

Report to Cabinet
14 January 2015
Report of Head of city development
Subject Bowthorpe Threescore Phase 2

Item

10

KEY DECISION

Purpose

To agree to submit a planning application for Threescore phase 2 and to commence a procurement process to procure a contractor to construct the development

Recommendation:

To agree:

1. To submit a reserved matters planning application for the development and delegate approval of the final scheme for submission to the executive head of regeneration and development in consultation with the Leader of the council;
2. To agree to levy a management fee to cover the ongoing maintenance of the open space within the development;
3. Approve the inclusion of the Threescore phase 2 project in the draft 2015-16 capital programme

Financial Implications:

£548,000 is already included in the 2014-15 capital programme. It is forecast to be fully spent. £4,698,451 will need to be included the 2015-16 capital programme (housing and non- housing) to enable the development to progress. The scheme is forecast to deliver a positive cash flow after 2015-16.

Ward/s: Bowthorpe

Cabinet member: Councillor Arthur- Leader.

Contact officers

Gwyn Jones

01603 212364

Background documents

None

Report

Background

Norwich and HCA Strategic Partnership

1. In September 2009 the council entered into a collaboration and investment agreement with the Homes and Communities Agency (HCA). This established a long term partnership between the council and HCA and brought a total of £8m investment from HCA to Norwich.
2. £2.5m of the total £8m HCA investment was earmarked as “Bowthorpe funding” in order to cover the cost of the professional fees and enabling infrastructure for the Threescore site.
3. The site at Threescore is the last remaining land parcel to be developed as part of the Bowthorpe area. The area of approximately 32 ha (79 acres) is owned by the council and outline planning permission was secured (in June 2013) for 1,000 homes (33% affordable), community facilities, a care home, together with open space.
4. The council has agreed to enter into a contract with Lafarge Tarmac for the construction of the road/ infrastructure to serve the whole development. Initial site clearance started in December 2014 and the project is due to be completed by autumn 2015.
5. Phase 1 of the development is the 172 housing with care and dementia care scheme being taken forward by Norsecare. Work has already started on site on this scheme and it is due to be completed in 2016.
6. In February 2014 Cabinet agreed to proceed with the development of phase 2 on a three stage basis. Stage 1 included:
 - a) Market analysis;
 - b) Development appraisal and feasibility;
 - c) Initial architectural and design services;
 - d) Development of a community engagement strategy ; and
 - e) Advice on the future management and maintenance of communal facilities and open space.
7. In September 2014, stage 1 was completed and cabinet resolved;
 - a) To proceed to Stage 2 of the development of phase 2 at Threescore;
 - b) To approve the concept plans to form the basis of pre-planning public consultation;
 - c) To agree to investigate further the option of a community trust to manage the open space and community facilities included on the Threescore development as a whole; and
 - d) That further reports be presented to Cabinet to seek approval to submit a planning application, to determine the precise mix of size type tenure and

environmental standards of the housing and the procurement method for this phase of the development

