

Greater Norwich Development Partnership Policy Group

Agenda

Date

Tuesday 24 June 2008

Members of the Greater Norwich Development Partnership

Representing Broadland District Council

Cllr Stuart Clancy
Cllr Brian Iles
Cllr Andrew Proctor
Cllr Simon Woodbridge

Representing Norwich City Council

Cllr Brenda Ferris
Cllr Steve Morpew
Cllr Brian Morrey
Cllr Alan Waters

Representing South Norfolk Council

Cllr Derek Blake
Cllr Colin Gould
Cllr John Fuller
Cllr Martin Wynne

Representing Norfolk County Council

Cllr Eve Collishaw
Cllr Daniel Cox
Cllr Adrian Gunson
Cllr Christopher How

Representing Broads Authority

Mr Alan Mallett

Officers

Phil Kirby	Broadland District Council
Roger Burroughs	Broadland District Council
Sandra Eastaugh	GND Partnership Manager
Neil Bradbury	Norwich City Council
Paul Rao	Norwich City Council
Ken Barnes	South Norfolk Council
Alan Gomm	South Norfolk Council
John Tomlinson	South Norfolk Council
Paul Crick	Norfolk County Council
Mike Jackson	Norfolk County Council
Gillian Morgan	Broads Authority
John Williamson	GO-East

Time

2.00pm

Place

Pinebanks
9 Yarmouth Road
Thorpe St Andrew
Norwich

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**DECLARATIONS OF INTEREST AT MEETINGS - FOR GUIDANCE REFER TO THE
FLOWCHART OVERLEAF**

MEETING: _____

DATE: _____

ITEM NO: _____ **AND TITLE:** _____

NATURE OF INTEREST: (Please write in this space a description of your interest)

	YES	NO
Is (or should) the Interest be registered in the Register of Members' Interests?		
If not, whose well being or financial position is affected to a greater extent than the majority of other people in the ward?		
Your own		
A family member (state name)		
A close associate (state name)		
Any person or body who has employed or appointed your family member/close associate (state name)		
Any firm in which your family member/close associate is a partner or company of which they are directors (state name)		
Any company in which your family member/close associate has shares with a face value more than £25,000 (state name)		
Any of the following in which you hold a position of general control or management: outside organisations, other public authorities, charities, pressure groups, political parties or trade unions (state name)		
Does the interest (a) affect your financial position or the financial position of a person or body described above? <i>(If Yes the interest may be prejudicial)</i> (b) relate to the determining of any approval, consent, licence, permission or registration in relation to you or any person or body described above? <i>(If Yes the interest may be prejudicial)</i> (c) relate to scrutiny by the Overview and Scrutiny committee of a decision you were party to? <i>(If Yes the interest is prejudicial)</i> (d) relate to the functions of the council in respect of housing (except your tenancy), statutory sick pay, an allowance, payment or indemnity given to members, any ceremonial honour given to members, or setting the council tax or a precept under the Local Government Finance Act 1992. <i>(If Yes the interest is NOT PREJUDICIAL)</i>		
PREJUDICIAL INTEREST If you answered Yes to (a) or (b) is the interest one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that that it is likely to prejudice your judgement of the public interest? If Yes the interest is PREJUDICIAL. If you answered Yes to (c) the interest is PREJUDICIAL		
If prejudicial do you intend to attend the meeting to make representations, answer questions or give evidence?		

Signed: _____

Date: _____

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF

What matters are being discussed at the meeting?

Do any relate to my interests?

- A** Does it affect my entries in the Register of Interests?
OR
B Does it affect the well being or financial position of me, my family or close associates; or my family's or close associates'
 - employment, employers or businesses;
 - companies in which they are a director or where they have a shareholding of more than £25,000 face value;
 - business partnerships; or**C** Does it affect the well being or financial position of the following organisations in which I hold a position of general control or management:
 - other bodies to which I have been appointed or nominated by the council;
 - other public authorities;
 - charitable bodies;
 - bodies whose main purpose is to influence public opinion or policy**More than the majority of other people in the ward?**
D Is Overview and Scrutiny considering a decision I made? If so you have a prejudicial interest.

NO

Disclose the existence & nature of your interest

You have a personal interest in the matter

YES

Is the interest financial or relating to a regulatory issue e.g. planning permission?

NO

The interest is not prejudicial you can participate in the meeting and vote

YES

You may have a prejudicial interest

- This matter relates to
- housing (except your tenancy)
 - statutory sick pay from the council
 - an allowance, payment or indemnity given to members
 - any ceremonial honour given to members
 - setting the council tax or a precept

YES

The interest is prejudicial withdraw from the meeting by leaving the room (after making representations, answering questions or giving evidence). Do not try to improperly influence the decision

NO

YES

Would a member of the public – if he or she knew all the facts – reasonably think that personal interest was so significant that my decision on the matter would be affected by it?

NO

Personal Interest

Prejudicial Interest

A G E N D A

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Greater Norwich Development Partnership Policy Group

Minutes of a meeting of the **Greater Norwich Development Partnership Policy Group**, held at Pinebanks, 9 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 24 June 2008 at 2pm** when there were present:

Cllr Steve Morpew – Chairman

	Representing
Cllr Stuart Clancy	Broadland District Council
Cllr Brian Iles	Broadland District Council
Cllr Andrew Proctor	Broadland District Council
Cllr Simon Woodbridge	Broadland District Council
Cllr Brian Morrey	Norwich City Council
Cllr Alan Waters	Norwich City Council
Cllr Leslie Dale	South Norfolk Council
Cllr Colin Gould	South Norfolk Council
Cllr John Fuller	South Norfolk Council
Cllr Keith Weeks	South Norfolk Council
Cllr Daniel Cox	Norfolk County Council
Cllr Adrian Gunson	Norfolk County Council
Cllr Christopher How	Norfolk County Council
Phil Kirby - Officer	Broadland District Council
Roger Burroughs - Officer	Broadland District Council
Sandra Eastaugh – Officer	GND Partnership Manager
Neil Bradbury – Officer	Norwich City Council
Paul Rao – Officer	Norwich City Council
Ken Barnes – Officer	South Norfolk Council
Alan Gomm- Officer	South Norfolk Council
Mike Jackson - Officer	Norfolk County Council
Alan Mallett	Broads Authority
Phil Morris	Norfolk County Council
Chris Popplewell	Norwich City Council

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Derek Blake and Martin Wynne (South Norfolk), Eve Collishaw (Norfolk County Council)

2 MINUTES

Minutes of the meeting held on 20 March 2008 were confirmed and signed by the Chairman as a correct record.

3 APPOINTMENT OF VICE CHAIRMAN

RESOLVED

to appoint Mr J Fuller as Vice –Chairman of the Group.

4 EAST OF ENGLAND PLAN - UPDATE

Mike Jackson confirmed that the Plan had been adopted with no significant changes made. He also outlined the timetable for the review of the RSS. The County Council as the strategic planning authority had been asked for advice on key issues for the county. County Council officers had already been working with District/Borough Council Officers on the Joint Core Strategy and it was proposed that this work be extended to enable evidence to be provided to EERA. The Group supported this line which would avoid unnecessary duplication.

It was further proposed that the GNDP be used to collate this work and sign off the submission leaving it to each partner authority to seek formal confirmation through their relevant democratic processes.

RESOLVED

to agree that the GNDP Officers begin work on sub-regional advice for the Broadland, Norwich and South Norfolk area and devise a programme to dovetail the JCS and advice on strategic sub regional issues for EERA.

5 JOINT CORE STRATEGY

Phil Kirby reminded the meeting that they were

- Preparing a plan for the next 20 years, that would promote, guide and manage development of the 3 districts through to 2026;
- There were challenging growth targets to accommodate and meet;
- It was acknowledged that the growth was not just new homes, but included jobs, infrastructure and facilities to support the new and existing communities, such as roads, public transport, schools etc.
- A number of studies had been undertaken, consultation carried out on the issues it was felt the area would face over the next 20 years, and some options had been suggested as to how we should tackle them
- The position was now being reached where the Group needed to firm up on a strategy and submit this once more to consultation, and then on to examination by the Planning Inspectorate, before eventual adoption.

To set the position in context the meeting was also reminded that

Greater Norwich Development Partnership Policy Group

- RSS had now been adopted and the quantity of development we are planning for, both in the Norwich Policy Area (24k) and the rural areas beyond (under 2500) was known
- to accommodate the growth there were some key dependencies, particularly major road proposals, such as the NDR, and junction improvements to the A47
- to meet the housing numbers within the timeframe we are working to, we need multiple allocation of sites
- there was a need to ensure that the strategy was sustainable which could be demonstrated with evidence
- there was a need to be sure that the strategy was deliverable, and therefore needed to be supported by the development industry
- In the NPA a shift in emphasis was needed towards travel by public transport, cycling and walking, which has implications for location choices

The programme to be followed was

- Targeting the Autumn for publishing preferred options
- For submission to Secretary of State in Spring 2009
- An examination in the Autumn of 2009
- Adoption by March 2010
- A very tight timetable, reflected the Group's original aspirations to have the policy framework in place as soon as practicable
- A timetable where days, not just weeks or months matter.
- The timetable has been delayed however, because of concerns raised through the Joint LDF Working Group to in particular the spatial distribution of housing, within the Norwich Policy Area.

The meeting was advised of the imminent introduction of new regulations.

- On 27 June new regulations would come into effect which had further implications for how to proceed, and in what form that progress took;
- Given that we would not be publishing our Preferred Options document by 1 September, it would be necessary to step back a stage and invite further representations on the content of our plan;
- It would not be necessary to produce a Preferred Options Document for submission to the Secretary of State, but a Submission Document, that was the joint core strategy as we would like to see adopted, providing an overall vision for the area, strategic objectives, a delivery strategy for achieving these objectives, and clear arrangements for managing and monitoring its delivery;

- To move forward, it would be necessary to produce a document, which was a slimmed down version of the document presented, concentrating on the strategic policies that made up the strategy and the justification for promoting them. This would then be subject to a further period of consultation, before the final plan was prepared for formal submission to the Secretary of State

The report summarised the process to date; and detailed the proposed strategy that followed which in summary provided the following:

- A locally distinctive vision that recognised and respected the differences between the urban and rural parts of our area;
 - A set of spatial planning objectives that reflected the aims and objectives of our respective Sustainable Community Plans developed by our Local Strategic Partnerships;
 - Prioritised development to previously developed land where possible in preference to green fields;
 - Required all development to be adequately serviced and have the necessary infrastructure and facilities necessary for users to enjoy a healthy and environmentally sustainable way of life, at the right time and in the right location;
 - Located new residential areas close to employment and services, and provided a choice of such facilities wherever possible;
 - Developed new sustainable communities, that incorporated new services to meet day to day needs to provide a degree of self containment;
 - Enhanced and ensured access to higher order facilities for all residents where not available in their immediate locality;
 - Development that would maximise public transport use whilst minimising unavoidable disruption to other travellers; and
 - Major new developments inter-linked with enhanced green infrastructure, which have capacity for multi-use purposes
- The strategy as recommended by officers would locate
 - 4000 new homes in the City;
 - with 6000, rising to 10000, in a future plan period, forming an urban extension to the north east of Norwich, both sides of the Northern Distributor Road;
 - a new country town in the south west of 4000 homes rising to 7000
 - an extension to Wymondham of 4000 homes rising to 5000; and

- A development around Costessey and Easton in the west of 2000 homes.
- The balance of 4000 in the Norwich Policy Area to be equally split between the northern and southern suburban fringes of the City;
- With sites for approx 2300 new homes to be found in the main towns, key service centres, service villages and other places with a range of facilities in the rural areas outside of the NPA (as set out on the Map on Page 159

In short a strategy for regeneration, development and growth that performed best against sustainability appraisal, was deliverable based on known developer interest and provided synergies between development and infrastructure provision providing some certainty for delivery. A strategy that would deliver more sustainable communities, whilst meeting our requirement for new homes, new and retained jobs, respecting our built and natural environment and protecting and enhancing residents quality of life.

It was acknowledged however, that whilst there would appear to be a consensus around the general strategy presented, there remained concerns around the spatial distribution of new homes being proposed.

The Joint LDF Working Group had highlighted these concerns and asked for further work to be undertaken on considering 2 alternatives, to the proposition outlined, which provided a different spatial distribution, primarily for locations in South Norfolk.

- Option 2 - as set out on the map on page 160, which reduced the major allocation at Wymondham to 2000, and allocated this to Long Stratton, to assist the delivery of a bypass for the village;
- Option 3 - as shown on the map on page 161, which reduced the major allocation at Wymondham to 2000 and Costessey and Easton to 1000, and allocated a further 1000 to the Broadland suburban fringe, 1500 to Long Stratton, to assist the delivery of a bypass, and 4500 to a new settlement based around Mangreen, to the south of the A47, east of the A11 and west of the A140.
- The alternative spatial distribution options were the subject of the separate paper set out on pages 156-201

In order to progress the matter the following action was proposed -

On the original timetable, Members would have been asked to agree a preferred option to progress through to a further round of consultation in the Autumn. Given the change in regulations and the diversion of resources to appraise the 2 alternative options, this was no longer possible, and with the uncertainty around which option should be accepted, no longer possible. The

change in regulations however, provided the Group with the opportunity to seek wider views on the alternatives, as part of the required consultation stage, and to this end, the following was suggested as a way forward:

Members agree the general strategy as set out in the 'Preferred Options' document, to form the basis of a further consultation with specific and general consultation bodies over an 8 week period during the summer. This will include, as part of the spatial distribution chapter, the 3 options as set out on page 156. The public will be informed by a newsletter of the strategy and the options for the spatial distribution of the new homes.

The draft text for the consultation document and newsletter to be considered at the meeting of Executives on 18th July, for agreement prior to publication;

Officers will continue to work on building the evidence base to support the final submission, prioritising work in the order of options;

Members will receive a report on the outcome of the consultation in the late autumn, and agree the way forward; dependent upon decisions taken at this stage it may still be possible to have the plan adopted by March 2010

An alternative approach would be:

To incorporate a wider consultation to include local residents and businesses, rather than in the form of a newsletter, which would require a published document and a minimum period for public consultation of 8 weeks, in addition to the preparation time. This will delay the timetable by a further 3 months.

A further approach, would be to delay any more consultation until all the further evidence is finalised to support all 3 options, which would involve a delay to the overall timetable of approximately 6 months.

Implications

Continuing progress is essential if collectively, we want to stay in control of the process and to determine the spatial distribution of the growth; implications of delay or continued uncertainty could result in;

Consideration of the NDR business case being put on hold by the Dept for Transport;

Our bids for CIF funding and further growth point funding being unsuccessful;

Planning applications for housing sites being submitted in advance of the policy framework being agreed, necessitating a diversion of resources away from plan-making to defending the likely appeals that will follow;

Proposals being won on appeal resulting in development which will be ad hoc and uncoordinated, reducing the ability to secure infrastructure contributions to maximum benefit;

Being required through the RSS review to find sites for a greater number of dwellings, than perhaps we would want to, as we have identified additional capacity in more sustainable locations than we are proposing to allocate, through this joint core strategy process.

On being opened up for debate a number of comments were then expressed as follows:

- Previous concern expressed over the significant development proposed at Wymondham driven by a formal planning application by one developer was reiterated.
- In addition significant development at Hethersett would have a serious impact on the Thickthorn junction network which was already at capacity at peak times
- The Long Stratton bypass was the County Council's second highest priority scheme which could be lost if development in the Long Stratton area was included in the Plan
- The construction of the NDR was critical to overall programme – without this scheme the majority of the development would fall on South Norfolk and therefore strong representations should be made to support the view that without the NDR any development could not take place
- There was a need to ensure that references were made to the importance of improved and enhanced transport links being provided, particularly the rail service
- Phasing of development was critical but in the current climate market forces would be a key driver
- The need for improvements to the A11 and A140 junctions with the Southern Bypass were also stressed.
- Further work was required on the implications for CIF particularly in relation to the north east quadrant

RESOLVED

to agree the general strategy as set out in the 'Preferred Options' document, to form the basis of a further consultation with specific and general

consultation bodies over a 8 week period during the summer. This would include, as part of the spatial distribution chapter, the 3 options as set out on page 156. The public would be informed by a newsletter of the strategy and the options for the spatial distribution of the new homes.

The draft text for the consultation document and newsletter would be considered at the meeting of Executives on 18th July, for agreement prior to publication;

Officers would continue to work on building the evidence base to support the final submission, prioritising work in the order of options;

Members would receive a report on the outcome of the consultation in the late Autumn, and agree the way forward; dependent upon decisions taken at this stage it might still be possible to have the Plan adopted by March 2010

6 NORWICH NORTHERN DISTRIBUTOR ROUTE

Mike Jackson presented an executive summary for the major scheme business case. He reminded the Group that the County Council had kept to its timetable over the last 2 years with a view to the road opening in 2012. It was stressed that this could be critically important particularly when allocating funds when it was known that some of the competing bids had encountered slippage. Funding of the scheme was the biggest risk as the total cost of the scheme had not been secured. It was proposed that the scheme would be submitted to the Department for Transport in July. The support of the GNDP as a stakeholder was an essential part of the submission. The Group stressed the need for the submission to reflect that the project was not just a road scheme but was inextricably linked to the future development of the area. Members also expressed the view that the submission should be more punchy in its format

7 JOINT ECONOMIC DEVELOPMENT STRATEGY

Chris Popplewell presented a paper explaining progress towards preparing an economic development strategy for the area. The paper appraised the Group on issues arising from the review of current business engagement, primarily through Norwich economy Round table and shaping Norfolk's Future. The report included recommendations to inform development of business engagement in the GNDP activity and explained the timetable and outlined the process for developing the Strategy.

RESOLVED

to agree

- (1) the consultation for the development of the Greater Norwich Economic Development Strategy be conducted through existing (and in SNDCs case its new) business engagement structures
- (2) the GNDP writes to those individuals interviewed by Sjad Zaman to explain why changes to business engagement models had been deferred for the time being
- (3) the position regarding business engagement in / leadership of the Economic Strategy be reviewed in February 2009
- (4) GNDP Policy Group address the wider issue of business aspirations for engagement and leadership in the Growth agenda
- (5) the process for developing the Greater Norwich Economic Strategy and timetable be approved

8 HIGHLIGHT REPORT SUMMARY

Sandra Eastaugh presented a position statement on the projects reporting to the Director's Group.

It was noted that the bid to English Partnerships for the Deal Ground project had not been successful and therefore other funding streams were being pursued.

The Group also received an update on the delays in the north east quadrant project as a result of delays in the proposals for the redevelopment of Anglia Square for which a revised application had recently been submitted.

A new proposal had been submitted for the CIL study as a result of the tender made being significantly over budget.

The meeting closed at 3.55pm

East of England Plan Adoption and Review Timetable

Background

1. The Regional Spatial Strategy, known as the East of England Plan (EEP), was finally adopted on 12 May 2008.
2. The wide ranging policy requirements of the adopted EEP are essentially the same as in the draft EEP. Housing numbers, jobs targets and the need to coordinate across the Norwich area are all confirmed. The specific policy for the Norwich area is detailed in Appendix 1.
3. EERA is committed to delivering an early review of the EEP to be completed by 2011. The Government expects the review to reflect accepted proposals for Eco-towns and Growth Points and to contribute to the objectives of the Housing Green Paper i.e. 2m extra homes by 2016 and 3m by 2020.
4. EERA plans to continue its statutory planning role through 2008/9 and 2009/10. However, they recognise the need to work increasingly closely with EEDA. The Government's proposed transfer to EEDA of planning powers requires primary legislation and will not take place before 2010.

RSS Review Timetable

5. The timetable is very ambitious and requires key inputs from "Section 4/4 authorities" (Counties and Unitaries) which have a statutory role under the 2004 Planning Act to assist with the development of regional and sub-regional policies.
6. In June/July 2008 EERA will scope key spatial issues facing the region up to 2031.
7. The Regional Planning Panel (RPP) in July is expected to issue a draft brief for S.4/4s to undertake 'first detailed proposals' for strategic sub-regional issues, with a formal request for advice expected in September (12 weeks for response).
8. In November 08 EERA will receive draft study assessing potential for large new settlements in the Region.

9. Subsequent timetable:
 - January 09 - S.4/4s submit advice on sub regions to EERA.
 - March/April 09 – EERA agree spatial strategy options for consultation.
 - May/July 09 – 12 weeks for Public Consultation on options.
 - September 09 EERA agree preferred options.
 - December 09 EERA finalise strategy and submit to S.O.S.

Implications for GNDP

10. GNDP could work through the County Council to provide S.4/4 advice to EERA on issues, principally the level of housing growth. While much of the background work for the JCS will be relevant, there will be a need to consider additional growth pressures over the extended period to 2031. This work will need to be co-ordinated with the work the County Council will be undertaking with partners across Norfolk. The strategy for growth in the GNDP area will need to be developed in this wider context. Clearly there are resource issues to consider relating to staff, and potentially evidence gathering. These can be ameliorated by ensuring that there is as much cross-over as possible between the JCS and the sub-regional advice to EERA.
11. The EEP Review timetable overlaps with the JCS timetable. On current expected timetables, EERA will agree preferred options before the examination of the JCS.
12. The EEP period will overlap with the JCS not simply extend it i.e. it will set targets for the period from around 2008/9 to 2031.
13. Housing pressures are strong but as yet undetermined. However, to get an idea of the likely quantum, if the annual rate for the NPA is increased by around 10% from 1,800 to 2,000 per annum, then the additional growth required in the period to 2008-2031 would be around 14,000 dwellings over and above the current JCS targets (an additional 200 per annum 2008-26, plus 10,000 2026-2031).

Recommendation

It is recommended that members agree that GNDP officers begin work on sub-regional advice for the Broadland, Norwich and South Norfolk area and devise a programme to dove-tail the JCS and advice on strategic sub regional issues for EERA..

East of England Plan Policy NR1

Norwich should be a regional focus for housing, employment, retail, leisure, cultural and educational development. Particular aims, reflecting its identification as a new growth point, should be to:

- provide for 33,000 net additional dwellings in the Norwich Policy Area (NPA) in the period 2001-2021 facilitated by joint or coordinated Local Development Documents prepared by Norwich, South Norfolk and Broadland;
- achieve a major shift in emphasis across the Norwich Policy Area towards travel by public transport, cycling and walking;
- support and enhance the retail, leisure and cultural role of Norwich through development which complements the outstanding historic heritage of the city centre;
- promote the city as a destination for tourists and visitors and a gateway to the wider rural and coastal areas of the county and the Broads; and
- address the deprivation concentrated in parts of the urban area.

Planning for employment growth should focus on:

- the city centre, particularly media and creative industries, finance and insurance, and information communication technologies;
- Thorpe St Andrew and Longwater, Costessey (business park uses);
- Colney/Cringleford (expansion of the research park reserved for research and development, higher education, and hospital/health related uses);
- Norwich Airport (uses benefiting from an airport-related location); and
- Wymondham/A11 corridor (high-tech development and rail-related uses).

Local delivery arrangements should be adopted to plan and deliver these aims. The broad extent of the Norwich Policy Area, based on that of the previous Structure Plan, should be established in Local Development Documents.

Requirements for transport infrastructure arising from development in the Norwich area should be determined having regard to the Norwich Area Transportation Study, which provides a strategy for improving access by all modes of transport across the Norwich policy area.

Summary

This report sets out the key role that the NDR will play in the growth of the Norwich area. The justification for the scheme is set out in the Major Scheme Business Case (draft work copy attached) required by the DfT. The GNDP is asked to confirm support for the scheme and endorse the MSBC, with any comments on this draft.

1. Background

- 1.1. The Norwich Northern Distributor (NDR) is the key piece of major infrastructure necessary to secure implementation of the agreed Norwich Area Transportation Strategy (NATS). It is also essential to the delivery of the significant growth in jobs and housing planned for the Norwich Area in the period 2021 and beyond.
- 1.2. The scheme is rated as a 'Priority 1A' scheme in the East of England Regional Assembly's list of transport priorities (the Regional Funding Allocation – RFA), as confirmed by government through the Department for Transport.

2. Policy Context

- 2.1. The recently agreed East of England Plan (EEP) allocates a minimum of 33,000 additional dwellings to the Norwich Policy Area (NPA) 2001-21. The emerging LDT Joint Core Strategy for the area needs to look forward to 2026 and therefore includes a further 9,000 dwellings. Of the 35,000 additional jobs targeted by the EEP at the wider area of Broadland, Norwich and South Norfolk as a whole, the vast majority are expected in the NPA. Two of the strategic employment locations identified in the RSS, Norwich Airport and Thorpe St Andrew, are directly served by the NDR. The scale of growth has resulted in Norwich's designation as a Growth Point by central Government. Norwich's economic potential and regional significance is recognised by its designation as one of the seven "engines of growth" in the regional economic strategy (RES). Norwich's success is critical to the RES as the main driver of growth in the north-east of the region. Norwich's success is, in turn, dependant on the NDR.
- 2.2. Development of the evidence base for the greater Norwich Joint Core Strategy (JCS) has confirmed the importance of the NDR in delivering growth.

The Growth Infrastructure Study (EDAW) provides a high level analysis of the infrastructure requirements of planned growth in the NPA. It concluded that the NDR:

- Should be delivered as soon as possible in the medium term (after 2011)
- "is needed to ensure that traffic in the northern part of the NPA can be removed from unsuitable local roads and thereby provide efficient access and movement, including meeting the needs of planned

development over the wider area” and

- With other strategic improvements, is required to provide better accessibility to employment locations.

2.3. The Greater Norwich Employment Growth and Sites & Premises Study (ARUP) confirmed the importance of Norwich International Airport to the local economy. In order to cater for employment growth it recommends (*inter alia*) a new business park location at the airport (approximately 50ha) and an extension to the business parks at Thorpe St Andrew. It also recommends significant growth in employment in the City Centre.

While the distribution of housing growth has yet to be determined through the emerging JCS, Broadland has historically delivered the largest share of the three NPA districts. The high level of provision required by the EEP makes further significant allocations in Broadland inevitable. Indeed, the Issues and Options consultation highlighted a large urban extension north east of Norwich as one of the better opportunities for large-scale growth.

2.4. The strategic significance of the NDR is endorsed by all key partners. It is supported by the Greater Norwich Development Partnership (GNDP), EEDA and EERA. The GNDP have made the Postwick Hub (including the eastern leg of the NDR) their top priority for CIF2 funding. The scheme has been given “gold” priority status by EERA, in recognition of its ability to provide, in conjunction with the NDR, direct strategic access to a growth area that will provide between 7,000 and 10,000 dwellings. In addition it will unlock employment land that will contribute between 2,000 and 3,000 jobs.

2.5. The scheme has the full backing of Shaping Norfolk’s Future Transport Forum, which includes a representative from the Norfolk Chamber of Commerce, who considered a working draft of the business case and made useful comments to help strengthen the case. The Norfolk Chamber of Commerce are being consulted on 24 June and are known to be supportive. We will be seeking support from other key stakeholders over the next few weeks.

2.6. The strategic case for the scheme is overwhelming. In addition, the NDR stands up as a transport scheme in its own right. Our recent approach has been highly successful in reducing the amount of traffic entering the Norwich city centre. Investment in park and ride, Norwich bus station and real time information have contributed to significant growth in bus patronage, and held city centre traffic levels to 20% below their **1998 levels**. This success has been supported by close partnership working with bus operators and local planning authorities, particularly the City Council.

2.7. Despite this success, traffic in the wider Norwich area has grown significantly with rising incomes and car ownership. The NDR is essential to:-

- relieve the northern suburbs and adjacent ring of villages of traffic,
- relieve congestion on the inner and outer ring roads and key radials,
- create the “elbow room” in Norwich for a further phase of bus, cycle and pedestrian prioritisation,
- for further enhancements to the public realm.

3. **Scheme Progress**

- 3.1. The development of the scheme continues to programme and the project is now at a stage where the County Council needs to formally submit its case in support of funding from the Regional Funding Allocation.
- 3.2. Schemes costing over £5 million are classified by the Department of Transport (DfT) as major schemes and require the preparation of a business case to support the request for funding.

A Major Scheme Business Case has been prepared for the NDR in accordance with DfT guidelines and a working draft of the Executive Summary and Strategic Case is attached at Appendix 1 (to follow).

4. **Scope of Business Case**

- 4.1. The Business Case has been prepared in line with DfT guidance and contains the justification for funding of the NDR under the following headings:
 - Executive Summary and Scheme Description
 - Strategic Case
 - Value for Money Case
 - Project Delivery Case
 - Commercial Case
 - Financial Case

5. **Stakeholder Support**

- 5.1. The Strategic significance of the NDR is endorsed and supported by all key partners. It is important that the Major Schemes Business Case includes documentary evidence of this support to reflect the wide range of stakeholders that wish to see the project delivered as soon as possible.

The County Council is contacting all key stakeholders and inviting them to express their support of completion of the scheme by writing to the County Council.

The support of stakeholders is seen as sending a vitally important message to the Department of Transport of the wide ranging desire to ensure that this scheme of regional importance is implemented in the shortest possible timescale.

Recommendation or Action Required

Members of GNDP are asked to endorse their support for the scheme by sending an appropriate letter to the Secretary of State. A draft is attached.

Dear

Norwich Northern Distributor Road

We are writing to fully endorse the case for the NDR and confirm the support of the GNDP for this key piece of infrastructure. The NDR is critical to the success of the Norwich area, and its ability to accommodate planned growth. If Norwich is to deliver the scale of growth envisaged in the East of England Plan and Regional Economic Strategy, Government must help find the funding to make this happen.

We have also made the Postwick Hub (including the eastern leg of the NNDR) our top priority for CIF2 funding. The scheme has also been given 'gold' priority status by the East of England Regional Assembly (EERA), in recognition of its ability to provide, in conjunction with the NNDR, direct access to a growth area that will provide between 7,000 and 10,000 dwellings and will unlock employment land that will contribute between 2,000 and 3,000 jobs.

We fully endorse the Major Scheme Business Case and look forward to the implementation of this much needed scheme as soon as possible.

Yours sincerely

GNDP Leaders

Norwich Northern Distributor Route Major Scheme Business Case



Executive Summary

Norwich Northern Distributor Route

Major Scheme Business Case

Executive Summary

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Executive Summary

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Executive Summary

1 Introduction

The Norwich Northern Distributor Route (NDR) is the key piece of major infrastructure necessary to secure implementation of the agreed Norwich Area Transport Strategy (NATS). It will also be an essential component for the successful delivery of the significant growth in jobs and housing planned for the Norwich Area in the period to 2021 and beyond.

The recently agreed East of England Plan (EEP) allocates a minimum of 33,000 additional dwellings to the Norwich Policy Area (NPA) 2001-21. The emerging LDF Joint Core Strategy looks forward to 2026 and therefore includes a further 9,000 dwellings. Of the 35,000 additional jobs targeted by the EEP at the wider Norwich area, the vast majority are expected in the NPA. Two of the strategic employment locations identified in the EEP, Norwich Airport and Thorpe St Andrew, are directly served by the NDR.

The scale of proposed growth has resulted in Norwich's designation as a Growth Point by central Government. The economic potential and regional significance of Norwich is recognised by its designation as one of the seven "engines of growth" in the regional economic strategy (RES). Norwich's success is critical to the RES as the main driver of growth in the north-east of the region. The City's success is, in turn, dependent on the NDR.

Development of the evidence base for the greater Norwich Joint Core Strategy (JCS) has confirmed the importance of the NDR in delivering growth. The Growth Infrastructure Study provides a high level analysis of the infrastructure requirements of planned growth in the NPA. It concluded that the NDR:

- should be delivered as soon as possible in the medium term (after 2011)
- "is needed to ensure that traffic in the northern part of the NPA can be removed from unsuitable local roads and thereby provide efficient access and movement, including meeting the needs of planned development over the wider area" and
- with other strategic improvements, is required to provide better accessibility to employment locations.

The Greater Norwich Employment Growth and Sites & Premises Study (by Arup) confirms the importance of Norwich International Airport to the local economy. In order to cater for employment growth it recommends (*inter alia*) a new business park location at the airport (approximately 50ha) and an extension to the business parks at Thorpe St Andrew. It also recommends significant growth in employment in the City Centre.

At present transport problems are causing access constraints for businesses in the Norwich area, and in particular those situated close to Norwich International Airport. An NDR implemented as part of the NATS strategy and alongside complementary measures will also enable the removal of through traffic from the city centre, and allow access improvements by all modes that will benefit city centre businesses and their employees.

While the distribution of housing growth has yet to be determined through the emerging JCS, Broadland has historically delivered the largest share of the three NPA districts. The high level of provision required by the EEP makes further significant allocations in Broadland inevitable. Indeed, the Issues and Options consultation highlighted a large urban extension north east of Norwich as one of the better opportunities for large-scale growth.

The strategic significance of the NDR is endorsed by all key partners. It is supported by the Greater Norwich Development Partnership (GNDP), EEDA and EERA. The GNDP have made the Postwick Hub (including the eastern leg of the NDR) their top priority for CIF2 funding. Postwick Hub has been given “gold” priority status by EERA, in recognition of its ability to provide, in conjunction with the NDR, direct strategic access to a growth area that will provide between 7,000 and 10,000 dwellings. In addition it will unlock employment land that will contribute between 2,000 and 3,000 jobs.

The scheme has the full backing of Shaping Norfolk’s Future Transport Forum, the Norfolk Chamber of Commerce, including the Norwich Chamber, and the City Centre Management partnership are also very supportive of the scheme and keen to see its early implementation.

The strategic case for the scheme is overwhelming. In addition, the NDR stands up as a transport scheme in its own right. Our recent approach through NATS has been highly successful in reducing the amount of traffic entering the Norwich city centre. Investment in park and ride, Norwich bus station and real time information have contributed to significant growth in bus patronage, and held city centre traffic levels to 20% below their 1998 levels. This success has been supported by close partnership working with bus operators and local planning authorities, particularly the City Council.

Despite this success, traffic in the wider Norwich area has grown significantly with rising incomes and car ownership. The NDR is essential to:-

- relieve the northern suburbs and adjacent ring of villages of traffic,
- relieve congestion on the inner and outer ring roads and key radials,
- create the “elbow room” in Norwich for a further phase of bus, cycle and pedestrian prioritisation,
- facilitate further enhancements to the public realm.

In July 2006 the scheme was given regional priority through inclusion in the Eastern Region Funding Allocation as a Priority 1A scheme for construction in the period from 2011/12 to 2015/16. The current funding allocation constitutes 60% of the overall scheme cost. The County Council has progressed the scheme over the last 3 years from its own resources to a point where it is in the advance stages of selecting a contractor under an ECI contract. Key to progressing the scheme further will be the acceptance by the Department for Transport (DfT) of this Programme Entry Major Scheme Business Case (MSBC). The MSBC has been prepared in accordance with the DfT guidance for local authorities seeking Government funding for major transport schemes.

Scheme Description

The proposed Norwich Northern Distributor Route (NDR) comprises a new road around the north of Norwich and significant traffic management in the city centre, plus the northern and western suburbs.

The proposed road is a combined single and dual carriageway road approximately 20km long. At its western end, the existing single carriageway A1067 Fakenham Road will be realigned to join the classified road at Fir Covert Road at a new roundabout junction. The A1067 will then link back to Taverham along an improved Fir Covert Road. The proposed NDR will then proceed eastwards, passing to the north of Thorpe Marriott before joining the A140 Cromer Road at a new grade separated junction, close to Norwich Airport. The route then continues eastwards to pass to the south of communities of Horsham St Faith, Spixworth and Rackheath before joining the A47 Trunk Road at the existing Postwick Interchange. New at-grade roundabouts will be constructed where the NDR crosses the main radial roads linking the north and north east of Norfolk to Norwich City Centre.

The complementary traffic management measures have been reviewed as part of the Norwich Area Transport Strategy (NATS). Their aim is to manage traffic volumes and speeds on the existing highway network and to benefit sustainable transport modes such as walking, cycling and public transport. Proposals have been developed as part of NATS and will be funded through the LTP and a local transport charge. Where it is anticipated schemes will be implemented before the NDR these have been included as part of the Do Minimum Scenario.

2 Scheme Background, History and Objectives

The Norwich Area Transportation Strategy (NATS) adopted by Norfolk County Council (NCC) in October 2004 includes a NDR, together with complementary traffic management measures, to:-

- reduce congestion on strategic routes to the north of the city
- reduce noise, air pollution and accidents for communities in the northern suburbs of Norwich and villages outside

- enable the removal of through traffic from the city centre, and implementation of widespread pedestrianisation/bus priority measures
- provide direct access to growth locations, helping to deliver significant housing and employment growth
- support the continued success of the Norwich economy as the driver to growth across the north of the region
- provide improved access to north and north east Norfolk.

The proposed NDR is located within the Broadland District Council area of Norfolk adjoining the City of Norwich District Council. The route lies between the northern urban fringe of Norwich and a ring of outlying communities. The route has been chosen to relieve both communities in the urban fringe and the outlying villages from extraneous traffic which uses inappropriate routes through these communities to avoid congestion in Norwich itself.

Norwich is a key functional centre in the eastern region for a range of services, as well as the administrative and operational headquarters for a number of organisations. It is a city of considerable historic importance and the city centre, in particular, retains many historic features. The historic core has a pattern of narrow streets within the city walls lined by many mediaeval and Georgian buildings and churches.

Transport plays an important part in allowing the Norwich Area to fulfil its potential but also causes problems, such as traffic congestion and noise and air quality within the urban and suburban areas.

Norwich is also the gateway to North Norfolk for the strategic routes from the south and west.

The societal change to more flexible working patterns and a 24 hour economy is resulting in trips being distributed throughout the day. The availability and affordability of travel has led to a dramatic rise in the extent of travel. The rural nature of Norwich's surrounding area which is difficult to serve by public transport is adding to the problems on the road network, with the main method of getting to work being by car. Less than 10% of commuting public within the Norwich catchment area travel to work by public transport.

Proposals for an NDR first came to prominence as an issue for the Norwich area in the 1991 Norwich Area Transportation Strategy. The preferred strategy produced by consultants after a 2 year study recommended inclusion of an NDR but the scheme was not included as part of the adopted strategy pending further investigation into its impact. Reviews of the NATS strategy in 1994 and 1997 maintained this position until NATS 4 strategy was reviewed and adopted in 2004. The NDR was included in NATS 4 as a means of facilitating other elements of the strategy and housing and employment growth targets.

