded by other means) the distinction will not always be hard and fast and projects with both a strategic and local dimension may be delivered through a combination of funding sources.

Page/Para	Modification	Reason
Page 10 New para 21	Insert new paragraph as follows: <u>“As is the case with example A, the reservation of land for open space within a development site and binding arrangements for the layout of that open space and its ongoing maintenance will normally be matters included within a site-specific planning obligation secured by a Section 106 agreement, attached to a planning permission. The preferred mechanism for securing maintenance of on-site open space and playspace is for specified areas of land to be used for those purposes (as set out within an Open Spaces Scheme) to be transferred from the developer to an estate management company who will then be responsible for ongoing maintenance in perpetuity”.</u>	To clarify that that provisions for binding agreements to secure the maintenance of on-site open space will apply both to sites allocated in local plans (Example A) and windfall housing sites where on site open space is proposed (Example B). Responds to a comment by South Norfolk Council.
Page 12 Para 25	<ul style="list-style-type: none"> a) In the sentence beginning “The map at Appendix 2...” replace “within 400 metres” with <u>“within 240 and 400 metres”</u> b) At the end of the paragraph add the following text: <u>“The 240m distance represents the maximum straight line distance to the nearest local play area, as recommended by Play England. The city council is developing a GIS-based application to calculate walking distances to local play areas measured from a specific planning application site boundary and to return up to date information about facilities which are within 400m walking distance”.</u> 	To clarify the significance of the two separate buffer distances shown in Appendix 2 and to refer to the development of an application to calculate walking distances to the nearest play area, to enable the consistent application of policy DM8.
Page 13 Para 30	Add the following text at the end of the paragraph: <u>“In accordance with policies DM3 and DM28 of the adopted <i>Development management policies plan</i>, opportunities should be taken in the design of new open space and play facilities to provide or enhance links which will improve access to the strategic green infrastructure network and ensure pedestrian and cycle links to the wider area are fully integrated into the scheme”.</u>	To clarify that although it supports one particular local plan policy (DM8), the SPD would also help to implement other adopted policies of the local plan in particular the requirements of design policy DM3 clause (i) for development to incorporate new green infrastructure and link to the existing green infrastructure network; and

Page/Para	Modification	Reason
		policy DM28 which requires that development should take opportunities to include and where practicable enhance sustainable transport links. Responds to a comment by Norfolk County Council.
Appendix 2	Delete the footnote after the map title and replace with <i><u>“(note: these distances are indicative only - a more accurate assessment of local play facilities within 400m walking distance of a proposed development site will be undertaken on a case by case basis at the time of a planning application)”</u></i>	As above page 12 para 25.

Annex 3

Open Space and Play supplementary planning document Town and Country Planning (Local Development) Regulations 2012 Consultation Statement in accordance with regulation 12(a).

1. The Town and Country Planning (Local Development) regulations 2012 stipulate in regulation 12(a) that before adopting a supplementary planning document, the local planning authority must prepare a statement setting out:
 - i) the persons the local planning authority consulted when preparing the supplementary planning document;
 - ii) a summary of the main issues raised by those persons, and;
 - iii) how those issues have been addressed in the supplementary planning document.
2. In accordance with regulation 12(a), this statement lists the persons and organisations consulted in preparing the *Open space and play supplementary planning document* (see Appendix A) and sets out the responses received to the consultation and how the issues raised have been addressed in the final version of the document (see Appendix B).
3. A pre-consultation draft version of the SPD was considered by Norwich city council's sustainable development panel at their meeting of 24 June 2015. Members approved the document for consultation, subject to the addition of:
 - text to explain the definition of "child bedspaces";
 - additional text to reinforce the requirement for level access to open spaces and play areas.
4. The draft consultation document, incorporating the above two changes recommended by the panel, was published on the council's website and placed on public deposit at the council's main offices at City Hall, St Peters Street, Norwich and at the Forum Library, Millennium Plain, Norwich, on 8 July 2015. The period of public consultation ran for six weeks between 8 July and 18 August 2015. Persons and organisations listed in Appendix A were informed of the consultation by email. Details of the consultation can be found here:

<http://www.norwich.gov.uk/YourCouncil/Consultations/Pages/OpenSpaceAndPlaySPD.aspx>

5. The consultation has followed the protocol for SPDs as set out in Norwich city council's *Statement of community involvement* (SCI), adopted in July 2013, which can be found here:

<http://www.norwich.gov.uk/Planning/PlanningPolicy/Pages/StatementOfCommunityInvolvement.aspx>