Progress on Stage 2

Planning application

8. Pre planning consultation on phase 2 has now been completed, following an event and exhibitions held at Clover Hill Village Hall and the Roy's store in November 2014. There was general support for the scheme and the main issues that arose related to car parking and open space. A number of design changes have been made to take account of the public's comments and concerns. Supporting documents to accompany the planning application are now being produced so that a reserved matters planning application may be submitted at the end of January 2015. In addition pre-commencement archaeological investigations have been commissioned.
9. The scheme now includes 174 units of which 112 are to Passivhaus standards. Of the 174 dwellings, 33% are planned to be affordable, with the intention that the council would manage the social rent units. Copies of the latest plans are included in Appendix 1. The housing mix currently proposed is as follows:
 - 2 x studio flats
 - 32 x 1 bed flats
 - 18 x 2 bed flats
 - 47 x 2 bed houses
 - 50 x 3 bed houses
 - 20 x 4 bed houses
 - 5 x 5 bed houses
10. The scheme is intended to be "tenure blind", however for planning purposes the dwellings proposed as affordable units will be identified. This is to demonstrate compliance with the policy for 33% affordable housing and show an appropriate mix of sizes and types of units. It is also needed to demonstrate compliance with the policy for at least 10% energy within the scheme to come from renewable sources. It is proposed to include solar PV on the affordable homes as this will provide a more straight forward contractual arrangement with a supplier plus it will reduce the energy bills for council tenants yet further. The panels will not be visible from the street as the design includes a roof parapet.
11. The HCA's design advisor has been consulted on the scheme and has provided very positive feedback. His comments will be addressed before the plans are finalised and submitted. In addition some further detailed comments, made by the Strategic Board of the Norwich and HCA Strategic Partnership, are now being taken on board. As further final changes to the design and composition of the scheme will need to be made it is suggested that the approval of the planning submission should be delegated to the executive head of regeneration and development in consultation with the Leader of the council.

12. There is a pre-commencement planning condition attached to the outline approval which requires a landscape management plan and schedule of maintenance operations for all green infrastructure to be submitted to and approved by the local planning authority. The Council therefore needs to resolve how to fund the maintenance of the public open space/ community facilities.
13. This aspect was considered by the Strategic Board of the Norwich and HCA Strategic Partnership. The Board recommended raising a management fee on each of the properties to cover the ongoing maintenance costs. A fee of £100 p.a. would generate a sum of £17,500 to cover the ongoing maintenance of open space. Some initial modelling has been carried out and this is considered more than adequate to cover the ongoing maintenance costs.
14. Some work on the option of setting up a community trust to manage the open space has been carried out. A full options appraisal will now be prepared to test out the benefits/ dis-benefits of such an approach (possibly as part of a housing company- see section 19 below) compared with the management of open space by the council.

Procurement

15. The procurement options for the construction contract have been considered by the Norwich and HCA Strategic Partnership Board. This included the type of contract and the route to procurement. The benefits/ dis-benefits of a design and build or construction only contract were considered. Use of a framework agreement or full OJEU process, were also discussed.
16. For Passivhaus projects, a design and build contract is favoured. Having the contractor and sub-contractors on board early as part of the design process is likely to enhance the design and build ability of the project. It is also likely to lead to some value engineering and cost reduction.
17. Some testing of the level of interest from contractors on the Norfolk County Council framework agreement was undertaken and 4 expressions of interest were received. This avoids a full OJEU process so is quicker and provides opportunities for local contractors but may not provide sufficient competition to demonstrate best value or provide sufficient expertise in new construction techniques and technologies. A Passivhaus panel is in the process of being established however this is unlikely to be in place before April 2015 and will have been untested.
18. Whilst a full OJEU process could take till June 2015 to compete (if commenced in January 2015), it will provide opportunities for a wider range of tenders from contractors with relevant Passivhaus expertise, is likely to lead to drive efficiencies and result in best value.
19. It is likely that the council will need to set a company to hold and rent any private rent properties and market and sell the private housing for sale. Work on the establishment of a company is underway and a full report will be brought to Cabinet shortly for a decision.
20. To avoid delaying the procurement, it is suggested that the process should allow for either the council or a company to act as client for the construction contract. The Norfolk Framework was set up for use by local authorities so may not be available for use by a company. This further underlines the recommendation to follow a full OJEU process for the procurement.