The inclusion took place after a rigorous process of review, following webTAG guidance, which involved the appraisal of six strategic options including a number based around public transport. The preferred strategy option including the NDR was deemed to best meet the aims and objectives of the NATS strategy and following extensive public consultation was adopted by the County Council in October 2004.

The preferred strategy option invited consultees to comment on whether an NDR should be part of the strategy. To help consultees come to a view, a number of route corridors were included in the consultation document – 3 to the east and 4 to the west. Whilst there was strong support for an NDR (78% of respondents) there was no strong preference on which route should be preferred and a large number of variations were proposed.

Having adopted the preferred NATS strategy, the County Council then undertook a Stage 2 Assessment of the route alternatives prior to carrying out an extensive public consultation on a number of possible routes. That consultation resulted in concerns being expressed about the impact of a new road across the River Wensum Special Area of Conservation (SAC) to which the County Council responded by carrying out further assessment beyond a Stage 2 level to ascertain whether the impact on the SAC could be mitigated. The conclusion was that it could not be demonstrated that the new road would not affect the integrity of the SAC. Alongside this, traffic modelling indicated that a road starting at the A1067 in the west rather than the A47 gave significant benefits and delivered most of the objectives of the NDR and these were key factors in the decision to choose the preferred route as now proposed.

Removing motorised through traffic from the city centre is an essential element of NATS in support of policies within the City Council Local Plan and City Centre Spatial Strategy to make the city centre a more liveable space. The construction of the NDR will enable measures to be implemented to deter through traffic from travelling via the city centre, creating a better safer and more environmentally attractive environment for non-motorised modes.

Norwich International Airport is located immediately to the north of the existing urban fringe. Its links to the strategic road network to the south, west and east is via the existing congested Inner and Outer Ring Roads. The Airport provides significant drivers for the Norwich economy. Airport related industries are expanding and existing Local Plans allow for further airport related development within the curtilage of the airport. Passenger numbers are set to grow to by 35% in the period up to 2012. The NDR will provide the strategic link necessary for the Airport and its related activities to develop to their full potential.

Other areas of significant expansion of existing uses include the Norwich Research Park, the University of East Anglia, the Norfolk and Norwich Hospital and Business Parks close to the A47 at Thorpe St Andrew in the east and Longwater in the west. These are on the periphery of the urban area and access other than by car is difficult.

3 Scheme Appraisal and Value for Money

The NATS Saturn traffic model was updated in 2002 following an extensive traffic survey and informed the 2004 strategic review. In discussion with DfT, whilst this model update would have sufficed for the MSBC, it would be out of date by the time a public inquiry could happen. For this reason the 2002 model has undergone a major update using data from an extensive traffic survey carried out in the spring/autumn of 2006. The model has been updated by Mott MacDonald and validated to ensure compliance with the latest DfT guidance on traffic models.

The comprehensive update of the model has involved building new demand matrices from some 46 Roadside Interview Survey sites in 2006. At the request of the Highways Agency (who have contributed to the survey work) the survey cordon was extended beyond the A47 Southern Bypass to include all the A47 links and junctions within the simulation zone.

The model has been validated to compare journey times, volumes and delays on links and junctions. The results show a good correlation between modelled and measured flows and the model gives a realistic representation of current traffic patterns in the Norwich area.

The traffic model has been used to provide forecasts of traffic flows across the highway network for scenarios with and without the NDR and for the low cost and next best options. The model, in conjunction with the public transport model, has been used to test the public transport option against the preferred scheme.

Growth forecasts took account of projected Regional Spatial Strategy growth within the Norwich Area as included in TEMPRO growth indices. The broad location of significant housing growth is still subject to the outcome of the District Councils' LDF Joint Core Strategy but the scheme appraisal has considered the scenario that impacts most on the road network,

Sensitivity tests have been carried out on the proposed scheme with different allowances for optimism bias. These were carried out to reflect the fact that many of the risks build into the optimism bias at programme entry have been already been mitigated on the scheme. On that basis, this Business Case sets Optimism Bias at 25%. The sensitivity tests have been carried out for Optimism Bias set at 18.8%, 25% and 44% and indicate that even with 44% the benefit to cost ratio is in the 'high' value for money category

Model forecasts have therefore been provided for a range of scenarios, providing a robust number of separate model forecasts as follows:

- Future scenarios – a 'Do Minimum' scenario and separate scenarios for the proposed scheme, the low cost and next best options and the public transport option.
- Time periods – a morning peak hour, an interpeak and an evening peak hour.

- Forecast years – 2012 (opening year) and 2027 (design year).

The results of the traffic forecasting were used to evaluate the benefits of the proposed scheme and the three other alternative options (Next Best, Low Cost and Public Transport). A full benefit to cost analysis was undertaken in accordance with DfT guidance. The TUBA (Transport User Benefits Assessment) was used to calculate travel time benefits and scheme costs. COBA (Cost Benefit Analysis) was used to predict the benefits from a predicted reduction in accidents on the network.

The analysis indicates that the proposed scheme performs significantly better than the other options including the public transport option, in benefit to cost terms and operational and safety terms.

The Present Value of Costs (PVC) for the proposed scheme was calculated in the order of £99.3 million. This includes the estimated capital and operating cost incurred by the public sector.

The Present Value of Benefits (PVB) for the proposed scheme was calculated in the order of £258.0 million. Travel time saving comprise the majority of benefits and equal.

The Net Present Value (NPV) of the proposed scheme was calculated in the order of £158.6 million. This gives a benefit to cost ratio (BCR) in the order of 2.6 indicating that the Norwich Northern Distributor Route represents good value for money in accordance with the DfT guidance.

4 Project Management and Delivery

Robust project management arrangements have been in place for the last 3 years and to date have delivered the project so far on time and to budget. The project management structure for the next phase of the project has been developed along the lines of the County Council's recently adopted corporate project management guidelines. The structure includes arrangements for day-to-day and strategic decision making and approvals with active engagement of politicians in the process.

The project structure has been endorsed by the Gateway Review Team as an example of good practice. The County Council has also appointed an independent consultant to give oversight of the procurement process. A project delivery plan has also been developed to ensure all key activities and stage completions are programmed and the necessary resources are in place to deliver the project to the agreed programme.

Management of risk is a key element of project management and the Norwich Northern Distributor Route is included in risk registers at a corporate as well as at the scheme level. These registers identify the risks to the County Council of the scheme not progressing as planned as well as the specific risks associated with the scheme itself through the Quantified Risk Assessment. The risk strategy includes for the regular review and recording of risks as the scheme progresses.

A communications plan has been developed to ensure ongoing and meaningful engagement with stakeholders and the general public through regular newsletters and public information exhibitions. The scheme has been developed taking account, where appropriate and possible, of suggestions made by local people.

The County Council has agreed the overall procurement strategy with DfT and has successfully completed the first stage of long listing. The procurement timetable allows for a contractor to be appointed once the decision on this major scheme business case is known, after which the contractor will become part of the delivery team under the Early Contractor Involvement (ECI) process.

A detailed estimate of the scheme has been produced. The works element has been produced by the County Council's Contractor Partner who has engaged with the local supply chain. This gives confidence that the estimate has included all those elements a contractor would expect to find leading to certainty on cost. This estimate has been scrutinised by an independent cost consultant who has verified the estimate. Costs include an allowance for risk and inflation, as well as the cost of preparation work and construction.

5 Quantified Cost Estimate £m

The Quantified Cost Estimate has been produced in accordance with the DfT guidance and is in the order of £116.5m. This figure is based on an outturn cost updated to Quarter 3 2007 price base, using 4.5% inflation.

These costs will be shared between the County Council and developer funding, which will provide a local contribution of 10%, the DfT through the Eastern Regional Funding Allocation and the Department of Communities and Local Government through its Growth Point and Community Infrastructure Funds.

6 Requirements for Programme Entry

The DfT has identified seven qualifying criteria for a scheme to be considered for major scheme funding. The way in which the Norwich Northern Distributor Route proposals meet these criteria is summarised below:

- *“It must be promoted by an LTP authority or Metropolitan District as lead partner.”*

The Norwich Northern Distributor Route is promoted by Norfolk County Council within its Local Transport Plan. The County Council has the support of all local district councils and the scheme is a priority for investment within the Greater Norwich Programme for Development.

- *“It must have been prioritised by the appropriate regional bodies within the relevant Regional Funding Allocation.”*

The Norwich Northern Distributor Route is included in the Eastern Regional Funding Allocation as a Priority 1A scheme with funding allocated in the period 2010/11 – 2015/16.

- *“The requested DfT contribution should be consistent with the spend profile and within the total amount endorsed for the scheme by the region through the RFA process.”*

The spend profile for the Norwich Northern Distributor Route is consistent with the spend profile within the current RFA.

- *“It should be supportive of, and aligned with, the promoting authority’s Local Transport Plan and in most cases should already have been identified within the LTP.”*

The Norwich Northern Distributor Route is included in the Norfolk County Council LTP and is consistent with the LTP objectives and those of developing Joint Core Strategy of the three district councils of Broadland, Norwich City and South Norfolk. The scheme is consistent with the East of England Plan objectives for Norwich as a Centre for Development and Change.

- *“It must be supported by a local contribution of at least 10% of the total scheme cost, or a sum equivalent to not less than 100% of the authority’s IT Block in the year which Programme Entry is sought, whichever is the smaller. The contribution must be underwritten by the Local Authority.”*

The RFA allocation represents 60% of the Quantified Scheme Estimate. The remainder will be covered from other government sources and at least 10% will come from the County Council’s own resources or through long term developer contributions. The County Council has resolved to underwrite the non-committed funding.

- *“New light rail schemes must be supported by a local contribution of at least 25% of the total scheme cost.”*

Not applicable to the Norwich Northern Distributor Route.

- *“It must have a total scheme cost of at least £5 million.”*

The current Quantified Cost Estimate of the Norwich Northern Distributor Route is £116.5 million.

The DfT has also stated that in order to grant Programme Entry, the Department will expect to be satisfied that the scheme proposal meets ten assurance criteria. The way in which the NDR proposals meet these criteria is summarised below. The criteria relating to PFI schemes and rail schemes are not applicable and have not been included below:

- *“It represents value for money. Normally this will mean medium or high value for money.”*

The proposed option for the Norwich Northern Distributor Route offers good value for money with a benefit to cost ratio in the order of 2.6, significantly higher than the value of 2 that the DfT considers gives ‘high’ value for money.

- *“It is based on robust cost estimates.”*

Detailed cost estimates have been prepared in consultation with the County Council’s Contractor Partner in discussion with the local supply chain. These have been subject to an independent scrutiny by a cost consultant who has verified the cost estimate.

- *“It is affordable within the relevant Regional Funding Allocation.”*

The scheme is included in the Eastern Region RFA and the Regional Assembly has confirmed its support of the scheme and its endorsement of the £69 million allocated within the RFA.

- *“It is deliverable by the authority to time and budget.”*

The County Council has had in place strong project management arrangements which have delivered the project to a stage beyond normal Programme Entry. These arrangements will continue into the future and the County Council has already committed to procuring a contractor, at its own risk, to ensure the scheme remains on target for the projected start of construction and budget.

“It does not expose the Department to any unacceptable financial, reputational or delivery risks.”

The DfT has agreed the procurement process for the Norwich Northern Distributor Route and the County Council is now on the shortlisting phase. The procurement and planning for the scheme are relatively straightforward and there are no sites of national importance affected by the scheme.

Norfolk County Council will bridge the funding gap resulting from the difference between the DfT Major Schemes funding and the scheme cost and cost over-runs, should any transpire. Robust measures are in place to control the scheme costs and minimise cost over-runs.

Risks are limited and financial risks are built into the cost estimate.

The scheme is well supported locally and significant effort has been made in engaging with the public over a long period resulting in wide ranging support.

The impact of the Local Government Review (LGR) has been looked at and is closely managed through a comprehensive involvement and support of the local stakeholders, which are likely to be affected by any future changes resulting from the LGR.

There are no complicated technical issues associated with its construction.

- *“It has been subject to an appropriate Gateway review or has a review planned.”*

The NDR has successfully been through the Gateway 0 and Gateway 1 review stages. Action plans have been or are being implemented to deliver the actions suggested by the review team.

- *“It includes an evaluation plan that will determine whether the predicted key benefits are realised.”*

Evaluation objectives and an indication of the monitoring and evaluation process that would be required has been described in the Business Case submission.

Norfolk County Council is confident that the proposed Norwich Northern Distribution Route satisfies the DfT qualifying criteria and assurances and presents the proposals for consideration for programme entry to the DfT's Local Authority Major Schemes Programme

Report

Joint Core Strategy update and recommendations

Progress

This report brings members of the Policy Group up to date with progress on the joint core strategy for Broadland, Norwich and South Norfolk. Members should note that the government has made significant changes to plan-making procedures and these are outlined at the end of this report. Members should note however, that there is no longer a 'preferred options' stage and the terms used in this report reflect that.

On the basis that the recommended preferences for the strategy are accepted by Members, there are different approaches to consulting on the next stage and the impacts on the timetable are explained towards the end of this report. Any other options for growth will have more significant impacts on the timetable, and put other critical projects at risk of delay, particularly the NNDR.

Consultations

As members will recall, consultation on issues and options took place over 12 weeks up to 8 February 2008. A programme of events was attended by over 2,000 people, a summary leaflet was distributed to the 250,000 households in the area and over 6000 responses were received back to the GNDP.

A full analysis has been carried out of responses to both short and long questionnaires, and peoples' views contribute to the next stage of the strategy. The consultation report is a background document that will be reported separately.

Sustainability Appraisal

A parallel process of sustainability appraisal (SA) has been conducted alongside the development of strategic options. This systematically tests the sustainability of the emerging strategy against assessment criteria which themselves were consulted upon at the same time as the issues and options. The sustainability appraisal is a separate statutory part of the plan-making process and is designed to test and improve the sustainability of policies. The SA that officers are carrying out of the joint core strategy is subject to independent scrutiny by specialist consultants to audit and improve the robustness of processes officers have followed.

Moving forward with recommended preferences for the strategy

The Joint Local Development Framework Working Party has met twice, on 21st April and 14th May, so officers could brief members on emerging issues for the (then) preferred options stage, and for members to give feedback. The joint meetings considered an early draft of the (then) preferred options document. In addition, Members at the joint meetings suggested additional options for the spatial pattern of major growth locations in the Norwich Policy Area for further consideration by officers.

The main areas of work that have been carried out to develop and progress the recommended preferences for the strategy are:

- incorporating public and stakeholder consultation responses, and comments from within each of the four councils
- reviewing the spatial vision and objectives
- updating the spatial strategy, the spatial pattern of growth and the framework to deliver the strategy with partners and internal and external service providers
- incorporating further parts of the evidence base as the remaining information is completed
- carrying out sustainability appraisal on the emerging recommended preferences for the strategy, to consider the feedback from external independent sustainability assessors
- conducting the first stages of an 'appropriate assessment' (concerned with effects of growth on protected European sites for nature conservation)
- detailed meetings with the Government Office for the East of England who commented in an advisory capacity on the structure and content of the emerging document, and ensured the GNDP continues to check the 'soundness' of the emerging document
- initiating enabling support from the Commission for Architecture and the Built Environment (CABE) GNDP for masterplanning and place-shaping for the major growth locations around Norwich.
- working with a professional 'editor' and 'critical friend' through Planning Officers Society enterprises (POSe)
- continuing to update the Planning Advisory Service's toolkit to ensure the document complies with 'soundness'. [Note that these tests have been changed by the revised Planning Policy Statement 12, published by the government on 4th June 2008]

The earlier draft of the document, *Draft B Preferred Options Report*, has been further developed since the joint LDF working group meetings and accompanies this report to Policy Group. Members should note it is the latest version and is very much 'work in progress', and further drafting on individual chapters as well as the overall structure of the document is ongoing. Although the new regulations remove the preferred options stage, this document could be the basis of consultation under the new procedures.

The list of key tasks set out above shows how officers are focussing on the structure, context and internal consistency of the document.

A central part of this process is to evaluate combinations of places for large-scale growth locations which are supported by the sustainability appraisal, evidence studies, analysis of previous public consultation, and sustainable appraisal.

This report sets out the recommended preferences for the strategy (including the growth strategy). Officers believe this option would be the most realistic and deliverable one that would meet the regional housing and jobs targets to 2026. It is also the option which officers consider would offer the most realistic prospects of delivering the required sustainable transport objectives. Certainty about the recommended preferences for large-scale growth will also support the programme to deliver the Norwich Northern Distributor Route.

The recommended preference for strategic growth in the Norwich Policy Area is:

Locations	No. of new homes
City	4000
South Norfolk fringe	2000
Broadland fringe	2000
North east (both sides of the NNDR)	6000 (rising to 10000 post 2026)
South West/Hethersett	4000 (rising to at least 7000 post 2026)
West Easton/Costessey	2000
Wymondham	4000 (rising to at least 5000 post 2026)
Total new homes to 2026	24000

Next steps

The further work requested by the LDF working parties has had an impact on the work programme. In addition, on 4th June the government published revised policy (PPS12) on development plan preparation, together with amended regulations and new guidance for LDFs. The joint core strategy timetable will need to take account of these changes to procedures and timing. The implications on sustainability appraisal work are being worked through. Future stages are as follows:

Regulation 25

- invite 'specific' and 'general' consultation bodies which the GNDP considers appropriate to make representations on the potential content
- the GNDP must also consider whether it is appropriate to invite representations from residents or businesses in the area
- consider the consultation outcomes

Regulations 27, 28 & 29

- publish draft plan
- invite representations
- seek a certificate of conformity with the regional spatial strategy
- allow a period for representations of at least six weeks
- collate and summarised the representations

Regulation 30

- Submit the draft plan, the public comments from the previous stage and other documents to the Secretary of State for consideration by the Inspector
- Public examination

If members decide to accept the recommended strategy for growth there are different ways (and timescales) that could be taken before submitting the draft plan to the Secretary of State.

- a. Consult 'specific' and 'general' consultation bodies' over a 6-week period in the autumn. This would include parish councils. The public will be kept informed by a newsletter stating the changes to the regulations, the options for growth and would be invited to make a representation on the options (but would not be formally consulted).

This would allow the strategy to keep to timetable:

Council approvals	September 2008
6-week consultation	October – mid November 2008
Publish draft plan/consult (6 weeks)	April – mid May 2009
Submit draft plan to Secretary of State	summer 2009
Public examination	January 2010
Adoption	March 2010

- b. In addition to (a) above, Members may also choose to consult local residents and businesses widely. This would require a published document and at least eight weeks' consultation. In addition, additional time is needed to prepare for wider consultations and to follow up and manage, collate and analyse the consultation responses which are returned.

This will impact on the timetable:

Council approvals	September 2008
12-week consultation	mid October – mid January 2009
Publish draft plan/consult (6 weeks)	June – mid July 2009
Submit draft plan to Secretary of State	autumn 2009
Public examination	

If Policy Group decide to follow other options for growth then these will have more significant impacts on the timetable, depending on which course is chosen. It is reiterated that any other options will require up to an additional time to carry out technical and sustainability appraisal work taking up to an additional six months before options are sufficiently detailed.

Conclusions

If Members agree the recommendation officers will proceed to the final stages of editing, internal approval procedures within each council, before a final sign-off by Policy Group and onward approval by respective Executive/Cabinets and full councils. This will lead to publication of documents for consultation in autumn 2008.

Members may also wish to consider different combinations of places for strategic growth and a separate report to this Policy Group covers these issues. This will require further significant evidence gathering to more firmly establish the implications.

Recommendation

(1) That Members note progress by officers to prepare the joint core strategy.

(2) That Members agree the broad direction of recommended preferences for strategy in the joint core strategy, including the recommended option for major growth locations within the Norwich Policy Area.

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Background documents:

Joint Core Strategy, issues and options report, November 2007
Report on consultation, May 2008
Sustainability appraisal scoping report, December 2007
Report on sustainability appraisal process, June 2008

Greater Norwich Development Partnership

Draft B

Preferred Options Report

confidential and for internal purposes only

Document Circulation and History	
Prepared by:	
Inspected and Approved by:	
Date of issue:	

Version	Status	Date	Author	Changes
Draft a	Draft	14 April 2008	GNDP Planning Sub-Group	First Draft
Draft b	Draft	22 May 08	Paul Rao	current composite with editing changes

IMPORTANT NOTE

This document was originally prepared as a working version of 'draft b of the preferred options report' – it is being presented to the GNDP Policy Group on 24 June 2008.

The important sections to comment on for this first draft are the policy sections which are boxed and shaded.

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9	Appendices	To be compiled
10	Key Diagrams	To be compiled
10.1	<ul style="list-style-type: none"> • The plan area 	Paul Rao
10.2	<ul style="list-style-type: none"> • Norwich Policy Area 	Paul Rao
10.3	<ul style="list-style-type: none"> • City Centre 	Mike Burrell
10.4	<ul style="list-style-type: none"> • Green Infrastructure 	PSG

3 Introduction

3.1 This document follows the 12 week consultation undertaken by the Councils in winter 2007 / 2008 on the big planning 'issues' facing Broadland, Norwich and South Norfolk.

3.2 Through this earlier consultation, the three councils tested a number of options for their policies and proposals and this document sets out the Councils' Preferred Options for further consultation. We are now asking for your opinions on the Preferred Options, to be included in the Councils' plans for growth - the Joint Core Strategy.

3.3 The districts of Broadland, Norwich and South Norfolk are a diverse mixture of the city of Norwich, Market Towns, villages and countryside. The challenge ahead is to ensure that future development is managed to protect and enhance the local and global environment and people's quality of life while still meeting the needs of current and future generations, ensuring a sustainable future.

3.4 To plan for this growth, Broadland District Council, Norwich City Council and South Norfolk Council are working together with Norfolk County Council to prepare a new plan. This plan - the Joint Core Strategy will be the main component of future planning strategies for Broadland, Norwich and South Norfolk. It will set out the long-term vision and objectives for area including broad policies for steering and shaping development. It identifies broad locations for new housing and employment growth and changes to transport infrastructure, as well as defining areas where development should be limited.

3.5 In October 2006 the area was awarded Growth Point status. This means that the three district councils, together with their partners, can bid to Government for additional funding to support the growth and regeneration of the area.

3.6 Your comments will help us shape the final Joint Core Strategy document that we submit to Government in the spring of 2009. The policies and proposals of the final document, which will cover the period up to 2026, will affect everyone that lives, works in or visits the area – so we want to encourage you get involved and have your say.

How you can make your Comments

3.7 We welcome your comments on this document and these can be sent to us either online or by completing the comments forms. The forms will be available on-line, on request and from all libraries in the three districts, at district council offices and council information centres. All comments received will be considered by the Council and used to inform the final draft version of the Joint Core Strategy.

How we reached this stage

3.8 In November 2007 the councils began a 12 week 'Issues and Options' consultation with stakeholders and the wider community for the Joint Core Strategy document. All householders were delivered a leaflet with a brief questionnaire, asking them about the key issues. We also formally consulted with statutory bodies and developers and landowners. Also council officers have given a number of presentations to interested groups and held static and travelling exhibitions. A report on the findings of the Issues and Options consultation has been produced. This report, and the responses to the consultation can be viewed at the District Council Offices, County Hall or on-line at *****.

Stages in developing the Joint Core Strategy	
Issues and Options consultation	19 November 2007 – 8 February 2008
Preferred Options consultation	October – November
Submission consultation	Spring 2009
Adoption	Early 2010

DRAFT

4 Developing the Joint Core Strategy

4.1 Through the work of the Local Strategic Partnerships the aspirations of local people and needs have already been identified in Sustainable Community Strategies, which create a long-term, sustainable vision for area and set the agenda for priorities in the local area agreement¹.

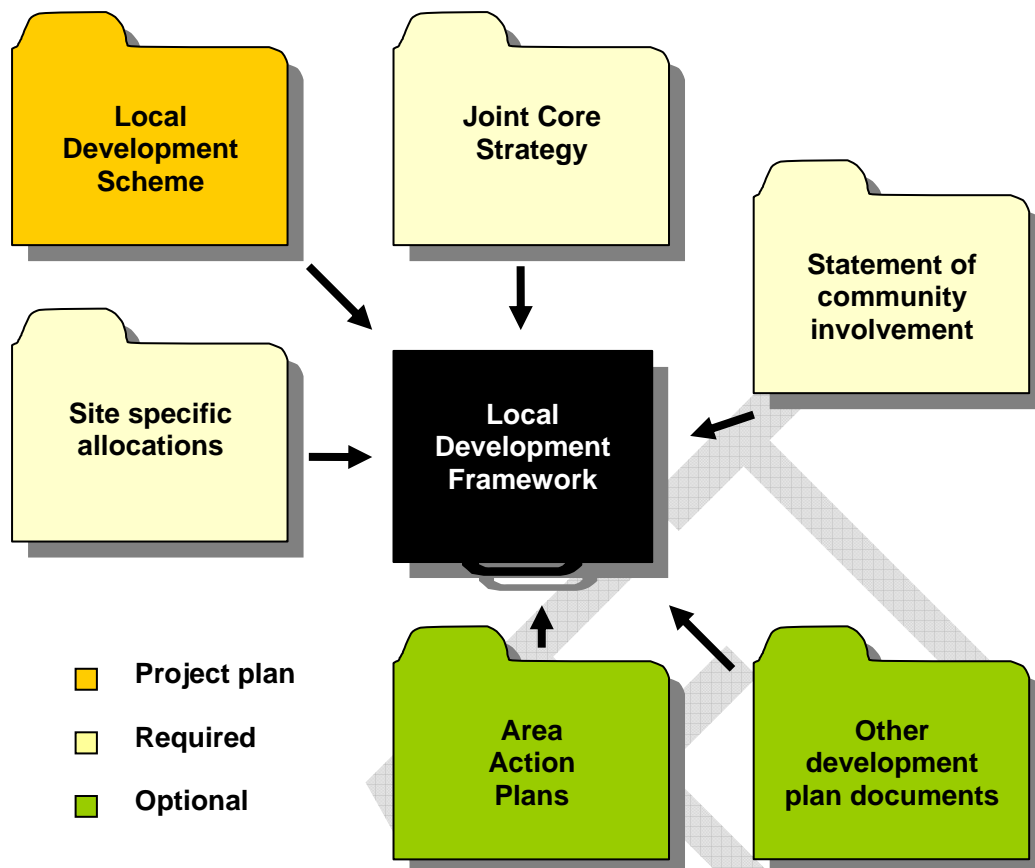
4.2 The Joint Core Strategy will be the key component in delivering the spatial elements of the Sustainable Community Strategies. The integration of the Community Strategies and the Local Development Framework is an important part of the new planning system and they should share the same vision and, where possible, the same priorities and objectives.

4.3 The main themes of the Sustainable Community Strategies are:

- for people to play an active part in community life and to be involved in decision making
- to have healthier and safer places and a high quality environment that is protected and respected for everyone's enjoyment
- to have access to suitable housing, jobs, facilities and services for all, whatever their needs
- to provide opportunities for people to learn at all stages of life
- to develop the right infrastructure so that people can travel around using varied forms of transport

4.4 The Joint Core Strategy forms part of the Local Development Framework. A Local Development Framework is a 'folder' of local development documents that outlines how planning will be managed in your area. It guides future development and use of land in Broadland, Norwich and South Norfolk up to 2026. These documents will eventually replace old-style Local Plans and will be used to assess all planning applications. The Local Development Framework will also allocate sites for new developments.

¹ **Local Area Agreement (LAA)** : A three year 'contract' between a local area (represented by the local authority and other partners through the local strategic partnership) and central Government to deliver particular priorities as set out in its sustainable community strategy



4.5 The Joint Core Strategy has to meet the requirements of the Government’s East of England Plan. This is the Regional Spatial Strategy which sets out the planning matters that need to be dealt with in more detail at a local level. It also specifies the number of new homes and jobs that must be provided in the area up to 2026. The strategy considers these growth targets up to 2026 to help the Norwich area prepare for this unprecedented high level of growth and change. It identifies the supporting infrastructure needed to support growth and shows how this infrastructure will be funded.

4.6 European and national legislation also requires local planning authorities to undertake a “sustainability appraisal” of the Joint Core Strategy, and an “appropriate assessment” in those cases where there is a risk of an impact on sites of international conservation importance.

4.7 As well as complying with national and regional policy it is important that local development frameworks are prepared on the basis of sound evidence. This joint core strategy has been prepared using an extensive evidence base, summarised in appendix X.

4.8 You can keep up-to-date with progress on the Joint Core Strategy and other growth and development issues by reading our newsletter. Log on to www.eastspace.net/gndp.

Exhibition dates and comments

4.9

5 Our vision

(a) Spatial Portrait

5.1 People and communities

- There are very extensive levels of multiple deprivation in Norwich (2nd most deprived in the region/62nd nationally) and significant pockets of rural deprivation. (Reference to Oxford Commission on Social Inclusion (OCSI))
- With the notable exception of rural deprivation, generally, Broadland and South Norfolk are relatively affluent.
- There is a generally good level of health, well-being and community safety across the area as a whole. The city has more limiting long-term illness, and also high crime levels associated with the regionally-important concentration of evening and night time attractions (like clubs and bars).
- Relatively large Gypsy and Traveller communities in the area.
- Relatively higher proportion of people with no qualifications across the area, with Norwich having lowest district proportion of school leavers with grades A*-C GCSEs.

5.2 Natural environments, landscape and biodiversity

- The Norwich area has a strong environmental record and a track record in planning and delivering projects that champion environmental sustainability
- The Broads extend from the eastern edge of Greater Norwich along the River Wensum into the heart of the city. Whitlingham Country Park is on the eastern edge of Norwich. The river is an attractive natural feature with significant brownfield regeneration along both of its banks and further major schemes planned. Riverside regeneration is an opportunity to complete a connected riverside walk from the river's gateway to the Broads into the city centre.
- Norfolk's landscape is very diverse, including heathland, ancient grassland, wetland, farmland, marshland, mudflats and reedbeds that all provide the habitats for a wide variety of birds, animal and plant life.
- Defined landscape character areas converge on Norwich: a level of complexity unique within the East of England region. These are:
 - the fens and marshes of the Broads;
 - In the west and north of the area - rolling landscapes of varied geology including woodland, heath and former parkland estates;
 - an extensive open clay plateau incised by rivers in the south; and
 - a more intimate landscape of small fields and hedgerows in the east.
- Internationally important wildlife sites across the area: Special Areas of Conservation (SACs), Special Protection Areas (SPA), Ramsar sites
- Also Nationally important Sites of Special Scientific Interest (SSSIs) and national and local wildlife sites across the area.

5.3 Heritage and built environment

- Outstanding heritage resource in Norwich as a 'contemporary medieval city' including 12 'great and the good' historic gems (two cathedrals, the Norman castle, more pre-reformation churches than any other city north of the Alps etc)

- Distinctive and characteristic historic buildings, towns and villages in Broadland and South Norfolk (including historic landmark buildings of Wymondham Abbey, Blickling Hall etc).
- Flood risk is a key risk for parts of Greater Norwich, especially parts of central Norwich, and areas close to the Broads. The impact of climate change makes lower-lying areas, including the Broads, even more vulnerable to flooding.

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(b) Spatial vision

5.4 The Joint Core Strategy sets out the spatial planning vision for Broadland, Norwich and South Norfolk for the lifetime of the plan – to 2026. The main aim of the spatial vision is to create sustainable communities in the three districts.

5.5 The Sustainable Community Strategies for Broadland, Norwich and South Norfolk and the County Strategic Partnership lead the communities' own local aspirations. These give the context for this Joint Core Strategy.

5.6 The main common themes of the Sustainable Community Strategies are:

- for people to play an active part in community life and to be involved in decision making
- to have healthier and safer places and a high quality environment that is protected and respected for everyone's enjoyment
- to have access to suitable housing, jobs, facilities and services for all whatever their needs.
- to provide opportunities for people to learn at all stages of life
- to develop the right infrastructure so that people can travel using varied forms of transport.

5.7 The spatial vision involves significant changes to the area in order to meet the ambitious targets for new homes and jobs set out in the regional plan. This vision describes what sort of area we are aiming for in the future.

The spatial vision is:

5.8 By 2026 the extended communities of Broadland, Norwich and South Norfolk will be strong, cohesive and forward looking. Between 2001 and 2026 37,500 new homes (33,000 in the Norwich Policy Area) will have been provided and 35,000 new jobs will have been created in the three districts. Good progress will have been made in delivering safe, healthy, prosperous, sustainable and inclusive communities throughout the three districts. This will have involved development of well designed, good quality homes that meet people's needs and aspirations in attractive and sustainable places. People will have good access to quality jobs and essential services.

5.9 People will be able to:

- live in a distinctive locality, whether part of the historic city, suburbs or fringe parishes, a market town, village or countryside, where the spaces between Norwich, towns, villages and the rural environment are protected
- live where the special character of the countryside, natural, built and historic environment is protected and enhanced, in which everyone is proud of where they live, work, study or visit.
- live in a more sustainable and environmentally friendly way by reducing their carbon footprint in more sustainable communities through the management and use of resources such as water, energy, air and waste
- access a wider variety of services and facilities, better health and high value, fulfilling jobs based on enhanced education and skills, increased prosperity and reduced deprivation in urban and rural areas

- high quality surroundings in homes of a suitable quality, and with support and care if needed, at a price they can afford and which meets their needs throughout the area
- existing and new developments helping to create communities which are sustainable, foster pride and a sense of belonging and which reduce inequalities and address deprivation
- improved communications within and between Norwich and its surroundings and the rural areas of Broadland and South Norfolk, to neighbouring areas within Norfolk (including the Broads and coastal areas), to the rest of the UK and abroad.

5.10 Climate change and sustainability (where we live)

- Regeneration, development and growth to create sustainable places and revitalise areas of deprivation that which minimise the use of global resources, and mitigate and adapt to the effects of climate change and increased risk from flooding
- Zero carbon development will be the standard in new development achieved through advance and innovation in the design, construction and management of sustainability communities and new buildings which improve energy efficiency and use renewable energy.
- A network of green links will connect existing open space and wildlife habitats within urban areas and to the countryside.

5.11 Communities, deprivation and regeneration (people, deprivation, skills, health, culture, participation and civic life)

- Where people enjoy healthy, safe and fulfilling lifestyles, have equitable access to high standards of health and social care and can make informed choices about their own health
- Excellent opportunities for lifelong learning and personal development where people have high expectations for their own educational achievement to meet their own needs, to contribute to the life of their communities, and to the economy
- An area renowned for its culture, creativity and spirituality
- An area that provides quality cultural and leisure opportunities that improve people's well-being
- There will be excellent public open space, sport and recreational facilities and community centres. Improved access to and from the countryside will ensure everyone in Broadland, Norwich and South Norfolk can take part in community and cultural activities
- More visitors will be attracted to the area by enhancing links between the wider Norwich area and places of natural beauty such as the Broads, the Brecks and the coast

5.12 Living, working and getting around (transportation, access housing, jobs)

- Business investment in the area will support and create a sustainable, diverse, thriving economy accessible and appropriate to the needs of all the community where the social and environmental performance of the economy is improved.
- Investment at strategic and other employment growth locations will have helped create a stronger economy (including Norwich city centre; Norwich Research Park, Hethel Engineering Centre, and other areas for jobs growth including Thorpe St Andrew, Longwater, Colney, Cringleford, Norwich Airport and the Wymondham/A11 corridor).

Growing the local economies in main towns and key service centres will have revitalised the rural economy.

- The road network will be maintained and improved to and across Broadland, Norwich and South Norfolk. Rural isolation will be reduced by improving transport networks and encouraging new communication and information technologies. However, people will need to use their cars less as jobs, shops, schools and recreational facilities will be in areas accessible by public transport, cycling and pedestrian routes.
- high quality public open space, sport and recreational facilities and community centres to ensure people can be active and enjoy community activities.

5.13 Locations for major growth will deliver strategic levels of growth in the Norwich Policy Area to meet the housing and jobs requirements set by the regional spatial strategy will be achieved in four.

Each one will be a distinctive high quality sustainable community with a vibrant and attractive district centre and a network of local centres serving existing neighbouring communities and new residents alike providing shops, health, education and community services easily accessible by foot, bicycle and public transport.

- an urban extension to the north east sector of Norwich on both sides of the North Norwich Distributor Road (6000 homes up to 2026 rising to 10,000)
- a new country town in the south west sector (4000 homes up to 2026 rising to 7000)
- an extension to Wymondham (4000 homes up to 2026 rising to 5000)
- development around Costessey and Easton in the western quadrant (2000 homes).

Further planned growth will take place in the main towns, key service centres, service villages, and other places with a range of facilities.

5.14 The urban area of Norwich will be a greener city, in appearance and environmental performance. It will be a stronger social, economic and cultural centre with a focus for jobs, shopping, leisure and other activities.

Norwich city centre will build on its importance for key economic sectors including financial and general insurance services, retailing and creative and media industries.

As a contemporary medieval city Norwich will treasure and promote its rich historic, cultural and architectural heritage, encouraging the design of new iconic buildings built to an exceptional design quality.

Norwich will continue to be the cultural capital of East Anglia and local people and visitors will have access to theatres, art galleries, museums and buildings of architectural and historical interest, developing the economy, stimulating regeneration, increasing tourism and encouraging an active and cohesive community.

Norwich will maintain and promote its rich heritage of historic and contemporary as well as parks, wildlife sites and wood and heathland.

Local distinctiveness

5.15 The **urban area** of Norwich will be a greener city, in appearance and environmental performance. It will be a stronger social, economic and cultural centre with a focus for jobs, shopping, leisure and other activities.

5.16 As a contemporary medieval city Norwich will treasure and promote its rich historic, cultural and architectural heritage, encouraging the design of new iconic buildings.

5.17 Norwich will continue to be the cultural capital of East Anglia and local people and visitors will have access to theatres, art galleries, museums and buildings of architectural and historical interest.

5.18 To provide sustainable transport options a network of safe and convenient pedestrian and cycle links and public transport services will have been created to provide easy access to the city centre, business parks and further afield, reducing the need for car use.