Appendix A: List of those consulted

Agents, developers, architects

Anglia Design Associates
Art Architecture Ltd
Barton Willmore
Bidwells
Chaplin Farrant
Code Development Planning
Cornerstone Planning
Crispin Lambert Architecture
David Futter Associates Ltd
Dencora
Dove Jeffery Homes Ltd
DTZ
Durban Associates
EJW Planning Limited
Emery Planning Partnership
Firstplan
FW Properties Ltd
GL Hearn Limited
Hopkins Homes
Indigo Planning Limited
Ingleton Wood
Jarrold & Sons Ltd
JB Planning
Lanpro Services
Les Brown Associates
Lovell Partnerships Ltd
Lucas Hickman Smith
McArthur Tring Associates LLP
Mike Haslam Associates
NPS Property Consultants Ltd
Persimmon PLC
Places for People Group
Planning Potential Ltd
Plansurv Ltd
Planware Limited
Richard Jackson Engineering Consultants
Richard Pike Associates
Savills (L & P) Limited
SSA Planning Limited
Targetfollow
TaylorWimpey Strategic Land
The Landscape Partnership
Turnberry Planning
WYG

Other Councils

Broadland District Council
South Norfolk Council

Norfolk County Council (Strategic Planning)
Norfolk County Council (NP Law)
Broads Authority

National and local organisations and associations

Anglian Water
The Landscape Institute
Design Council
Play England
Fields In Trust (formerly the National Playing Fields Association)
Association of Play Industries

In addition, the following services within the city council were re-consulted and invited to comment
Parks and open spaces manager and officers
Neighbourhoods manager and area teams
Planning obligations officer
Natural areas officer

Appendix B: Consultation responses to draft Open space and play SPD and the Council's response.

Rep Ref	Name	Organisation	Date of response	Nature of Rep	Summary	Council's response
5127-1	Sue Bull	Anglian Water	14/07/2015	Comment	No comments to make or issues to raise	Noted
6949-1	Laura Waters	Norfolk County Council	13/08/2015	Comment	The proposed Open Space and Play SPD refers to Green Infrastructure, and draws out and defines strategic GI specifically within Section 2 and Appendix 7. Although the SPD sets out that strategic GI is to be funded through the Community Infrastructure Levy (CIL), it is however still important that developments offer and enhance connections to strategic GI assets outside of CIL; without network connections the wider benefits of strategic infrastructure, including new development, can be limited.	Accepted in part. Planning obligations must meet a number of legal tests as set out in Regulation 22 of the 2010 CIL regulations and referred to in national planning practice guidance. Unless such a connection is a reasonable requirement and necessary for development to proceed it may not always be justifiable to seek this kind of one-off improvement through a planning obligation particularly if it is not part of a site specific policy. However, such measures are already strongly encouraged: adopted DM policy DM3 requires all new development to make provision for enhanced green infrastructure including linking new areas of wildlife habitat to the existing network of habitats and policy DM28 requires development to maximise opportunities for sustainable transport by integrating and incorporating links to the cycle and pedestrian network where practicable Reference added at Paragraph 30 to the requirement of policy DM3 for scheme design to integrate new (and connect to existing) green infrastructure and policy DM28 requiring sustainable transport links to be incorporated.
5509-1	Carole Baker	South Norfolk Council	13/08/2015	Comment	Support the general approach to funding open space and playspace – distinction between s106 and CIL is clearly explained.	Support noted and welcomed.

Rep Ref	Name	Organisation	Date of response	Nature of Rep	Summary	Council's response
					<p>Considers the procedural examples generally clear although some comments offered on the detail:</p> <ul style="list-style-type: none"> a) Are there any minimum standards for the provision of open space and playspace that could aid developers? Are such standards set out in local plan policies or site specific allocations or will negotiations be entirely flexible? b) Are developers required to contribute to ongoing maintenance of on-site open space and playspace? If so how much is a payment and how is it secured? c) In example B would it be helpful to reiterate paragraph 18, referring to matters such as reservation of land, layout and maintenance to be secured through S106 agreement? 	<p>The city council would comment as follows:</p> <ul style="list-style-type: none"> a) Although suggested city-wide minimum standards are set out in the Open Space Needs Assessment, a deliberate decision was made not to include those standards in Norwich's local plan or require them to be enforced through policy. This is because Norwich is generally well provided with open space in qualitative and quantitative terms and significant deficiencies have been identified only in playspace provision. Accordingly the local plan focuses in the main on this aspect and seeks opportunities to enhance local playspace provision in new development case by case. Where appropriate, more detailed open space requirements and design parameters will be set out in briefs and masterplans to supplement site specific policies for larger sites, with further advice in the Trees and Landscape SPD. No change. b) It is expected that in cases where open space and playspace is provided on site, the responsibility for ongoing maintenance would be transferred to a management company and the costs met directly from residents. A bespoke s106 agreement would secure these arrangements. In the rare cases where an off-site maintenance payment is required this would need to be negotiated case by case taking account