Next steps

21. The programme proposes the following next steps:

- Submission of reserved matters planning application – end of January /early February 2015
- Commencement of tender process – January 2015
- Determination of planning application – early May 2015
- Selection of contractor – summer 2015
- Start on site – Autumn 2015
- Completion of phase 2 – 2018/9 (based on a 2-3 year build programme)

Integrated impact assessment



NORWICH
City Council

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

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

Report author to complete

Committee:	Cabinet
Committee date:	14 January 2015
Head of service:	Andy Watt
Report subject:	Bowthorpe Phase 2
Date assessed:	22 December 2014
Description:	To agree to submit a planning application for Three score phase 2 and to commence a procurement process to procure a contractor to construct the development.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The proposal will generate a return to recover the cost of investing in the road/ infrastructure to serve the whole development and for future reinvestment for the Norwich and HCA strategic partnership.
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"/>	The project will create construction jobs through the contracts which will be linked to Building Futures in Norwich project.
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Provision of affordable housin
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"/>	

	Impact			
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Through the provision of high quality new homes with good quality open space and well connected pedestrian/ cycle routes.
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"/>	Phase 2 will help with integration with HWC facility
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Bowthorpe development provides effective pedestrian and cycle and public transport facilities.
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Whilst loss of a greenfield site to development, Bowthorpe development will enhance the built and natural environment
Waste minimisation & resource use	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Bowthorpe development will use resources and contribute to waste although this will be dealt with in a resource efficient manner
Pollution	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Development will contribute to pollution
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Energy and climate change	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Bowthorpe development will impact on climate change however renewable sources of energy will be used in line with planning policy.
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Developing the site will reduce the cost risk relating to financing infrastructure.

Recommendations from impact assessment
Positive
The development of the Threescore site will have a positive impact providing new homes and jobs and minimising the risk associated with financing the road and infrastructure
Negative
There will inevitably be environmental consequences associated with any development but the design standard of development will attempt to minimise this
Neutral

Issues

THREE SCORE MASTERPLAN | PHASE 2

NORWICH AND HCA
STRATEGIC BOARD MEETING
DECEMBER 2014





SCALE BAR

0m 5 10 15 30m

1:500

PURPOSE OF ISSUE

FILE STATUS CODE

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NPS Property Consultants Ltd.
Nautilus House
10 Central Avenue, St. Andrew's Business Park
Northwich, Norfolk NE57 2JH
Tel: 01463 706706 FAX: 01463 706700
EMAIL: nautilus@nps.co.uk

Head Office:
Lancaster House, 10 Central Avenue, St. Andrew's Business Park,
Northwich, Norfolk NE57 2JH Tel: 01463 706600 Fax: 01463 706601

Other office locations can be found on our website: www.nps.co.uk

CLIENT _____

Norwich City Housing

PROJECT _____

Bowthorpe Housing

Three Score Masterplan

Phase 2

TITLE
1. The first part of the document is a title page. It contains the title of the document, the author's name, and the date of the document. The title is "The first part of the document is a title page. It contains the title of the document, the author's name, and the date of the document." The author's name is "The first part of the document is a title page. It contains the title of the document, the author's name, and the date of the document." The date of the document is "The first part of the document is a title page. It contains the title of the document, the author's name, and the date of the document."