5.19 In the **rural area** of Broadland and South Norfolk, market towns such as Aylsham, Diss and Wymondham and rural village centres will be the focal points for communities to access quality jobs, healthcare and education facilities and shops.

- better access to jobs and services in Norwich and the market towns
- innovative development to support rural business and rural services
- market towns and larger villages

5.20 Strategic growth in the Norwich Policy Area to meet the housing and jobs requirements set by the regional spatial strategy will be achieved in four major growth locations, each of which will have its own distinctive approach to creating high quality sustainable communities, providing inclusive opportunities for existing or neighbouring communities, providing essential facilities locally to meet people's needs, and high quality alternatives to travel than car.

5.21 Major new locations for growth will be in four locations:

- an urban extension to the north east sector of Norwich on both sides of the North Norwich Distributor Road (6000 homes up to 2026 rising to 10,000)
- a new country town in the south west sector (4000 homes up to 2026 rising to 7000)
- an extension to Wymondham (4000 homes up to 2026 rising to 5000)
- development around Costessey and Easton in the western quadrant (2000 homes).

5.22 Further planned growth will take place in the market towns, larger villages, and other places with a range of facilities.

5.23 New homes will have successfully revitalised areas of deprivation through the development of a mix of good quality housing with a variety of types and tenures that better meets the needs and aspirations of the existing and future communities.

5.24 Vibrant and attractive district centres in existing and planned new communities with a network of local centres will provide a range of shops, health, education and community services easily accessible by foot, bike and public transport.

5.25 Existing employment sites will be safeguarded and enough land for employment will be allocated (in line with the East of England Plan). This will support the needs of those wishing to invest in the area, as well as existing businesses wanting to expand. Norwich city centre will remain one of the best in the country for retail and employment.

5.26 The economy will be strengthened by increased investment in places for strategic employment growth identified in the regional spatial strategy. This will include Norwich city centre (particularly media and creative industries, finance and insurance, and information communications technologies); investment in science, technology and engineering through Norwich Research Park and Hethel Engineering Centre. Other areas which will be the focus for jobs growth include, Thorpe St Andrew, Longwater, Colney, Cringleford, Norwich Airport and Wymondham/A11 corridor. At the same time, economic growth in the market towns will lead to a revitalised rural economy.

5.27 Mixed-use development will continue to be promoted to maintain vibrant communities within the city. This will also be important for major growth areas to give people choices about commuting long distances to work.

5.28 Attracting the economically active to live in the three districts will have contributed to establishing an adaptable and more diverse, well-skilled workforce.

5.29 The area is a special place and everyone should be proud of where they live, work, study or visit. Norwich will maintain and promote its rich heritage of historic and contemporary as well as parks, wildlife sites and wood and heathland.

5.30 The special character, biodiversity and distinctiveness of the urban and rural areas will continue to be managed, protected and where possible, enhanced. A network of green links will connect existing open space and wildlife habitats within urban areas and to the countryside. Some of these will be for walkers, cyclists and horse riders. The Broads will remain an important tourist destination and wildlife habitat.

5.31 Market towns such as Wymondham, Diss and Aylsham, along with villages, will continue to be an appealing alternative to city life for both visitors and residents.

5.32 Throughout Broadland, Norwich and South Norfolk, environmentally friendly design and construction methods will be promoted to reduce greenhouse gases. The use of renewable energy sources, improved energy efficiency and zero carbon developments will be investigated to minimise environmental impact. Domestic and commercial waste will be minimised by encouraging waste reduction, recycling, composting and safe energy recovery.

5.33 Improved transport systems will allow residents and visitors to travel safely efficiently while minimising the impact on the environment. Greater use of sustainable modes of transport will be encouraged by better public transport, footways and cycle paths.

5.34 People will need to use their cars less as jobs, shops, schools and recreational facilities will be created in areas accessible by public transport, cycling and pedestrian routes.

5.36 Road networks are key for the health of the economy. Roads will be maintained and access to and across Broadland, Norwich and South Norfolk will be improved. More than 90% of the area is rural; rural isolation will be reduced by improving transport networks and encouraging new communication and information technologies.

5.37 The promotion of culture in Norwich will develop the economy, stimulate regeneration, increase tourism and encourage an active and cohesive community.

5.38 Norwich will build on its status as the cultural capital of East Anglia and we will ensure that local people and visitors have access to various cultural offers such as theatres, art galleries, museums and buildings of historic and architectural significance.

5.39 There will be adequate public open space, sport and recreational facilities and community centres. Improved access to and from the countryside will ensure everyone in Broadland, Norwich and South Norfolk can take part in community and cultural activities.

5.40 More visitors will be attracted to the area by enhancing links between the wider Norwich area and places of natural beauty such as the Broads, the Brecks and the coast

Spatial Strategy

5.41 The Spatial Strategy is to accommodate development in the following order of preference:

1. Norwich Urban Area
2. Urban extensions or other developments close to or accessible to the Norwich Urban Area
3. Main Towns
4. Key Service Centres
5. Service villages
6. Other villages

5.42 Reasoning

- Significant amounts of new development will take place within the Norwich Urban Area, but within the city centre housing capacity is limited by competing uses. The city centre strategy is led by the need to continue to provide some housing but to give primacy to town and city centre uses. In particular there is a need for high quality offices to avoid excessive employment migration to business parks and a need for retail growth for comparison goods involving an expansion of the city centre towards the [north, east, south, west]
- Elsewhere within the Norwich Urban Area, full use will be made of available sites to the extent that it is consistent with maintaining and improving the environmental character of the locality.
- Major employment growth will principally build on the existing pattern of successful developments as proposed in the East of England Plan. New development will be focused at:
 - City Centre (offices, retail and town centre uses)
 - Longwater (general business)
 - Norwich Research Park to be extended (research/health/science)

- Wymondham (new general employment allocation)
 - Hethel (expansion of engineering/automotive employment)
 - Broadland Business Park to be extended (business park uses)
- A new employment area focusing on aviation related development will be established near Norwich International Airport to take advantage of opportunities offered by the airport and to provide for a better balance of new employment growth across the Norwich area. This allocation will be subject to the resolution of surface access difficulties through the construction of the Norwich Northern Distributor Road.
 - Major new growth locations for mixed use development will be needed to accommodate the housing growth required by the East of England Plan. The scale of these new developments is determined by the need to provide for a reasonable degree of self-containment with the major new developments including:
 - secondary education
 - a district centre or high street
 - primary healthcare
 - sufficient critical mass to enable innovative high quality public transport links
 - some local employment
 - a full range of formal and informal recreation facilities
 - The major mixed use developments are located in a north east/south west axis at:
 - The north east urban edge
 - Rackheath
 - Hethersett/Little Melton
 - Wymondham
 - Norwich City Centre in association with retail growth and additional high-grade office development
 - They will be linked to each other via the city centre by means of high quality public transport (bus rapid transport offering express limited stop services) and to other nearby employment areas by improved conventional bus services. They will also be linked to the city centre by high quality cycle routes.
 - These locations have been chosen because:
 - The sustainability appraisal shows these areas perform best individually
 - The south west is currently the best performing public transport corridor with good links directly to priority measures within the city centre. There is a challenge presented by the Thickthorn junction of the A11/A47. Potential solutions to this include the use of the former A11 to approach Thickthorn, and the use of bus activated priority to speed buses through the junction and access the current priority measures serving the Park and Ride site.
 - The north east is relatively close to the city centre with a choice of radial routes. The corridor via Salhouse Road/Gurney Road offers the best public transport potential with on-road priority measures at Salhouse Road and the potential closure of Gurney Road to through traffic (while maintaining access for properties on the route). The main challenge is at the south west end of Gurney Road, where a link to the improved Barrack Street could be made via

St James Close (**check street names/location description**) and then to priority measures existing in the city centre. Alternatively from Gurney Road, it may be possible to approach the city centre via Riverside Road, the Railway Station and Prince of Wales Road.

- The necessary heavy investment in public transport priorities will serve the maximum benefit if extensive measures are focused on one corridor serving two growth areas at each end, and in the case of Wymondham will also benefit a significant existing population.
- Focusing on public transport priorities in this way will also minimise the impact on other traffic corridors.
- The locations selected also offer the potential for rail connections to the city centre and each other should a light rail transit system become feasible [**can we be more explicit?**]
- The major growth locations have been selected for their proximity and access to a choice of the established and proposed employment growth locations.
- The major growth locations offer potential to implement the Green Infrastructure strategy [**to be added**]

5.43 Key Dependencies

- Local infrastructure will be provided as part of the development
- Major strategic infrastructure may be implemented in part through developer contributions but will require the active cooperation of other agencies. This principally concerns utilities and transport.
- The key dependencies for each location are:
 - Longwater
 - Improved interchange with the A47 truck road
 - Improved electricity supply
 - Wymondham and Hethersett/Little Melton
 - Bus priorities to avoid delays at the Thickthorn junction and on the former A47 linking them to it.
 - An alternative crossing linking these areas to the Norwich Research Park for pedestrian/cycle (**and car?**) traffic.
 - **Any specific utility requirements – I think there may be electricity or water issues**
 - West
 - The formation of an acceptable access to the A47 and a crossing serving pedestrians and cyclists linking the new development to Longwater and Costessey.
 - (**Any utilities?**)
 - Broadland Business Park expansion.
 - Improvements to the Postwick interchange to the A47, and a link road connecting the business park to Plumstead Road East between Dussindale and Thorpe End.
 - North-eastern urban extension inside the Northern Distributor Road
 - Improvement of the Postwick A47 interchange and construction of the Norwich Northern Distributor Road as far as the A140 (north).

- Public transport priorities through the urban area to link to existing city centre priority measures
- Any utilities (?)
- Northeast outside Northern Distributor Road [Rackheath].
 - A grade separated pedestrian/ cyclelink across the Northern Distributor Road to connect the new development to services available within the Urban extension inside the Northern Distributor Road
 - Public transport infrastructure provided as part of the major mixed use development proposed inside the Northern Distributor Road
 - Rail halts to serve the mix-use developments and Broadland Business Park
 - (Any utilities)

The above infrastructure, beyond that normally provided as part of the development, will need the active cooperation of the other agencies, principally utility providers through provision in their Asset Management Plans, the Highways Agency and support through the Regional Funding Allocation in the case of trunk roads, and appropriate government funding in the case of the Norwich northern distributor road. Without this support the proposal in question will not be able to proceed, and the plan's ability to meet the requirements of the East of England Plan will be correspondingly reduced.

5.44 Spatial Strategy and the Remainder of Plan Area

In the remainder of the plan area, future development is based on a hierarchy of centres which have been defined according to the level and range of existing facilities and the need to provide a reasonable distribution across the plan area in terms of providing for access to the services they offer. The hierarchy of settlements consists of:

- Main Towns (Check terminology of all tiers)
- Key Service Centres
- Service Villages
- Other Villages

The scale of development in these centres depends on the level in the hierarchy. Outside centres, in the countryside limited development will be permitted where it is in accordance with government policies on countryside development or where a particular proposal would further the objectives of the plan.

5.45 Key Dependencies

Because of the dispersed nature of the remainder of the plan area, dependencies relate to a particular settlement. Those for the main towns are listed below. In the absence of these being resolved, the scale of development proposed in plan for that settlement can not be delivered.

Main Towns [to be added]

(c) Spatial planning objectives

Objective 1

To involve as many people as possible in new planning policy.

All sections of the community will be actively encouraged to express their own vision of the future, through this strategy, further plans and planning applications. There will be a particular focus on involving people who have not previously had a say in planning. As many people as possible should play a part in the ambitious long-term plans for growth in the wider Norwich area. This will help make planning more inclusive, and give confidence that the benefits of growth are felt more equally across existing and new communities in and around Norwich.

Objective 2

To be a place where people feel safe in their communities.

This will be promoted by working with partners and the public in Norwich and the rural areas to promote community safety, a stronger sense of belonging and pride in peoples' surroundings, to reduce crime and the fear of crime. Better community facilities, better road safety and design of new developments will help to reduce crime.

Objective 3

To encourage the development of healthy and active lifestyles

Within Broadland, Norwich and South Norfolk the availability and accessibility of open space, the countryside, sports and recreational facilities will be improved. People will also be offered the best opportunities to make healthy travel choices as part of their daily lives. By working with the Norfolk Primary Care Trust and Norfolk County Council, medical and social facilities will be properly planned for new developments, which will be accessible to all.

Objective 4

To allocate enough land for housing, and affordable housing, in the most sustainable settlements

The amount and type of new housing will be provided in line with the targets set by the Regional Spatial Strategy and to meet the needs identified by the Greater Norwich Sub Regional Housing Assessments. Most new homes will be built in the Norwich Policy Area (33,000 out of 37,500, by 2026). Smaller sustainable settlements will accommodate smaller-scale growth. So people have alternatives to using cars, new housing, employment and services will be planned so they are grouped together wherever possible. The settlement hierarchy defines the towns and villages with a good range of jobs, services and facilities. Appropriate densities will make sure land is used efficiently and the need for accessible and affordable housing will also be met.

Objective 5

To promote economic growth and diversity and provide a wide range of local jobs within Broadland, Norwich and South Norfolk for existing and future residents

Existing employment sites will be safeguarded and enough land for employment development will be allocated in line with the Regional Spatial Strategy. This is to meet the needs of inward investment, new businesses and existing businesses wishing to expand or relocate. Norwich city centre will continue to exert a powerful economic influence over the wider area. Its growth will be further encouraged, so that the centre remains one of the best in the country for retail and employment. Within the Norwich Policy Area, Thorpe St Andrew, Longwater, Colney, Cringleford, Norwich Airport and Wymondham/A11 corridor

will also be the focus of further jobs growth. Supporting economic growth in the market towns and revitalising the rural economy are also priorities. Mixed-use development, live/work units and diversification schemes will be encouraged to reduce the need for local people to commute long distances to work.

Objective 6

To make sure people have ready access to services

Norwich city centre is currently the highest-ranking retail centre in the East of England with people visiting it from a very wide area. The diversity and vitality of the city centre will be maintained and enhanced. The surrounding market towns and service centres will continue to play a key service role. Innovative approaches will be taken to support rural service provision. Wherever new homes or jobs are to be developed, existing supporting services must either already be adequate or should be provided at the right stage of a new development. This will ensure existing and future residents and workers will have access to the services they need.

Objective 7

To allow people to develop to their full potential by providing educational facilities to support the needs of a growing population

Within Broadland, Norwich and South Norfolk there is a need to improve, expand and provide for new schools to serve an increasing population and higher educational aspirations. Enough pre-school, primary, secondary and further education facilities are needed so children and young people can do as well as they are able. It is essential to provide an environment and the facilities to improve the skills of the workforce so the developing economy of the wider Norwich area can be supported.

Objective 8

To protect, manage and enhance the natural, built and historic environment, including key landscapes, natural resources and areas of natural habitat or nature conservation value

The area is a special place and everyone should be proud of where they live, work, study or visit. Norwich has a remarkable historic centre with some fine architectural examples. There are also extensive areas of open space, historic parks, wildlife sites and wooded ridges in the city. The surrounding market towns and villages are very attractive with each having its own identity. People living in the area have access to open countryside, wildlife sites and the special qualities of the Broads. It is a priority to improve these special qualities even more so that everyone can enjoy them. The use of previously developed land will be prioritised to minimise the loss of agricultural land and the countryside. Development must provide environmental gains through green infrastructure. Biodiversity, locally distinctive landscapes will be protected and enhanced. Linkages between habitats will be promoted, helping to enable adaptation to climate change and sustainable access to the countryside will be promoted.

Objective 9

To minimise the contributors to climate change and address its impact

Climate change and sustainability are a key priority. Throughout Broadland, Norwich and South Norfolk, high standards of design will be promoted to reduce greenhouse gases. To make best use of appropriate renewable energy sources and to improve energy efficiency, zero carbon developments will be investigated. Water efficiency will be a priority in both new and existing development. Domestic and commercial waste will be minimised by encouraging waste reduction, reuse, recycling, composting and safe energy recovery.

Objective 10

To enhance infrastructure provision to meet the needs of existing and future populations

Greater use of sustainable modes of transport will be encouraged by better public transport, footways and cycle paths. People will also need to use cars less by making services, jobs, shops, schools and recreational facilities closer and easier to reach by walking, cycling and by public transport. The strategic road network is also essential, especially for the health of the economy. The road network will be maintained and improved access within Broadland, Norwich and South Norfolk, and to and from Norwich will be improved. More than 90% of the area is rural and rural isolation can be reduced by encouraging newer communication and information technologies.

Objective 11

To reduce the need to travel

Preference will be given to locations where services, employment, shops, schools and recreation are accessible by walking, cycling and public transport to reduce the need to travel especially by private car.

Objective 12

To positively protect and enhance Norwich's individual character and unique cultural infrastructure

Promoting culture in Norwich will help to develop the economy, stimulate further regeneration, increase sustainable tourism and promote community involvement. Norwich is already recognised as the cultural capital of East Anglia and we will help sustain this infrastructure so local people and visitors have access to a variety of facilities such as theatres, art galleries, museums and buildings of architectural and historic interest. Adequate public open space, sport and recreational facilities, community centres and access to the countryside is needed locally to make sure everyone in Broadland, Norwich and South Norfolk can take part in community activities. More visitors will be encouraged to the area by protecting the very qualities that make the area attractive. Gateways between the wider Norwich area and the Broads, the Brecks and the coast will be enhanced in a way that does not harm their special character.

6 Area-wide policies

6 (a) Sustainable development

Objectives 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12	
6.1	Local context
Overall This is the overarching policy which sets out the spatial strategy and policy for sustainable development. This policy sets out the preferred strategic approach to growth. The overall sustainability context is given by the separate sustainable community strategies/County Strategic Partnership the joint core strategy must meet the requirements for new homes and jobs set by the regional spatial strategy the policy addresses key choices about what the spatial pattern and distribution of this growth could look like, and how regeneration and growth will be as sustainable as practicable – meeting one of the government’s main objectives for spatial planning and local development frameworks. This strategic policy is one of the main ways to implement the spatial vision and objectives.	
6.2	Issues: original questions
1 2 10 29 30 31	
6.3	Consultation: what you told us
	<ul style="list-style-type: none">➤ You gave broad support to the statements of Vision and Objectives in the report. Comments made it clear that, in general, you considered these to support sustainable development.➤ You expressed concern that transport infrastructure was inadequate at present and this needed to be addressed, otherwise growth would exacerbate this problem and not be able to achieve a sustainable form.➤ There was a clear priority given to the strategic sustainability principles of infrastructure and service planning and environmental impact as criteria for judging where and when growth is acceptable.➤ You gave strong support to measures to ensure that new development is sustainable in terms of its energy efficiency and in relation to using renewable sources of energy. A suggested target of 20% of energy requirements was also supported.
Sustainability Appraisal of the issues and options: what it told us	
6.4	To be added
Evidence: what it told us	
6.5	The government’s and region’s spatial planning policies require development that is ever-more sustainable. This is reinforced by public opinion, with large a majority of

people wanting this joint core strategy to be more ambitious with tougher targets for zero-carbon development, and the use of renewables, for example. PPS1 and the climate change companion requires the planning system to help reduce the emissions which contribute to climate change, and for new development to be adapted a changed climate. Sustainable development in rural areas is also specifically addressed in PPS7; renewable energy is in PPS22, and flood risk is in PPS25.

6.6 The GNDP *Green Infrastructure Strategy* proposes a wide-ranging approach to identify, create, sustain, enhance and develop environmental assets. These are not to be retrofitted to new developments (particularly strategic growth locations) but provided the basis around which development takes place. GI is not for nature conservation alone but allows people to interact with more natural spaces and places, to increase quality of life and help people appreciate their relationship with their surroundings. This is an important way of making sure development is more sustainable

6.7 The GNDP *Strategic Flood Risk Assessment* is nearing completion and its interim findings suggest that the impacts of climate are significant though not dramatic. There is a role therefore for much work to mitigate the impacts of sea level rise and the effects of increased storminess – both for fluvial and tidal flooding. This will have impacts on the design and pattern of development in some parts of the area, including the city centre and parts of Wymondham. For the city centre, further flood risk assessment is required at the next level down from 'strategic' to inform choices about the future spatial pattern of development.

6.8 The GNDP *Water Cycle Study* states that there are no over-riding reasons why water supply might limit the scale of development planned even though the area does not naturally have its own lakes or reservoirs to maintain its own water reserves during dry periods. Significant extra investment would be needed to improve or replace parts of the sewerage infrastructure in central Norwich, and to upgrade sewage treatment capacity. The study also points to the need for sustainable drainage systems and the different potential for its use across the main growth areas. Surface geology gives a high potential for SuDS to the north east of Norwich, and less to the west. More use and disposal of water (with more people, homes and businesses in Greater Norwich) needs to have its impacts carefully assessed for biodiversity and protected sites for nature conservation (including the internationally important Broads wetland).

6.9 OCSI report on deprivation.

610 Norfolk Primary Care Trust – Strategic objectives.

What we have learned:

6.11 The main thrust of this policy is based on what government guidance requires us to do, rather than consultation responses, or evidence. It is locally distinctive to Greater Norwich.

Preferred option:

Spatial strategy and sustainable development

6.12 All regeneration, development and growth in the plan area will increase sustainability and contribute to both reducing the impact of human activity on the effects of climate change and adapting to a changed climate. Development locations are selected in the following order of preference:

- Sites in and around Norwich, then
- Market towns and key service centres, then
- Secondary rural settlements, then
- Limited development elsewhere

6.13 The key principles for large scale development locations are:

Benefits of growth for communities – to ensure growth offers opportunities to increase prosperity, aspirations, health, safety, and the strength of different communities

Accessibility – to minimise the need to travel to use services and where people do need to travel then offer alternatives to cars where possible and make public transport, walking and cycling more attractive options

Proximity between jobs and homes – to offer alternatives to reduce commuting between home and work

Infrastructure and service planning and delivery – to ensure essential supporting infrastructure, is in place at the right time, of the right quality and in the right place.
Addressing Climate change - to reduce contributions to and the impacts of climate change and to promote less energy use, particularly through the use of decentralised energy sources.

Environmental impact – to maximise the benefits of green infrastructure associated with regeneration and development, and enhance existing environmental assets, and to avoid or minimise significant damage to existing environmental assets.

Market delivery – to make sure enough new homes are provided in the right place over the lifetime of this joint core strategy

Timescales – to for further growth beyond the 2026 end date of this strategy

Resources – to make sure natural resources such as high quality agricultural land, or minerals reserves are not sterilised for future use.

6.14 To address climate change and promote sustainability, all development will

- be energy efficient and minimise carbon dioxide emissions, therefore
 - a) all new housing should match the current Housing Corporation requirements under the Code for Sustainable Homes (to be upgraded over time).

b) non-housing development will also be subject to energy efficiency and sustainability standards to be upgraded over time, and a proportion of the predicted energy use from each development and will incorporate an element of on-site renewable energy generation.

- Make efficient use of land, with the density of development varying according to the type of area and following the preferred sequence of development locations for major growth and assessing development against all of the community's needs in an appropriate phased manner.
- Contribute to conserving scarce resources, protecting sites that are important for biodiversity, landscape character and protecting mineral and other natural resources, which have been identified through the Norfolk Minerals and Waste Development Framework.
- Make sustainable use of resources, providing for recycling of materials (including rainwater), water management, sustainable drainage, and use of locally sourced materials wherever possible and ensuring the quality of natural resources is retained.
- Be designed to a high standard to respect and enhance the distinctiveness and character of townscape, including the distinctive 'contemporary mediaeval city' character of central Norwich and the particular character of each of the market towns, key service centres, villages and the distinctive character of historic and cultural features and of natural landscapes (including the areas adjoining the Broads and other river valleys).
- Minimise the need to travel and give priority to modes of travel in accordance with the Norwich Area Transportation Study hierarchy of different types of transport.
- Be adapted to a changed climate and located to minimise flood risk, mitigating any flood risk through design.

Supporting text

6.15 Sustainable neighbourhoods are a key element of the Vision for this strategy to 2026. This fulfils government policy emphases, which have been reiterated in numerous national policy statements and guidance and also in the Regional Spatial Strategy. Most recently the new Supplement to Planning Policy Statement 1 – Planning and Climate Change, provides important advice for all developments to minimise emissions and respond to the effects of climate change. It will be important in the Norwich area to ensure that development fulfils this emphasis and meets the challenge of climate change. This will require a local energy study to inform an Energy Plan, set local energy standards for new development and facilitate the creation of local decentralised energy networks.

6.16 This requires an overarching policy approach, which affects the planning for all settlements, large and small and the major growth areas planned in this strategy. It also finds expression in several of the generic policies for strategic subjects in section of this Preferred Options report.

6.17 Sustainable neighbourhoods means that those communities will enjoy the facilities, the high quality movement opportunities, the job opportunities and the recreational and leisure opportunities that should be part of the quality of life for everyone. It also requires that construction methods and the transport system enables sustainable use of resources, minimising the emission of carbon dioxide and thus the impact on climate change.

6.18 Implementation

Policy GP1 will be implemented in a number of ways:

- Other policies providing more detail in this JCS
- Policies in the Development Control Policies document (for each District separately) interpreting these measures of sustainable development.
- Site Allocation DPD's (for each District separately) identifying phasing measures relating to the priority for brownfield sites.
- Developer submissions will be required to include (in the Design and Access Statement) a justification for the density of proposed development on any given site in relation to its potential use and the availability of services to serve the proposed development.
- Developer submissions required to show how any structures demolished on the site will be recycled within the proposed development and the use of recycled materials from other sources.
- Site specific Flood Risk Appraisals to include assessment of the effect of climate change, in accordance with national guidance and to demonstrate how water flows from the site will be attenuated and/or reused.
- Travel Plans to include measures to minimise the need to travel and to encourage change of mode towards sustainable modes of transport.
- Submission of an energy use assessment with all proposals above the thresholds set out
- Other development proposals not subject to a Travel Plan to provide an assessment of travel mode for a range of journeys to/from the site.
- Provision for a social mix of dwelling types and sizes in all residential developments above

- Design and Access statements to include alternative use assessments for each development and the degree of adaptation that would be required in order to achieve such alternative use.

6.19 Rejected options:

The draft spatial vision and objectives are strongly supported (with revisions) so no options are rejected here.

The strategic approach to growth is supported (though with different views about whether these should be prioritised) so none has been rejected.

With sustainable construction, Option 2 (use a lower Sustainable for Sustainable Homes level and increase over time) is rejected because it does not help accelerate a move towards more sustainable development.

Option 4 is also rejected (No standards ahead of national regulations) because the planning system may support greater sustainability through spatial planning strategy and development management.

RSS

Regional Sustainability Strategy and Sustainability Checklist

PPS1 and Annex

PPS7

PPS22

PPS25

JCS Sustainability appraisal

SFRA

Water Cycle Study

Green Infrastructure Study

6(b) Housing – meeting the needs of present and future communities

6.20	Objectives
	<ul style="list-style-type: none">• Housing requirement 2001-2026, (numbers from the RSS and projected forward to 2026)• The need for an appropriate housing mix• Affordable housing, including thresholds and 'exceptions' sites• Gypsy and Traveller Sites (Transit and Permanent) and Travelling Showpeople
6.21	Local context
	<ul style="list-style-type: none">• Housing supply has been generally strong, meeting the former Structure Plan requirements, but the RSS requires a significant increase in delivery• Not currently meeting the needs for affordable housing, particularly the high need arising within the city• Needs of an aging population, particularly outside of the city• High proportion of flats/non-family housing in and around the city centre• Poor income to house price ratio• Lack of authorised Gypsy and Traveller sites
6.22	Issues: original questions
	Q14, Q15, Q16, Q17, Q18, Q44, Q45, Q46
6.23	Consultation: what you told us
	Key Points <ul style="list-style-type: none">➤ You expressed concerns that smaller settlements should be allowed sufficient growth to sustain their services and sense of community.➤ On the other hand some people opposed the overall level of growth in housing numbers being proposed.➤ You supported measures to extend provision of affordable housing by reducing threshold levels at which the policy is triggered and by widening the scope for private sector projects to be included. Comments supported the need to provide for housing needs, especially for families and the elderly.➤ In relation to gypsies and travellers, responses showed support for transit sites close to the A11 and A47 routes through the area. You also favoured (by a small margin) the provision of more smaller sites, rather than large sites for travellers, but you opposed provision of sites within the growth areas.

6.24**Sustainability Appraisal of the issues and options: what it told us**

Q14 The options were not mutually exclusive and the SA did not make any significant differentiation between the potential effects. All would be generally positive in social and economic terms, promoting better access to housing and consequent improvements in access to employment and local services such as health facilities.

Q15 No options proposed. Overall major short-term advantage providing sites within the suggested corridors of reduced stress related to unauthorised and temporary sites. Long-term advantage of improvements to health, education and general deprivation.

Q16 No options proposed. Similar overall advantages to Q15. Offers the best opportunities for long-term integration/creation of balanced communities, with associated benefits of good access, reduced travel and healthier lifestyles. Potential economic advantages if employment can be integrated into sites.

Q17 No options proposed. Similar overall advantages to Q15 and 16. Offers a good opportunity to create balanced/integrated communities in the long term. More smaller sites could help integration with landscape/natural environment and place less strain on local services (e.g. schools)

Q18 Not covered in the SA

Q44 Broadly option B has the strongest positive performance, particularly in environmental and social terms. Option B would limit exceptions sites to locations with better non-car access to a range of facilities and, by allocating sites, would optimise the use of locations at minimal floodrisk, with limited impact on the landscape/ environmental assets etc. Although Options A and C may provide affordable housing close to where people already live or where they have strong local connections (such as an existing job or close to family), social exclusion may arise from lack of alternative job opportunities and distance to/reliance on a car to access basic facilities such as schools and doctors.

Q45 Generally the options were not considered to impact on the majority of SA criteria; however the lower the threshold the greater the social benefits of affordable housing in more rural areas. This is offset by the fact that lower thresholds may result in higher prices for the market housing element, if the cost is passed on.

Q46 Broadly Option B gave greater benefits in terms of being less restrictive in terms of the relationship between where people currently live and the location of exceptions sites.

Evidence: what it told us

6.25 *PPS 3* requires the timely delivery of housing, promoting a mix of types, sizes, tenures etc. to meet the needs of the community, both existing and future. Promotes the efficient and effective use of land by maximising densities and the use of previously developed sites where appropriate.

6.26 *ODPM/CLG Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites & Circular 04/2007: Planning for travelling showpeople* sets out the requirement to meet identified need.

6.27 *RSS* sets and overall housing target for the Greater Norwich and Norwich Policy Areas to 2021. Anticipates that 35% of *all* completions from the adoption of the *RSS* (April '08??) will be affordable units.

6.28 *Evidence Base for a Housing Market Assessment: A Study of Housing Need and Stock Condition* (ORS, June 2006) and the *Greater Norwich Housing Market Assessment*. 2003 average house prices were 8 times average individual income. The Assessment indicates that 43% of housing can only be met by affordable housing. The majority of this need is for social rented housing. Broadly most problems are more acute in the City. Job growth (2000-05) has been highest in the Norwich sub-area, placing greater pressures on housing.

6.29 The HMA sets out the required mix of property types and sizes, as well as the identifying the needs of specific groups such as Key Workers, Supported Housing (particularly people moving on from hostels etc.), the elderly and families. Issues include the growth of single person non-pensioner households in Norwich

6.30 *Accommodation Needs Survey of Gypsies and Travellers in Norfolk (2006)*

6.31 *SHLAA* – to demonstrate there is sufficient land deliverable and developable land to meet the housing requirements of the area, to be update through *AMRs*.

6.32 *Greater Norwich Housing Strategy (Including Local Housing Delivery Plans)*

What we have learned:

6.33 Need to project housing figures forward to 2026 in order to have a 15-year supply of land at the time of adopting the JCS.

6.34 The Housing Market Assessment indicates that 43% of housing can only be met by affordable housing; this combined with the *RSS* affordable housing requirement means that 40% affordable housing will need to be sought on all qualifying sites. Although it is essential to maximise the provision of affordable housing, a degree of flexibility needs to be incorporated (based on site characteristics/viability) which means that sites continue to come forward in order to meet the overall levels of delivery. Consequently some sites will either provide a lower level of affordable housing/make an off-site contribution or require an element of public subsidy. In addition to affordable housing via S106 agreement, it should also be remembered that *RSLs* and other affordable housing providers will build stand alone developments, such as 'exceptions' sites.

6.35 Some scepticism about the potential success or otherwise of allocating affordable exceptions sites. However there is general support for promoting exceptions as a way of keeping mixed communities in rural areas.

6.36 There is a requirement to meet the identified need of the Gypsy and Traveller and Travelling Showpeople communities.

Preferred option

6.37 Provision will be made for at least 37,500 new homes between 2001 and 2021, of which 33,000 will be within the Norwich Policy Area. In addition, to ensure a 15-year supply of housing from adoption of the Joint Core Strategy, provision will be made for at least a further 11125 homes between 2021 and 2026, of which 9,000 will be within the Norwich Policy Area.

6.38 Housing will be distributed in accordance with the Strategic Growth Options and Settlement Hierarchy.

Housing Mix

6.39 Proposals for housing will be expected to contribute to the mix of housing required to meet the needs of the area, as set out in the most up to date study of housing need and/or Housing Market Assessment.

Affordable Housing

6.40 A proportion of affordable housing, including an appropriate tenure-mix, will be required in accordance with the most up-to-date needs assessment for the plan area, on sites of 5 or more dwellings (or 0.2 hectare or more).

6.41 In negotiating the proportion and tenure of affordable housing account will be taken of site characteristics and the economic viability of provision. Where viability is an issue financial support will be sought via public subsidy, such as Housing Corporation grant. Affordable housing provision will be on-site unless it can be demonstrated that this is not feasible.

6.42 In appropriate settlements sites that would not normally be released for housing will be considered for schemes that specifically meet an identified local need for affordable homes. Such schemes must ensure that the properties are made available 'in perpetuity' for this purpose.

Gypsies and Travellers

6.43 Provision will be made for 58 permanent Gypsy and Traveller pitches between 2006 and 2011, these will be provided on the following basis: Broadland 15, Norwich 15 and South Norfolk 28. Individual sites will contain no more than 12 pitches.

6.44 Provision will be sought in locations that provide good access to the main routes used by Gypsies and Travellers, such the A11, A47, A140 and A143/A1066. Sites should also be capable of being serviced with basic utilities and avoid environmentally sensitive areas and areas at risk from flooding. Where possible sites will be located within a reasonable distance of facilities and supporting services.

6.47 The proposed level of housing development for particular locations is set out in the Settlement Hierarchy and Strategic Growth Locations.

Housing Mix & Affordable Housing

6.48 Government and local authorities are keen to ensure that housing provision meets the need of the community, both existing and future. As well as providing housing developments of different scales across a range of settlements, this also means including an appropriate mix of sizes, types and tenures of homes within these developments. This will meet the needs of a range of households of different sizes, ages and incomes. Provision will also be made for specialist housing where appropriate, this could include, supported housing, care facilities and retirement communities.

6.49 The mix of house types and tenures will be based on the most up-to-date evidence at the time applications are made. The findings of the most recent housing needs assessment for the three districts indicates that 43% of overall housing need can only be met by affordable housing. Affordable housing is defined as 'housing provided for rent, sale or shared equity at prices permanently below the current market rate, which people in housing need are able to afford'. In order to make realistic inroads into the identified need and meet the RSS target of 35% of all housing completions being affordable, 40% affordable housing will be sought on all qualifying sites. PPS3 sets a national indicative threshold of 15 units above which an element of affordable housing is required. However, in order to provide affordable housing across a wide range of sites and maximise the amount provided a contribution will be sought on all sites of 5 units or more.

6.50 In some instances providing 40% affordable housing on-site will not be viable, particularly without public subsidy. In such circumstances a financial contribution, such as a grant from the Housing Corporation, will be sought. Where developers, as a last resort, seek the affordable housing contribution off-site, this would need to be as equivalent provision on a suitable alternative site or a financial contribution equal to the land value plus the average Housing Corporation grant for the type of housing proposed. In circumstances where viability is a concern and either a reduced percentage or off-site provision is proposed, applicants will need to demonstrate this via an 'open book' approach.

6.51 In addition to providing a proportion of affordable homes on the majority of market housing sites, provision will also be made for affordable homes to meet a demonstrated local need on sites that would not otherwise be released for housing. These 'exceptions' sites may be allocated through Site Specific Policies or could come forward when a specific need is demonstrated in a particular settlement or group of settlements. Exceptions site allocations will be considered in settlements classified in the hierarchy as Other Villages or above, whilst applications arising from specific local needs assessments will also be considered in these settlements and in other locations if appropriate.

Gypsies and Travellers

6.52 The Government requires that local authorities make provision for Gypsy and Traveller sites to meet the identified needs for the area. This is order to reduce the problems associated with unauthorised sites and tackle a number of the problems faced by these communities, particularly relating to low educational achievement and poor health. An early review of the RSS covering Gypsy and Traveller needs has identified an initial requirement for permanent pitches up to 2011. Typically a pitch is a space for two,

or possibly more vans, to accommodate a family; two vans allows one for travelling and another left on site. For periods a pitch may be empty, whilst at other times e.g. family events, there may be more than two vans.

6.53 In order to best meet the needs of these communities sites will ideally be located in and around Norwich and in locations which facilitate access to local services and which follow the patterns of movement of the community, such as the broad corridors around the A11, A47, A140 and A143/A1066.

6.54 Transit sites for Gypsies and Travellers and sites for Travelling Showpeople will be identified as the need for such sites becomes known.

Rejected options:

6.55 Set a higher affordable housing thresholds/use the PPS3 national indicative threshold of 15 units – rejected because affordable housing is a priority across the area for a variety of reasons. Higher thresholds would make it difficult to achieve the RSS requirement for 35% of all completions to be affordable. The need within Norwich is so high that low thresholds will be necessary to capture affordable housing on the majority of sites. Within rural areas the nature of small infill sites, and their relatively limited number, particularly in smaller villages means a low threshold is necessary to capture affordable housing across a range of settlements. **SA** already undertaken as part of the Issues and Options Q 14(b), see above.