Rep Ref	Name	Organisation	Date of response	Nature of Rep	Summary	Council's response
5509-1	Carole Baker	South Norfolk Council (continued)	13/08/2015	Comment	<p>The Local Plan approach as set out in Policy DM8 could be made clearer in the text, perhaps in the introductory paragraph to the procedural examples (paragraph 16). The City Council's threshold of 100 dwellings is much greater than the approach that South Norfolk is intending to apply in their revised Open Space SPD (10 dwelling threshold).</p> <p>South Norfolk Council has no strong opinion either way about whether a flexible or fixed approach [to negotiation] should be used by Norwich City Council in their Open Space SPD.</p> <p>It is considered that a flexible approach has its benefits but it doesn't give the certainty or clarity afforded by a fixed [tariff-based] approach. South Norfolk Council is currently preparing a new Open Space SPD and is likely to go down the fixed approach route. This is because South Norfolk is likely to adopt a threshold of 10 units as opposed to the 100 units adopted by the City Council, this will mean that more schemes will be covered and it will not be effective to negotiate individually on each scheme. Due to the higher threshold adopted by the City</p>	<p>of the play area(s) involved and the increased usage anticipated as a result of new development. No change.</p> <p>c) Accepted. Points reiterated in the example text at paragraph 21.</p> <p>Noted. The city council has adopted a more streamlined approach to SPD in the context of the newly adopted local plan, generally avoiding extraneous detail or unnecessarily repeating material which is already included in parent local plan policies or supporting text. We consider that the approach to be taken is adequately explained elsewhere without needing to repeat it in the SPD. No change.</p> <p>Noted. A tariff-based approach was appropriate in the previous 2004 local plan but this is no longer so, as a significant proportion of both strategic and local open space provision is now expected to be funded through CIL and not by means of site specific obligations secured through s106. Should that situation change, or if it becomes clear that the proposed approach implemented through SPD is not delivering the open space and play improvements envisaged, the SPD may need to be reviewed.</p> <p>We acknowledge that CIL is also in operation in South Norfolk, but with a broader range of development opportunities (and an emerging policy requiring the provision of open space and playspace on much smaller sites) there may be a wider role for planning obligations, and hence</p>

Rep Ref	Name	Organisation	Date of response	Nature of Rep	Summary	Council's response
					Council it is understood that a flexible approach may be much more practicable and this may ultimately lead to a better solution for the City Council in terms of open space and play provision.	a tariff based approach may be judged more suitable in South Norfolk than it is in Norwich.
					Definitions in the SPD are generally clear, albeit meaning of "strategic" may need to be further expanded.	We consider that the Glossary explains what "strategic" means as far as is practicable. No change.
					Additional issues raised by other services within the Council during consultation are considered and responded to in the covering reports to sustainable development panel dated 23 September 2015 and Cabinet dated 7 October 2015.	Additional commentary to clarify the mechanisms for identifying local open space and playspace projects for potential CIL funding is added at paragraphs 8-10.

Report to Sustainable development panel
23 September 2015
Report of Head of planning service
Subject Central Norfolk Strategic Housing Market Assessment

Item

9

Purpose

To update the panel on the emerging Central Norfolk Strategic Housing Market Assessment. (There will be a presentation on the emerging study immediately following the panel meeting.)

Recommendation

To note progress on the emerging assessment before it is finalised and becomes an important part of the evidence base for future planning in Norwich.