Proposed Site Plan

Source: *U.S. Census Bureau, Current Population Reports, 1990, 1995, 2000, 2005, 2010, 2015, 2020, 2025, 2030, 2035, 2040, 2045, 2050, 2055, 2060, 2065, 2070, 2075, 2080, 2085, 2090, 2095, 2100, 2105, 2110, 2115, 2120, 2125, 2130, 2135, 2140, 2145, 2150, 2155, 2160, 2165, 2170, 2175, 2180, 2185, 2190, 2195, 2200, 2205, 2210, 2215, 2220, 2225, 2230, 2235, 2240, 2245, 2250, 2255, 2260, 2265, 2270, 2275, 2280, 2285, 2290, 2295, 2300, 2305, 2310, 2315, 2320, 2325, 2330, 2335, 2340, 2345, 2350, 2355, 2360, 2365, 2370, 2375, 2380, 2385, 2390, 2395, 2400, 2405, 2410, 2415, 2420, 2425, 2430, 2435, 2440, 2445, 2450, 2455, 2460, 2465, 2470, 2475, 2480, 2485, 2490, 2495, 2500, 2505, 2510, 2515, 2520, 2525, 2530, 2535, 2540, 2545, 2550, 2555, 2560, 2565, 2570, 2575, 2580, 2585, 2590, 2595, 2600, 2605, 2610, 2615, 2620, 2625, 2630, 2635, 2640, 2645, 2650, 2655, 2660, 2665, 2670, 2675, 2680, 2685, 2690, 2695, 2700, 2705, 2710, 2715, 2720, 2725, 2730, 2735, 2740, 2745, 2750, 2755, 2760, 2765, 2770, 2775, 2780, 2785, 2790, 2795, 2800, 2805, 2810, 2815, 2820, 2825, 2830, 2835, 2840, 2845, 2850, 2855, 2860, 2865, 2870, 2875, 2880, 2885, 2890, 2895, 2900, 2905, 2910, 2915, 2920, 2925, 2930, 2935, 2940, 2945, 2950, 2955, 2960, 2965, 2970, 2975, 2980, 2985, 2990, 2995, 3000, 3005, 3010, 3015, 3020, 3025, 3030, 3035, 3040, 3045, 3050, 3055, 3060, 3065, 3070, 3075, 3080, 3085, 3090, 3095, 3100, 3105, 3110, 3115, 3120, 3125, 3130, 3135, 3140, 3145, 3150, 3155, 3160, 3165, 3170, 3175, 3180, 3185, 3190, 3195, 3200, 3205, 3210, 3215, 3220, 3225, 3230, 3235, 3240, 3245, 3250, 3255, 3260, 3265, 3270, 3275, 3280, 3285, 3290, 3295, 3300, 3305, 3310, 3315, 3320, 3325, 3330, 3335, 3340, 3345, 3350, 3355, 3360, 3365, 3370, 3375, 3380, 3385, 3390, 3395, 3400, 3405, 3410, 3415, 3420, 3425, 3430, 3435, 3440, 3445, 3450, 3455, 3460, 3465, 3470, 3475, 3480, 3485, 3490, 3495, 3500, 3505, 3510, 3515, 3520, 3525, 3530, 3535, 3540, 3545, 3550, 3555, 3560, 3565, 3570, 3575, 3580, 3585, 3590, 3595, 3600, 3605, 3610, 3615, 3620, 3625, 3630, 3635, 3640, 3645, 3650, 3655, 3660, 3665, 3670, 3675, 3680, 3685, 3690, 3695, 3700, 3705, 3710, 3715, 3720, 3725, 3730, 3735, 3740, 3745, 3750, 3755, 3760, 3765, 3770, 3775, 3780, 3785, 3790, 3795, 3800, 3805, 3810, 3815, 3820, 3825, 3830, 3835, 3840, 3845, 3850, 3855, 3860, 3865, 3870, 3875, 3880, 3885, 3890, 3895, 3900, 3905, 3910, 3915, 3920, 3925, 3930, 3935, 3940, 3945, 3950, 3955, 3960, 3965, 3970, 3975, 3980, 3985, 3990, 3995, 4000, 4005, 4010, 4015, 4020, 4025, 4030, 4035, 4040, 4045, 4050, 4055, 4060, 4065, 4070, 4075, 4080, 4085, 4090, 4095, 4100, 4105, 4110, 4115, 4120, 4125, 4130, 4135, 4140, 4145, 4150, 4155, 4160, 4165, 4170, 4175, 4180, 4185, 4190, 4195, 4200, 4205, 4210, 4215, 4220, 4225, 4230, 4235, 4240, 4245, 4250, 4255, 4260, 4265, 4270, 4275, 4280, 4285, 4290, 4295, 4300, 4305, 4310, 4315, 4320, 4325, 4330, 4335, 4340, 4345, 4350, 4355, 4360, 4365, 4370, 4375, 4380, 4385, 4390, 4395, 4400, 4405, 4410, 4415, 4420, 4425, 4430, 4435, 4440, 4445, 4450, 4455, 4460, 4465, 4470, 4475, 4480, 4485, 4490, 4495, 4500, 4505, 4510, 4515, 4520, 4525, 4530, 4535, 4540, 4545, 4550, 4555, 4560, 4565, 4570, 4575, 4580, 4585, 4590, 4595, 4600, 4605, 4610, 4615, 4620, 4625, 4630, 4635, 4640, 4645, 4650, 4655, 4660, 4665, 4670, 4675, 4680, 4685, 4690, 4695, 4700, 4705, 4710, 4715, 4720, 4725, 4730, 4735, 4740, 4745, 4750, 4755, 4760, 4765, 4770, 4775, 4780, 4785, 4790, 4795, 4800, 4805, 4810, 4815, 4820, 4825, 4830, 4835, 4840, 4845, 4850, 4855, 4860, 4865, 4870, 4875, 4880, 4885, 4890, 4895, 4900, 4905, 4910, 4915, 4920, 4925, 4930, 4935, 4940, 4945, 4950, 4955, 4960, 4965, 4970, 4975, 4980, 4985, 4990, 4995, 5000, 5005, 5010, 5015, 5020, 5025, 5030, 5035, 5040, 5045, 5050, 5055, 5060, 5065, 5070, 5075, 5080, 5085, 5090, 5095, 5100, 5105, 5110, 5115, 5120, 5125, 5130, 5135, 5140, 5145, 5150, 5155, 5160, 5165, 5170, 5175, 5180, 5185, 5190, 5195, 5200, 5205, 5210, 5215, 5220, 5225, 5230, 5235, 5240, 5245, 5250, 5255, 5260, 5265, 5270, 5275, 5280, 5285, 5290, 5295, 5300, 5305, 5310, 5315, 5320, 5325, 5330, 5335, 5340, 5345, 5350, 5355, 5360, 5365, 5370, 5375, 5380, 5385*