6.56 Set a lower or higher affordable housing threshold (e.g. 2 units or 10+ units) in rural areas – lower threshold rejected because it is difficult to provide on-site provision in such small developments, planning authorities also have the option of facilitating local needs exceptions schemes in smaller rural settlements. 5 units received the most support in the consultation. 5 units will also be proposed by the Broads Authority in their DC Policies Preferred Option (Rep. 5920). **SA** already undertaken as part of the Issues and Options Q 45, see above, although this may be adapted to cover the fact that this now covers both urban and rural areas.

6.57 To include a graduated threshold for affordable housing in the urban, suburban and growth location areas – although this received broad support in the consultation (from 40% of respondents), the policy sets a low threshold to capture affordable housing across a wide range of sites/locations and maximise provision; the policy clearly gives applicants the opportunity to challenge this on viability grounds on a site by site basis. **SA** already undertaken as part of the Issues and Options Q 14(c), see above.

6.58 To allocate exceptions sites in all villages – rejected principally on **SA** grounds. **SA** already undertaken for Issues and Options Q 44(a) (**SA** of preferred option Q 44 (b) and 44 (c))

6.59 To allocate a few, large Gypsy and Traveller sites away from the identified corridors – rejected because it would lose many of the benefits identified through the Issues and Options **SA**. **SA** already undertaken as part of the Issues and Options Q 17, see above.

6 (c) The Economy

6.60	Objectives:
<p>5 To promote economic growth and diversity and provide a wide range of local jobs within Broadland, Norwich and South Norfolk for existing and future residents. [?role in relation to surrounding area?]</p> <p>7 To allow people to develop their full potential by providing educational facilities to support the needs of a growing population [?role in relation to surrounding area, national, international?]</p>	
6.61	Local context
<ul style="list-style-type: none">• A growing area in terms of both population and employment.• One of the area's key strengths is the above average level of graduates, particularly in Norwich and South Norfolk.• relative workplace wages are below the regional average• below average regional rates for offices, factories and warehouses, and above average for retailing.• Low company formation rates in both Norwich and Broadland.• Employment rates are close to or above the regional average in both Broadland and South Norfolk but are low in Norwich [this is largely due to the city's large population of students in higher education] whom the census now counts at their term-time addresses).• Deprivation varies across the areas with the most deprived areas located within the central urban area. Norwich City Council area is the [most/ second most] deprived local authority areas in the region]	
AUTHORS NOTE: Issues: original questions Qs 19, 20 23, 27	
6.62	Consultation: what you told us
<ul style="list-style-type: none">➤ You expressed concerns about the overall ability of the local economy to meet the needs for additional jobs on the scale proposed. You considered that additional jobs would best be located in areas with good accessibility by both road and public transport. Comments sought to ensure that all sectors of the economy would have opportunities to expand.➤ The responses across several questions showed strong support for more 'home working' and for mixed use solutions to employment growth. This included the idea of live/work units and a more flexible approach to issues relating to working at home.➤ You supported a range of measures to promote and encourage training and learning opportunities related to the needs of business.➤ You also generally supported measures to assist small business growth and	

especially solutions related to residential areas and mixed uses.

6.63 Sustainability Appraisal of the issues and options: what it told us

- all three options for promoting education, skills and the knowledge economy were good initiatives to encourage learning and skills development throughout the community.
- all three options for encouraging small scale and local employment opportunities generally performed well against criteria, any potential negative environmental implications relate to detailed implementation (scale, location etc) and use of facilities
- no specific options were presented for the protection of employment land or the need for major new facilities or attractions so these questions were not subject to SA.

Evidence: what it told us

6.64 The **East of England Plan** (the Regional Spatial Strategy or RSS) seeks to develop the regional economy to ensure the area fully contributes to national, regional and local prosperity. It seeks to ensure a better balance or alignment between homes and jobs and promotes an indicative target of 35,000 additional jobs for the JCS area. Norwich is identified as a Key Centre for Development and Change and as a Priority Area for Regeneration. Strategic employment locations are identified for the sub region, all of which are in the Norwich Policy Area.

6.65 The draft **Regional Economic Strategy** sets three overarching ambitions for sustainable economic development in the East of England to 2031:

- to raise growth in GVA above past trends.
- to increase the employment rate
- to reduce the levels of CO2 emissions, and to accelerate the decoupling of resource use from economic growth.

6.66 It lays great stress on the need to improve skills, enterprise and innovation.

6.67 Greater Norwich is recognised as one of 7 regional “engines for growth” with the following “Headline Ambitions”

- Strengthen Norwich as a leading, medium-sized science city in the UK
- Further transition to a knowledge-based economy, through major improvements to the skills and employment base
- Improve the position of University of East of Anglia in global university rankings and

- significantly increase spin-out, technology transfer and R&D collaboration, with closer ties to the local economy
- Enable the development of larger clusters around internationally-focused anchor companies and research institutes in areas of automotive engineering, environment and life sciences
- Develop Norwich as a nationally important centre in financial and business services and creative industries, and maintain Norwich as a top ten retail centre
- Develop Norwich as an international exemplar low-carbon city
- Improve the connectivity of Norwich to key national, regional and local markets through infrastructure improvements to key roads and enhanced rail services to London and other regional cities
- Increase linkages between Norwich international Airport, Amsterdam Schipol as a European hub, and other key international markets
- Diversify and strengthen the economy of market towns within the sub-region
- A nationally recognised heritage and arts offer, and regionally important retail and leisure functions

6.68 **Headline Ambitions for rural areas and of particular relevance to the JCS include:**

- A positive planning framework, that enables: increased provision of affordable housing, within broader plans that help sustain the scale and vitality of villages and market towns; provision of employment space that allows rural businesses to start up and grow; greater certainty to the market on the deployment of renewable energy
- Market leading businesses, and R&D activity in the fields of renewable energy and biofuels
- Leading UK expertise and industrial application of high-value non-food crops such as sustainable construction materials, pharmaceuticals, and integrated wood markets
- Effective delivery of skills and workforce development to rural communities
- A competitive agriculture and food sector, with an improved domestic market share
- A network of rural enterprise hubs that can link people and businesses into regional and wider business support and knowledge exchange
- A thriving network of market towns, playing important roles as sub-regional economic, retail and service delivery functions for their hinterlands
- Successful development and conservation of environmental assets to deliver tourism, biodiversity and healthy living objectives
- Improved connectivity between rural areas and regional cities, to increase connections to the knowledge base centres of excellence, jobs and markets
- Timely provision and take-up of next generation broadband services
- Improved pathways to employment and access to high-quality services for those experiencing deprivation in rural areas

6.69 Draft PPS 4

6.70 Employment Growth Study

- Concluded that even in the context of current economic uncertainties the area can expect steady levels of population and economic growth likely to be sufficient to deliver RSS job growth.
- Essential to provide sufficient land for housing and employment in the right locations, corresponding enabling infrastructure, and transport improvements. A key focus for policy should be to help create a more balanced labour market by

supporting development of jobs and sectors that require a more highly skilled workforce. This will help to address some of the deprivation issues within greater Norwich and contribute to the emergence of a more pronounced 'knowledge economy'.

- Sectors likely to create a larger proportion of intermediate and higher paid jobs include business services (including a range of sub-sectors within the broad categories of creative industries and science-based industries), financial services, construction, advanced engineering, and public sector employment in education and public administration
- Key rural issues include making available sufficient employment land at each of the market towns, and conversion of agricultural buildings for expanding niches of economic activity. At the same time, the construction of new infrastructure will create the potential for further development of micro-businesses that characterise much of the market town and rural economy. For example, the Northern Distributor Road will help to improve access to the city from areas to the north and improve the attractiveness of the area as a business location. Business opportunities in rural areas as a whole will also be improved by fast broadband internet access. There is a need to ensure that employment growth initiatives centred on Norwich are tied in with rural counterparts, for instance, linking rural and city tourism through ongoing destination management activities or in relation to creative industries initiatives. At Hethel the potential exists for the emergence of a significant cluster of SMEs by building on the success of the Hethel Engineering Centre initiative with a linked Technology Park.

6.71 The English Indices of Deprivation 2007 (CLG) measures deprivation across a range of indicators. Norwich is consistently among the most deprived districts in the Region, Broadland and South Norfolk among the least deprived. However the 2007 data for Norwich shows improvement of relative rankings since previous analysis in 2004.

6.72 Deprivation in Rural Norfolk 2006 (OCSI) indicates that substantial numbers of deprived people live in rural areas but deprived people are more geographically dispersed than in urban areas. On several measures the proportion of deprived people in rural areas is similar to urban areas

What we have learned:

6.73 Consultees generally support efforts to improve the economy, including addressing skills and not forgetting the needs of small businesses.

6.74 The RSS and RES approach requires the JCS to facilitate the economic potential of the area both to ensure sufficient and appropriate jobs for local people but also to make sure the area makes a full contribution to the national and regional economy.

6.75 The Employment Study has confirmed that the economy of the area has the potential to generate a large number of jobs. The Study findings and recommendations take forward the RES requirements.

6.76 The package of measures will need to help address lack of ambition, low aspirations, deprivation and inequality.

6.77 Key interventions that will provide the conditions to facilitate job growth and economic success include:

- Maintenance and improvement of the area's high quality of life and environment. These assets are crucial to attract and retain businesses and skilled workers. They also underpin tourism and the visitor economy.
- Improved communications including strategic and local road improvements and rail services. Making the best of Norwich International Airport and the emerging opportunity provided by Eastport (Great Yarmouth)
- Improving skills, training, innovation, ambition and entrepreneurial activity. Transfer of ideas from education and research to industry.
- Ensuring the maintenance of a ready supply of land and premises to meet the needs of all aspects of the economy

6.78 With the large scale changes that are expected across the area, the appropriate focus on expanding the knowledge economy and the emphasis on the redevelopment of brownfield land, it is particularly important to ensure that the needs of small scale and lower value businesses also have opportunities are addressed. A range of small scale existing sites will need to be maintained and new opportunities sought.

Preferred option:

6.79 The local economy will be developed in a sustainable way:

- To facilitate the job growth potential of the local economy and deliver the RSS target (35,000 additional jobs 2001-21)
- To increase the proportion of higher value, knowledge economy jobs while ensuring that opportunities are available for the development of all sectors of the economy and workforce

6.80 Sufficient employment land will be allocated in locations consistent with the Spatial Hierarchy policy to meet identified need and provide for choice. In particular:

- The needs of small and start-up businesses will be addressed through the allocation of new smaller scale employment sites and the retention of a range of existing smaller scale employment sites across the area and by requiring the

provision of small scale business opportunities in all significant residential and commercial developments. Flexible building design and innovative approaches will be sought in new and existing residential developments to encourage local working and business opportunities.

- Larger scale needs will be addressed through the allocation of sufficient land to provide a choice and range of sites. DPDs and investment strategies will ensure that [a readily available supply of land is maintained throughout the JCS period???) [at least a five year supply of readily available land is maintained, with a further 10 years that is developable and an additional 10 years allocated???)
- Investment strategies will focus on overcoming constraints to key sites

6.81 Opportunities for innovation, skills and training will be expanded through:

- Facilitating the expansion of, and access to, further and higher education provision
- Support for the establishment of a retail academy
- Encouraging links between training/education provision and relevant business concentrations including co-location where appropriate
- Support for enterprise hubs at NRP, EPIC, Hethel and ????? and at accessible locations in [Norwich and] the rural area

6.82 Tourism, leisure, and cultural industries will be promoted. This will be assisted by:

- the general emphasis of the Joint Core Strategy on achieving high quality design and environmental enhancement
- implementation of the Green Infrastructure Strategy
- encouragement for appropriate development including sustainable tourism initiatives

6.83 The rural areas the economy and diversification will also be supported by

- A preference for the re-use of appropriate redundant agricultural buildings for commercial uses, including holiday homes to support the tourism industry (affordable housing may be an acceptable alternative use).
- Promotion of farmers markets and farm shops in villages
- ?????

6.84 Implementation

Agencies: DPDs, Economic Strategies, private sector developers and businesses, further and higher education and training providers, public sector employers, EEDA

Risks: economic shocks, government decisions (for funding and as an employer)

Reasoned justification:

6.85 Achieving the full economic potential of the area is dependent on improved connectivity, including the implementation of the priorities set out in the sustainable transport policy and maintaining and enhancing the environment and quality of life in the area.

6.86 Enhancing the knowledge economy and promoting innovation will be important across all sectors and parts of the area. However, the expansion of activity at the Norwich Research Park, a refocus on employment and education in and around the City Centre, building on the early success of the Hethel Engineering Centre [and new opportunities for airport related businesses?] will play a particularly important role.

6.87 It will be particularly important to ensure that a range and choice of small scale employment sites are allocated and retained, including sites suitable for low value workshop type uses.

6.88 Tourism, leisure, and cultural industries are recognised as crucial sectors in the local economy that are also fundamental to local quality of life and the attraction and retention of other businesses and staff.

Rejected options:

6.89 Supporting lower levels of economic growth – would be out of conformity with the RSS and contrary to the RES.

6.90 Less recognition of the need to enhance skills, more limited emphasis on the needs of either large or small businesses, less recognition of the need to support rural business – would be less likely to facilitate economic growth, deliver higher wages and better quality of life, and address aspects of deprivation.

6 (d) Strategic Access and Transportation

Strategic Objectives - 2,3,5,6,9,10,11

Local context

6.91 The Regional Spatial Strategy (RSS) contains the Regional Transport Strategy (RTS) that sets the overall policy context for consideration of transport. Key objectives of the RTS are

- To manage travel behaviour and the demand for transport with the aim of reducing the rate of road traffic growth and ensuring the transport sector makes an appropriate contribution to the required reduction in greenhouse gas emissions;
- To encourage efficient use of existing transport infrastructure;
- To enable the provision of the infrastructure and transport services necessary to support both existing development and that proposed in the spatial strategy; and
- To improve access to jobs, services and leisure facilities.

6.92 The RSS also identifies that a '*major shift in emphasis towards public transport*' is needed to meet the travel demand arising from growth in NPA

6.93 The Local Transport Plan for Norfolk 2006-2011 sets the County council's Transport. The objectives set out in the Local Transport Plan are:

- Improve strategic accessibility into Norfolk;
- Reduce the need to travel;
- Improve access to key services, facilities and opportunities, especially for those most in need;
- Facilitate integration between modes of transport;
- Reduce the number and severity of congestion incidents, especially where it affects public transport;
- Improve journey reliability, especially for public transport;
- Encourage a modal shift, particularly in urban areas;
- Improve local air quality in line with the National Air Quality Standards;
- Mitigate climate change by reducing carbon dioxide emissions from road transport;
- Minimise that adverse impacts of transport provision on the built and natural environment;
- Reduce the number and severity of road traffic collisions; and
- Provide a less threatening environment for travel, especially non-motorised travel.

6.94 Within the LTP are area based transportation strategies. The Norwich Area Transportation Strategy covers the built up area of the city but does not extend to Wymondham or Long Stratton although these are in the NPA. There are also rural area strategies covering market towns, with a commitment to produce transportation strategies for each by the end of the LTP period (2011).

6.95 Transportation and access issues for the JCS

6.96 Improved strategic links to the region and beyond.

6.97 Good strategic access reduces the perceived isolation of Norfolk. Improvements help stimulate and enhance the local economy by making the area more attractive for inward investment so crucial to maintaining the balance between housing and job growth. Improvements in strategic infrastructure such as the rail network and trunk roads are generally very expensive. In some instances the core strategy may be able to deliver improvements, but it is often the case that improvements to infrastructure providing longer distance strategic links have to be delivered by outside agencies such as Network Rail and the Highways Agency. The Plan needs to ensure that it promotes these improvements by providing a context for them to occur and ensuring their importance is recognised.

6.98 Identified strategic improvements are:

- A11 yet to be dualled at Elvedon, although programmed for 2012
- A47 improvements planned, however significant stretches remain single carriageway
- Rail link to London is slow at about 2 hours and the journey reliability needs to be improved
- A140 Long Stratton Bypass is identified in the Local Transport Plan however not prioritised for RFA
- NNDR identified in RSS and in RFA and is a major scheme in the Local Transport Plan as a strategic element of the Norwich Area Transportation Strategy providing transport infrastructure to unlock growth and improving surface access to Norwich Airport.
- The only regionally significant airports are Stansted and Norwich. Norwich International Airport provides access to a wide range of international destinations via Schipol and has domestic flights to locations including Scotland, the North West and

Accessibility

6.99 The levels of growth the core strategy will require that the consequent need to travel is managed. Ensuring that all residents have good access to local jobs and services, preferably by either walking or cycling will reduce the need to travel and promote more health lifestyles. For longer trips and In rural areas where there are fewer local services and employment opportunities, public transport will be promoted. To meet the RSS, climate change and ????? Objectives of the Core Strategy public transport will be promoted a head of car based improvements, particularly in the urban areas. To meet the diversity of travel need, there has to be new and innovative ways of providing public transport.

- High Quality rapid bus services and around the city
- Maximisation of the local rail network to serve exiting communities locations for large scale growth.
- Promotion and wider use of existing community transport schemes
- Greater use of non-scheduled services such as flexi bus and dial a ride services.

<p>6.100 In rural areas there will remain a reliance on the private car, but the impacts on the Norwich urban area can be minimised by promotion of the already extensive network of Park and Ride sites.</p>
<p>6.101 Issues: original questions</p> <p>32,33,34,35,36,38</p> <p>Leaflet - Question 8</p> <ul style="list-style-type: none"> • A checklist for our audit trail only • Relates to issues and option question numbers • Not for inclusion in final report • Might be a footnote in the final version
<p>6.102 Consultation: what you told us</p> <ul style="list-style-type: none"> ➤ Transport improvements are given a high priority in the response for improving the local environment and are among your highest criteria for selecting growth locations. ➤ You favoured strategies to encourage walking, cycling and public transport use in both the urban and rural areas and market towns, while recognising that there are areas where the private car is the only available and practical means of transport. ➤ There were different views expressed between the main questionnaire and the local survey (carried out by South Norfolk Council) about Long Stratton and the need for growth to fund a bypass of the village. ➤ You supported the need to locate homes and jobs as close as possible to each other and many comments encouraged increased working from home as one solution.
<p>6.103 Sustainability Appraisal of the issues and options: what it told us</p> <p>Long Stratton does not come out in the Sustainability Appraisal (SA) as a preferred location for large scale growth. However looking at the SA of the option to use growth in Long Stratton to promote improvements to A140, the findings fall on the side promoting growth to provide for a bypass, largely because of the environmental improvements to the town and the opportunity to encourage local investment and economic growth.</p> <p>The SA supports reduction of road space for cars in and around Norwich to improve bus services and priority should be given to improving PT in Norwich over car capacity.</p> <p>There are benefits in improving bus access, improving local service delivery and restricting development to manage travel in rural areas</p> <p>Growth areas scored favourably if they were of a scale to promote self containment of trips and could provide good PT linkages to them City Centre and strategic employment sites.</p>

Evidence: what it told us

Strategic Access

6.104 For growth in Norfolk to be sustainable and not give rise to increasing demand for travel there needs to be a balance between housing and jobs. Studies have shown that good strategic access to the county is important to stimulate economic and jobs growth. A nationwide survey of businesses carried out in 2005 showed Norfolk was the least preferred place for businesses to locate to. The reasons cited all related to accessibility to markets and poor transport links. [SOURCE ??]

Planned Strategic Improvements

6.105 The Highways Agency is responsible for maintaining and improving the A11, A12 and A47, the principal strategic road connections to the Greater Norwich area. The strategic transport infrastructure improvements currently proposed by the Highways Agency that will influence the Joint Core Strategy include:

- dualling of A11 Fiveways to Thetford which is currently shown in the Regional Funding Allocation (RFA) programme for construction over the period 2012 to 2013 and
- an improvement on the A47 from Blofield to North Burlingham, which is shown in the RFA programme for construction over the period 2011 to 2012.

6.106 The LTP proposes the A140 Long Stratton bypass and a Northern distributor route around Norwich.

- The A140 Long Stratton bypass will improve access into the Joint Core Strategy area from the southern parts of the county and is a prerequisite for growth in Long Stratton
- The Norwich Northern Distributor Road (NNDR) will link the A47 in the east at Postwick to the A1067 in the North West and provide a means of linking the airport and the growth areas to the strategic transport network avoiding the city centre. The NNDR is identified in the RSS as a strategic priority and is included in the RFA. **If the NDR fails to gain planning approval or is unable to attract sufficient funding then it will be necessary to review the spatial strategy for growth within the NPA.**

6.107 The County and certain district councils support the A47 Alliance which aims to promote the dualling of the A47 from the A1 to Great Yarmouth to improve Norfolk road links to the Midlands and the North. However recent changes to the means of Government funding mean that other than A47 safety improvements, the A47 complete dualling and the A140 Long Stratton bypass are unlikely to be funded before 2016.

6.108 The area covered by the Joint Core Strategy has great contrasts between the rural and urban areas, which are recognised in the shared spatial vision. The access and connection needs of new development will require a variety of approaches to meet local travel needs and in some (more rural) areas there will continue to be significant reliance on the private car.

6.109 The LTP promotes a hub and spoke system of connectivity, seeking to promote Market Towns as key centres for service delivery and employment. The Strategy

seeks to promote public transport to serve the market town hinterlands and provide connection to higher order settlements like Norwich. The most rural areas with poor public transport access have been identified as Accessibility Action Areas (AAAs). Within the JCS area there are 2 AAAs

- Around Harleston
- Between Reepham and Aylsham

6.110 Within these areas the County Council is developing action plans tailored to combat local accessibility issues. Solutions may be based on improving transport services or service delivery.

NDR Justification of Need

6.111 NDR Justification of Need, presented to the East of England Plan Public Examination. Traffic is predicted to increase (not accounting for growth local growth) with NATS and NDR is required to manage traffic conditions in and around Norwich. Adding the travel demands arising from growth the NDR is essential both in terms of its own traffic carrying ability, but also to put in place those wider measures. The NDR directly provides access to growth in the NE of Norwich and connects it to the Airport and Broadland Business Park

6.112 Growth Infrastructure report

- NATS provides a good basis for developing the transport networks to support growth but PT element needs to go further particularly in the promotion of public transport improvements.
- The NDR is identified the critical element of infrastructure to deliver full package of NATS measures and provide ability to enhance PT
- Opportunities exist to expand home working sector which is currently 1/2 the national average.
- Look to develop bus rapid transit. 10 min turn up and go services needed to effect modal shift.
- Significant transport investment is required and funds other than developer, RFA and LTP are required.

6.113 Highways Agency Assessment of Strategic Growth locations

The report has not identified any in principle objections to the preferred spatial distribution of growth which is consistent with the HA view on the RSS. It does not exclude significant improvements to the trunk road network and more specifically the junctions. Evidence of demand management will be required which will need to be supported by capacity improvements.

All southern bypass junctions at or near capacity with some, notably the A11/A47 Thickethorn interchange unable to be significantly further upgraded without fundamental changes to its layout. The precise nature of the changes is not known at this time and will emerge when detailed work for each major growth location is progressed.

6.114 OCSI Report on Deprivation in Rural Norfolk

Although the deprivation in urban areas is relatively well understood and visible, the report has shown that there are similar levels of deprivation in the rural areas. However because that deprivation is more dispersed it often goes unseen and is not reflected in statistics as the deprivation is masked the characteristics of the overall population.

What we have learned:

6.115 The need to improve strategic access is well recognised and is supported by the consultation responses and findings in the sustainability appraisal. Improvements to the A11 and A47 are programmed and the Local Transport Plan promotes improvement to the A140 and a distributor route round the north of Norwich.

6.116 Studies, Sustainability Appraisal and consultation all support enhanced public transport, but it means different things across the JCS area. In the rural areas the primary issue is the lack of PT provision and its inability to meet day to day needs. Provision of a quality PT system to all rural communities is a challenge and unlikely to be fully realised. As a result in rural areas the Core Strategy will concentrate growth in the **Key Services Centres** where there is a range of services and job opportunities and there are genuine alternatives to using the private car.

6.117 The Norwich Area Transportation Strategy sets a context for managing the increased travel demand in the plan area. The most fundamental need is to improve that public transport system. The NDR is a key element in enabling the delivery of high quality public transport within the city. This is supported by the findings of the growth infrastructure study. The consultations told us that the people did not want public transport improvements to worsen traffic congestion in and around the city.

6.118 The NDR is one element of the necessary transport infrastructure to support and deliver growth in and around the city. At the present time there is not complete certainty that the NDR will be funded.

Preferred option:

6.119 Enhance the transportation system to promote sustainable economic development, reduce the contribution to climate change, promote healthy travel choices and minimise the need to use the private car. We will do this by promoting;

- improvements to A11 and A47
- enhancement of rail services to London and Cambridge
- enhanced and innovative use of the local rail network
- the Norwich Northern Distributor Route to aid strategic access, significantly improve quality of life, environmental conditions, and provide capacity for public transport improvements
- A140 Long Stratton Bypass
- development, close to essential services that encourage walking and cycling as the primary means of travel.
- Provision of IT links and promotion of home working.
- the regional significance of Norwich International Airport for both leisure and business

travel to destinations across the UK and beyond.

6.120 And reduce social exclusion, rural deprivation and isolation and enhance accessibility to jobs and services by;

- Continuing to improve public transport accessibility to and between **Key Service Centres**
- Promotion of local service delivery
- Continuing to recognise that in the most rural areas the private car will remain an important means of travel.
- Only promoting growth in **Key Service Centres** where there are realistic travel choices

Implementation

Delivery

6.121 The NDR requires planning consent and confirmation of funding. A timetable has been published by the county council that anticipates construction commencing in **2011**

6.122 To address the poor public accessibility in the rural areas new approaches to providing public transport are needed. This will mean a move away from the traditional scheduled services to more demand responsive services such as the Wymondham Flexi Bus, community transport and dial a ride services.

6.123 Funding for the NDR will be a mix, coming from the regional allocation, the County Council as local transport authority and developer contributions. Funding public transport improvements will in part come from existing County Council funding. Developer funding and any levy can be used to address infrastructure but the revenues cost will need to be covered through the fare box or existing revenue support grants.

Risks

6.124 The greatest risk to the plan, particularly the spatial strategy in the NPA the uncertainty that exist around the NDR. If the road cannot be built the evidence collected tells us that the delivery of a high quality public transport serving not just the major growth locations but the wider urban area will be compromised.

6.125 If the NDR fails to gain planning approval or is unable to attract sufficient funding then it will be necessary to review the spatial strategy for growth in the NPA.

6.126 Future funding for transport infrastructure cannot be guaranteed, particularly for the larger scale projects.

6.127 Greater emphasis on public transport will place greater pressures on revenue being able to support the enhanced PT service especially in the early years when the system is being developed and patronage is being built up.

Rejected options

6.128 Not to promote strategic transport improvements

This option would not encourage economic growth and investment in the area. Pursuing this option is likely to lead to an imbalance in housing and jobs growth resulting in greater travel distances and increased social exclusion.

Specifically not promoting the NDR will require a review the spatial strategy for growth in the NPA and will lead to overall less sustainable locations being chosen for growth with fewer opportunities to promote public transport for new and existing communities.

6.129 Other Options

Other options exist, such as a more car based approach in rural and urban areas, but these are contrary to national regional and local policy and such a policy would fail the tests of soundness.

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6 (e) Environmental assets

<p>6.130 The policy seeks to maintain and enhance the environmental quality of the area, and the benefits that this provides.</p> <p>Strategic Objective 8, and indirectly links to a number of other Strategic Objectives (3,5,6,9,10, 11, 12).</p>
<p>6.131 Local context</p> <p>Although the area contains many people, and the buildings and roads etc. associated with them, it retains a largely rural character and high environmental quality. Small towns and numerous villages are spread through attractive countryside, which also provides the setting for the city of Norwich. River valleys and other green areas extend into and adjoin more built-up areas, creating a close relationship between urban and rural. Particular features include the Broads Area, of national park status, and areas of international nature conservation importance. More generally, there is a variety of landscape types which gives a distinctive character to individual parts of the area; and wildlife habitats of national or local importance are found in the urban area as well as the countryside. As well as these semi-natural aspects, there is also a strong historic influence. There is a rich concentration of historic assets, dominated by the mediaeval city of Norwich and its hinterland of market towns, but also including historic buildings, halls and parklands in the surrounding countryside. Ancient monuments and archaeological remains add a further layer to this historic character. Together, the semi-natural and built assets create an environmental quality that is enjoyed by both residents and visitors.</p>
<p>6.132 Issues: original questions</p> <p>Q28 – direct growth away from environmental area?</p> <ul style="list-style-type: none">- identify additional areas and criteria?- use Econetworks and NBAP to protect and enhance? <p>Leaflet Q5 – most important issues (of general relevance)</p>
<p>6.133 Consultation: what you told us</p> <ul style="list-style-type: none">➤ You gave significant weight to environmental issues in your local area and especially to avoiding development that would impact adversely on sensitive areas and, in particular, designated sites and landscapes.➤ When considering the criteria for selecting areas for growth, you put environment impact as the highest priority factor, which is consistent with several other responses on the growth issues.➤ You overwhelmingly agreed that nationally and locally protected sites and landscapes should be protected from the impacts of growth and that in addition certain additional areas should be protected. This response also supported using the Ecological Network map and the Norfolk BAP.

6.134 Sustainability Appraisal of the issues and options: what it told us

The initial Sustainability Appraisal concluded that as well as environmental benefits there could be social benefits, in terms of education and community involvement and identity, and potential economic benefits in terms of improved health of employees and high quality environments attracting economic investment. This conclusion was reiterated by the Sustainability Appraisal for the Preferred Options.

Evidence: what it told us

6.135 *PPSs* – There is a range of national planning policy guidance that is relevant to environmental assets. In particular, PPS1 Delivering Sustainable Guidance includes a key aim of effective protection of the environment; whilst PPS7 Sustainable Development in Rural Areas requires the maintenance and enhancement of the countryside and rural character. More specifically, PPS9 sets objectives for biological and geological diversity being conserved and enhanced as part of sustainable development, and their contribution to rural and urban renewal; PPG15 Planning and the Historic Environment requires effective protection for all aspects of the historic environment; and PPG16 Archaeology and Planning requires regard to be had to the importance of archaeological remains.

6.137 *RSS – The East of England Plan spatial strategy* policy SS1 seeks “environmental gain”, or otherwise the avoidance, minimising, mitigating or compensating for environmental harm. More specifically, policy SS8 sets out, for urban fringe land, requirements for development to enhance the environment; seek to provide accessible green networks linking urban areas with the countryside; and provide green space for urban extensions. This is complemented by policy ENV1 on the identification, creation, protection and management of areas and networks of Green Infrastructure. Further policies apply to landscape conservation (ENV2); biodiversity and earth heritage (ENV3); agriculture, land and soils (ENV4); woodlands (ENV5); the historic environment (ENV6); and quality in the built environment (ENV7).

6.138 *Draft Green Infrastructure Strategy* – This document, produced for the Greater Norwich Development Partnership, proposes a multifunctional network of greenspaces and green links. The proposed green infrastructure network connects Norwich, other settlements and the countryside via green corridors, particularly along the river valleys, providing opportunities for communities to access, enjoy and appreciate a variety of greenspaces on their doorstep and in the wider countryside. It also connects a diverse range of wildlife habitats and provides important ecological corridors for species dispersal and migration.

6.139 The draft strategy sets out six core green infrastructure planning and management principles:

- Safeguard and protect valuable green infrastructure resources;
- Integrate green infrastructure into development schemes and existing developments;
- Secure new and enhanced green infrastructure before development proceeds where there is a clear need for provision;
- Enhance green infrastructure where of low quality, in decline or requiring investment to realise its potential to meet future demands;
- Mitigate potential adverse effects of development, new land uses and climate

change;

- Create new green infrastructure where there is an identified deficit, or growth is planned and additional provision or compensatory measures are needed.

6.140 A network of *Sub-Regional Green Infrastructure Corridors* is proposed. These include the following Corridors:

1. North East Norwich – Wroxham – North Walsham Corridor
2. Norwich – Reepham – Aylsham Corridor
3. North West Norwich – Wymondham – Attleborough – Thetford Corridor
4. South West Norwich – Wymondham – Attleborough Corridor

6.141 Other evidence includes studies on landscape character and econetworks, and available information on historic buildings, parklands, conservation areas, wildlife sites, ancient woodlands, RIGS, ancient monuments etc.

What we have learned:

6.142 The information available clearly illustrates that the area has a wealth of environmental assets, ranging from international to national and local importance. Also, the consultation exercise has shown that this is very highly valued by the community, and that it should be protected and enhanced. In particular, care should be taken that development not only avoids damaging assets of importance, but is used to create new ones and improve existing ones where possible.

6.143 The policies in the Regional Spatial Strategy (East of England Plan) provide a strong policy framework for the protection and enhancement of the various environmental elements, which will need to be applied to the local context through the Joint Core Strategy and other local development documents. The application of “Green Infrastructure” principles can be used to ensure that not only is environmental quality maintained and enhanced, but that communities fully benefit from it.

6.144 The proposed policy seeks to address these issues.

Preferred option:

6.145 The environmental assets of the area will be protected, maintained and enhanced and the benefits for residents and visitors improved. Development proposals should avoid harming areas of environmental importance, particularly where of international or national status. Where development is proposed that might potentially cause harm, measures of mitigation and compensatory provision will be required, with the objective being to achieve an overall enhancement.

6.146 Green infrastructure, comprising areas of informal open space, wildlife resources and links between them, will be enhanced and created as an integral part of development. Development proposals will be considered against the scale of provision of Green Infrastructure within that particular development, and the contribution that this makes to the Green Infrastructure network as a whole.

Supporting text

6.147 The area has a wealth of environmental assets ranging from international and national status, to those of local importance. In accordance with national and regional policy, it is important that these are safeguarded and enhanced for the benefit of current and future generations. These assets include biodiversity (wildlife and habitats), built heritage (including buildings, conservation areas, parks and parklands), ancient monuments and archaeology, geodiversity (geological features), and landscape character; as well as more general aspects such as the countryside and rural character, and the setting of Norwich, towns and villages, and the Broads.

6.148 A Draft Green Infrastructure Strategy has been produced on behalf of the Greater Norwich Development Partnership. This proposes a multi-functional network of green-spaces and green-links, having regard to factors such as existing and potential open spaces, natural and semi-natural areas, ecological networks, landscape, geodiversity and accessibility. The relevant spatial elements will be taken forward, as appropriate, through the Local Development Frameworks of the constituent Authorities. The key features of the proposed Green Infrastructure network are shown indicatively on the key diagram

Rejected options:

6.149 The protection and enhancement of environmental assets is a requirement of national and regional planning policy. The preferred option policy seeks to apply this higher level policy guidance to the local area. Consequently, not to protect and enhance environmental assets is not a credible alternative. However, such an alternative is implicitly included in the Sustainability Appraisal of the preferred option policy. The Sustainability Appraisal shows a clear benefit from having the preferred option policy.

6 (f) Community life and culture

6.150 This policy seeks to ensure that the quality of life for all residents of the Joint Core Strategy area is preserved and enhanced during the plan period.

Strategic Objectives 1, 2, 3, 4, 5, 6, 7, 8, 10, 11, 12

6.151 Local context

All of the elements being considered in this document can be said to contribute to how a community works. People need places to live, work, shop and spend their leisure time and they also need to be able to get to and from these places easily. However we also need to remember that different people will have different needs, we must take into account the range of people within our communities when we think about the development of the area.

- The area as a whole is relatively affluent but there is significant urban deprivation and pockets of hidden rural deprivation, particularly for access to jobs, services and housing. Norwich is the most deprived local authority area in the Eastern Region (and 61st nationally) and has a Neighbourhood Renewal Area designation. High levels of socio-economic exclusion and multiple deprivation particularly affect income, education attainment, aspirations and health. For deprivation, South Norfolk is ranked 291st nationally, while Broadland is ranked 302nd.
- The population of the area is generally in good health, though in some respects marginally worse than the rest of the East of England. There are significant variations across the area and in the city a larger percentage of people have limiting long-term illness than in Broadland and South Norfolk.
- The area as a whole is relatively safe with low rates of reported crime. Crime is higher in the Norwich urban area than in the rural areas of Broadland and South Norfolk. This is related to the high level of activities associated with the regional shopping, visitor and entertainment role of the city centre.
- An above-average proportion of people have no qualifications and across the three authorities there are significant differences in qualifications gained by school leavers. In 2006, 49% of students left school with five or more GCSEs at grades A* to C in Norwich, compared to 62% in Broadland, 66% in South Norfolk and 57% nationally
- Leisure is an important part of people's lives. Through the planning system we can protect existing facilities, make sure new ones are provided as part of new housing developments and encourage new leisure facilities to locate in the best places for people to make the most use of them. Leisure can be also be about cultural activities and enjoying the countryside and heritage of the area.

6.152	Issues: original questions
37 & 38	
6.153	Consultation: what you told us
<ul style="list-style-type: none"> ➤ A number of comments gave high priority to provision of more services and community facilities especially in smaller communities in rural areas. ➤ For the urban area and the city centre in particular there was concern for more provision of cultural and leisure opportunities. ➤ You supported the idea of using dedicated community workers to assist in community development in new communities. ➤ You supported a range of options to overcome rural deprivation with particular emphasis on improvement to public transport accessibility and promoting a wider range of uses of existing community venues in rural areas. 	
6.154	Sustainability Appraisal of the issues and options: what it told us
<p>Collectively, the option of providing dedicated community support workers would help to make the best use of social and community facilities. The benefits were found to be socially advantageous. It would help to integrate and develop balanced new communities, particularly where there is major or rapid growth. There were no disadvantages identified.</p>	
<p>A positive approach to development in rural areas was found to be generally beneficial to rural deprivation, although there could be environmental impacts of significant development being introduced to rural settlements.</p>	
<ul style="list-style-type: none"> • In general, improving the facilities offered to local communities will help new communities to become more self-contained and require less out-commuting. • It may help local people remain in the area and keep local services viable. Simply continuing current policies whereby people commute to the workplace and services and facilities, may mean they are not likely to be so well involved in their local communities. 	
<p>A combination of support measures could possibly have more beneficial effects, rather than if enacted individually.</p>	
Evidence: what it told us	
6.155	<p>The EDAW Growth Infrastructure study showed a need for significant social and community infrastructure improvements across the area to reflect the level of growth</p>

anticipated. The study covered the following aspects (principally for the Norwich Policy Area) Education: Early Years Facilities; Primary Schools; Secondary Schools: Healthcare: GPs; Dentists; Acute Care; Mental Health Care: Community Facilities: Community Centres; Libraries: Leisure and Recreation: Sports Courts; Swimming Pools: Open Space: Allotments; Informal and Formal Open Space, Children's Play Space; Emergency and Essential Services: Police Officers; Fire Stations and Ambulance services.