Corporate and service priorities

The report helps to meet the corporate priority Decent housing for all

Financial implications

None

Ward/s: All wards

Cabinet member: Councillor Bremner – Environment and Sustainable Development

Contact officers

Graham Nelson, Head of planning

01603 212530

Background documents

None

Report

Background

1. The Central Norfolk Strategic Housing Market Assessment (SHMA) has been in preparation for almost two years. The study was originally commissioned by Norwich City Council working on behalf of partners in the Greater Norwich Development Partnership. The contract was tendered in September 2013 and ORS were commissioned to undertake the work in November 2013. The original specification was for housing needs of the Greater Norwich area comprising the areas of Broadland District, Norwich City and South Norfolk District to be assessed.
2. However, relatively early in the study ORS alerted the councils to an issue of potential inconsistency of the study area with government advice about the approach to the definition of housing market areas. Due to the focus on housing market areas being self-contained in housing terms the initial analysis of ORS suggested that the functional Norwich Housing Market Area extended beyond the administrative boundaries of the three commissioning Councils. This led to adjoining councils being contacted.
3. The Sustainable Development Panel previously considered the SHMA in January 2014 when they commented on the agreed brief and were informed of the ongoing discussions with North Norfolk and Breckland about the boundary for the study.
4. Subsequently in January 2014 an officer meeting was held to discuss this issue and a presentation was made to the County wide member duty to co-operate forum in February. The outcome of the process was an agreement to amend the specification of the study to include Breckland and North Norfolk Council areas within the study area, as the majority of these councils areas fell within the functional housing market area. These councils agreed to share the costs of producing the study.
5. Relatively small areas of Great Yarmouth Borough, Waveney District and Mid Suffolk District were also defined as falling within the functional Housing Market Area. These councils were content to their housing needs not being considered in the study. Effectively it was agreed to best fit the study to the five district area. An amended specification for the study was agreed in April 2014.
6. Throughout the period of the study the project steering group and ORS have needed to manage issues associated with the outcome of a number of legal cases and in the light of emerging best practice. This, among other things, led to a decision to extend the scope of the study to include the calculation of housing needs of the Broads local planning authority area. Effectively this extended the study to include quantification of housing needs in parts of Great Yarmouth Borough and Waveney District Council administrative areas.

Involvement in the study

7. The study has involved considerable liaison with partners throughout its production. In addition to the engagement of the six authorities involvement in commissioning the study the county council have been involved in the project group. ORS did a number of fieldwork interviews as part of the study with registered providers, developers, private landlords, land owners and specialist groups (such as housing partnership representatives).

8. Member and officer engagement through the process has mainly come via the regular meetings of the county wide Duty to Co-operate Forum (which is now called the Norfolk Strategic Planning Member Forum). Most recently this was at the meeting of the Forum on 9th September which agreed that the draft SHMA be taken forward to finalisation by the commissioning authorities. It should be noted that the SHMA is still a draft document and remains subject to change through this process. Formal sign off of the study will be by officers under delegated powers in consultation with the relevant Portfolio Holders.

Content of the emerging SHMA

9. The draft executive summary of the SHMA is attached to this paper as appendix 1. The draft study itself is in two parts and is a long and technical document running to approximately 250 pages. It is available to inspect via the website with the documents for this meeting and a paper copy will not be circulated.
10. Immediately following the meeting Nigel Moore from ORS will be making a detailed presentation about the emerging SHMA and its implications for Norwich. This briefing will be held once the formal meeting has closed to allow members not on the panel to attend and ask questions should they wish. This session will also be open for members of the public to attend, although there will be no opportunity for public questions.

Links to the Central Norfolk SHMA on the council's website:

For councillors and officers (within city council's network:

<https://cmis.city.norwich.gov.uk/cmislive/Meetingscalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/184/Committee/9/Default.aspx>

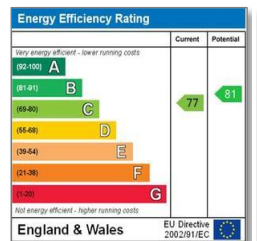
External access:

<https://cmis.norwich.gov.uk/live/Meetingscalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/184/Committee/9/Default.aspx>



Central Norfolk Strategic Housing Market Assessment 2015

Executive Summary
Draft 11th September 2015





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DRAFT

Executive Summary

1. Opinion Research Services (ORS) have undertaken a Strategic Housing Market Assessment (SHMA) to establish the Objectively Assessed Need (OAN) for housing for the local authorities of Norwich City, Broadland, Breckland, North Norfolk and South Norfolk, plus the Broads Authority, reporting in September 2015.
2. The findings are compliant with the requirements of both the National Planning Policy Framework (NPPF)¹ and Planning Policy Guidance (PPG)². In addition, the study is mindful of Planning Inspector Decisions and High Court Judgements, as well as emerging good practice regarding study methodologies.