SCALES	DATE	DRAWN	CHECKED
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1:500 @A1	NOVEMBER 2014	JAFD	AC
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FILE / DRAWING NAME			REV CODE
PROJECT NO	DRAWING FILE NO	LIBRARY NO	

15-1-1086 NPS-DB-A 010 D

Date Printed: 14 December 2019 17:55:36

Landscaping Proposals



The Greenway plan





Street Elevations and Plan The Greenway



The proposed greenway pedestrian and cycle route that works its way north to south will sit at the heart of the new development.

To the north it will connect with the existing community, and as it moves south will take in views of the care village main entrance with its civic design and triangular community garden before connecting with the cycle path behind the care village, existing tree belt and sustainable water feature which will sit along the southern boundary of the site.

Pedestrian and cycle activities will be focused along this link and in response to this the built form and street scape will offer a great variety of building treatments and landscape activities, giving the feeling of a more organic and individual street experience. This along with deep front gardens which homeowners can make their own and a variety of landscape spaces will make The Greenway the social focus of the development.

Pedestrians and cyclists will be given priority along the majority of the link by using shared surfaces without defined pavements.

Parking will be on street.



Street Elevations and Plan Urban Edge



Housing mix

- 175 houses which vary in size from one bedroom flats up to five bedroom houses. These type and number of homes have been identified by using local housing needs surveys and detailed market analysis.
- A mixture of private homes for sale and rent, plus affordable housing.
- Homes will be designed in accordance with the Norwich City Council Design Standards 2014.
- The mix of housing and flats have changed slightly from the first consultation proposals to reflect the local need in the area.
- This change has seen a small increase in 1 bedroom flats and 2 bedroom houses.

The western edge of the site addresses the avenue which will provide the main vehicle entrance to the site and future development areas of the Three Score development.

Traffic movements will be more frequent along the avenue and this, along with the wide green space identified to the north, mean that a more robust elevation response is proposed.

Roof lines will be flat, and opposite the future green space, four-storey flats and three-storey townhouses have roof gardens.

There are smaller front gardens along the avenue, with front doors opening directly onto the pavement and homezone areas.