- Norwich benefits from a reasonably good level of social infrastructure, which will provide a strong base on which to serve the new population.
- Deficits in provision do exist in some services and the new provision that will need to be made to serve the new communities provides an opportunity to address any current issues of quality and/or access.
- Given the emerging focus that is being placed upon providing 'joined up' facilities and also an increased emphasis on preventative rather than a reactive emergency services with more direct community involvement, it is likely that the distinction between the separate social infrastructure components will become increasingly blurred.
- There is a local and regional consensus for achieving high social infrastructure standards.
- There are a multitude of local and strategic documents that promote the creation and protection of a sustainable community across the Norwich Policy Area, through the high provision of social infrastructure.

The headline messages emerging seem to be:

6.156 Education

- need to ensure sufficient quantity and quality of locally accessible educational provision to serve the new developments.
- Government's agenda for Children's Services and extended schools is challenging local authorities to develop localised community focussed services – often located in schools – which provide for children and families from birth to secondary ages and envisages local schools and other services working in closer partnership too meet local needs.

6.157 Healthcare

- Health Care services have a fundamental role in the development of healthy sustainable communities and this area of social infrastructure will play an increasingly important role in the provision of neighbourhood focused healthcare services through facilities such as the new wave of Primary Care Centres and in light of an increasingly joined up and integrated approach to community services.
- Current Government Policy promotes a range of new types of NHS facilities, bringing primary and community services, and where possible social services, together under one roof to make access more convenient for patients.
- Primary Care Centres can also accommodate a number of diagnostic and treatment services and therefore, reduce the level of demand for acute services.

6.158 Community

- National, regional and sub-regional policy seeks to ensure that adequate weight is given to the need for community open space and community facilities in each locality.

- Local policy, in particular, places emphasis on ensuring increased provision of community & social facilities / public and private sector amenities in the principle towns & villages.
- to provide cultural and leisure opportunities that improve the lives and wellbeing of all residents and visitors.

6.159 What we have learned:

- We must ensure that the whole of a 'community' is addressed when major new development is being proposed.
- Quality of life and 'wellbeing' are vital components that can be clearly influenced by the physical planning of new development.
- Deprivation can be tackled through the benefits brought by new development in both urban and rural areas.
- Rural isolation will need more innovative local solutions, but subsidy could be necessary.
- 'Doing nothing' is not an option.

Preferred option:

6.160 Communities and Culture

All development will be expected to maintain or enhance the quality of life and well being of communities.

In order to deliver thriving communities, tackle social deprivation and to meet the diverse needs across the Joint Core Strategy area, a spatial planning/multi-agency approach will be required to ensure the following themes and infrastructure requirements are addressed in a holistic way.

6.161 Health

Adequate and accessible health facilities provided across the Joint Core Strategy area. Promotion of healthier lifestyles through improved walking & cycling facilities and greater access to green space and the countryside

6.162 Crime

Well designed, safe and accessible spaces where crime and fear of crime are minimised. Underlying factors that can lead to crime and anti-social behaviour tackled.

6.163 Education

Essential to ensure that there is sufficient provision and access to schools and adult learning opportunities for existing and future populations

6.164 Culture

Protection of existing cultural assets and support for development of new or improved facilities. Continued enrichment of cultural heritage through use of innovative design and art in public realm

6.165 Leisure

Existing facilities protected and enhanced. All development expected to provide for new or improved leisure provision that could include built facilities and/or access to green space, country parks and the wider countryside.

6.166 Community cohesion

It is essential that every effort be made to promote the integration and cohesion within and between new and existing communities. The early engagement of existing communities in the design process will help create a development that reflects local aspirations which can act as focus/hub for community interaction. This will be particularly important in the major growth locations.

6.167 It will be particularly important to consider the above aspects in relation to proposals elsewhere in this document for housing, employment and accessibility and in addition the Implementation chapter.

6.168 Reasoned Justification

Whilst planning can make specific allocations for development sites it is vital that the softer supporting infrastructure is provided to add the dimension joining liveability and practicality to the theoretical allocations. This is achieved through agencies working together, e.g. health agencies responsible for health prevention working with authorities providing open space to ensure opportunities for exercise are locally available. The Preferred Option as presented is explicit in the aspects that need to accompany new development, and the way in which it functions. Developers should be aware of these expectations at the earliest opportunity so as they can plan for facilities in their schemes. In part the policy is a list of expectations that will be enacted through other agencies spending programmes, or LSP work, or LAA documents. Again public agencies need to plan in advance and programme the support services for when the new population begins to be established. Part of the implementation will be through legal agreements or CIL accompanying planning applications for the new development.

(There are clear cross references to the options in other parts of this document).

6.169 Implementation

Health

- Close working with Primary Care Trust & affected health care providers
- Delivery of LTP and NATS walking and cycling improvements both in new developments and throughout JCS area.
- Implementation of green infrastructure strategy

Crime

- Liaison with Norfolk Police & Community Safety Partnerships. At design stage of development (secured by design).

Education

- Close working with Children's Services and the Learning and Skills Council

Culture

- Work with Arts Council and other funding bodies. Investigate potential allocation of new facilities in Sites DPD. Encourage innovative design/use of art in Sites DPD & DC policies.

Leisure

- Protection via CS or DC policy. New/improved provision either on-site or as part of CIL/s106 agreement

Community cohesion

- Service delivery agencies e.g. PCT, Police, Libraries, Neighbourhood wardens etc. Princes Trust “Inquiry by Design” approach

6.170 Rejected options:

There is none, in that the policy proposed is an amalgam of statements drawing together existing actions, these would continue, but the important fact is the explicit listing demonstrating linkages.

DRAFT

7 Policies for places

7.1 These policies:

- Establish a hierarchy of settlements and service centres. The hierarchy is based on the size of settlements and the variety of services they provide. It is important that we focus development where possible on centres with existing services to reduce the need to travel and enable the improvement of public transport. The policies aim to provide for appropriate kinds and levels of development in the different parts of this urban and rural area.
- Aim to maintain local distinctiveness.
- Generally restrict development in the countryside, though some flexibility is also provided to address rural needs.
- Describe how the spatial strategy will be applied across the plan area. This aims to make the best use of the area's assets, promoting sustainable economic and environmental benefits. They balance social, economic and accessibility needs with the necessary services and infrastructure.
- Confirm the extent of the Norwich Policy Area.
- Address Draft Spatial Planning Objectives 2,3,4,5,6,7,8,9,10, 11, and 12

Questions – Long questionnaire Q3 Q4 Q10 Q11, Q12 Q13 Q14 Q19 Q21 Q22 Q25 Q26 Q27 Q33 Q39 Q40 Q41 Q42Q43 **Short Questionnaire** Q5 Q7

7.2 Local Context

The central part of the joint core strategy area contains the Norwich policy area (NPA). This has been a longstanding definition in previous Structure and Local Plans, continued in the Regional Spatial Strategy. The NPA is a planning area which helps keep Norwich related growth close to Norwich, and manages growth pressures in the city's immediate hinterland, while still providing scope for choice of location for development. This section confirms the area of the NPA.

7.3 Consultation: What you told us.

- You gave broad support to the definition of the spatial hierarchy in the Issues and Options document both in terms of the broad hierarchy as a whole, in relation to the definition of Market Towns and Key Service Centres in the settlement hierarchy. You identified a number of facilities that can be used to define the next level of 'secondary rural settlements' – notably public transport access to work, a village hall, a convenience store and a primary school.
- There was general agreement that development outside the hierarchy of settlements should be strictly controlled. However, some people wanted to see an exception to allow for development to support settlements with a limited range of existing services.
- You supported the need to give priority to brownfield site development, so far as

possible. There was also some concern about the impact of 'urban sprawl' and loss of character on some areas surrounding Norwich.

- There was general agreement that public transport and where feasible walking and cycling links need to be improved to give better access between rural areas and Key Service Centres, Market Towns etc.
- You gave overwhelming endorsement to the hierarchy of centres as defined in the Issues and Options document.
- There were a few suggested changes with some additional settlements suggested for inclusion, but no overriding support for any particular one of these.
- You agreed with the overall approach to development within Norwich and the urban area including the sequence of preferred sites from the city centre to areas on the edge of the urban area where accessibility is poor.
- In relation to skills and training you supported a range of initiatives outlined in the document.
- The responses generally accepted the need for more bus priority measures in the urban area, although the option selected suggested that this could be done without loss of capacity for the private car.
- You supported the need to focus area-wide regeneration on specific areas where deprivation would be addressed. These included a number of deprived city areas.
- While a significant minority place equal importance on wide ranging criteria when a preference is expressed the 3 most important factors for locating growth are: easy access to facilities by walking, cycling and public transport ; the ability of new and existing infrastructure and transport to support growth; and minimising the impact on the environment.
- You supported the option of large scale urban extensions and a possible new settlement by a small margin (34 to 31%) over a more dispersed pattern of growth. A single respondent put forward the option of an even larger scale of concentration in one new town south of Norwich.
- Technical consultees and infrastructure providers tend to favour concentration in larger scale developments. The development industry tends to support a combination across all three options.
- The results of consultation on particular growth locations are inconclusive. Different patterns of development locations were favoured in the Long and Short Form questionnaires. In the Short Form responses (taking account of all expressed preferences) a majority were in favour of the South-west, South-east, Wymondham and East/ North-east sectors. In the Long Form responses preferences were for the North-east, South-west, Wymondham and South Sectors.
- Whilst the Long Questionnaire gave results in favour of a specific growth solution to provide a Long Stratton bypass, the local survey (undertaken by South Norfolk District Council) indicated that local people are evenly divided for and against such a solution. Only a minority of local people would support a development in excess

of 1500 dwellings.

- You gave broad support to the proposed hierarchy of centres, which recognises the city centre as the strategic centre for growth and the economic driver for the sub-regional economy. The need for a range of city centre service functions beyond retailing was also recognised, including facilities for education and training, health and young people.
- You supported focused employment growth in the city centre, although the majority accepted that some office jobs would need to be created outside this main focus. There was also strong support for promoting brownfield development generally and providing for a mix of uses especially in the city centre.
- In several respects you recognised that new development needs to be appropriate to the history and heritage of the city centre and at appropriate densities.
- There was considerable support for retail growth to be concentrated in the existing retail area and majority support for this to include the Anglia Square/ Magdalen Street area, but little support for wider expansion of the retail area.
- For leisure development you supported a strategy that would provide a wider range of facilities for all age groups.
- There was significant concern about traffic congestion and most respondents accepted the need to improve public transport, cycling and walking facilities, although you also wanted to maintain car access.

Sustainability Appraisal of the Issues and Options: What it told us

The Sustainability Appraisal of the Issues and Options supported:

7.4 Hierarchy of places and centres

- the proposed hierarchies and mixed use developments
- concentrating jobs in the most accessible locations including district centres in the urban area, but also the allocation of small scale employment sites in the Key Service Centres and small scale growth in other villages
- the promotion of sustainable transport modes, but with significant improvements to public transport. Within the urban area, a reduction of road space for cars to improve public transport was supported
- other options to improve rural accessibility such as encouraging local service delivery and restricting development in places lacking good access to jobs and services.
- affordable housing on the edge of villages where journey to work public transport and other services were available, basing local housing need on a group of villages to enable such need to be more easily met in places with services

7.5 Definition of the Norwich policy area

The SA found that expanding or shrinking the NPA would not have significant effects. The principal advantages of a tighter boundary are improved accessibility to jobs and services and public transport viability, while a wider boundary could have less impact on sensitive environments. No appraisal was done on retaining the existing boundary.

7.6 The city centre

Three options were considered for retail expansion: concentration in the existing retail area; an expanded retail area, and expansion of Anglia Square. All three work well with a mix of offices, as long as smaller retail centres elsewhere are protected. Redevelopment of Anglia Square is supported. The appraisal showed that the evening economy requires more flexible public transport and measures to overcome conflicts between leisure uses and other city centre uses.

7.7 Accommodating large scale growth

The SA concluded:

- For major growth, significant dispersal is the least sustainable strategy and large scale concentration is the most sustainable strategy.
- Of the locations considered for large scale growth, five are significantly better than the rest. The best five are Wymondham, the South West, the North East inside the NDR, the North East outside the NDR, and the West.
- Growth at Long Stratton to achieve road improvements would not be sustainable.
- Growth areas are more sustainable if they are sufficiently large to promote self containment of trips and provide good public transport linkages to the City Centre and strategic employment sites.
- There should be a reduction of road space for cars to improve public transport.
- An area – wide approach to regeneration within the Norwich urban area should be taken.

The Evidence – what it told us

(i) Regional and national planning policy guidance:

7.8 Government and regional policy require:

- Development to be well designed, resource efficient and to address climate change. All developments of over 10 dwellings or 1000m² must meet at least 10% of their energy needs from sustainable sources and incorporate water efficiency measures.
- Development to conserve and enhance the natural, historic and built environment and promote local distinctiveness.
- Mixed-use development to be used where possible to promote vibrant, mixed communities,
- Concentration of development in or adjacent to Norwich, defining the NPA as the urban area, first ring of villages and market town of Wymondham, with the exact extent to be identified in this document.
- New services, including major retailing, to be focused on Norwich (a Key Centre for

Development and Change). Development of services elsewhere should be focussed on a hierarchy of towns and villages with services to meet local needs. In all cases retail growth should make better use of the existing retail areas and, if necessary, extend centres.

- Local policies to address deprivation in Norwich as a Priority Area for Regeneration.
- Specific housing targets for the period 2001 – 2021 and indicative jobs target for the same period, to be extrapolated to 2026.
- Strategic employment locations to be the City Centre, Thorpe St Andrew, Longwater, Colney/Cringleford, Airport and Wymondham/A11.
- The promotion of media and creative industries, finance and insurance, and information and communication technologies, and of tourism.
- A major shift in emphasis across the NPA towards travel by public transport. This is in line with the national policy promoting higher density development in areas of good accessibility, particularly those close to transport nodes. It also supports expansion of services at Norwich International Airport, subject to a key priority to shift surface access to more sustainable modes.
- Sites in or on the edge of city centres for large office Proposed developments in areas at some risk of flood to be carefully assessed. Any development has to be specifically designed to cope with flood

(ii) The evidence base

7.9 A number of studies, discussions and plans provide the evidence base for this Core Strategy and the LDFs. These are the:

- Retail Study
- Water Cycle Study (Stage 1 and stage 2a. Stage 2b will inform later documents)
- Growth Infrastructure Study
- Discussions with the Highways Agency
- Strategic Housing Land Availability Assessment
- The Greater Norwich Housing Market Assessment, and the evidence base study supporting it.
- Strategic Flood Risk Assessment Study (SFRA)
- Public Transport Study
- Greater Norwich Area Employment Growth Study
- Green Infrastructure Study
- Dialogue with Children's Services department, Norfolk County Council (education)
- The English Indices of Deprivation 2007 (CLG)
- Research into experience elsewhere of promoting major growth areas.
- Northern City Centre Area Action Plan (including consultation)
- Local Plan allocations
- Buro Happold report on Deal Ground/Utilities sites
- Norwich International Airport studies

A study is currently underway to assess the scope for high quality conference/concept facilities.

7.10 Two further studies will be commissioned:

- A sustainable energy study will identify potential for the growth of Greater Norwich to be supplied by renewables and other low carbon sources. The study will provide

- a local evidence base to ensure energy policies are viable.
- A detailed Flood Risk study will be done for the city centre to identify any flood mitigation measures needed for growth.

iii) The Findings

The studies concluded:

7.11 Retail Study

- There is a need to continue investment in Norwich city centre to enhance its position as a main regional retailing, leisure and tourism attractor. Development should consolidate the central retail area and provide improved pedestrian links. 68,000 m² of comparison goods floorspace could be required to 2021. There is also scope for at least 11,600 m² of leisure uses by 2021.
- There is a need to encourage investment to enhance the roles and character of the market towns, while the district centres in the Norwich urban area remain viable and vibrant.
- There is no need for additional out-of-town retail warehousing.
- Growth areas should have new district centres if there are not nearby existing centres.

Water Cycle Study

7.12 The Norwich policy area is largely served by Whitlingham sewage treatment works, which has significant spare capacity. Wymondham has its own sewage treatment works where there is spare capacity for some 4000 dwellings. In both cases, works to improve the quality of effluent are needed to accommodate any new development.

7.13 There is a constraint imposed by the sewerage system in Norwich, which is close to capacity. The spare capacity will be taken up by developments on previously developed land within the urban area. This means that development in the northwest, for example, would be particularly difficult to serve, and generally with the exception of Wymondham, locations furthest from Whitlingham are the most difficult to serve. Where development areas are located close together, there may be potential to share infrastructure investment.

7.14 The main settlements in the rural area are served by a number of different sewage treatment works, with varying spare capacity. The most constrained of these is at Aylsham where the works is already at its capacity. In all cases, investment to improve effluent quality will be needed.

7.15 Water supply is generally less of a problem than sewage treatment, but the network of water mains serving development across the area is assumed to be at capacity, and all new development except for infill plots will require a new mains system. The area is one of the driest parts of England and water resources are relatively scarce. The existing boreholes at Thorpe St Andrew and Colney have some spare capacity capable of supplying up to 21,000 new homes. Beyond this supply, the options include re-use of water from the river Wensum (involving the transfer of treated effluent from Whitlingham to upstream of the abstraction site at Costessey) or importation of water either from the Great Ouse catchment in Cambridgeshire, or from the river Trent via a reservoir in Lincolnshire. There is therefore a need for policies to reduce water use in new development.

7.16 Growth Infrastructure Study (EDAW) – this demonstrates that a limited number of locations for large scale growth can not deliver sufficient rates of housing development. A minimum of three locations are required. The study also concludes that:

- NATS provides the basis for developing transport to support growth but public transport element needs enhancing;
- The Norwich Northern Distributor Road is critical to delivery of the full package of NATS measures and to enhance public transport;
- In the major growth locations a bus rapid transit system with a ten minute turn up and go service is needed to promote modal shift away from car use;
- There are opportunities to expand the home working sector which is currently about 50% of the national average;
- Improved management and innovative funding regimes are needed to provide the infrastructure and services required for the scale growth planned.

7.17 Highways Agency assessment of Strategic Growth locations

- The Highways Agency has not identified any in principle objections to the preferred spatial distribution of growth. However, evidence of demand management will be required along with some capacity improvements.
- All southern bypass junctions are at or near capacity.

7.18 Draft Strategic Housing Land Availability Assessment

This indicates that there is very significant potential capacity in Broadland and South Norfolk. The current capacity for new dwellings additional to existing commitments in Norwich is approximately 4,000 dwellings.

7.19 Greater Norwich Strategic Housing Market Assessment

This shows:

- there is a need for a greater supply of affordable rented properties, with a predicted shortage of one, two and four+ bedroom properties in the short term.
- the need for affordable housing is most concentrated in Norwich, and it is unlikely that all of the need which would best be met within the city can in practice be provided there.
- there has been considerable success in terms of housing completions in recent years, with most development being at high densities, with a high proportion of flats in the city centre, where there has been an average density of development 135 dwellings per hectare in recent years. However, there is no reason to believe that the market for flats is becoming saturated.
- that there are 13,000 non-decent homes in Norwich alone.

7.20 Strategic Flood Risk Assessment

This shows:

- the areas at risk of flooding, taking account of flood defences and the likely effects of climate change;
- areas at higher risk of flood, which should not be developed (zone 3b);
- that some areas in the city centre close to the Wensum are in flood zone 2 and 3a (between 1 in 20 and 1 in 1000 year risk of flood). A further study is needed to

provide more detail of flood risk for these areas of intermediate flood risk. There are also constraints in parts of a number of other settlements. These constraints will be considered further as part of a subsequent site specific allocations development plan document;

- the differing approaches to sustainable drainage systems that would be suitable in each part of the area.

7.21 Public Transport assessment of major growth locations in the Norwich Policy Area

- Operators suggest c 6,000 units to provide sufficient market to support a viable service.
- Operators prefer to run services from growth location to growth location via city centre.
- PT journey times to city centre best from SW along Newmarket Road utilising PT priorities.

7.22 Employment Land and Premises Study

The study concludes:

- that considerable new employment development is required but can best be accommodated on existing employment areas, with some expansion at the strategic employment locations identified in the East of England Plan. Therefore there is no significant scope for the reallocation of existing employment sites for other uses.
- for industrial uses, redevelopment and intensification of existing allocations, with a new allocation at the Airport, will be sufficient to meet future demands.
- that 300,000 m² of office floorspace is required. 100,000 m² should be located in and on the edge of the city centre, 100,000 m² at Norwich Research Park and 50,000 m² at Broadland Business Park. The remaining 50,000 m² should be in the city centre, at new business parks associated with housing allocations or at Longwater. Alternatively, all three could accommodate a proportion of this growth.
- there is a need for greater provision for smaller and start up businesses. These could be located in a combination of rural sites, market towns and the city centre.

7.23 Green Infrastructure Study

The study:

- proposes a series of measures to establish a multifunctional network of green spaces and links across the plan area, including between the urban area and its rural hinterland, with measures to protect and enhance existing provision;
- identifies much of the NPA as priority habitat enhancement and creation areas (i.e. areas of opportunity);
- identifies a network of sub regional and local green infrastructure corridors. All potential growth locations should create green links as part of these networks;
- promotes further improvements to green links within the city centre and to the river valleys, Mousehold and the open countryside.

7.24 The Education Authority (County Council – Children’s Services) provide

information on where there is capacity or scope for expansion in secondary schools in the area, and indicate that normally 7,000 dwellings will support a new secondary school in the longer term.

7.25 The English Indices of Deprivation 2007 (CLG) measures deprivation across a range of indicators. Norwich is consistently among the most deprived districts in the Region, Broadland and South Norfolk among the least deprived. However the 2007 data for Norwich shows improvement of relative rankings since previous analysis in 2004. The most concentrated areas of deprivation are in the city centre, to the north of the centre and in the western suburbs including parts of Costessey.

7.26 Experience of delivering large scale growth
Analysis of experience elsewhere demonstrates that there is likely to be a significant lead-in time (average over 6 years from plan adoption to first completions) for large scale developments. Maximum average build-rates actually achieved are around 300 dwellings per annum, although several current schemes are planned to deliver at a higher rate.

7.27 What we have learned

7.28 Government planning policy, public response and sustainability appraisal support the designation of a settlement hierarchy to provide for the most sustainable distribution of new growth. There may be some need for flexibility to deal with development needs in rural areas.

7.29 The named places for growth must be able to accommodate new land allocations for around 23,000 new homes in the NPA, and about 2000 new homes in the rest of the plan area to 2026, in addition to the existing commitments.

7.30 The area as a whole must also accommodate significant job growth (about 35,000 between 2001 and 2021, with the same rate of growth assumed to 2026).

7.31 These Preferred Options demonstrate that the level of growth required can be accommodated in a sustainable way within the existing boundary of the NPA (with some minor adjustment). This growth creates a major opportunity to create new types of settlements. A well planned strategy and the use of national and local sustainability policies will enable residents to have lower carbon lifestyles. There could be far less reliance on private cars, decentralised energy sources serving well designed and resources efficient housing, local services and employment and a network of green links throughout and between the settlements, with new country parks.

7.32 The existing suburbs and immediate urban/rural fringe are a key to the successful development of the area. They are home to a significant number of people, businesses and environmental assets, and provide the links between the city centre and the surrounding area. There are a range of opportunities for redevelopment, regeneration and enhancement. The range of issues requires a comprehensive and dedicated strategy.

The Hierarchy

7.33 Our conclusion is that our hierarchy for accommodating new residential and mixed use development should be

- the Norwich urban area
- major planned growth locations in the Norwich policy area
- 3 main towns providing a wide range of functions a typical allocation of about 200 dwellings in each,
- 10 key service centres with a more limited range of services, with a typical allocation in the range of 50 to 150 dwellings
- 25 service villages with basic services, with a typical allocation in the range of 10 to 20 dwellings in each
- 34 “other villages” with a defined development limit to accommodate only infill or small groups of dwellings.

7.34 No options are proposed for development in the open countryside as government guidance in PPS 7 and nature conservation legislation does not allow this. Policies for the countryside take account of local distinctiveness and the impact of development on the adjacent Norfolk Broads, a nationally important area of wetlands.

Justification

The Norwich Urban area: the Key Centre for Development and Change

7.35 The Norwich urban area is identified by the East of England Plan as the Key Centre for Development and Change to accommodate the greatest amount on new development in the Greater Norwich area. This will involve focusing development within the established urban area (including the urban fringe parishes in Broadland and South Norfolk) and will also necessitate major greenfield development within the Norwich policy area the selected locations are identified in policy [number]. Numerous brownfield sites have been developed in this area in recent years and some further opportunities remain. In the short term, therefore, a significant proportion of the development will be focussed in this area. However, in the longer term there will be few brownfield sites available for development.

Major planned Growth locations in the NPA

Main towns:

7.36 Government policy and the east of England plan to propose that main and other towns should also accommodate significant levels of growth. They should have the potential to increase their social and economic sustainability through measures to support their regeneration and improve their accessibility, especially by public transport.

Key Service Centres

7.37 There are a fairly large number of settlements where at least a small amount of growth can be expected. The amount of it growth the strategy focuses on settlements is based on the range of services they offer.

7.38 The locations selected as key service centres have a range of facilities enabling them to meet local needs as well as the needs of residents of surrounding areas. Typically these are a primary school, a secondary school either within the settlement or easily accessible by public transport, a range of shops and services(including convenience shopping, but more limited in scope than those in the main towns), a village

hall, primary health care, and a library. They also have public transport services for non-journey to work and leisure purposes.

Service Villages

7.39 These villages have at least a journey to work bus service, village hall, food shop, and primary school and will have some development.

Other Villages

7.40 These places have as a minimum a village hall and a primary school and will have limited infill and small scale development.

Distribution of Required Development

(i) Identifying the growth locations

7.41 The East of England plan requires that most of the growth within the plan will be located in the NPA, and in particular served by greatly enhanced public transport. It will not be possible, however, to accommodate all of the Norwich policy area growth within the urban area and therefore other locations in the NPA will need to be identified. While public reaction to the development of large new communities was mixed, the alternatives perform poorly against sustainability criteria. There is strong public support for the key sustainability principles relating to infrastructure, transport and non-car accessibility which a more dispersed strategy would not deliver. Significantly it would not be possible to deliver the East of England plan policies for the NPA through a dispersed strategy. However, too much emphasis on concentration, and in particular a single very large new town, will not deliver sufficient housing in the plan period. The development industry tends to support large scale developments as part of a mixed solution.

7.42 This leads us to the following conclusions:

- A mixed solution is the best approach, including small, medium and large scale developments. This will help ensure sufficient housing is delivered.
- Some degree of dispersal can be achieved by maximising opportunities on smaller sites in sustainable locations.
- A significant share of the new housing should be accommodated within the Norwich urban area.
- Public response for locations for medium and large scale of growth is mixed : responses to the short questionnaire seem to favour locations to the south of Norwich but responses to the full consultation document support the north east, southwest and Wymondham (perhaps with one or two additional locations). The full consultation responses are in line with the sustainability appraisal.
- Because of their close proximity and inter-relationship, the north east inside the NDR and north east outside the NDR are considered as a single location.
- To provide for sufficient choice, a contingency to cope with unexpected delays and future growth potential (post 2026), three large and one medium scale growth locations need to be identified
- To ensure that infrastructure is provided as early as possible and that residents suffer the shortest period of disruption we need to try to bring forward large scale growth as quickly as possible, but practicalities of delivering large developments mean that we cannot delay the start of any of these areas until later in the plan, if the required number of dwellings is to be delivered.

- There is little public support for a scale of growth in Long Stratton that would provide a bypass. Large scale growth would generate other transport impacts particularly on the A140. The transport burden on the development would seriously challenge the ability to fund other needs, including affordable housing.

7.43 The Preferred Option is therefore for four potential locations, all of which have with high SA performance:

1. the north east (inside and outside the Norwich Northern Distributor Road),
2. Wymondham,
3. the south west around Hethersett and Little Melton,
4. the west around Easton/Costessey.

(ii) Distribution of retail and service centres

7.44 The hierarchy of city, town and district centres capitalises on the national and regional significance of Norwich as a retail and entertainment centre. It also identifies appropriate subsidiary centres elsewhere in the urban area, the main towns and key service centres.

Preferred Option Policy: Spatial Hierarchy

7.45 New development in the Greater Norwich area will be focused on:

- The Key Centre for Development and Change: Norwich, including the urban fringe parishes of Colney, Costessey, Cringleford, Trowse, Thorpe St. Andrew, Sprowston, Old Catton, Hellesdon, Drayton and Taverham
- Major mixed-use developments in specified locations within the Norwich Policy Area
- Main towns: Aylsham, Diss, Harleston and Wymondham
- Key service centres: Acle, Blofield*, Brundall*, Hethersett*, Hingham, Horsford*, Loddon and Chedgave, Long Stratton*, Poringland/Framingham Earl*, Reepham, Wroxham (in view of its close connection with Hoveton)
- Service villages
 - Brooke, Burston (and Shimpling), Buxton, Cawston, Coltishall (and Horstead), Dickleburgh, Ditchingham/Thurlton/Norton Subcourse, Ellingham/Kirby Cane(Kirby Row), Great and Little Plumstead, * Horsham and Newton St Faith, * Lingwood (and Burlingham), Marsham, Mulbarton, * Newton Flotman, * Pulham Market/Pulham St. Mary, Reedham, Rockland St. Mary, Salhouse*, Scole, South Walsham, Spixworth*. Stoke Holy Cross, * Tasburgh*, Tharston, * Thurlton/ Norton Subcourse, Trowse with Newton* Rackheath, *
- Other villages
 - Alburgh, Alington & Yelverton, Ashby St. Mary/ Thurton, Aslacton, Barford, Barnham Broom, Bawburgh*, Bracon Ash*, Bressingham, Broome, Bunwell, Cantley, Carleton Rode, Earsham, Ellingham, Forncett St. Peter, Foulsham, Freethorpe, Frettenham, Gillingham, Great Witchingham (Lenwade), Hainford, Hempnall, Hevingham, Little Melton, Morley, Roydon, Saxlingham Nethergate, Seething (and Mundham), Shelton with Hardwick, Spooner Row*, Surlingham*, Thurton, Tivetshall St. Margaret, Tivetshall St. Peter, Wicklewood, Winfarthing,

(* within Norwich Policy Area)

Implementation and Risks

7.46 **to be added**

Preferred Option Sustainability appraisal summary

7.47 The choice of growth locations:

- The preferred option would locate new development in appropriate, accessible and sustainable locations, which provide for the necessary services and facilities
- Positive environmental benefits would arise from the reduction in travel (though less than for a greater concentration of development in fewer places), the saving in CO2 emissions and improvements to air quality.
- Development in Key Service Centres, Service Villages and Other Villages has the positive social benefits of providing for more widespread commercial and cultural development resulting in reduced social exclusion and increased accessibility. The inclusion of certain smaller settlements based on their service provision also provides for additional opportunities to provide for local rural housing needs. Marginal negative impacts result from infill development in villages with minimal services.

7.48 The distribution of growth

Economic impacts could include the attraction of larger employers to the larger places, enhanced rural job opportunities and a better jobs/housing balance.

Rejected rural areas growth options

The definitions of growth locations

7.49 A choice of the market towns and the “other towns”, with some growth in the key service centres, was considered to have the environmental benefits of reducing the need to travel for the local additional population, the positive social benefits of locally improved accessibility to concentrations of services, but the slight negative impacts on social change and the ability to assimilate concentrated development in a restricted number of places. This option could exacerbate rural deprivation in the most isolated areas.

The distribution of growth

7.50 The even distribution of all growth between the market towns, towns and key service centres:

- This would have the environmental benefits of reducing the need to travel for some, and the possible guarantee of more viable solutions to environmental constraints such as water supply and sewage/ foul water treatment. Social benefits would include improved accessibility for some but growth would not be related to the

availability of services, which could produce short term mismatches in their provision. Economic benefits could be the attraction of more employers to limited places but disbenefits could include the lack of job opportunities for lower order centres and an imbalance between jobs and housing growth. Overall the gains would be outweighed by the adverse impacts.

7.51 The even spread of growth between all Key Service Centres and Service Centre Villages:

- The impacts of this option would be similar to the option above, but with the greater social impact of the mismatch between housing and services, the greater economic impact of mismatched housing and local job opportunities, and adverse environmental impacts from the resulting increased need to travel to both services and jobs, and the need for larger employment land allocations in the lower order centres.

Policy Spatial Strategy – Hierarchy Of Centres

7.52 The development of new retailing, services, offices and other town centre uses as defined by government guidance will be encouraged at a scale appropriate to the form and functions of the following hierarchy of defined centres.

1) Norwich city centre

2) The town and large district centres of:

Aylsham, Diss, Harleston and Wymondham, and within the Norwich urban area, Anglia Square and Magdalen Street.

3) a) The existing large village and district centres of:

Acle, Hethersett, Hingham, Loddon, Long Stratton, Poringland and Reepham, and within the Norwich urban area at Aylsham Road, Drayton Road, Bowthorpe, Dereham Road, Eaton Centre, Earlham House, Larkman centre, Plumstead Road, Old Catton , Dussindale (Thorpe St Andrew), Coltishall

b) New district centres/ high streets to be established at:

- the proposed major growth locations within the Norwich Policy Area identified in policy [number],
- and at Blue Boar Lane, Sprowston and Hall Road Norwich

7.53 Policies will be introduced within all categories of centre as well as service villages and established or committed district centres to enhance the environment and economy of the centre and to protect the centre by controlling proposals which would result in the loss of commercial premises or local services.

Supporting Text

7.54 Government policy promotes vital and viable town centres to provide a range of easily accessible shops and services in an attractive and safe environment. A positive approach to the development of centres will promote local economic growth, investment in regeneration, social inclusion, widen consumer choice and be accessible by a range of

forms of transport.

7.55 The Greater Norwich area is dominated by Norwich city centre, which is a strong office, retail and leisure destination and the highest ranked retail centre in the region. There are approximately 1100 shops covering 229,000 m² of floorspace in the city centre.

7.56 This is supplemented by the large district centre at Anglia Square and some eleven other district centres within the Norwich urban area that meet the daily needs of their local resident populations. There are also several free-standing large food stores situated around the Norwich fringe and retail warehouse parks at Costessey, Blackberry Court (Sweet Briar Road), and Salhouse Road, Sprowston.

7.57 There is also a network of vibrant market towns. The largest centres are Aylsham, Diss, Harleston and Wymondham. These are traditional market towns which each contain some 70-140 shops and services, totalling some 5,000-16,000 m² net. They provide for a wide range of food and non-food shopping requirements, plus cultural and tourism facilities, and serve significant rural catchments. They are broadly comparable in size and function with the large district centre of Anglia Square/ Magdalen Street in Norwich.

7.58 A further range of smaller towns and larger villages provide for a more limited choice of goods and services from broadly 15-30 premises each totalling some 1000-2500 m² net. These places serve relatively local catchments, and some contain fewer shops and services than might be expected, due to their proximity to Norwich or other large centres just outside the Greater Norwich area. These are equivalent to “district centres” in the Norwich urban area.

7.59 The cater for growth in the area, the Norwich Sub-Region Retail and Town Centres Study identified the need for limited extra convenience goods floor space in the smaller centres but a major requirement for new comparison goods floor space in the city centre (see page ?).

Preferred Option Sustainability Appraisal Summary:

7.60 This option is considered to have the best balance of environmental, social and economic benefits as:

- The promotion of a wide range of retailing and service centres maximises the provision of easily accessible locations providing for a wide choice of employment, goods and services,
- The environmental benefits arising from the reduced need to travel and greater ease of non-car access include reduced congestion, improved air quality, reduced impacts on climate change and use of brownfield land.
- Social benefits include the availability of a greater choice of goods within a range of easily accessible centres, thus reducing social exclusion and rural deprivation.
- Economic benefits will arise from inward investment, improved business conditions for existing operators and co – location, leading to increasing viability.

Rejected options

a) The promotion of shops and services in a limited number of main centres such as those concluded to have floor space growth potential in the Norwich Sub Region retail and Town Centres Study:

7.61 This would lead to reduced vitality and viability in the lesser centres, a weaker local economy and reduced chances for rural diversification. Though benefits may result from a limited number of larger centres attracting a better consumer choice of larger retailers, the disadvantages of this approach would outweigh the benefits.

b) The inclusion of free-standing out-of-town stores in a retail hierarchy

7.62 The free-standing stores are primarily the large Tesco Store at Harford Bridge, the combined Norfolk Retail Park and adjacent Sainsbury's Store at Longwater, Costessey, and the ASDA store at Drayton High Road. These are approximately 1 km from the nearest housing areas, are primarily car-based shopping destinations and have limited non-car access. Such areas cannot be considered to be preferred, accessible locations for new retail and services growth because of government policy in PPS6. They do not contain the range of business and services expected of a centre and do not allow for local competition.

7.63 Encouraging growth at these locations could have negative environmental impacts due to the increased use of motor vehicles and additional needs for greenfield land.

7.64 Extensions to these facilities would have adverse impacts on social exclusion through their poor non-car accessibility and their impacts on reducing the floor space growth potential available for more accessible locations.

Policy Spatial Strategy: The Norwich Policy Area

Preferred option

7.65 The Norwich Policy Area boundary will remain as in the last Norfolk structure plan, except for the addition of Salhouse.

Supporting text

7.66 There is no significant change proposed to the boundary, but one of the major growth areas proposed in this core strategy extends to the boundary between Rackheath and Salhouse. The precise extent of the growth area will be defined in the site specific development plan document, but it is possible that it will extend a small distance across the parish boundary. The NPA boundary has always been based on parish boundaries for statistical purposes. To allow for flexibility, it is proposed to extend the NPA boundary to include all of the parish of Salhouse. To avoid ambiguity: while part of the parish might be affected, the existing village of Salhouse is not proposed for inclusion within this major growth area.