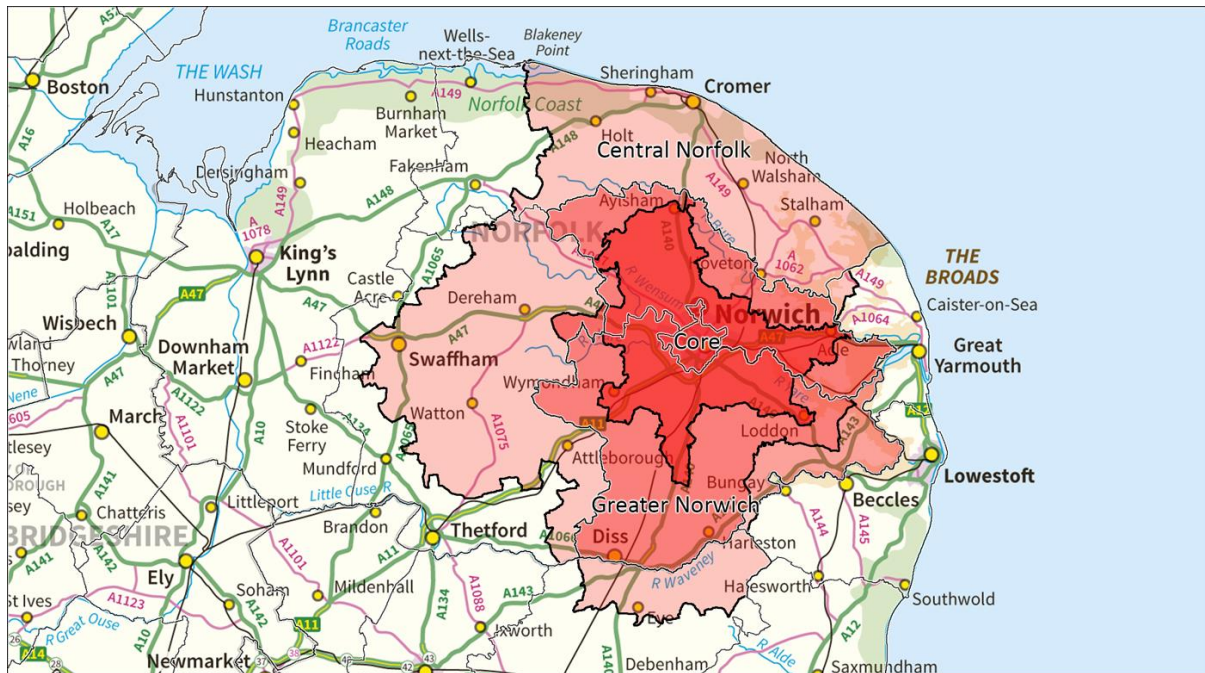
Housing Market Area

3. The identification of Housing Market Areas (HMAs) is the key building block in the evidence base for identifying the Objectively Assessed Need (OAN) for housing.
4. This study has considered the latest available evidence in order to define the HMA. In addition, it has also considered the evidence, methodology and findings of previous studies to properly contextualise findings. Detailed assessment of evidence is set out in Chapter 2 of this study.
5. We have concluded that the HMA thus identified is robust and forms the relevant basis for the identification of OAN at the various levels of sub-geography required from the study.
6. The evidence shows that the functional Central Norfolk HMA is not the same as the local authority boundaries, but is constituted from all of Norwich, Broadland, and South Norfolk authorities, together with substantial parts of North Norfolk, Breckland and the Broads Authority, together with a more marginal interaction with other parts of Norfolk and Suffolk.
7. Figure 1 shows the Central Norfolk HMA; the Core area of settlements with the strongest connections to the Norwich Urban Area, which is similar, but not identical, to the Norwich Policy Area, and; the Greater Norwich Growth Board area of Broadland, Norwich and South Norfolk councils.

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/>

Figure 1: Housing Market Areas – Core, Greater Norwich and Central Norfolk



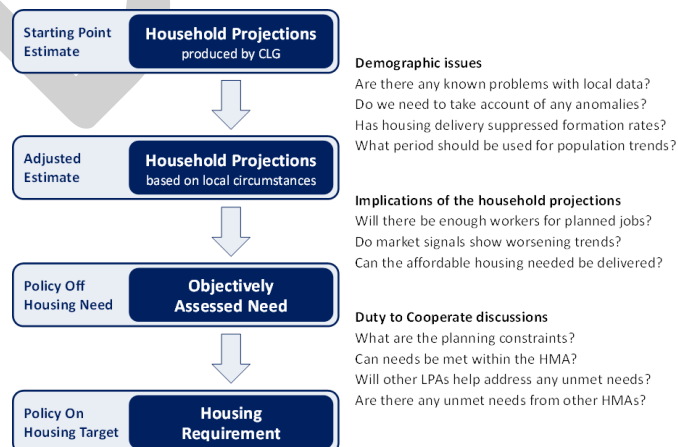
Objectively Assessed Need

8. The primary objective of this study is to establish the Objectively Assessed Need (OAN) for housing. The OAN identifies the future quantity of housing that is likely to be needed (both market and affordable) in the Housing Market Area over future plan periods.

The Objectively Assessed Need Process

9. The process for establishing OAN begins with a demographic process to derive housing need from a consideration of population and household projections. To this, external market and macro-economic constraints are applied ('market signals') in order to embed the need in the real world.

Figure 2: Process for establishing a Housing Number for the HMA (Source: ORS based on NPPF and PPG)



Central Norfolk Objectively Assessed Need

10. The NPPF (2012) requires Local Planning Authorities to:

“ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area”

and

“identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which meets household and population projections, taking account of migration and demographic change” (paragraphs 47 and 159).