[INSERT MAP – parish boundaries showing addition of Salhouse]

Sustainability Appraisal of Preferred option

7.67 To be added

Rejected options

7.68 Significantly extend the NPA boundary. This option would promote Norwich Policy Area related growth in less sustainable locations.

7.69 Significantly reduce the NPA boundary. This option would reduce choice for Norwich Policy Area related small scale development .

Policy Spatial Strategy: The growth strategy

7.70 The strategy for accommodating major growth in the NPA is:

7.71 Employment development at strategic locations will include

- Significant expansion of office provision in the City Centre
- Significant expansion of health, higher education and, in particular, science park activity at UEA/NRP
- A new business park associated with the Airport and focussed on airport related uses
- An extension to Broadland Business Park
- Consolidation of activity at Longwater
- Expansion of activity at Hethel relating to automotive and high tech engineering
- New employment development to serve growth at Wymondham and the new communities in the North East and South West major growth locations.

7.72 Housing need will be provided by the allocation of sufficient land to deliver at least 36,000 dwellings in the NPA in the period 2006-2026.

- 10,000 dwellings comprising an existing commitment plus an additional 4,000 dwellings within the Norwich City Council area
- Y,000 dwellings in the Broadland NPA comprising existing commitment plus an additional 2,000 dwellings on small and medium sites in sustainable locations in the urban area, urban extensions and larger villages, and 6,000 dwellings in a large new community detailed below
- Z,000 dwellings in South Norfolk NPA comprising existing commitment plus an additional 2,000 dwellings on small and medium sites in sustainable locations in the urban area, urban extensions and larger villages, and 10,000 dwellings in larger developments detailed below

7.73 Transport infrastructure will include:

- The Northern Distributor Road
- Long Stratton Bypass
- Bus rapid transit
- New rail halts at Broadland Business Park and Rackheath (innovative new services

will be investigated on the Wymondham - Norwich - Wroxham axis, potentially extending to Coltishall)

i) Norwich City Centre

7.74 Within the City Centre the main focus will be on retail, leisure, office, and cultural development. There will also be opportunities for some housing and educational development. Its role as a regional centre will be promoted by;

- enhancing the historic city, including its built and environmental assets and its distinctive “contemporary medieval” character through innovative, sustainable design;
- strengthening the city’s role as a visitor destination of international importance, with additional tourist facilities and leisure development in accordance with the retail study;
- enhancing its retail function, providing for a substantial expansion of comparison retail floorspace of varied types and size of unit to provide a range of premises to 2021. This will be achieved through intensification of uses in the primary retail area and if necessary through its expansion; other shopping areas will be strengthened to provide for retail diversity, with a particular focus on enhancing the character of specialist retailing areas;
- expanding its function as an employment centre, including provision of high quality office premises and a diversity of uses across the area, including media, creative, finance, insurance and information communication industries.

7.75 Where housing development is permitted, densities should generally be high, but some family housing should also be provided to achieve a social mix. Housing should be provided as part of mixed use development where appropriate, particularly in areas A, B and C. A minimum of **xxx city council to add** dwellings will be provided in the city centre.

7.76 To support these roles, improvements will be made to:

- the public realm;
- open spaces, green linkages and connections between open spaces, linking to the river corridor and the open countryside;
- walking and cycling provision (with particular regard to visitors);
- sustainable transport access to and within the city centre in accordance with the Norwich Area Transportation Strategy. This will promote Norwich as a gateway and enable a bus rapid transit system to link the new communities, with the city centre as the hub.

7.77 The Northern City Centre will be developed in accordance with its Area Action Plan.

7.78 Implementation and risk

Northern City Centre Area Action Plan
Norwich Area Transportation Study (NATS)
Southern City Centre Development Brief
Ber Street Development Brief
Norwich City Centre Conservation Area Appraisal
City Centre Spatial Strategy
Private developers, both housing and commercial

[what else can we say e.g. government initiatives such as LEGI, growth point funding, public transport providers etc]

ii) The remainder of the Norwich urban area, including the fringe parishes

7.79 Throughout the suburban area opportunities will be sought

- to identify and regenerate “tired” suburbs
- to improve townscape and retain the best of local character
- to improve the “gateways” to Norwich by seeking co-ordinated environmental and townscape improvements on all major routes from the urban edge to the City Centre
- for small and medium scale redevelopments to increase densities, where a design and access statement demonstrates that an improvement to townscape will result, and particularly around district centres and on public transport routes,
- to retain and improve local jobs, including through the retention of existing employment allocations and by ensuring that small scale opportunities are genuinely available to all levels of the market
- to retain and improve local services,

7.80 Green infrastructure and links between currently fragmented habitats and to the rural fringe will be protected, maintained and enhanced. This will include:

- the protection of the landscape setting of the urban area
- tree planting to reinforce and re-establish the historic “orchard in a city, city in an orchard”
- the re-establishment of heathland habitats in the north and north east to link through to Mousehold.
- The completion of a riverside and river valley walks extending out into the surrounding countryside
- A new water based country park at Bawburgh and improved links from the city center and areas north of the river Yare to the existing country park at Whitlingham
- The establishment of a comprehensive cycle and walking network

7.81 Reduction of the impact of traffic on residential areas will be facilitated by the construction of the NDR and will include:

- Adoption of a hierarchy of routes as set out in NATS
- The establishment of “homezones” where appropriate
- Area wide traffic restraint, restrictions on through traffic and reduced speeds
- Comprehensive walking and cycling links

7.82 Significant enhancement of public transport will include:

- a bus rapid transit network on routes linking the City Centre and railway station to
 - Airport
 - Bowthorpe/Costessey/Longwater
 - Cringleford/NRP (and South West Strategic Growth Location, Hethersett, Wymondham)
 - Sprowston (and North East Strategic Growth Location)
 - Thorpe St Andrew business parks
- Improvement to infrastructure on other key routes of the Public Transport Network (illustrated in Appendix XX)

7.83 Norwich will be promoted as a “learning city” and the expansion of existing further and higher education opportunities will be encouraged.....[expand] [adult ed, high schools, private sector]

7.84 The following areas are identified as priorities for regeneration requiring area-wide co-ordination and community based approaches:

- Northern City Centre – physical and social regeneration, including significant redevelopment opportunities in accordance with an Area Action Plan.
- Northern wedge (North City Centre to Mile Cross and New Catton) – emphasis on improvement to the urban fabric in southern parts of the area and social regeneration in the north.
- Western Norwich – emphasis on social regeneration
- East Norwich (City Centre to Deal Ground/Utilities) – major physical regeneration opportunities, enhanced green linkages from City Centre to Broads.

7.85 Implementation

Regeneration and improvement:

Delivery – private sector (land owners, developers), LAs, parish councils, community groups

Risks – lack of public investment, lack of ambition and commitment to quality, lack of community engagement

Public transport, walking and cycling enhancement:

Delivery – LAs, bus companies

Risks – improvement is significantly dependent on the NDR, lack of public investment, failure to re-assign road space

iii) locations for major change and development in the Norwich policy area

7.86 Major Growth Locations

All major growth locations will be masterplanned using accredited design methodology to achieve the highest possible standards of design and to:

- deliver healthy, sustainable communities and locally distinctive design
- achieve a high level of self containment while integrating well with neighbouring communities
- be designed around walking and cycling for local journeys and public transport for longer journeys
- include SUDS, on site or nearby energy generation, [CHP?] and water saving technologies
- include new primary schools, local retail and other services, small scale employment opportunities and primary healthcare facilities
- ensure high quality telecommunications and adequate energy supply and sewerage infrastructure

7.87 1 North East Sector (Sprowston / Rackheath area)

This location will deliver an urban extension extending either side of the NDR. Delivery is dependent on the implementation of the NDR. The structure of the local geography suggests that this new community will take the form of a series of inter-related new villages or quarters and will include:

- at least 6,000 dwellings (rising to a total of at least 10,000 dwellings after 2026)
- a district centre based around an accessible “high street” and including a new library, education and health facilities. The development will also require new local centres.
- a new secondary school with an initial phase to open within the first 5 years. To facilitate early provision the early phases of development will concentrate on family housing.
- Retention of existing important greenspaces and significant levels of heathland recreation to provide stepping stones to link Mousehold Heath to the surrounding countryside. Historic parkland will be conserved.
- bus rapid transit to the city centre via [Salhouse Road and Gurney Road??] and a choice of safe and direct cycle routes to the centre.
- safe and direct cycle and pedestrian routes, and orbital bus services, to Broadland Business Park, Rackheath employment area, Airport employment areas
- a new rail halt at Rackheath
- permeability and community integration across the NNDR and with existing communities.

7.88 2 South West Sector (Hethersett/Little Melton area)

This location will deliver a new country town providing

- at least 4,000 dwellings (rising to a total of at least 7,000 dwellings after 2026)
- a town centre based around an accessible “high street” designed to serve the new community and the immediate locality and not to draw trade from a wider area. The

town centre will include retail, service and employment provision, a new library, healthcare and education facilities

- a new secondary school with an initial phase to open within the first five years (possibly delivered through the relocation and expansion of Hethersett High School)
- a new small scale business park closely integrated with the town
- extensive levels of green infrastructure to create a “Ketts Country” pastoral landscape of grass, wood, hedgerow and wetland habitat. This will include a new country park and significant landscape buffers to provide a setting for the town and to maintain important strategic gaps and the settings of Norwich and Wymondham
- SUDS – the underlying geology suggests this will also provide wetland habitat
- bus rapid transit to the city centre [via Newmarket Road??]
- safe and direct cycle routes and local bus services to NRP, Wymondham and Longwater

7.89 3 Wymondham

This location will deliver expansion of the urban area to include

- at least 4,000 dwellings (rising to a total of at least 5,000 after 2026) located predominantly to the south and east of the town to ensure best access to the town centre and railway station and to maintain the strategic gap to the north and northeast
- expansion of the town centre of a quality that will retain and enhance the distinctive character of the existing historic centre
- a new secondary school with an initial phase to open within the first 5 years. To facilitate early provision the early phases of development will concentrate on family housing
- extensive levels of green infrastructure to create a “Ketts Country” pastoral landscape of grass, wood, hedgerow and wetland habitat. This will also strengthen the importance and role of the Tiffey valley, the landscape setting of the town and strategic gaps, particularly towards Hethersett
- bus rapid transit to the city centre and exploiting any opportunities to maximise the use of rail connections
- safe and direct cycle and pedestrian routes to key locations in and around Wymondham including the town centre, the railway station and Gateway 11, and enhanced longer distance cycle access to Hethel, Hethersett and NRP

7.90 4 West

This location is dependent on capacity expansion of the A47 Longwater junction and will provide

- around 2,000 dwellings at Costessey and Easton
- a new local centre at Easton
- secondary school provision will be provided by a combination of schools in the area at Costessey, Earlham and new provision at SW growth location. Additional opportunities may be also provided at Easton College
- [GREEN Inf???] [Enhanced public access to the Yare valley?]
- bus rapid transit to the City Centre via Dereham Road
- bus and cycle links NRP and to secondary schools (including SW growth location)
- safe and direct cycle and pedestrian access to Longwater employment and retail

area and the Bowthorpe employment area

(NB additional dwellings total to 24,000 i.e. 1,000 more than required to provide for contingency and flexibility. Further contingency and flexibility will be provided by efforts to encourage further brownfield opportunities and bringing forward larger sites more quickly. The strategy also identifies 8,000 dwellings (4.4 years supply) in large new communities for the post 2026 period)

iv) Main Towns

7.91 Subject to specific servicing constraints these towns will accommodate additional housing, expanded town centre uses, expanded employment and additional requirements as follows

	Approximate housing numbers	Town centre uses	Employment	Additional Requirements
Aylsham:	0	Limited expansion adjacent to the town centre.	Expansion based on existing employment areas	Expansion must take account of Cittaslow ["slow town"] status
Diss	300	Significant expansion adjacent to town centre	Employment growth to meet the needs of town and large rural catchment	Expansion must take account of Cittaslow ["slow town"] status. Mixed-use redevelopment of redundant factory land at Park Road to be promoted by an area action plan. Improved water supply needed
Harleston	300	Modest expansion to serve local catchment adjacent to town centre	Additional employment growth based on existing employment areas	Improved water supply needed

Wymondham	4000 in plan period Rising to about 5000 as a location for major change within the Norwich policy area	Modest expansion of town centre uses to take account of the needs of the current population. Additional modest expansion of town centre uses to take account of proposed major housing growth.		Sewage treatment works capacity will be reached by proposed new housing [check this with water and cycle study]
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v.) Key Service Centres

7.92 In key service centres, subject to any specific servicing constraints, land will be allocated for a modest scale of residential development as indicated below, established retail and service in areas will be protected, and in some cases, as indicated below, there will be employment allocations.

- Acle: 100 to 200 dwellings, employment allocation
- Blofield: 20 to 50 dwellings
- Brundall: 20 to 50 dwellings
- Hethersett:
- Hingham: 100 dwellings, employment allocation
- Loddon/ Chedgave: 100 dwellings
- Long Stratton:
- Poringland/ Framingham Earl:
- Reepham: 100 to 200 dwellings
- Wroxham: 100 to 200 dwellings

vi) Service Villages

7.93 Each service village identified in policy X will be expected to accommodate 10 to 20 new dwelling as well as small scale employment or service development appropriate to the needs of the village and its immediate surroundings. Where local concentrations of shops and services occur these will be protected.

vii) Other Villages

7.94 The other villages identified in policy X will have defined development boundaries to accommodate infill or small groups of dwellings, small scale business or services for the immediate locality.

viii) The Countryside

7.95 In the countryside (including parishes not identified in one of the above categories) affordable housing for which a specific local need can be shown will be permitted as an exception to general policy. Farm diversification, home working, small scale commercial enterprises where a rural location can be justified, including limited and leisure and tourism facilities to maintain and enhance the rural economy will also be acceptable. Other development, including appropriate replacement of existing buildings, will be permitted in the countryside where it can clearly be demonstrated to further the objectives of this core strategy.

Supporting text

i) City Centre

7.96 Norwich is a regional centre and transport node. The Preferred Option therefore promotes further major retail, leisure, office, culture and tourism related development in line with regional policy. It continues the Replacement Local Plan policy of promoting mixed use development, but with a greater emphasis on commercial uses, rather than giving primacy to housing as a city centre use. This is because regional policy places a greater priority on employment uses in the city centre as it is the most sustainable location in Greater Norwich. The evidence study states that at least 100,000 m² of new offices will be required in the city centre up to 2021. Recent market trends support such an approach, showing a revival in demand for high quality offices, but with little demand for older, poorer quality offices and pressure in some cases for conversion to housing.

7.97 Regional policy and research have also identified that a substantial amount of space is required for other service related uses, such as leisure and tourism. Although the emphasis on housing has been reduced compared with earlier policy, it is important that some housing is provided to meet need and to continue the city centre's success in creating a vital and vibrant community. The target for new dwellings, including mixed uses with housing and family housing, is **X**

ii) The remainder of the Norwich urban area, including the fringe parishes

7.98 **Need to add text for this section**

iii) Locations for major change and development in the Norwich policy area

7.99 **Need to add text for this section**

iv) Main Towns

7.100 Four main towns have been identified, Aylsham, Diss, Harleston and Wymondham

7.101 Aylsham has the fourth highest level of shops and services outside Norwich, available employment land and spare capacity at all of its schools. As a main town, it would be expected to accommodate an appropriate level of new housing. However there are severe constraints at the sewage treatment works, which is already at capacity. As a consequence, no allocation for additional housing is proposed, although infill development

within the existing town will still be acceptable.

7.102 Jobs growth will be encouraged in line with the needs of the town and its catchment on existing allocated areas. The town also has the potential for limited new shopping floor space up to 2016, which will require the suitable expansion of the town centre. The existing commitment to a new supermarket can accommodate forecast need for convenience shopping.

7.103 Quality of life will be enhanced by community measures to further the town's "Cittaslow" or "slow town" status.

7.104 Diss is an attractive market town with the largest number of shops and services outside Norwich. It serves a large rural catchment covering parts of South Norfolk and northern Suffolk and has the development potential for significant new shopping floor space up to 2016 which will be accommodated on the existing retail land allocation adjacent to the town centre.

7.105 With an attractive historical town centre that includes parkland and a notable lake, plus sizeable employment areas well located next to the railway station with good bus and rail links, the town could sustain the further development of about 300 dwellings up to 2026.

7.106 Job growth will be encouraged to serve the needs of this growth and the town's catchment.

7.107 The town centre will be enhanced by the implementation of an area action plan to encourage the mixed use redevelopment of redundant factory land along Park Road, while the town's general quality of life will be enhanced by the encouragement of community measures to further its "Cittaslow" or "slow town" status.

7.108 There are constraints based on the availability of local high school places and the need for a new water supply to be overcome to provide for this level of potential housing growth. **[is this still the case with a lower level of growth?]**

7.109 Harleston has a good range of speciality shops and services serving a relatively local catchment, with a high proportion of people able to access the centre on foot. The moderate potential for new shopping floor space by 2016 will require a suitable location in relation to the town centre. The town's shops and expanding industrial estate provide for a range of job opportunities which will be encouraged to develop in balance new housing.

7.110 Harleston is served by regular bus services and has spare capacity in local schools. New allocations to accommodate about 300 dwellings up to 2026 will be made. **[is this still the case?]**

7.111 Wymondham?

v) Key Service Centres

7.112 Acle has a small range of shops and services serving everyday needs with good bus and rail links to the east and is an access point to the Norfolk Broads, which

could provide for some limited job growth along with local shops and services. Infrastructure and environmental constraints limit its potential to accommodate new housing development. However, because no allocation can be made at Aylsham, an allocation of between **100-200 dwellings is proposed** to 2026.

7.113 Blofield is a large village with a reasonable range of facilities, but limited shopping and employment. It is surrounded by high quality agricultural land. **Blofield Heath** is a detached settlement to the north. It has its own limited range of facilities. There are more sustainable options for accommodating new housing developments in the Norwich policy area; consequently only modest housing growth of approximately **20 – 50 dwellings** is proposed for the two to 2026.

7.114 Brundall has the range of services expected of a key service centre, though its limited range of shops are dispersed. It is a major centre for boatyards. It has grown as a consequence of its proximity to Norwich, but is deficient in recreational facilities, and this needs to be rectified. Brundall is surrounded by high quality of agricultural land, and it is important to prevent coalescence with the neighbouring large village of Blofield. Although Brundall has two railway stations, there are more sustainable options for accommodating new housing developments in the Norwich policy area; consequently only modest housing growth of approximately **20 – 50 dwellings** is proposed to 2026.

7.115 Hingham is one of the smaller rural centres with a range of basic shops and services serving everyday needs in an attractive and historical centre located around a large green. There is a local employment area, though this is now fully committed. Environmental constraints due to the need for sewage treatment works modifications would limit new development to some 500 dwellings. In view of Hingham's small size, relatively limited range of local shops and services, and the need to overcome high school capacity constraints, a growth of approximately 100 dwellings to 2026 is proposed, supported by the encouragement of additional local jobs including consideration of the need to extend the industrial estate.

7.116 Loddon has an attractive historical centre providing a range of shops and services with bus links to Norwich and nearby towns. The adjoining village of Chedgrave shares those services in addition to having its own village shops and services. A range of local industrial, business, retail and tourism job opportunities will be encouraged in line with the needs of housing growth. New development of some **100 dwellings** is proposed to 2026, subject to the overcoming of the shortfall in capacity at the high school, **[does this still apply?]** though environmental constraints and areas at risk of flood will be significant factors at the site specific stage.

7.117 Long Stratton: need some help from south Norfolk colleagues *(Role and potential to be added - To be confirmed by the Norwich Policy Area group)*

7.118 Poringland: need some help from south Norfolk colleagues *(Role and potential to be added- To be confirmed by the Norwich Policy Area group)*

7.119 Reepham has a range of shops and services, local job opportunities and available employment land. However, its schools are both virtually at capacity and limited capacity at the sewage treatment works also restricts development potential. Some **100 – 200 new homes are proposed to 2026**, with the encouragement of the appropriate local job growth. This will require measures to improve local school capacities **[is this still true?]**.

7.120 Wroxham forms a gateway to the Broads and is adjacent the larger service centre of Hoveton, across the River Bure in North Norfolk District. While Wroxham's services are limited, its links to Hoveton as a local employment, service and major Broads tourism centre could provide for the development of some 100 to 200 dwellings by 2026. This is well within the limits set by local water supply, flood risk and sewage treatment considerations, although investment may be needed to improve effluent quality. This takes into account the proposals for further housing allocations of approximately 150 dwellings proposed in North Norfolk District Council's Local Development Framework. Development in Wroxham must provide improved community facilities.

iv) Service Villages

7.121 27 service villages (including 11 in the Norwich Policy Area) have been identified in Policy **XXXX**. Each service village is expected to be able to provide for some 10 – 20 new homes in the period to 2026, and appropriate small scale employment and services to meet the needs of the local community.

7.122 These centres are based on the services considered to be the most essential to support this scale of sustainable settlement and have a:

- village hall;
- journey to work bus service (to Norwich and/or a Key Service Centre)
- primary school;
- and a food shop.

7.123 These places will provide an additional total of some 160 to 320 new homes throughout the rural area to provide for limited housing growth to meet a range of local needs including affordable housing.

7.124 They might also be expected to accommodate small scale local employment opportunities to provide for the diversification of the local economy (including agriculture and tourism), and local services. Modest housing development in these villages may also provide some support for the potential improvement of public transport access to the larger towns and centres.

(NOTE: THIS ASSUMES THAT the VILLAGES ARE LIKELY TO SATISFY THE SERVICES CRITERIA, SUBJECT TO A CONSTRAINTS ASSESSMENT AND SA).

v) Other Villages

7.125 The Joint Core Strategy area contains a large number of villages that have few or no local services, and which would not provide a sustainable location for significant new development. Such places are very reliant on the services of larger centres for their everyday needs, and new development would not necessarily help to retain or attract new services due to the ever increasing population thresholds required to support them. While significant expansion would be unsustainable, some of these places with basic essential services would be capable of accommodating very limited infill development without affecting the form and character of the villages. Housing to provide for local needs may be suitable.

7.126 The 41 "Other Villages" named in Policy **XXXX** (5 in the Norwich policy area) **have** a village hall and a primary school. These provide a minimal level of essential

services that reduce the need for many car trips. These villages will be defined by a village development limit.

The Countryside

7.127 Much of the area is agricultural land forming an attractive backdrop to the existing settlements and the Norfolk Broads. This area contains many attractive built and natural features and areas of notable landscape character, geological and biodiversity interest. These need to be protected and enhanced, while providing for the rural economy and its services accessibility to be maintained and enhanced.

7.128 Development in the countryside could include:

- housing for which a specific local need can be shown as an exception to general policy,
- small scale local employment and service provision such as through farm diversification
- small scale commercial enterprises where a rural location can be justified,
- and limited leisure and tourism facilities to maintain and enhance the rural economy.

7.129 Other development in the countryside might include extensions or conversions to or the replacement of dwellings and employment premises, and home working. In the case of more significant proposals, these will be considered in the light of their contribution to meeting the overall objectives of the core strategy.

Sustainability Appraisal of Preferred Option:

i) City Centre

7.130 The Sustainability Appraisal shows the Preferred Option to be the most sustainable as it co-locates employment, services and housing to address threats to employment uses and focus employment growth on the most sustainable location in sub-region. This will both reduce the need to travel and ensure maximum use of sustainable transport modes. This will reinforce the success of transport policies such as Park and Ride, whilst also making the city centre the hub for bus rapid transit services to and between the sustainable urban extensions.

ii) Rest of the urban area including the fringe parishes

7.131 **To be added**

iii) Locations for major change and development in the Norwich Policy Area

7.132 **To be added**

iv) Remainder of The Joint Core Strategy Area

7.133 The preferred option would provide for the required new development in appropriate, accessible and sustainable locations, which provide for the necessary

services and facilities in accordance with government policy and the East of England Plan.

7.134 Positive environmental benefits would arise from the reduction in travel, the saving in CO2 emissions and the resulting positive impacts on air quality and physical surroundings.

Rejected options

i) city centre

- Housing led development

7.135 This option would continue the present City of Norwich Replacement Local Plan approach which requires all city centre development to be mixed use and would not have a significant focus on commercial development. The evidence base shows that in recent years housing completions have been above requirements in Norwich, though there is still considerable need for affordable housing. It also shows that substantial amounts of land in the city centre must be used for commercial development to meet employment requirements.

7.136 The Sustainability Appraisal showed that over concentration on housing in the city centre would lead to unsustainable movement patterns by creating more need to travel. This is because any decline in employment in the city centre would lead to reverse commuting to many different employment areas which can not be served as effectively by public transport as the city centre.

- No spatial planning strategy for the city centre

7.137 This approach would allow market led development with limited intervention, in effect therefore providing no strategy. Government policy would not support this approach, as it would not promote sustainable development. Therefore it is not considered further.

ii) rest of the urban area including fringe parishes

- Not seeking to enhance public transport routes, the environment and quality of life in the suburbs and not identifying the need for area-wide regeneration.

7.138 This approach would be contrary to the East of England Plan. Evidence demonstrates that there are significant concentrations of regeneration needs and opportunities in the identified areas that would benefit from a comprehensive area-wide approach.

iii) major growth locations within the Norwich policy area

- Greater dispersal of development.

7.139 This option performs badly against the SA, as it would provide less supporting infrastructure, would generate excessive car based travel, thereby increasing CO2 emissions and would not deliver East of England Plan policies

- Greater concentration of development including a single large new town.

7.140 This option was rejected as it would provide more limited choice and would have a significant detrimental impact on the ability to deliver sufficient dwellings in the plan period.

- A different choice of growth locations.

7.141 All other locations perform less well against the SA, as set out below: **[NB need to ensure consistency of pros and cons with I&O]**

Location	Large Scale Growth (3-5,000+ dwellings)	Small and Medium (1-3,000 dwellings) Scale Growth:
North West	<ul style="list-style-type: none"> ○ Poorly related to the City Centre - only strategic employment opportunities at airport; ○ Congestion and capacity of the A1067 makes it difficult to provide high quality public transport; ○ No sewerage capacity (as it relies on City Centre); ○ Likely to increase rat running to access the A47 and Longwater. 	As for large scale growth plus no local high school capacity
North	<ul style="list-style-type: none"> ○ Poorly related to the City Centre - only strategic employment opportunities at airport; ○ Congestion and capacity of the A140 route makes it difficult to provide high quality public transport; ○ very limited existing facilities and infrastructure 	As for large scale growth plus no local high school capacity
East	<ul style="list-style-type: none"> ○ Not well related to a choice of strategic employment locations. ○ Constraint of Thorpe Road/Yarmouth Road makes it difficult to provide high quality public transport. ○ Very limited existing facilities and infrastructure ○ High quality agricultural land 	As for large scale growth plus no local high school capacity
South East	<ul style="list-style-type: none"> ○ Poorly related to any strategic employment locations. ○ Difficult to provide high quality public transport 	<ul style="list-style-type: none"> ○ As for large scale growth. ○ Some potential to expand local high school capacity
South	<ul style="list-style-type: none"> ○ Poorly related to strategic employment locations. ○ Very limited existing facilities and 	

	supporting infrastructure	
Long Stratton	<ul style="list-style-type: none"> ○ Poorly related to the City Centre or a choice of strategic employment opportunities ○ Need for a bypass and the overall quality of the A140 a significant constraint leading to requirement for further investment ○ High quality public transport would require significant investment ○ Viability likely therefore to be challenged and reduced funds would be available for other parts of area ○ Provides a range of local services and small scale job opportunities 	<ul style="list-style-type: none"> ○ Suitable for small scale growth. ○ Medium scale of growth could only provide for a new bypass if development made little or no contribution to other needs

7.142 A different distribution between the Broadland and South Norfolk parts of the area. would rely on substituting locations from the above list for Preferred locations or require a larger amount of development to be produced in the Preferred locations. This was rejected as it would prioritise less sustainable locations.

7.143 The Preferred Option is based on achievable maximum development rates in each selected location so these can not be increased. Significantly altering the balance to emphasise either the south and north would restrict choice and undermine delivery.

iv) The remainder of the plan area

The definition of growth locations:

Two options have been rejected:

- A choice of the market towns and the “other towns”, with some growth in the key service centres

7.144 This option would reduce the need to travel through concentration of services. It would have slight negative impacts on social change and the ability to assimilate concentrated development in a restricted number of places. This option would exclude places with a range of basic facilities capable of sustaining further growth, and thus potentially worsen rural deprivation and social exclusion

- The above option plus growth in more widely defined “Service Centre Villages”,

7.145

[to be completed]

8 Implementation and Monitoring

8.1 Objectives
<ul style="list-style-type: none">• Contributes to Objectives 1,2,3,4,5,6,7,8,9,10,11
8.2 Local context
<ul style="list-style-type: none">• A good overall record of meeting former structure plan housing targets, but at a significantly lower level than the current targets - a major challenge.• In general past development has avoided major damage to key environmental assets, but not brought as much positive environmental enhancement as it might have done.• Widespread belief that past development has not been accompanied by the necessary infrastructure, resulting in a current deficit.• Access (and, in one case, electricity) constraints are currently holding up the development of two strategic employment sites critical to the local economy.• Water is scarce in the area. Water infrastructure and economy measures are likely to be critical in meeting development needs sustainably.• Investment needed in transport infrastructure, not only the proposed Norwich Northern Distributor road, but also for public transport.• Need to raise the profile of local and renewable energy to cut the area's carbon footprint• There is a locally perceived local infrastructure deficit, and the scale of development proposed will require major investment in facilities such as transport,(including roads, junctions, public transport, cycling and walking) green infrastructure (including leisure, landscape and ecology, etc.) affordable housing, and social facilities such as schools and health care etc. The infrastructure needed in our current assessment is shown in table ZZ.• A robust approach to implementation and monitoring critical to the achievement of the spatial vision and objectives. Although individual local planning authorities will retain a statutory responsibility for the production of annual monitoring reports, the Greater Norwich Development Partnership will also produce and disseminate its own monitoring report, measuring progress towards the achievement of this joint core strategy.
8.3 Issues: original questions
Questions 37,48, 49, 50, 51, 52
8.4 Consultation: What you told us
<ul style="list-style-type: none">➤ You generally supported the idea of a tariff system with this being assessed across the wider area to take account of all infrastructure needed to support the growth.➤ You supported a discount on any tariff for brownfield sites.➤ Responses suggested the level of tariff will have to take account of the viability of development and that funds should be managed locally, but by some body other

than the local councils.

8.5 Sustainability Appraisal of the issues and options: what it told us

Of the options in the Issues and Options document, only Q 49 was subject to Sustainability Appraisal, as the others could only have been assessed for specific localities. Both approaches in Q49 would have had beneficial effects overall, but the option to allocate a share of developer contributions to wider infrastructure was considered better as it would help to tackle some of the key large scale needs, compared to the option of seeking contributions solely on a site by site basis.

8.6 Evidence: what it told us

- National guidance on monitoring LDFs has been published; advocating objectives led approach to monitoring and effects monitoring to link the plan's performance back to the Sustainability appraisal. It also defines Core Output Indicators.
- Government guidance emphasises the importance attached to implementation in the plan making system and requires local planning authorities to produce an Annual Monitoring Report.
- In January 2008 the Government published "The Community Infrastructure Levy", (CIL) its proposals for a more efficient means of collecting developer contributions than complete reliance on the current Section 106 mechanism. section106 will, however, continue to be applied to affordable housing and site specific requirements. Any CIL must take account of market conditions to avoid stifling development. The paper acknowledges this may imply differential rates in a plan area, though these should not give perverse incentives to develop in less sustainable locations and the Government has said it wishes to consider this aspect further.
- The East of England Plan sets out policies on Implementation, Monitoring and Review. Policy IMP1 refers to a region wide implementation plan, but stresses the primacy of local arrangements for delivery, and floats the Local Delivery Partnership and Local Development Vehicle approaches.
- Anglian Water published their Strategic Direction Statement 2010-2035 in 2007
- Transport infrastructure proposals are set out in the County Council's local transport plan and its related capital investment program covering the period 2006 – 2011. Schemes relating to the Norwich area are covered in the Norwich Area Transport Strategy. The County Council produces a local transport plan monitoring report. The implementation of major schemes requires support through the regional funding allocation process undertaken by the East of England Regional Assembly.
- Add bullets about health and education funding
- The Greater Norwich Development Partnership has commissioned various studies relevant to the question of implementation, including
 - Norwich Growth Area- Infrastructure Need and Funding Study, (EDAW December 2007,)
 - Green infrastructure Study (Chris Blandford Associates)
 - Integrated Water Cycle Study (Scott Wilson)
 - Open Space audits carried out for the three local planning authorities (Strategic Leisure Ltd and Leisure in the Environment)
 - Strategic Flood Risk Assessment (Millard Consulting 2008)
 - Public Transport investigation (Mott McDonald 2008)

What we have learned:

8.7 To meet the scale of infrastructure investment needed, developer contributions should be collected by means of a tariff approach consistent with the Government's proposal for Community Infrastructure Levy, payable by all market residential and commercial development (including changes of use). Some funds would need to be used for strategic infrastructure and some for local infrastructure with the strategic contribution being pooled and spent on the infrastructure defined as strategic at any appropriate location within the plan area (or exceptionally outside the plan area if it has a clear relevance to the plan area) while the local element would be invested in the vicinity of the contributing site.

8.8 The following discussion assumes the CIL is introduced broadly along the lines indicated by the Governments earlier consultation.

8.9 For simplicity, we think the same levy should be charged on Greenfield and brownfield sites, but where this might threaten the viability of the scheme a developer could argue for appropriate reductions through an "open book appraisal". As far as can be foreseen at this stage the approach outlined should be consistent with the Government's CIL proposals.

8.10 The EDAW study suggests that land values in the area could support a contribution of approximately £23,000 to £27,000 per sale housing unit, at 2007 values, taking into account the prevailing land market and a reasonable level of profit so that development is not constrained by the contributions and if the Homes and Communities Agency funding is available for affordable houses. If this is not available a corresponding reduction of around £12,500 per sale dwelling may be appropriate.

8.11 Further work will be needed to refine this figure, include non-residential uses to bring it into line with the Government's proposals for a CIL, and to identify the more detailed locational effects as the Preferred Options for development are confirmed including those in the rural parts of the area .

8.12 However, the study shows that even at this level of CIL, there will still be a deficit compared with the cost of the necessary infrastructure.

8.13 A proper contribution from non residential development might be derived by equating a particular floor area of commercial development (e.g.100 sqm) with a dwelling. To take account of varying values of different commercial uses, using the figures above as an example the levy for a 100sqm of a given commercial use could be set at a percentage of the charge for a dwelling based upon the ratio of land value for the commercial use compared to the land value for residential use.

8.14 Although land values differ throughout the area, generally being lower in rural areas, this does not generally seem to translate into reduced development viability, and so there does not appear to be a case to charge the tariff at a different rate within the Norwich Policy Area and the remainder of the plan area, though this will be subject to further research. However there needs to be a mechanism for the level of CIL to be challenged in particular cases where it may render an otherwise acceptable development unviable.

8.15 The Greater Norwich Development Partnership will need to establish a mechanism to receive levy payments and disburse contributions to infrastructure, also equipped as far as legislation will allow, to forward fund infrastructure where necessary through mechanisms such as:

- Prudential borrowing
- Tax increment financing
- Revolving infrastructure fund with pump-priming by government
- Funding against other forecast income streams, for example if congestion charging were to be introduced, providing there is a clear functional relationship.

8.16 The “Banker role” should be handled by a team within the GNDP rather than one of the constituent organisations, reporting via a panel of directors drawn from the partner organisations, to the GNDP Policy Group of Councillors. A rolling investment programme covering a period of 5 years in detail with a broader look further ahead should be agreed by the constituent partner organisations, and protocols developed setting out the degree of discretion exercisable by the fund manager and the directors group in varying the agreed programme and in making appropriate agreements for the provision and funding of infrastructure.

8.17 In the case of major new developments of strategic significance there should be a formal process of “master planning” which allows genuine participation by residents and other stakeholders already in the area, as well as representatives of the landowners/developers, service providers, interest groups and the local planning authorities, to ensure the development is shaped to take account of the interests of all from the outset and to take whatever opportunities might exist for it to contribute to improving conditions for existing communities. This should also give confidence that the development as a whole will be undertaken and that facilities and amenities provided will be properly maintained in the long term.

Preferred Option

8.18 All development in the plan area will be accompanied by appropriate infrastructure provided in a timely way, with arrangement for its subsequent maintenance. Provision will be achieved through

- Active use, where necessary, by the local planning authorities and County Council of their legal powers to bring about the strategically significant development, including compulsory purchase, proposed in the plan in the manner envisaged.
- Coordination with the investment programmes of other public bodies and utility providers
- Taking full advantage of mainstream Government funding streams
- Innovative approaches to capital investment based on forecast future revenue streams
- Contributions from all market residential and commercial development in the plan area through a Community Infrastructure Levy and, for site specific requirements, Planning Obligations. In all cases appropriate allowance will be made for infrastructure directly provided on site as part of the development.

- In the case of community or social development, a reduced contribution, taking account of the social value of the development concerned.

8.19 The resulting funds will be gathered, managed and spent in a transparent way by the authorities forming the Greater Norwich Development Partnership (or their successor [s]) by means of a published Integrated Development Programme for the plan area. The level of any charge made under the community infrastructure levy will be reviewed periodically through the publication of a supplementary planning document and updated between reviews by reference to relevant cost indices.

8.20 Future maintenance of infrastructure provided on the site or built or improved as part of the development will be achieved either through adoption by a public body with appropriate maintenance payments or other secure arrangements such as the establishment of a local infrastructure management body. This will apply to all infrastructure, including, where applicable.

- SUDS
- Local and renewable energy generation
- Green infrastructure and the implementation of green infrastructure strategies, including habitat creation/ pedestrian and cycle links/recreation facilities/ Parks/ trees, hedgerows, woodland/landscaping
- Community and recreation facilities [education facilities, community halls, health facilities, libraries, social services facilities, allotments etc]
- Water conservation measures
- Improved public transport facilities
- Other appropriate transport infrastructure
- Emergency services including crime prevention
- Waste management/ recycling/composting facilities
- Street furniture
- Public art
- Utilities
- Affordable or supported housing

8.21 The quality of new developments will be assured through the careful scrutiny of Design and Access statements for all appropriate developments and a requirement for their implementation, and in the case of major Strategic Growth Locations, through an accredited design process giving local people an opportunity to shape development and which guarantees implementation of the whole scheme. The developer[s] of major Strategic Growth Locations will also be required to enter into an ongoing commitment to support community development throughout the period until the development is built and first occupied.

N. B. This policy and the following supporting text is drafted on the assumption that the government introduces a Community Infrastructure Levy along the lines indicated in earlier published consultation papers. It will need amendment should the proposals be abandoned or substantially changed, and if necessary following the review of local government structures in Norfolk.

Implementation of this policy

8.22 This policy is about the implementation of other policies and will need the cooperation of the full range of participants including the local planning authorities, developers, transport, utility, and service providers, regulators, public agencies such as the Highways Agency, NHS Norfolk, Environment Agency, EEDA and the Homes and Communities Agency, as well as independent advisors involved in facilitating the initial participative planning approach to the development of new communities and commercial interests.

8.23 It will be implemented throughout the plan period.

8.24 It will be implemented through a combination of bids for mainstream public funds, including through the regulatory bodies for utilities, and through the Greater Norwich Housing Strategy for affordable housing (and related support), legal obligations entered into by developers, the preparation of an Integrated Development Plan to guide public investment, including the proceeds of a CIL, as well as private investment by those providing services on a commercial basis. The legal powers available to the authorities to bring about the development in the manner envisaged will be used where this is necessary to achieve the plan's objectives, though it is hoped that this will only be necessary in limited circumstances.

Risks

8.25 The principal risk is cuts in public funding, and changes in the viability of development which might limit the scope for developer funding. A further risk is the short term and competitive nature of some public funding streams, and its application to long term development projects.

Supporting Text

Implementation

8.26 Implementation of the policies in this plan will depend on the co-ordinated activities of a number of agencies. Each individual policy *[or the table in this chapter]* indicates the main agencies responsible for the implementation of the policy in question, the stage of the plan at which implementation is sought (unless it is a policy applicable throughout the plan's lifetime) and the principal mechanism(s) by which it is expected the policy will be implemented.

8.27 In the case of infrastructure, of all kinds, it is essential that this is provided in tandem with new development. The precise timing will be a matter of judgement in each case, but the underlying principle will be to avoid placing an undue strain on existing services and to ensure that residents of new developments do not form patterns of behaviour which ultimately threaten the viability of new services as a result of their late arrival.

8.28 The local planning authorities recognise that implementation of the plan will, in the case of some policies, entail considerable expenditure. In the case of developer contributions this will be sought through a combination of a community infrastructure levy (CIL) and contributions through Section 106 obligations (or any successors to these mechanisms). *Table Z* shows the items of infrastructure expected,

at this stage, to be covered by each of these elements.

8.29 Based on preliminary work undertaken by EDAW, the scope for a CIL charge appears to lie in the range of £23 – 27,000, at 2007 prices, without threatening development viability, though this will be subject to more detailed investigation. It will also be necessary to extend this to commercial non residential development, to fully embrace the Government's latest thinking. This might be done for example, by treating, say, 100 square metres floor space (or in the case of changes of use of land not occupied by buildings, 200 square metres of site area) as equivalent to one dwelling (the minimum scale of development liable to pay the CIL) and the CIL set at a value reflecting the ratio of land values for the use class in question, as defined in the current Town & Country Planning Use Classes Order, to the value for residential land in the same area. The CIL could also take account of any specific conditions applied to dwellings falling within use Class C3 which may affect the value of the land in question. For sui generis uses, falling outside a recognised Use Class, an independent valuation would be required. The key infrastructure required to accommodate the broad scale of development proposed in the Norwich policy area part of this plan was estimated by EDAW on the basis of two hypothetical scenarios and is set out in their report. Further work is being undertaken to refine and cost the infrastructure needed over the whole plan area and in light of the distribution of development proposed in this document. From the work done to date by EDAW, the cost of the infrastructure required is likely to exceed probable revenue from a CIL, and current mainstream funding, and therefore the upper limit of CIL is likely to be determined by viability rather than the cost of the necessary infrastructure. Part of the ongoing research is to assess viability to enable the CIL to be set at a realistic level. Table Z. Z. indicates the broad categories of infrastructure investigated by EDAW.

8.30 In the case of the strategic growth locations identified in Policy XXXXXXXXX [NPA chapter], where an accredited design process is required, it is expected that specific infrastructure requirements will arise as a result, and that these will be provided by the developers as an integral part of the development. In these instances, the cost of the infrastructure provided (other than utilities) will be discounted from the CIL that would otherwise be payable.

8.31 In the case of social or community development, a reduction taking account of the social or community value of the development would need to be made. For example a primary care facility would not be expected to contribute the element of the CIL for health infrastructure, or a school that for education infrastructure, but both examples would be expected to contribute to transport etc. Affordable housing will be exempt where it is provided without public subsidy by a developer through S106 obligations as part of a mixed market and affordable tenure scheme or where it forms part of a rural exceptions scheme to meet the needs of local people already likely to be living in an area. On sites consisting entirely of affordable housing provided by a housing association, the CIL payable will be calculated on 60% of the dwellings only, to enable housing associations to compete for sites on an equal footing with the private developers.

8.32 The precise infrastructure requirements and costs, and potential value of CIL contributions will be refined in the light of the distribution of development proposed in this preferred options document, the most up to date population forecasts and the government's latest proposals for a CIL.

8.33 The local planning authorities, in consultation with stakeholders, will from time to time review the infrastructure needs of the development proposed in this Core Strategy and development values in the locality to ensure that the level of CIL achieves an appropriate contribution, but does not threaten the viability of the necessary development. This will be achieved through the preparation and review of a supplementary planning document. Between these reviews, the CIL sought will be adjusted in line with the BERR output price index for public works: all public works.

8.34 Subject to the outcome of the continuing research into scope for a CIL, it is expected that the CIL will be charged at a uniform rate across the plan area, and will not differentiate between previously developed land and greenfield sites

8.35 A developer may challenge the level of CIL via an open book appraisal if the developer believes the level of CIL will render a particular development unviable. Where it can be demonstrated that a development would be rendered unviable by the standard CIL charge, and that the price paid for a site took account of known or reasonably predictable site costs, the CIL charged on the particular site will be reduced to a level which permits the prevailing rates of developer profit for the land use in question to be made.

8.36 The level of CIL referred to above is based on Homes and Communities Agency funding of affordable housing being available at a rate of around £15,000 to £22,500 per affordable home. Where this is not available, and it can be demonstrated that the costs of meeting site specific Section 106 obligations in providing affordable housing will rise as a consequence and threaten the viability of a scheme, the CIL charge will need to be varied to take account of the reduced Homes and Communities Agency funding, if any, or the amount of affordable housing will be adjusted. The EDAW study suggested that the reduction in CIL per sale house where no public funding is available on a typical mixed private/affordable housing scheme might be about £12,500.

8.37 The strategic infrastructure to be funded by the CIL will be set out in detail in an Integrated Development Plan which will be published by the Greater Norwich Development Partnership and subject to formal agreement by the partner organisations. This would set out in detail the infrastructure, of all kinds, expected to be provided in the coming period (for example the next five years in detail and the following five in outline), priorities, its anticipated cost, sources of funding, agencies responsible, and the expected timing of implementation. It will be prepared in consultation with the stakeholders including those are responsible for the provision of services.

8.38 Detailed spending decisions on strategic infrastructure will be made by a group set up by the Greater Norwich Development Partnership and reporting to member organisations, which will make public its terms of reference so that the propriety of spending decisions is apparent.

8.39 This spending programme will be used as a mechanism to forward fund infrastructure where necessary to ensure timely provision.

8.40 The Greater Norwich Development Partnership will co-operate with utility providers to ensure that their asset management plans take full account of the infrastructure needed to accommodate the development proposed in this plan. It will

also seek to maximise the contribution from other mainstream public sector funding streams.

8.41 The Greater Norwich Development Partnership will seek innovative ways to fund capital investment of necessary infrastructure, where this is permissible under prevailing legislation, for example borrowing against forecast increases in local taxation revenue resulting from new development, and the relaxation of ring fencing regulations where this can be achieved in a way compatible with the necessary transparency in accounting for the use of public funds.

8.42 For those elements of infrastructure funded through obligations under S106, there will be a general de minimis threshold of 5 dwellings (or 500sq m of commercial floorspace) below which contributions will not be sought. However, all local access, safety or local amenity related, or operational matters will be subject to a S106 obligation irrespective of the scale of the development.

8.43 The overall quality of development is critical to its acceptability to the Greater Norwich Development Partnership and to the people of the area. All relevant developments will need to be accompanied by a rigorous Design and Access Statement and proposals for its implementation. The developer[s] of major strategic growth areas will also be required to participate in an accredited participatory design process to determine the form of the development in question and guarantee its development in full, and to enter into an ongoing commitment to support community development throughout the build period, up to the point where the development is first occupied, to bring about a genuinely sustainable community. This will include fostering the growth of community and voluntary organisations which are critical in genuine community development. In these developments, or others critical to the achievement of the plan's objectives, where it proves necessary, the Councils will be prepared to intervene using legal powers available to them.

8.44 All developers will be expected to guarantee[either through adoption by a public body with appropriate maintenance payments or for example by the establishment of a local infrastructure management body] the long term maintenance of physical and social infrastructure provided on the site or built or improved elsewhere as part of the development.

Monitoring

8.45 Monitoring is becoming increasingly important with much greater emphasis on the implementation of planning policies and allocations.

8.46 In order to ensure that the Joint Core Strategy is still relevant we must check that we are moving in the right direction and measure progress in achieving the objectives of the plan. The Joint Core Strategy therefore includes a clear monitoring framework to help answer the following questions.

- Are the objectives still relevant?
- Are the policies achieving the outcomes that they were designed for?
- Are the policies delivering sustainable development?
- Are our targets being achieved?

8.47 A key component of the Local Development Frameworks of the local planning authorities is the production of the Annual Monitoring Report (AMR), which must be submitted each year to the Secretary of State. The AMR is envisaged as a regular check, and opportunity to adjust policies as appropriate and offers the opportunity to revise the programme of Plan preparation, (the Local Development Scheme) in the light of circumstances. The Greater Norwich Development Partnership will publish regular monitoring reports, and use the outcomes to inform reviews of the integrated development programme, the need for review of this joint core strategy, and in making judgments about the conformity of other Development Plan Documents with this joint core strategy to achieve its objectives.

Performance Indicators

8.48 A number of 'Performance Indicators' have been developed to help judge the success or otherwise of the policies and objectives. Some of these indicators are Core output indicators, which the Government require us to collect. The other 'local' indicators are equally important and have been developed to address matters relevant to this area. Many of the indicators derive from the Sustainability Appraisal, as sustainability must be at the heart of the plan.

Contextual Indicators

8.49 These are intended to illustrate the nature of the environment within which the plan's proposals are set and the changes to that environment. A Local Area Agreement has been established in Norfolk and a set of 35 indicators prioritised reflecting the key local concerns relating to the area's well being.

8.50 The set of indicators should be short, readily available to collect, robust, relevant and together should measure the plan's performance.

8.51 The following table identifies several initial core output indicators and local indicators. Together these need to provide an assessment of whether the strategy is moving towards its objectives and whether the policies are achieving what they set out to do.

8.52 We will also need to set ourselves appropriate targets against which movement towards or away from policy objectives can be measured over time. Targets need to be specific, measurable, achievable, realistic and time-bound (Local Development Framework Monitoring: A Good Practice Guide)

Rejected options:

The options rejected are:

1. All developer contributions to be calculated on a site by site basis

Reasons for rejection.

- The EDAW study confirms that the scale of infrastructure needed in the Greater Norwich Area requires a systematic and coordinated approach to deliver and piecemeal contributions would not achieve this.
- The approach would run counter to the Government's proposal to move from a site by site individually negotiated agreement towards and Community infrastructure Levy based on a plan-wide assessment of the infrastructure needs of the area.
- Both the consultation responses, though few, and the initial Sustainability Appraisal work support this approach

2. Differentiating between Greenfield and Brownfield sites in terms of the expected contribution.

Reason for rejection

- A flat rate is simpler and the scope for an open book appraisal provides safeguards in the case of sites with demonstrable abnormal expenses, and should not therefore inhibit the use of brownfield sites.
- A crude differentiation e.g. between greenfield and brownfield would overlook the fact that not all brownfield sites suffer from a comparable, additional level of costs, for example previously used land may or may not be contaminated and may or may not involve complex land assembly requirements etc.

3. Relying on S106 alone in parts of the area rather than an area wide approach to a CIL

Reasons for rejection

- Although land values may vary across the area, even in rural parts of the plan area development will be dependent on strategic infrastructure, for example secondary school catchments extend across the Norwich Policy Area boundary, and travel patterns and the close economic interrelationships across the area mean all residents will make use of strategic transport infrastructure.

4. Relying upon the receipt of developer contributions to determine the timing of any infrastructure funding.

Rejected in order to ensure as far as possible that infrastructure is provided at the point when it is needed in order to promote sustainable communities.

5. Each partner organisation to manage its own funding

Rejected as this would be unlikely to result in a coordinated approach to infrastructure investment.

6. A central fund managed by accountable to the GNDP reconstituted as a formal Joint Committee

Rejected as the creation of a formally constituted committee would require legislation and would raise questions of democratic accountability without offering demonstrable benefits compared with the preferred option. This option has not been explicitly subjected to Sustainability appraisal as it would still depend on the publication of an Integrated Development Plan or equivalent, so the difference would be purely one of governance.

NOTE the preferred solution may need to be re-evaluated in the light of any decision of the future structure of local government in Norfolk, and any boundaries created as a consequence of that restructure.

7. Apply the CIL at a variable rate across the plan area

Rejected as although there is evidence that land values vary across the area it is not clear that this extends to the profitability of development. The option of an open book appraisal will ensure that necessary development in the rural parts of the plan area is not inhibited.

8. Not to require strategic scale developments to undergo an accredited participatory design process

Rejected in view of the widespread conviction that new development fails to include sufficient infrastructure and is detrimental to existing residents, and in order to maximise the contribution new development can make to improving conditions for existing communities.

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Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
Objective 1 To involve as many people as possible in new planning policy & decisions		<p>Statement of Community Involvement/Engagement</p> <p>Recognised participatory design process for major new developments/growth locations (Local Indicator)</p>	<p>LPAs & Developers</p> <p>LPAs & Developers</p>	<p>Statement of compliance accepted</p> <p>Accreditation for major developments/growth locations</p>	<p>LPAs' Annual Monitoring reports</p> <p>LPAs</p>
Objective 2 To be a place where people feel safe in their communities		<p>Incidences of crime committed per 1,000 households: Domestic burglaries; Violent offences; Theft of a vehicle (SA Indicator SOC5)</p> <p>And/or LAA Indicators NI 15 'Serious violent crime rate' & NI 21 'Dealing with the local concerns about anti-social behaviour and crime by the local council and police'</p> <p>Road Safety: Number of people killed or seriously injured in road traffic accidents (LAA Indicator NI 47) & Number of children killed or seriously injured in road traffic accidents (LAA Indicator NI 48)?</p> <p>Secured by Design accreditation for new developments which include over 100 new homes (Local Indicator)</p> <p>Improving community pride: Civic participation in the local area (LAA indicator NI 3)</p>	<p>Local community safety partnerships</p> <p>Local community safety partnerships</p> <p>NCC</p> <p>Norfolk Constabulary /ALO & Developers</p> <p>LAA (information to be collected every 2 years, by survey)</p>	<p>Year on year decrease</p> <p>Year on year decrease</p> <p>He</p> <p>County-wide targets: 2007 – 496 2008 – 473 2009 – 449 2010 – 425</p> <p>Accreditation for all developments which include over 100 new homes</p> <p>Increased percentage at each survey</p>	<p>Audit Commission</p> <p>Local area agreement</p> <p>NCC</p> <p>Norfolk Constabulary ALO</p> <p>Local area agreement</p>

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source	
Objective 3 To encourage the development of healthy and active lifestyles		Percentage of the population receiving Incapacity Benefit (SA Indicator SOC2)	PCT (RB to check what area the PCT collect information for)	No increase on current level of 6% in spite of predicted ageing population	PCT	
		Healthy life expectancy at age 65 (LAA Indicator NI 137)	PCT for the LAA	Year on year increase	PCT	
		Obesity among primary school age children in Year 6 (LAA Indicator NI 56)	PCT for the LAA	Year on year decrease	PCT	
		[Percentage of eligible open spaces managed to green flag award standard. (CLG Core Output Indicator 4c) (Need local indicator too)]				
		[Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre (CLG Core Output Indicator 3b)]				
		Percentage of residents who travel to work: by foot or cycle (Part of SA Indicator SOC8)	NCC	Year on year increase (The SA uses 2001 census data & NCC doesn't collect this as a LTP indicator, so do we just measure every 10 years?)	Census??	
Accessibility of leisure and recreation facilities based on Sport England Facilities Planning/Active Power Places website (Local Indicator) (RB to confirm suitability of this information)	Sport England, Local Authorities & Service Providers	Year on year increase				

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
		Sports pitch provision in relation to local standards for Norwich and Broadland/South Norfolk (Local Indicator)	LAs	All new development to achieve local provision standards	
Objective 4 To allocation enough land for housing, and affordable housing, in the most sustainable settlements.		Housing trajectory: net dwellings for current year, split by Norwich Policy Area and Rural Area [Separating Broadland and South Norfolk] (CLG Core Output Indicator 2a)	LPAs & Developers	Meet or exceed annual trajectory requirements	LPAs
		Percentage of new dwellings completed at: less than 30 dwellings per hectare between 30-50 dwellings per hectare above 50 dwellings per hectare (CLG Core Output Indicator 2c)	LPAs & Developers	Set target once JCS Policy has been developed	LPAs
		Affordable housing completions (CLG Core Output Indicator 2d)	LPAs, Housing Authorities, RSLs, Developers & Homes and Communities Agency	Set target once JCS Policy has been developed or 'above the minimum percentage set out in the RSS' ???	LPAs
		House completions by bedroom number, based on the proportions set out in the most recent Sub-regional Housing Needs Assessment (Local Indicator)	LPAs, Housing Authorities, RSLs & Developers	Figures within 10% tolerance of the Housing Needs Assessment requirements	LPAs
		Housing to meet the needs of key defined groups (Following discussion with Keith Mitchell the main groups defined were 'Families' and 'Older People – for families the target would be the same as the previous indicator RB/JP to discuss possible indicator for older people with housing colleagues)	???	???	LPAs

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
		Provision of Gypsy and Traveller pitches to meet the RSS review requirements (Local Indicator)	LPAs, RSLs	Provision of required pitches by 2011 and future growth equivalent to a 3% annual growth by 2021	LPAs
		Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre, split by Norwich Policy area and Rural Area (CLG Core Output Indicator 3b)	LPAs, Developers, NCC (P&T, Children's Services), PCT, Public Transport Operators	Year on year increase (PM to investigate potential to cover walking distance too & speak to Amy Burrage re. current %s & possibility of splitting NPA and RA)	LPAs
		Amount of housing development in key parts of settlement hierarchy (Local Indicator)	LPAs, Developers, RSLs	Await settlement hierarchy policy	LPAs
Objective 5 To promote economic growth and diversity and provide a wide range of local jobs within Broadland, Norwich and South Norfolk for existing and future residents.		Amount of land developed for employment by type (CLG Core Output Indicator 1a)	LPAs, Developers	118ha B1 & 111ha B2 / B8 2007 to 2026 (split into five year tranches)	LPAs
		Losses of employment land in local authority area (Part [b] of CLG Core Output Indicator 1e)	LPAs	No loss of allocated or protected sites identified in the LDF	LPAs
		Amount of employment land lost to residential development (CLG Core Output Indicator 1f)	LPAs	No loss of allocated or protected sites identified in the LDF	LPAs

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
		Annual count of jobs by ABI across the Plan area	Public & private sector employers, Shaping Norfolk's Future, EEDA	Measure against the annualised RSS figure (1,750/year)	NOMIS
		% of change in the total number of VAT registered businesses (SA Indicator EC1) or LAA Indicator NI 171 'VAT registration rate'	Public & private sector employers, Shaping Norfolk's Future, EEDA	Year on year increase	NOMIS
		[Number of small businesses (not including farm-based agriculture) (Local EC2)]	?	?	?
		National retail ranking for Norwich (Local Indicator)	LPAs, City Centre Management Partnership	Maintain national top 10 ranking	Average of current published indices [Experian Goad, CACI etc]
		Amount of completed retail, office and leisure development. New Retail development to be completed in line with JCS Policy XX and additional Employment land to meet the requirements of the Employment Sites Study (Based on CLG Core Output Indicator 4a)	LPAs & Developers	118ha B1 & 111ha B2 / B8 2007 to 2026 (split into five year tranches)	LPAs
		Percentage of completed retail, office and leisure development in identified centres and strategic growth locations (Based on CLG Core Output Indicator 4b)	LPAs & Developers	43,000 sq m comparison goods floorspace, of which 39,000sq metres to be in the City Centre and remainder in identified market towns 2007 to 2026 (split into five year tranches)	LPAs

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
		Farm diversification schemes implemented (Local indicator)	?	Number implemented at least XX per year??	?
Objective 6 To make sure people have ready access to services.		Amount of completed retail, office and leisure development. [new Retail development to be completed in line with JCS Policy XX and additional Employment land to meet the requirements of the Employment Sites Study] (Based on CLG Core Output Indicator 4a)	LPAs & Developers	118ha B1 & 111ha B2 / B8 2007 to 2026 (split into five year tranches) 43,000 sq m comparison goods floorspace, of which 39,000sq metres to be in the City Centre and remainder in identified market towns 2007 to 2026 (split into five year tranches)	LPAs
		Percentage of completed retail, office and leisure development in identified centres and strategic growth locations (Based on CLG Core Output Indicator 4b)	LPAs & Developers	(SM, RB & JD to look at current AMR targets)	?
		National retail ranking for Norwich (Local Indicator)	LPAs, City Centre Management Partnership	Maintain national top 10 ranking	Average of current published indices [Experian Goad, CACI etc]
		Percentage of primary shopping area units vacant	City Centre Management Partnership	Not more than 5% vacant	LPAs

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
Objective 7 To allow people to develop to their full potential by providing educational facilities to support the needs of a growing population.		School leaver qualifications- % of school leavers with 5 or more GCSEs at A*-C grades (SA Indicator SOC3)	NCC Children's Services	Year on year increase (NCC targets: 2007 – 58% & 2008 – 62%)	NCC/Audit Commission
		16 to 18 year olds who are not in education, training or employment (NEET) (LAA Indicator NI 117)	Learning & Skills Council, Norfolk Connexions	Year on year decrease	LSC/Norfolk Connexions
		[% of LSC funded learners aged 16-18 who are entering FE colleges (source: LSC Norfolk)]	?	?	?
		Number of people entering adult education courses leading to a recognised qualification (Local Indicator)	NCC Cultural Services	(PM to investigate whether Cultural Services have any existing targets)	?
		Higher and further education (Local Indicator)	Learning & Skills Council	???	?
Improvement in childcare provision e.g. afterschools clubs, nursery schools. (Local Indicator)	NCC Children's Services	(PM to investigate with Children's Services)	?		
Objective 8 To protect, manage and enhance the natural, built and historic environment, including key landscapes, natural resources and areas of		Change in areas and populations of biodiversity importance, including: i) changes in priority habitats and species ii) changes in areas designated for their intrinsic environmental value including sites of international, national or sub regional significance. (CLG Core Output Indicator 8)	Natural England & Norfolk Biodiversity Partnership	Year on year improvements	LPAs Annual Monitoring Reports
		% of river lengths assessed as a) good biological quality b) good chemical quality	Environment Agency	Above the national standard of 95% 'good'	Environment Agency

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
natural habitat or nature conservation value.		(SA Indicator ENV2)			
		Number of designated Air Quality Management Areas (AQMAs) (SA Indicator ENV3)	LA Environmental Services	No AQMAs Remove the need for AQMAs	LAs/DEFRA (www.airquality.co.uk)
		% of SSSIs in: a) favourable condition b) unfavourable recovering c) unfavourable no change d) unfavourable declining e) destroyed/ part destroyed (SA Indicator ENV4)	Natural England	95% of SSSIs in 'favourable' or 'unfavourable recovering' condition	Natural England
		Number of listed buildings on the buildings at risk register (SA Indicator ENV5)	LPAs	Year on year decrease Not sure this is a good indicator	LPAs
		Number of listed Buildings lost/demolished	LPAs	zero	LPAs
		Number of Tree Preservation Orders (TPOs) where trees are lost though development (based on SA Indicator ENV5)	LPAs	Zero	LPAs
		Percentage of new and converted dwellings on Previously Developed Land (CLG Core Output Indicator 2b)	LPAs & Developers	60% in the SA, based on national/RSS target, but this is not realistic for the Greater Norwich area	LPA AMRs
Percentage of employment development which is on Previously Development Land (CLG Core Output	LPAs & Developers	60% in the SA, but revise to 'no less	NCC employment land monitor?		

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
		Indicator 1c)		than historical trend' (PM to investigate whether we have this info from NCC employment land monitoring)	
Objective 9 To minimise the contribution to climate change and address its impact.		Total CO ² emissions per capita (LAA Indicator NI 186 & SA Indicator ENV6)	Householders, business and transport	Increase in Year on year percentage fall compared to 2005 baseline	DEFRA
		Renewable energy capacity installed by type (CLG Core Output Indicator 9)	LA Environmental Services	SA sets regional target of 14% of electricity generation through renewable sources, but this doesn't cover all renewable energy capacity	LPA AMRs
		Number of planning permissions granted contrary to the advise of the Environment Agency on either flood defence grounds or water quality (CLG Core Output Indicator 7)	Environment Agency/LPAs	Zero	LPA AMRs
		Development meeting the BREEM good/excellent standard (Local)	(RB to check with CNC re the viability/ monitoring of this indicator)	?	?
		Percentage of household waste that is reused recycled and composted	LAs	Year on year	LAs information published by DEFRA

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
		(LAA Indicator NI 192 & SA Indicator ENV9)		increase	
Objective 10 To enhance infrastructure provision to meet the needs of existing and future populations		Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre, split by Norwich Policy area and Rural Area (CLG Core Output Indicator 3b) Measure of rural isolation: Access to services ranking from the Index of Multiple Deprivation [or NCC Accessibility Action Areas? (PM to investigate the later)]	LPAs, Developers, RSLs LPAs/service /transport providers	Year on year increase (PM to investigate potential to cover walking distance too & speak to Amy Burrage re. current %s & possibility of splitting NPA and RA) No more that X% of residents in wards/parishes in the top 20 %	LAs IMD CLG/Audit Commission IMD
Objective 11 To reduce the need to travel		East of England sustainability checklist 'Transport' questions: (www.eastofenglandchecklist.co.uk/checklist/category/4) Percentage of residents who travel to work: by foot or cycle (Part of SA Indicator SOC8)	Developers NCC	All developments of including more than 100 homes to demonstrate 'good' standards in relation to the majority of Transport questions. Year on year increase (The SA uses 2001 census data & NCC doesn't collect this as a LTP indicator, so do we just measure every 10	Developers/LPAs Census?

Objective	JCS Policy	Indicator (& type)	Main Agencies	Targets	Source
				years?) suggest delete as 10 year gap makes it meaningless	
Objective 12 To positively protect and enhance Norwich's individual character and unique cultural infrastructure.		HEART indicators/projects/Spatial Metro Visit numbers Access to the Countryside	(JD/JB to investigate)	?	?

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Table Z	
Developer contributions	
<p>Matters to be covered by Obligations under Section 106 of the Town and Country Planning Act 1990</p>	<ul style="list-style-type: none"> • Non financial operational or technical matters relating to the development or use of land • The provision of affordable housing as part of a mixed tenure development, or, exceptionally on a different site or a financial contribution in lieu of provision • Other site specific matters relating solely to the development such as immediate access works, on site archaeological investigation, children’s play facilities, protection or enhancement of on site bio- or geo- diversity features • Land transfer for facilities required on a particular site eg for a school. • Specific off site works made necessary by a development, e.g. specific cycle and footways, public transport enhancement.
<p>Matters to be covered by contributions through a Community Infrastructure Levy</p>	<p>Wider strategic and local transport infrastructure (including public transport enhancement, walking and cycling and related feasibility and design work) other than the immediate access to a site*</p> <p>Educational infrastructure including school provision and improvements and lifelong learning facilities*</p> <p>Green infrastructure including bio- and geo- diversity*</p> <p>Social infrastructure including</p> <ul style="list-style-type: none"> ○ Community facilities including libraries* ○ Childcare and early years facilities * ○ Health and social care facilities* ○ Community safety facilities including emergency services* ○ Recreational facilities apart from children’s play facilities* ○ Community development facilities *
<p>Strategic matters funded through Asset Management Plans governed by a regulator and not eligible for S106 contributions (or, subject to further clarification by the Government,) a CIL, but where standard charges are made to developers [NB specific contributions may be negotiated for more local infrastructure improvements, and for certain works developers may have the work undertaken by any suitably registered utility provider, not necessarily the incumbent one]</p>	<ul style="list-style-type: none"> • Electricity- Grid Sub stations • Gas- high/intermediate pressure mains • Water- new abstraction points and treatment works • Waste water- new or upgrade works to sewage treatment works

Table ZZ Nature of Infrastructure Likely To Be Funded Through a CIL

The growth infrastructure investigated in the study by EDAW covering the Norwich policy Area-fell into the following categories. Further work is being undertaken to quantify the investment likely to be needed over the whole plan area and taking into account the local effects arising from the distribution of development proposed in this document. The work undertaken by EDAW is set out in full in their study which is a one of the background documents to this preferred options document.

- Early years facilities
- Primary schools
- Secondary schools
- Primary health care facilities
- Dentistry facilities
- Indoor and outdoor sports facilities
- Green infrastructure including informal recreation facilities
- Community facilities
- Library facilities
- Crime prevention facilities including police facilities
- Fire and ambulance facilities
- Improved pedestrian facilities
- Improved cycling facilities
- Improved public transport (bus and rail) facilities
- Public transport interchange facilities
- Review of potential for LRT as a public transport mode
- “ Soft measures” such as travell awareness campaigns and improved information
- Review of parking facilities in Norwich and review of capacities at park and ride sites
- Local and strategic improvements to the road network including junction to improvements and the Norwich Northern Distributor Road

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- Resolution of infrastructure limitations which inhibit the development of strategic employment sites (primarily access and utilities)
- Investment in labour force the skills and development particularly aimed at potential growth sectors
- Inward investment strategy
- Utility services including electricity, gas, water, and sewerage

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Table ZZ

Strategic infrastructure requirements in the NPA [to be reviewed in light of precise Preferred Options distribution of development and to take into account the Rural area]

Up to 2021

<p>Social Infrastructure</p>	<ul style="list-style-type: none"> • Early years- 2 additional facilities in areas of concentrated demand arising from new development. Review of existing facilities and remodelling if needed to take account of overall quantum and location of growth. • Primary Schools- 2 additional in areas of major growth, by 2015, co located with the new early years facilities • Secondary schools – [take from NPA growth location policy] • Health and social care – 2 GP surgeries by 2013 and 3 primary care centres [including dentistry provision unless provided elsewhere in local centres] by 2016 • Sports provision- 2 swimming pools and 2 sports halls, one early in the period in Norwich and one by 2017 • [NEED ALSO TO LOOK AT THE PPG 17 AUDITS and p 30 of the EDAW study] • Community /library/police - Equivalent of 1 community facility and 1 new library in Norwich provided as extensions to existing facilities early in the plan period and 2 co-located library/police/community facilities ideally by 2012 • Emergency services – a total of 8 safer neighbourhood teams, 2 of which should be co-located with the libraries/community halls as noted above. There is an as yet unquantified probable need for additional ambulance staff. A new fire station will be needed towards 2021
<p>Transport Infrastructure</p>	<ul style="list-style-type: none"> • Walking - improvements in Norwich City Centre by enhancing pedestrian priority, pedestrian crossings , pedestrian environment and street light schemes by 2011 and implementation of pedestrian improvement schemes serving new residential areas 2011-2021 • Cycling – dense network of cycling schemes in the City centre, with cycle lanes on road and dedicated direct routes away from main roads, and parking at main interchanges, by 2011. New cycling network in new residential areas with cycle lanes on road and dedicated direct routes away from main streets, connections from new residential areas to existing network and to strategic employment sites with cycle parking provision and connections from new residential areas to city centre 2011 - 2021 • Bus – Improvements to network by 2011 <ul style="list-style-type: none"> ○ Bus priority on current routes in Norwich

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- Dedicated orbital bus route along or adjacent to the outer ring road to serve outer Norwich, new residential areas and strategic employment sites
- Increased frequency to 10 minutes on existing routes from new residential areas to city centre and strategic employment sites
- Quality improvements (accessible bus stops, new shelters, improved bus service information including variable message signs displaying real time information, new bus fleet)
- Bus – improvements 2011 – 2021. Implementation of bus rapid transit as upgrade to previously improved bus routes (7 routes) with dedicated road space at key points on route. Provision of 12 new routes (10 minute frequency) across Norwich Policy Area, linking existing and new residential areas to the City Centre and to strategic employment sites (priority to Norwich Research Park, Norwich Airport Employment area and Broadland Business Park)
- Bus - improvements 2011 – 2021. High quality bus services between Park and Ride sites and key strategic employment sites(where overall transport benefit can be demonstrated at Longwater and Norwich research park between airport park and ride and Norwich Airport Employment area, between Sprowston Park and ride site and Salhouse road employment area and Broadland Business Park, between Thickthorn Park and ride and Norwich Research Park
- Bus improvements 2011 – 2021. New orbital routes linking to the current predominantly radial services.
- Bus – 2011-2021 provide new services of 10 minute frequency to new major growth locations in Norwich Policy Area. Consider extending park and ride service to Urban extension in north east
- Train – 2011 – 2021 Increase train frequency Wymondham to Norwich to 15 mins peak and 30 mins off peak, and provide new station(s) to serve Broadland Business park and Urban extension in North east.
- Light Rapid Transit- review potential for LRT as improvement to BRT in period 2011 – 2021
- Interchanges – enhancement for interchanges (bus and train) in Norwich by 2011. interchange enhancement for bus BRT and train stations along growth corridor by 2021
- Soft Measures – throughout period
 - Improved public transport information
 - Workplace and school travel plans
 - Personalised travel planning and individualised marketing
 - Travel Awareness Campaigns
 - Car clubs and car sharing schemes
 - Area wide travel planning
- Parking – by 2011

- Review public and private on and off street provision in City Centre, determine a strategy and whether adjustment to supply is needed
- Review need for improvements to on-street parking and loading/unloading provision on distributor roads as part of strategy and traffic management initiative
- Determine parking policy and standards for new residential and employment areas
- Commence implementation of programme improvements
- Parking – 2011 - 2021
 - Implement parking strategy
 - Implement new parking policies
 - Review parking standards of new developments
- Park and Ride – by 2011 – increase capacity of existing sites where appropriate
- Park and Ride - 2011 – 2021 –continue to increase capacity of existing sites and build new site on A146 at junction with A47
- Local road network - traffic management and enhance junctions with strategic routes where congested, by 2011. New junction to A11 to serve development at Wymondham, and to local road network and Northern Distributor Road from Urban extension in NE [priority junction at Thickthorn interchange for buses serving Wymondham and South West strategic growth locations, major junction improvements to Longwater [Easton?] interchange to serve Western growth area] 2011 - 2021
- Strategic Road Network– commence limited dualling of single carriageways and junctions where congested, programme of traffic management on strategic and distributor roads within Norwich area and enhancement/dualling of carriageways on growth corridor by 2011, continued to 2021. Commence Northern distributor road post 2011.

Employment/Economy

Sites and Premises

- Significant funding is required to ‘unlock’ the development potential of strategic employment sites, including Norwich Research Park, Longwater and Deal Ground and the Utilities Site. **[GNDP should prioritise employment development sites and identify accurate required infrastructure costs.]**

Skills for the Knowledge Economy

- Additional labour force skills development should focussed on high value growth sectors and develop and exploit relationships with the universities.

Inward Investment

- The development of an Inward Investment Strategy which is closely related to housing growth.

Strong Governance and Leadership

- The GNDP should consider how the development of a delivery vehicle could take overall responsibility for Economic Development across the NPA

Utilities

Electricity

Scenario 1

- Urban Extension: A new primary sub-station will be required in the vicinity of this growth area. The new primary sub-station will be required between 2012 and 2021.
- Market Town Extension: A new primary sub-station will be required in the vicinity of this growth area. The new primary sub-station will be required between 2012 and 2021.

Common Requirements

- A new Grid (Norwich East) Station is required. This will need to be delivered for 2012. Additionally three primary sub-stations will be required. One primary sub-station will need to be delivered immediately and the other two sub-stations will need to be delivered between 2012 to 2021.
 - EDF have not identified any major works required for Norwich City. EDF have identified other development not identified in GNDP data which may trigger the requirement for reinforcement. There is not enough information available to determine any trigger dates and the work required.

Employment Sites

- Broadland Business Park: A new primary sub-station will be required in the vicinity of this growth area. The new primary sub-station will be required between 2012 to 2021.
- Norwich Airport Site: A new high capacity primary sub station and a primary sub station will be required between 2012 and 2021.
- South Norwich Longwater Site: The upgrade to Earlham Grid is proposed within EDF asset management plan in two phases. The first phase to provide additional transformer capacity is imminent. The timescales for the second phase (to construct a new (132,000/11,000) volt substation) will be dependent on the rate of growth in this area, although it is expected to be approximately 2012.

Gas

Scenario 1

- Urban Extension – Capacity available in existing Intermediate Pressure mains.
- Market Town Extension – Capacity available in existing Intermediate and Medium Pressure mains. The closest connection point is approximately 7km from the proposed growth area and new mains to the development will be required immediately.