11. PPG (2015) identifies that

“household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need ... The 2012-2037 Household Projections were published on 27 February 2015, and are the most up-to-date estimate of future household growth” (paragraphs 15-16).

Household Growth

12. The “starting point” estimates for OAN are the latest household projections published by the Department for Communities and Local Government (CLG) for the period 2012-37. These projections suggest that **household numbers across Central Norfolk will increase by 2,509 households each year (2,655 dwellings) and provides the most appropriate demographic projection on which to base the Objectively Assessed Need for housing.**
13. Following establishing the starting point, the household numbers are then considered in terms of what the wider housing market may be telling us by way of ‘market signals’.

Market Signals

14. NPPF sets out that “Plans should take account of market signals...” (paragraph 17) and PPG identifies that “the housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals”.
15. The market signals considered for this study are house prices, rents and affordability, rate of development, and overcrowding. Further, we have considered wider macro-economic climate (as supported by PAS OAN technical advice note, July 2015) and, in addition, we have also looked at wider market trends and drivers.
16. The market signals are also compared to other areas which have similar demographic and economic characteristics to Central Norfolk. These comparators, identified via analysis of secondary data, are **Greater Ipswich** (Ipswich, Babergh, Mid Suffolk and Suffolk Coastal), **Greater Lincoln** (Lincoln, North Kesteven and West Lindsey) and **Greater Exeter** (Exeter, East Devon, Mid Devon, Teignbridge and West Devon).

17. There is no single formula or methodology that can be used to consolidate the implications of market signals. Further, market signals will have been predominantly influenced by relatively recent housing market trends which, arguably, have had a degree of volatility. Nevertheless, on the basis of this data we can conclude:

- » **House Prices:** lower quartile prices are higher than the national average, with a lower quartile price of £131,600, compared to England's £126,250 (based on 2012-13 values). The current price in the HMA is higher than Greater Lincoln but lower than Greater Ipswich and Greater Exeter. Over the last 5 years, prices have varied by comparator area, with only modest change (-3%) in Greater Exeter with slightly more in Greater Lincoln (-7%). Central Norfolk has also seen prices drop by 7%.
- » **Rents:** for average private sector rents in 2013-14, the study area is below the national average. While rents in Greater Exeter are higher than in the study area, Greater Ipswich and Greater Lincoln are significantly lower. Average rents have increased at a relatively similar pace in all areas although lower in Greater Ipswich in the past five years.
- » **Affordability** is measured here in terms of the ratio between lower quartile house prices and lower quartile earnings and is currently 'worse' in the study area than across England as a whole (7.4 times compared to 6.5 times). The rate in Greater Exeter is also 'worse' than England (that is they have a higher ratio of lower quartile house prices to lower quartile earnings), although other comparators in Greater Ipswich and Greater Lincoln are 'better' than England (that is they have a lower ratio of lower quartile house prices to lower quartile earnings). However, national and comparator area affordability ratios have improved since 2008 at a slower rate than Central Norfolk.
- » **Overcrowding** (in terms of Census occupancy rates) shows that 4.1% of households in the study area are overcrowded based on an objective measure, which is less than half the rate in England (8.7%). Nevertheless, the proportion of overcrowded households has increased over the last 10 years by 19%, but this is less than the national average at 23%. However, Greater Lincoln and Greater Exeter have seen lower rates of growth in overcrowding.
- » **Rate of development** (in terms of increase in dwelling stock over the last ten years) shows that development has increased the stock size by +10.0%, which is higher than England (8.3%). This rate for Central Norfolk is higher than Greater Exeter, but lower than Greater Ipswich and Greater Lincoln. Of course, these figures will inevitably be influenced by local constraints as well as individual policies.

18. Overcrowding was considered in detail when establishing the need for affordable housing, and based on the bedroom standard and data from the English Housing Survey (EHS) and Census 2011 we estimated that 3,553 households were overcrowded in Central Norfolk **Error! Reference source not found.**including 1,023 owner occupiers, 1,138 households renting privately and 1,479 households in the social rented sector.

Market Signals Conclusion

19. The market signals suggest it is appropriate to increase housing delivery for the Central Norfolk HMA for concealed households and overcrowding. It is appropriate to introduce a market signals uplift for concealed families **which increases the average housing need for Central Norfolk by 882 dwellings for the study period, or 37 dwellings each year.**

Employment Trends

20. While demographic projections form the starting point for OAN calculations it is necessary to ensure a balance between future jobs and workers. The evidence about future jobs is inconsistent with the evidence about likely future workers and that there is a clear need for a response to ensure that workers and jobs balance.
21. To increase the number of workers resident in the area would require a higher level of net inward migration. We have placed two separate uplifts on the dwelling numbers for Central Norfolk, one which is spread between the five authorities to achieve balance with the East of England Forecasting Model (EEFM) target and a second uplift linked to the City Deal for Greater Norwich. Across Greater Norwich the City Deal **results in an additional 8,382 dwellings over the 24 year period 2012-2036.** This is considerably higher than the 3,000 additional homes planned as part of the City Deal.

Conclusions on Objectively Assessed Need

22. While demographic projections form the starting point for Objectively Assessed Need calculations, it is necessary to assess market signals to determine whether a higher rate of housing delivery is required in the housing market area to address housing market problems.
23. On the basis of the market signals and the need to balance workers and jobs, we can conclude that the Objectively Assessed Need for the HMA should be increased. **Therefore the SHMA identifies an Objectively Assessed Need for 70,483 dwellings over the 24-year period 2012-36, an annual average of 2,937.** This represents a 20% increase above the demographic trends for the area which is largely due to the impact of the additional jobs planned as part of the City Deal for Greater Norwich. The additional dwellings will also provide more affordable housing. If the full OAN for affordable housing is to be met then 26.0% of all housing must be affordable.
24. Figure 3 shows the total and annual OAN by local authority and other geographies.

Figure 3: OAN - Projected dwellings over the 24-year period 2012-36 including the City Deal at various geographies
 (Note: Dwelling numbers derived based on proportion of dwellings without a usually resident household in the 2011 Census. Note: figures may not sum due to rounding)

	Norwich Policy Area	Core HMA	Elsewhere in Greater Norwich	Elsewhere in Central Norfolk Functional HMA	Areas outside the Central Norfolk Functional HMA	OVERALL TOTAL	Greater Norwich Total	Central Norfolk Functional HMA Total
Total 2012-2036								
Norwich	19,928	19,928	-	-	-	19,928	19,928	19,928
Broadland	9,820	10,975	3,269	-	-	13,088	13,088	13,088
South Norfolk	10,998	10,528	8,156	-	-	19,153	19,153	19,153
Breckland	-	0	-	10,142	4,193	14,335	-	10,142
North Norfolk	-	0	-	8,171	1,850	10,021	-	8,171
Total	40,746	41,431	11,425	18,313	6,043	76,527	52,170	70,483
Annual Average by Authority								
Norwich	830	830	-	-	-	830	830	830
Broadland	409	457	136	-	-	545	545	545
South Norfolk	458	439	340	-	-	798	798	798
Breckland	-	0	-	423	175	597	-	423
North Norfolk	-	0	-	340	77	418	-	340
Total	1,698	1,727	476	763	252	3,189	2,174	2,937

Private Rented Sector

25. The Private Rented Sector (PRS) has grown between the last two Censuses, mainly via tenure change within existing stock as opposed to new supply. While all HMA authorities have seen an increase in PRS stock, Norwich has seen particular growth in the number of Houses in Multiple Occupation (HMO).
26. The Government sees the growth in the PRS as positive; it offers a flexible form of tenure and meets a wide range of housing needs. Further, *'it contributes to greater labour market mobility and is increasingly the tenure of choice for young people'*³. Continued national policy support for expansion of the sector is likely.
27. Overall, other trends in the housing market (for example, rates of new housing supply, Pension Reform, Welfare Reform, the decline in First Time Buyers and the increase in Buy to Let

³ <https://www.gov.uk/government/publications/2010-to-2015-government-policy-rented-housing-sector/2010-to-2015-government-policy-rented-housing-sector#appendix-9-private-rented-sector>

mortgages etc) indicate the PRS will continue to offer a housing option for an increasing proportion of local households.

People wishing to build their own homes

28. The self-build sector makes an important contribution to housing supply with about 1 in every 10 homes being built or commissioned by individuals. Self-build enjoys Government support (for example, via the Custom Build fund) and is backing industry-led efforts to double supply by 2020.
29. The SHMA identifies demand for self-build using information from the Self Build Portal's 'Need-a-Plot' database – this indicates a relatively low number of purchasers looking for a site in Central Norfolk (November 2014). However, PPG does say:

'However, such data [Need-a-Plot] is unlikely on its own to provide reliable local information on the local demand for people wishing to build their own homes'.

Plan makers should, therefore, consider surveying local residents, possibly as part of any wider surveys, to assess local housing need for this type of housing, and compile a local list or register of people who want to build their own homes.

NPPG Paragraph 021

30. In "Laying the Foundations – a Housing Strategy for England" (2011), the Government redefines self-build as 'Custom Build' and aims to double the size of this market, creating up to 100,000 additional homes over the next decade.
31. Therefore, given relatively high demand for homes in Central Norfolk, one initiative the local authorities could consider is a survey to assess need for this type of housing and/or consider a list/register of those wishing to build their own homes.

Housing for Older People

32. Central Norfolk has a current supply of 6,053 specialist housing units and a projected gross need for 21,850 specialist homes by 2036. This indicates a provisional net need for 15,797 specialist housing units, of various types and tenures.
33. However, there are a number of reasons and variables which mean that this net need should be treated with caution:
 - » Demographics: the changing health, longevity and aspirations of Older People mean people will live increasingly healthy longer lives and their future housing needs may be different from current supply.
 - » New supply: development viability of schemes, and the availability of revenue funding for care and support services, need to be carefully considered before commissioning any new scheme.
 - » Existing supply: while there is considerable existing specialist supply, this may be either inappropriate for future households or may already be approaching the end of its life. Therefore, future need may be understated.

- » Other agencies: any procurement of existing supply needs to be undertaken with other agencies who also plan for the future needs of Older People, particularly Norfolk County Council and the Health Service.
 - » National strategy and its implications for Older People: national strategy emphasises Older People being able to remain in their own homes for as long as possible rather than specialist provision, so future need may, again, be overstated.
34. It is important to note that older people needing specialist non-self-contained "Class C2" dwellings such as residential care are considered as part of the communal establishment population and therefore any people living in this type of accommodation are not be included in the household projections and OAN.

Households with Specific Needs

35. Specific needs are constrained by PPG to households who are disabled so as to need adaptations either now or in the future. HMA evidence shows how the number of claimants for Attendance Allowance is on an upward trend, with an increase of 7,500 claimants (80%) between 1996-2014, while application levels for Aids and Adaptations have been relatively consistent at c.500 per annum. This represents mixed evidence as to the need for adapted and/or wheelchair accessible homes.
36. Overall, therefore, we have not proposed a target for the HMA authorities and are proposing to leave this to local policy discretion.

Student Housing

37. The student housing market is essentially a Norwich phenomenon. It is well established and has expanded to meet increased demand in recent years. Increased supply of accommodation occupied by students in the HMO sector is also noticeable.
38. However, higher education providers in Norwich plan for modest growth in student numbers in coming years, mainly in part time and international students.
39. Looking forward, demand and supply change is likely to be relatively modest and the market unlikely to change significantly. However, for strategy purposes, forward patterns of expansion should be monitored.

Welfare Reform

40. Since June 2010, the Government has introduced far reaching changes to the system of welfare benefits available to those on low incomes and/or with specific needs. However, most changes have only been gradually rolled out and further announcements made in the Summer Budget 2015.
41. Evidence of the impact of reform is therefore relatively scarce. However, from the available sources, there are several general themes which are clear:

- » Overall, in both public and private sectors, there is a fall in relative number of HB claimants. This could be due to Welfare Reform.
- » Figures show c.80 households in Central Norfolk are affected by the Benefit Cap.
- » Discretionary Housing Payments awards (paid to households in hardship) mainly relate to payments for hardship following removal of the Spare Room Subsidy for social housing tenants, although there are also awards for Local Housing Allowance reform (for private renters).
- » Housing Benefit claimant numbers in the PRS began to plateau and then decline from 2013. However, the decline in PRS HB claimant numbers is relatively lower in Central Norfolk than in other authorities in the East region.
- » Fieldwork indicates that private landlords are becoming more reluctant to let to HB recipient households.
- » Housing associations report an increased demand for smaller properties from their tenants.

Service Families

- 42. The numbers of Service personnel living in Central Norfolk are relatively low compared to the overall HMA population. There are c.1,500 people living in a household and c.270 people in barracks. Current national policy is to reduce the number of Service personnel.
- 43. We do not expect significant demand for housing in the HMA from Service personnel. However, there may be an increase in obligation towards housing armed forces personnel as a result of the changes to allocations and purchase options.

Conclusion

- 44. Central Norfolk has a positive housing offer which continues to attract people to the area for a mix of reasons, not least the quality of life. All Stakeholders have described the area as an attractive place to live, being largely rural, but with Norwich and a number of market towns offering an urban lifestyle. However, although there are areas of relative affluence, there are also pockets of deprivation.
- 45. There are significant challenges that the housing market faces, both now and in the future: fundamental tenure adjustment as the Private Rented Sector grows relative to other tenures, the challenge of new housing delivery, Welfare Reform and, not least, a changing and growing population.
- 46. Overall, therefore, the need for a continued co-ordinated approach by the local authorities in Central Norfolk, towards the varied housing challenges faced, is key to future success.