Employment Sites

- Immediate reinforcement will be required to accommodate Broadland Business Park and Salhouse Road in Sprowston.

Clean Water

- Urban Extension – New infrastructure to be planned by 2011 to provide additional capacity towards the end of the growth period;
- Market Town Extension – New infrastructure to be considered for inclusion in AMP by 2010 to provide capacity towards the end of the growth period..

Common Requirements

- Immediate investment is required in Norwich City Centre to increase capacity.

Waste Water

Scenario 1

- Urban Extension – New infrastructure to be delivered by 2011, subject to discussion with Anglian Water Services;
- Market Town Extension – New infrastructure to be delivered for 2010, subject to discussion with Anglian Water Services;

Common Requirements

- Norwich: Capacity is available but this has not yet been assessed in the Water Cycle Study.

Additional requirements post 2021

Social infrastructure

- Early Years – 7 facilities including one in Norwich
- Primary Schools- 2, co-located with 2 of the early years facilities [this needs review in light of the preferred options distribution of development including in the rural area]
- Secondary schools- 2 [this needs review in light of the preferred options distribution of development including in the rural area]- co-located with a library/community centre if outside Norwich
- Health and social care – 4 GP surgeries
- Leisure – 2 swimming pools/sports halls
- Community centres/libraries – 2 combined facilities co-located with a secondary school or where there is no suitable school, a safer neighbourhood team
- Open space [see EDAW p30 but check PPG 17 audits]
- Emergency Services – 7 safer neighbourhood teams, one of which should be co located with a

library/community facility. Additional ambulance staff (as yet unquantified)

Transport Infrastructure

- Continued development of
 - Pedestrian improvements in residential areas
 - Cycle network focussed on links to City Centre and between major residential areas
 - Bus routes and Bus Rapid Transit
 - Main line train services Norwich- London- principally reduced journey times
 - Light Rapid Transit- Implementation of earlier study, if outcome justifies, e.g. links between city centre and strategic employment areas (Longwater, Norwich research Park, Norwich Airport, Broadland Business Park) and between Wymondham and City centre
 - Improved interchanges, linking different modes of public transport
 - soft measures
 - Parking strategy
 - Park and Ride capacity
 - Consider Congestion charging

GNDP Policy Group
24 June 2008
Item 8a

Outline of the Sustainability Appraisal process undertaken
for the preparation of the Joint Core Strategy

Summary and overview

- Sustainability Appraisal (SA) is an integral part of the plan preparation process, being required as part of European law and enshrined in the Planning and Compulsory Purchase Act 2004 and relevant Regulations. It also incorporates the Strategic Environmental Assessment (SEA) process.
- SA is **not** a process that is seeking to evaluate the individual merits of a particular site or policy proposal from a technical viewpoint e.g how much traffic is generated and what width road is required to accommodate this? Or how many houses can be accommodated on a site? What it does do is to ask questions to find out the broad effects on the sustainability of a particular area.
- Guidance is provided from Government as to the processes that need to be undertaken, although the individual sustainability objectives and appraisal framework are drawn from local circumstances.
- The first stage in the process is to prepare a Scoping Report setting out the context for an area in terms of environmental; social; and economic factors.
- From this issues and problems are defined and objectives are set.
- Proposals are then tested against an Appraisal Framework and 'scored' as to the positive or negative effect they would have on the sustainability of the area if implemented. In simple terms something that caused significant extra pollution, or resulted in increased flood risk would score poorly. A proposal that met social objectives such as improved housing prospects would be positive.
- Inevitably proposals in a document like a Core Strategy will be pulling in a number of directions at the same time.
- Proposals are tested as they develop and improvements can be made to improve performance. The process is iterative, SA is not just done once.
- Once a Preferred Option(s) has been settled on a Sustainability Appraisal Report is prepared so that the process and scoring can be read and understood widely. Any alternative proposals being put forward by others would also need to be analysed. The SA process is also open for comment when the Preferred Options are consulted on.
- The Inspector at the Examination will scrutinise the SA process closely and consider it as part of the plan's 'soundness'.
- SA is a very important part of preparing the plan, but it is not the sole determinant of which policies or proposals are included in the Preferred Options. Alternative options are analysed and it is possible for options that score less well to be picked as the 'preferred' one. Evidence gathered from technical appraisals or studies, or the public consultation responses may point to reasons why the most 'sustainable' option should not be chosen. The important point is that the choice must be justified and shown to be 'sound' when tested at Examination.
- The SA at Issues and Options stage was completed by officers not directly involved in the writing of the document to give a degree of objectivity. Specialist independent consultants then checked it. At the

draft Preferred Options stage the proposals have been assessed by a group of officers, and again verified by specialist consultants. The broad scores are similar, suggesting the processes and judgements are robust.

- The scoring for options appraised should not be taken as an absolute, it gives an indication that one option is more or less sustainable than another. Similarly whilst it is possible to translate the scoring system used into numerical scores the relative ranking is more important than the absolute figure.
- Appendix 3 contains the scores for the individual growth locations in a numerical form. The locations are ranked in order of the scores – highest scores on the left hand side. The lower scores against the sustainability objectives can identify the less sustainable aspects of each location.

Detailed aspects of Sustainability Appraisal

1. Purpose of the SA and SA Report

1.1 Sustainability Appraisal is a means of ensuring that strategies for promoting local development can work towards achieving sustainable development in the local area affected by the plans. There are five guiding principles to sustainable development, as identified in the UK's "Securing the Future" strategy (2005). These are:

- Living within environmental limits;
- Ensuring a strong, healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance;
- Using sound science responsibly.

1.2 The Sustainability Appraisal process is a valuable tool in the Joint Core Strategy's production, helping to identify how the plan can improve its achievement of the principles of sustainable development.

1.3 The SA process is a tool to assess the likely outcomes of emerging policy and ensure that the implications are identified. It forms part of the overall JCS evidence base, containing important information to help improve policies and identify where mitigation measures are necessary. Each policy is subject to multiple sustainability appraisals as a means to refine their progress towards sustainable development and propose methods to monitor the effectiveness after the JCS implementation.

1.4 The SA Report (which must accompany the Preferred Option document) is part of the background to the JCS production. It will contain the results of the policy appraisal assessments, detailing the methodology and 'journey' that each policy underwent before reaching its final form, and the mitigation measures proposed if necessary. Where a JCS Preferred Option may not appear to be as sustainable as some of the rejected alternatives, the reasoning behind the decision will also be provided. On the whole, however, the SA process and this accompanying Report will be an important factor in creating policies that can benefit the local area whilst minimising any unavoidable adverse impacts.

2. Compliance with SEA Directive/Regulations

2.1 The need to contribute to sustainable development has been incorporated into development plans through the Planning and Compulsory Purchase Act (2004), which placed a duty on Local Authorities to carry out their functions with a view to achieving sustainable development. The requirement to carry out Sustainability Appraisal (SA) was set out in PPS12 *Local Development Frameworks*.

2.2 In addition, the European Strategic Environmental Assessment (SEA) Directive 2001/42/EC, adopted into UK law as the “Environmental Assessment of Plans and Programmes Regulations 2004”, requires that the environmental effects of certain plans and programmes, including land use plans, are taken into account. This involves examining the likely effects of the plan, and considering how they contribute to environmental, social and economic well being. Problems can be identified and mitigation measures put in place, so the process of SA / SEA can therefore improve the overall sustainability of the Joint Core Strategy.

2.3 As both processes are similar, the SEA Directive requirements have been incorporated into the SA process to ensure that the Local Development Framework, and in this instance the Joint Core Strategy, is as sustainable as possible. For ease of reference, the two are known collectively as Sustainability Appraisal (SA).

3. Steps in the Sustainability Appraisal

3.1 The stages, in summary, are:

- Collection of evidence base
- Literature Review/scoping
- Identification of Key issues and Options
- Preparation of SA Framework
- Appraisal of options against the SA Framework
- Consultation and response
- Selection and testing of preferred options
- Assessment of plan impacts/effectiveness



3.2 To date, there have been four main stages during which the Sustainability Appraisal process has been built into the JCS production, as follows:

- **Sustainability Appraisal: Identifying baseline data and issues** (Spring/Summer 2007). This stage involved collecting a series of background datasets and provided a combined ‘spatial portrait’ of the wider area of Broadland, Norwich and South Norfolk. Further, it was able to identify a number of sustainability issues that should be considered and tackled through the Joint Core Strategy and subsequent development plans. These were fed into the JCS.
- **Sustainability Appraisal and Strategic Environmental Assessment - Scoping Report** (Consultation, August 2007; Adopted, December 2007). This report sets out in detail the baseline data and plans and policies of relevance to the LDF. The report also identified sustainability issues affecting the area and established a set of sustainability objectives and indicators that formed the basis of the appraisal framework. The report can be seen in full at the following website: www.eastspace.net/gndp.

- **Sustainability Appraisal and Strategic Environmental Assessment – Assessing the JCS Issues and Options** (Autumn 2007). The appraisal framework was used to assess the sustainability, merits and impacts of possible policy options as presented through the JCS Issues and Options (I&O) exercise. Informal appraisals were conducted during the I&O preparation. Formal assessments were carried out by the sustainability appraisal team and subsequently subjected to review by independent consultants. These findings were made publicly available, accompanying the Issues and Options consultation of November 2007-February 2008. The ‘initial’ SA findings were also used as the basis of an Interim SA Report used by JCS Planning Officers in preparation of the JCS Preferred Options. These results from the assessments can be seen at the following website: www.eastspace.net/gndp.
- **Sustainability Appraisal (and Strategic Environmental Assessment) – JCS Sustainability Appraisal Report** (XXXX 2008). This document will accompany the JCS Preferred Options Report, and is similarly available for public consultation. It will contain updates to the original Scoping Report, such as baseline data and issues, following comments made as part of the Issues and Options consultation. The report will contain the detailed results of the preliminary appraisals of the JCS Preferred Options, and will again be subject to independent review by consultants.

3.3 Future stages will involve a review of this JCS Sustainability Appraisal Report and an update where necessary of the findings of the policy assessments. The public consultation of the Preferred Options may also result in alternative policy options being brought forward for consideration by the JCS. These will also be subjected to sustainability appraisal, the findings from which will be incorporated into a final, updated Sustainability Appraisal report to accompany the JCS submission to the Secretary of State for approval (Scheduled for January 2009).

3.4 The iterative nature of SA as a decision-making tool makes it essential for all comments regarding the SA process or its assessments of policy, as received through public consultation, to be taken into account in subsequent stages, with modifications to the plan’s preparation made as appropriate.

4. Consultation on the Scoping Report and SA generally

4.1 The SA process and its findings have been available for public comment via the website (www.eastspace.net/gndp) throughout the consultation periods for the Scoping Report, Issues and Options, and will be for the Preferred Options stages of the Joint Core Strategy’s production.

4.2 As well as ongoing informal consultation throughout its preparation, the formal **Scoping Report consultation** period involved neighbouring authorities and SEA Directive statutory bodies (English Heritage, Environment Agency Natural England) as well as Norfolk district councils and adjoining

Suffolk authorities; the County Council; Local Strategic Partnerships; EEDA; and the RSPB [July/August 2007]. In accordance with the Strategic Environmental Assessment Directive, the Scoping Report must be available for consultation for a minimum of five weeks. This provided broad support to the findings of the Report and approved the proposed assessment framework for use in the policy assessments. The consultation process specifically asked the following questions:

1. Are the relevant policies, plans and programmes reviewed in the Literature Review appropriate, or are there others that should be assessed?
2. Is the baseline data provided for the characterisation of Greater Norwich appropriate, or are there other areas that should be investigated?
3. Are the sustainability issues identified for Greater Norwich correct, or are there more concerns that should be addressed through the Core Strategy?
4. Are the sustainability appraisal objectives appropriate to Greater Norwich, or should they be amended?
5. Do you have any other comments on the Sustainability Appraisal Framework?

The comments received helped to create the finalised version of the Objectives and the Appraisal matrix that was taken forward for use in the Issues and Options stage, and is being used in the Preferred Options assessments.

4.3 The **JCS Issues and Options consultation** period included all the assessments of policy options against the sustainability appraisal framework [November 2007 – February 2008], available on the website. This period of consultation also included a Sustainability Appraisal Summary Brochure to explain the appraisal process, highlight the main effects of policies as identified through the assessments, and signpost people to relevant Issues and Options appraisals. All this information accompanied the Issues and Options literature and was distributed to every statutory stakeholder and members of the public.

4.4 The **JCS Preferred Options consultation** will include all the assessments of Joint Core Strategy options, both preferred and alternatives considered, within this Sustainability Appraisal Report. It will also be accompanied by a summary report/brochure. This report is distributed to all consultees and interested parties, alongside the Preferred Options, and is also available on the website. To fulfil the statutory requirement, comments can also be received on the validity of the Sustainability Appraisal process.

4.5 Any revisions to the Preferred Options, prior to the Submission stage, will have to undergo sustainability appraisal and the results of this will also have to be open to full public consultation.

5. The SA process

5.1 There is a five-stage process to Sustainability Appraisal:

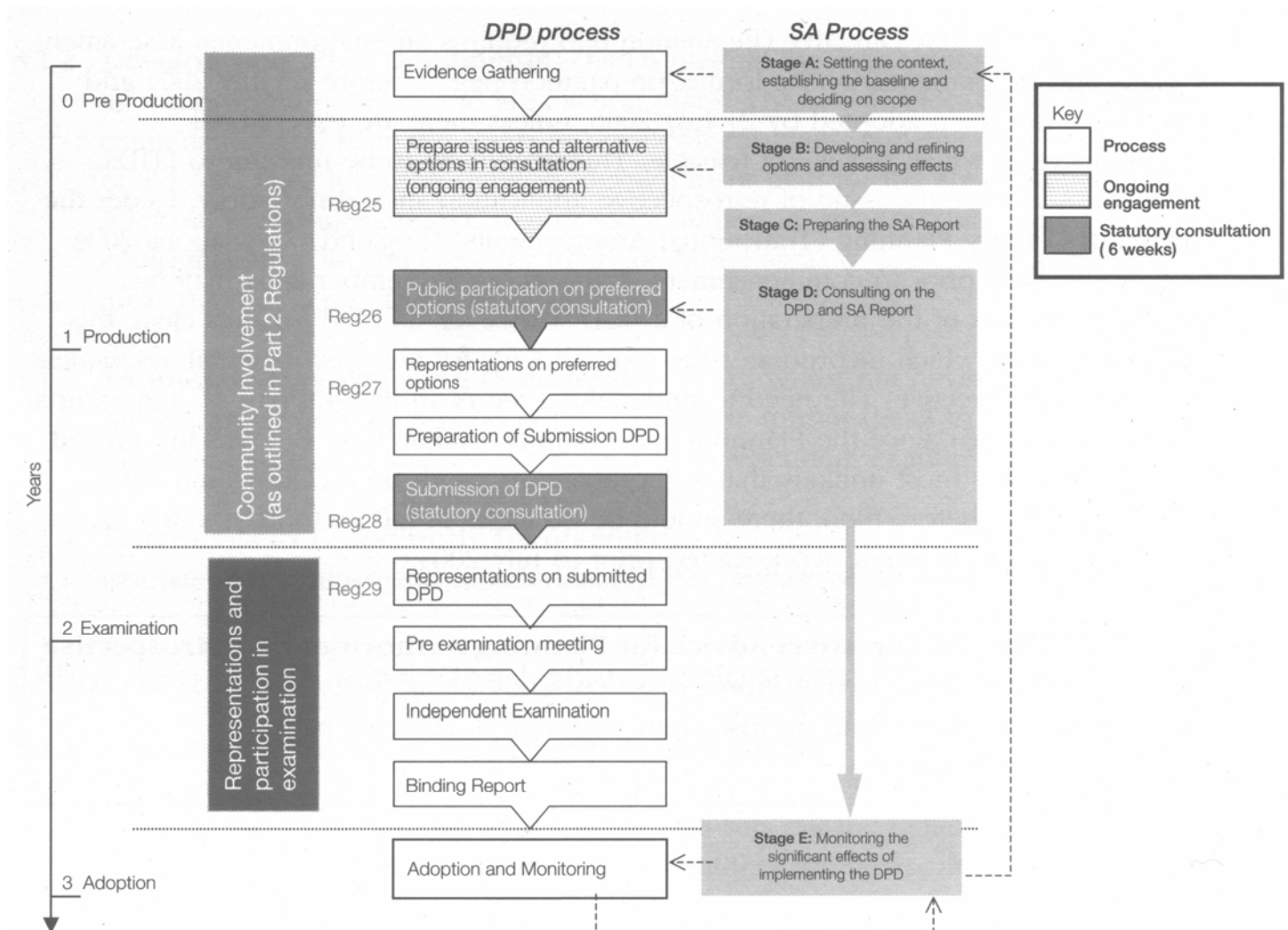
1. Stage A – Setting the context and objectives, establishing the baseline and deciding on the scope;
2. Stage B – Developing and refining options;
3. Stage C – Appraising the effects of the plan;
4. Stage D – Consulting on the plan and the SA report;
5. Stage E – Monitoring implementation of the plan.

5.2 Each stage is split into a number of smaller steps, as detailed in Figure 1, reproduced from the original Government guidance.

Figure 1: Summary of the course of the Sustainability Appraisal process

<p>Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope</p> <ul style="list-style-type: none">• A1: Identifying relevant policies, plans, programmes and objectives.• A2: Collecting baseline information.• A3: Identifying sustainability issues and problems.• A4: Developing the Sustainability Appraisal Framework.• A5: Consulting on the scope of the Sustainability Appraisal. <p>Stage B: Developing and refining options and assessing effects</p> <ul style="list-style-type: none">• B1: Testing the DPD objectives against the SA framework.• B2: Developing the DPD options.• B3: Predicting the effects of the DPD.• B4: Evaluating the effects of the DPD.• B5: Considering ways of mitigating adverse effects and maximize the benefits.• B6: Proposing measures to monitor significant effects of implementing the DPDs. <p>Stage C: Preparing the Sustainability Appraisal Report</p> <ul style="list-style-type: none">• C1: Preparing the SA Report. <p>Stage D: Consulting on the preferred options of the DPD and SA Report</p> <ul style="list-style-type: none">• D1: Public participation on preferred options of the DPD and the SA Report.• D2(i): Appraising significant changes.• D2(ii): Appraising significant changes resulting from representations.• D3: Making decisions and providing information. <p>Stage E: Monitoring the significant effects of implementing the DPD</p> <ul style="list-style-type: none">• E1: Finalising aims and methods for monitoring.• E2: Responding to adverse effects.

Figure 2 - Development Plan Document preparation and the inter-relationship with the Sustainability Appraisal process. (Taken from ODPM guidance, 2005).



6. Scoping Report

6.1 The first stage in the production of the Scoping Report is two-fold; an assessment of the wider context of programmes under which the SA functions (Task A1) and an appreciation of the character of the area and its changing environmental, social and economic conditions (Task A2).

6.2 The results of these surveys then help identify key issues and problems that are likely to face the area and should be addressed throughout the duration of the plan (Task A3). Sustainability Appraisal Objectives then assess each strategy's ability to tackle those issues, by considering their effects against a number of key questions and indicators (Task A4); this

assessment Framework is applied to each policy option. Crucially, this SA Scoping Report is subjected to consultation with key stakeholders (Task A5) to ensure that it remains accurate and relevant in providing an impartial and objective assessment of a plan's viability and likely success prior to its implementation.

6.3 Following the production of the Scoping Report, the Sustainability Appraisal process, and the Framework in particular, goes on to help the emerging Core Strategy options consider their sustainability impacts. It identifies the benefits, drawbacks and areas for improvement on all the emerging options and suggests ways for policy to improve its likely performance. The public will be able to see the findings of the Sustainability Appraisal as the Core Strategy undergoes continual development, and will be consulted on a Sustainability Appraisal Report that is published to accompany the Core Strategy Preferred Options consultation. Figure 2 illustrates the relationship between Development Plan Documents and their interaction with Sustainability Appraisal.

7. Identifying Sustainability Issues

7.1 Reviewing the relevant plans and strategy documents (Task A1), and considering the baseline character of the area (Task A2) highlights a number of "key sustainability issues" facing Greater Norwich. These are relevant to producing the Local Development Framework for the Greater Norwich area and must be considered when undertaking the Sustainability Appraisal of the Joint Core Strategy. The issues identified (Task A3) are summarised at para 7.4 below.

7.2 As issues emerge they help to identify Sustainability Appraisal Objectives. These objectives form the basis of the appraisal framework (Task A4), and will help to assess how sustainable the Core Strategy options are as they are developed. Links between the issues and the objectives are shown to highlight how the framework will ensure the issues are considered throughout the appraisal process.

7.3 The Sustainability Issues also fall under the remit of certain topics identified by the SEA Directive that need to be covered within development strategies. In addition, an important link exists between the issues and the objectives of the East of England Regional Sustainable Development Framework, itself part of the emerging Integrated Regional Strategy.

7.4 ***Sustainability Issues summarised:*** The issues identified in Task A3 are those faced across Greater Norwich, which need to be tackled by the Core Strategy. They reflect shared issues and implications for managing growth throughout Greater Norwich. Although certain aspects may appear spatially specific, these do reflect important differences faced across the area. A very brief overview of the main issues reveals that:

- As the population grows and ages, the need to supply facilities and services, and in particular the access to them, especially in the rural area, will become increasingly pressing;
- The retention and attraction of young people through jobs provision and access to the housing market will be a key priority;
- The character/quality of natural and built environments must be preserved and enhanced whilst being faced by widespread development pressure;
- Reducing contributions to, and mitigating against the impacts of, climate change will be crucial to the long-term viability of Greater Norwich as a place to live and work, to visit and to invest in.
- Reliance on the car should be reduced through improved access to public transport and improved cycling and walking links to local facilities / services.
- Creating balanced and integrated communities will be an essential aspect of providing new development, through design benefits, for example.
- Promoting healthy lifestyles will be important throughout policy.
- Lifelong learning opportunities should be increased for all members of society, particularly in providing vocational training for school leavers.
- Difficulties in accessing the housing market must be minimised;
- Housing of all types and tenures is essential for mixed communities;
- Employment businesses, particularly in rural areas, need support to diversify.

8. Developing the SA Framework

8.1 A framework of objectives, key questions for decision-making criteria, and indicators have been developed to cover the broad range of environmental, social and economic factors arising from the characterisation and issues assessment. Together, these form the basis of the Sustainability Appraisal matrix that will be used to assess the emerging options and policies as they are developed. The appraisal process examines the effects and implications of policy over short-, medium-, and long-term time-scales, and considers the cumulative impacts that might arise as one or more policies are put together. The appraisal will be able to offer a summary of the possible environmental, social and economic effects.

8.2 Objectives are accompanied by a number of indicators that offer an insight into how trends have recently been experienced. They will measure how closely policies are able to achieve their wider aims, as well as suggesting targets for a policy to work towards. Indicators will offer comparisons between the local data and wider picture, a 'comparator value'.

8.3 Appendix 2 contains the Sustainability Appraisal Framework as an assessment matrix. Each of the objectives is listed alongside the decision-making criteria and indicators. As an assessment is made, the likely effects are considered and noted in the framework, in accordance with the rating

system of 'positive' or 'negative' or 'uncertain' effects. As well as providing a summary of the effects, the Framework also provides recommendations for how each policy option can be improved or their negative effects lessened.

8.4 As noted in Figure 1 stages C and D require the preparation of a Sustainability Appraisal Report which is open to consultation as part of the Preferred Options stage of plan production.

9. The Sustainability Appraisal outputs

9.1 Outputs so far have been the Scoping Report and initial appraisal at Issues and Options. The SA Report at Preferred Options is a crucial document in terms of audit trail as to how decisions on policy approaches and choices have been made.

9.2 As noted above an assessment is completed for each policy or proposal, as well as for rejected or alternative options. For the whole set of proposals in the draft Preferred Options this runs to some hundreds of pages. This can be provided electronically or in paper form on request. A blank appraisal framework form is attached as Appendix 2. A summary sheet for the potential growth locations (converted to a numerical value) is attached as Appendix 3. It is these assessments in totality that in conjunction with technical assessments and the results of public consultation combine to indicate particular policy approaches.

APPENDIX 1

Sustainability Appraisal Objectives for assessing Core Strategy policies.

Environmental Objectives:

- ENV 1 To reduce the effect of traffic on the environment.
- ENV 2 To improve the quality of the water environment.
- ENV 3 To improve environmental amenity, including air quality.
- ENV 4 To maintain and enhance biodiversity and geodiversity.
- ENV 5 To maintain and enhance the quality of landscapes, townscapes and the historic environment.
- ENV 6 To adapt to and mitigate against the impacts of climate change.
- ENV 7 To avoid, reduce and manage flood risk.
- ENV 8 To provide for sustainable use and sources of water supply.
- ENV 9 To make the best use of resources, including land and energy and to minimise waste production.

Social Objectives:

- SOC 1 To reduce poverty and social exclusion.
- SOC 2 To maintain and improve the health of the whole population and promote healthy lifestyles.
- SOC 3 To improve education and skills.
- SOC 4 To provide the opportunity to live in a decent, suitable and affordable home.
- SOC 5 To build community identity, improve social welfare, and reduce crime and anti-social activity.
- SOC 6 To offer more opportunities for rewarding and satisfying employment for all.
- SOC 7 To improve the quality of where people live.
- SOC 8 To improve accessibility to essential services, facilities and jobs.

Economic Objectives:

- EC 1 To encourage sustained economic growth.
- EC 2 To encourage and accommodate both indigenous and inward investment.
- EC 3 To encourage efficient patterns of movement in support of economic growth.
- EC 4 To improve the social and environmental performance of the economy.

The Sustainability Appraisal Framework
 Joint Core Strategy Preferred Options: Sustainability Appraisal Framework

Option Appraised: Sustainable Development

SCORING SYSTEM:

++	Very positive effects	+	Positive effects	--	Very negative effects	-	Negative effects	+ -	Mixed effects
N	Neutral / insignificant effects			?	Uncertain effects	Na	Sustainability objective is not applicable to this option		

SA Objective	Decision making criteria	Short-Term 0-5 yrs	Medium Term 5-20 yrs	Long-Term 20+ yrs	Comments / Justification Inc. cumulative effects
ENVIRONMENTAL					
ENV 1 To reduce the effect of traffic on the environment.	Will it reduce traffic volumes, ease the flow of traffic and reduce congestion? Will it increase the proportion of journeys using modes other than the car? Will it reduce the effect of HGV traffic on people and the environment? Will it encourage more benign modes of travel? Will new development be located such to reduce the need for people to travel?				
ENV 2 To improve the quality of the water environment	Will it improve the quality of the water environment (streams, rivers, lakes etc)? Will it help to support wetland habitats and species?				
ENV 3 To improve environmental	Will it improve air quality? Will it reduce the emission of atmospheric pollutants?				

amenity, including air quality.					
ENV 4 To maintain and enhance biodiversity and geodiversity.	<p>Will it conserve / enhance natural or semi-natural habitats, and promote habitat connections?</p> <p>Is it likely to have a significant effect on sites designated for international, national or local importance?</p> <p>Will it conserve / enhance species diversity, and in particular avoid harm to protected species?</p>				
ENV 5 To maintain and enhance the quality of landscapes, townscapes and the historic environment.	<p>Will it protect and enhance the quality of landscapes, townscapes and countryside character, including the character of the Broads and its setting where relevant?</p> <p>Will it maintain and enhance the distinctiveness of the landscapes/townscapes and heritage?</p> <p>Will it reduce the amount of derelict, underused land?</p> <p>Will it protect and enhance features of historical, archaeological and cultural value?</p>				
ENV 6 To adapt to and mitigate against the impacts of climate change.	<p>Will it reduce emissions of greenhouse gases by reducing energy consumption?</p> <p>Will it lead to an increased proportion of energy needs being met from renewable sources?</p> <p>Will it increase the capacity of the area to withstand the effects of climate change?</p> <p>Will it ensure that the risks to lives, land and property are minimised?</p>				
ENV 7 To avoid, reduce and manage flood risk.	<p>Will it minimise the risk of flooding to people and property?</p> <p>Can it incorporate new designs to adapt to possible flood risk?</p> <p>Will it promote the use of sustainable drainage systems to reduce run off?</p>				
ENV 8 To provide for sustainable use	<p>Will it conserve groundwater resources?</p> <p>Will it minimise water consumption?</p>				

and sources of water supply.					
ENV 9 To make the best use of resources, including land and energy, and to minimise waste production.	<p>Will it minimise consumption of materials and resources?</p> <p>Will it promote the use of land in sustainable locations that has been previously developed?</p> <p>Will it use land efficiently?</p> <p>Will it minimise the loss of "greenfield" land?</p> <p>Will it avoid the loss of good quality agricultural land and preserve soil resources?</p> <p>Will it minimise energy consumption and promote energy efficiency?</p> <p>Will it promote the use of renewable energy sources?</p> <p>Will it lead to less waste being produced?</p> <p>Will it lead to less waste being disposed, by promoting more recycling and composting?</p> <p>Will it increase waste recovery for other means eg. energy generation?</p>				
SOC 1 To reduce poverty and social exclusion.	<p>Will it reduce poverty and social exclusion in those areas most affected?</p> <p>Will it help to reduce deprivation levels?</p> <p>Will it help meet the needs of residents most effectively?</p>				
SOC 2 To maintain and improve the health of the whole population and promote healthy lifestyles.	<p>Will it improve access to high quality health facilities?</p> <p>Will it encourage healthy lifestyles? How?</p> <p>Will it provide adequate health infrastructure for existing and new communities?</p> <p>Will the links between poorer health and deprivation be addressed?</p>				

	Will links to the countryside be maintained and enhanced?				
SOC 3 To improve education and skills.	<p>Will it improve qualifications and skills for both young people and amongst the workforce?</p> <p>Will it help to retain key workers and provide more skilled workers from school leavers?</p> <p>Will adequate education infrastructure be provided for existing and new communities?</p> <p>Will it promote lifelong learning and skills training?</p> <p>Will links between lower levels of education and deprivation be addressed?</p>				
SOC 4 To provide the opportunity to live in a decent, suitable and affordable home.	<p>Will it increase the range of types, sizes and affordability of housing for all social groups?</p> <p>Will it reduce the housing need and ensure that housing provision addresses the needs of all?</p> <p>Will it provide the most appropriate solutions to address the housing requirements needed for creating sustainable communities?</p> <p>Will it make best use of existing housing stock?</p>				
SOC 5 To build community identity, improve social welfare, and reduce crime and anti-social activity.	<p>Will it encourage engagement in community activities?</p> <p>Will it contribute to the achievement of a mixed and balanced community?</p> <p>Will it reduce actual levels of crime?</p> <p>Will it reduce the fear of crime?</p>				
SOC 6 To offer more opportunities for rewarding and satisfying employment for all.	<p>Will it reduce unemployment overall?</p> <p>Will it help to improve earnings?</p>				
SOC 7	Will it improve the quality of dwellings?				

To improve the quality of where people live.	<p>Will it improve the quality of local open space?</p> <p>Will it improve the satisfaction of people with their neighbourhoods?</p>				
SOC 8 To improve accessibility to essential services, facilities and jobs.	<p>Will it improve accessibility to key local services and facilities (including health, education, leisure, open space, the countryside and community facilities)?</p> <p>Will it improve accessibility for all whilst reducing dependency on the private car?</p> <p>Will it improve access to jobs and services for all?</p>				
EC 1 To encourage sustained economic growth.	<p>Will it assist in strengthening the local economy?</p> <p>Will it improve business development and enhance competitiveness?</p> <p>Will it reduce vulnerability to economic shocks?</p> <p>Will it promote growth in key sectors?</p> <p>Will it increase vitality & viability of town centres and improve economic diversity?</p>				
EC 2 To encourage and accommodate both indigenous and inward investment.	<p>Will it encourage indigenous businesses?</p> <p>Will it encourage inward investment?</p> <p>Will it make land and property available for business?</p> <p>Will it improve economic performance across the Greater Norwich area?</p> <p>Will it support / encourage rural diversification?</p> <p>Will it support / encourage small city businesses?</p>				
EC 3 To encourage efficient patterns of movement in support of economic	<p>Will it improve provision of local jobs?</p> <p>Will it improve accessibility to work, particularly by public transport, walking and cycling?</p> <p>Will it reduce journey times between key employment areas and key transport interchanges?</p>				

growth.	Will it improve efficiency and sustainability of freight distribution? Will it support provision of key communications infrastructure?				
EC 4 To improve the social and environmental performance of the economy.	Will it reduce the impact on the environment from businesses? Will it reduce the impact on residents from businesses? Will it attract new investment and skilled workers to the area? Will it maintain existing business and employment provision? Will it provide employment in the best locations to serve urban and rural residents?				

Overall Conclusions: What are the main effects of the policy option as identified through the sustainability appraisal process?	
<ul style="list-style-type: none"> • POLICY OPTION: 	
Environmental Impacts	
Social Impacts	
Economic Impacts	

Overall summary:

- **Impacts**
- **Possible mitigation measures**
- **Recommended further research**
- **Considering cumulative impacts**

APPENDIX 3

SA scoring (translated into numerical values) for potential growth locations

	NE inside and Outside NDR	Ne Inside NDR	South West	West	Wymondham	NE outside NDR	East	North West	North	South	Long Stratton	South East
Env 1	1	1	1	0	0	-1	-1	-1	-1	-1	-2	-1
Env 2	0	0	0	0	0	0	0	0	0	0	0	0
Env 3	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	0	-2
Env 4	0	0	0	0	0	0	0	0	0	0	0	0
Env 5	-2	-2	-2	-2	-2	-2	-2	-2	-2	-2	-2	-2
Env 6	0	0	0	0	0	0	0	0	0	0	0	0
Env 7	1	1	1	1	1	1	1	1	1	1	1	1
Env 8	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1	-1
Env 9	-1	-1	-1	-1	-1	-1	-2	-1	-1	-1	-1	-1
Soc 1	1	1	1	1	1	1	1	1	1	1	1	1
Soc 2	1	1	1	1	1	1	1	1	1	1	1	1
Soc 3	1	1	1	1	1	1	1	1	1	1	1	1
Soc 4	2	2	2	2	2	2	2	2	2	2	2	2
Soc 5	2	2	2	2	2	2	2	2	2	2	2	2
Soc 6	2	2	2	2	2	1	1	0	0	-1	-2	-2
Soc 7	2	2	2	2	2	2	2	2	2	2	2	2
Soc 8	1	1	1	0	1	-1	-1	-1	-1	-1	1	-1
Ec 1	1	1	1	1	1	1	1	1	1	1	1	1
Ec 2	1	1	1	1	1	1	1	1	1	1	1	1
Ec 3	2	2	2	2	2	1	1	0	0	-1	-2	-2
Ec 4	2	2	2	2	2	1	1	0	0	-1	-2	-2
Total	15	15	15	13	14	8	7	5	5	2	1	-2

Greater Norwich Development Partnership Policy Group

24 June 2008

Item 8b

Report - Alternative options for spatial distributions of housing

1. In April and May the joint Local Development Framework Working Parties requested further consideration be given to some additional options for the distribution of major growth in the Norwich Policy Area. The further options to be considered have been refined to 2. The options are;

Location	Option 1	Option 2	Option 3
Norwich	4,000	4,000	4,000
Broadland smaller site	2,000	2,000	3,000
South Norfolk smaller sites	2,000	2,000	2,000
North East (Sprowston/Rackheath area)	6,000	6,000	6,000
South West (Hethersett/Little Melton area)	4,000	4,000	
South (Mangreen – Swardeston/Mulbarton area)			4,500
Wymondham	4,000	2,000	2,000
West (Costessey/Easton area)	2,000	2,000	1,000
North (St Faiths Spixworth area)			
Long Stratton		2,000 (to help deliver a bypass)	1,500 (to help deliver a bypass)
TOTAL	24,000	24,000	24,000

2. Some high level work has been undertaken to appraise the options. This is set out in the attached papers.
 - A PowerPoint summary which includes an indication of some of the major costs attached to each option. Members should note that no attempt has been made to cost common elements to each option i.e. growth in the north east, within the city of Norwich, and on smaller sites elsewhere within the NPA. Similarly no costing has been included towards the Norwich Northern Distributor Road which is common to all options, though its funding will be dependent on the same range of resources needed to finance some of the other specified transport improvements.
 - Tables showing an assessment of each individual location including rough estimates of some of the major costs where these can be assessed.
 - A paper entitled synergies and conflicts which looks at the strengths and weaknesses of individual locations but focuses on how they might dovetail together when put together in the combinations described in option 1, 2 and 3.
 - Diagrams showing the different options presented graphically
 - A table showing the outcome of sustainability appraisal of the individual locations being considered for growth. This has been included within the paper outlining the sustainability appraisal process.
3. Also available at the meeting to assist discussion, will be a larger map showing the Norwich Policy Area and including most known constraints including mineral and waste sites, but not areas of landscape value.
4. New regulations covering the production of Local Development Frameworks were published in June. Another paper on this agenda summarises the next steps which must be followed, given the position which has been reached in the production of the joint core strategy. Whichever option is chosen, the stages which have to be followed remain constant. However, the choice of option will have an effect on the timetable for production of the joint core strategy. Selection of option 2 would require some further work on the Long Stratton bypass before a draft plan could be published, particularly if a cheaper single carriageway option is chosen as the design with planning permission is a dual carriageway and it is by no means certain that a single carriageway alternative could be built on the same permitted alignment. Furthermore, some work would need to be undertaken looking at public transport infrastructure and the impact of the additional traffic on the southern bypass/ A140 junction. It is estimated at this stage that undertaking this work would be likely to add about three months to the time taken to produce a pre submission draft. Option 3 would necessitate the above and significant traffic modelling to assess the wider impacts. It is likely this would add approximately six months to the timescale which would apply to option 1.

5. Conclusion

Option 1

- Performs best against sustainability appraisal
- Is cheaper –providing more certainty of supporting infrastructure
- Is more deliverable, based on known developer interest

Option 2

- Performs less well against sustainability appraisal and is more expensive
- May contribute little to ensure delivery of the Long Stratton bypass, taking into account other infrastructure requirements

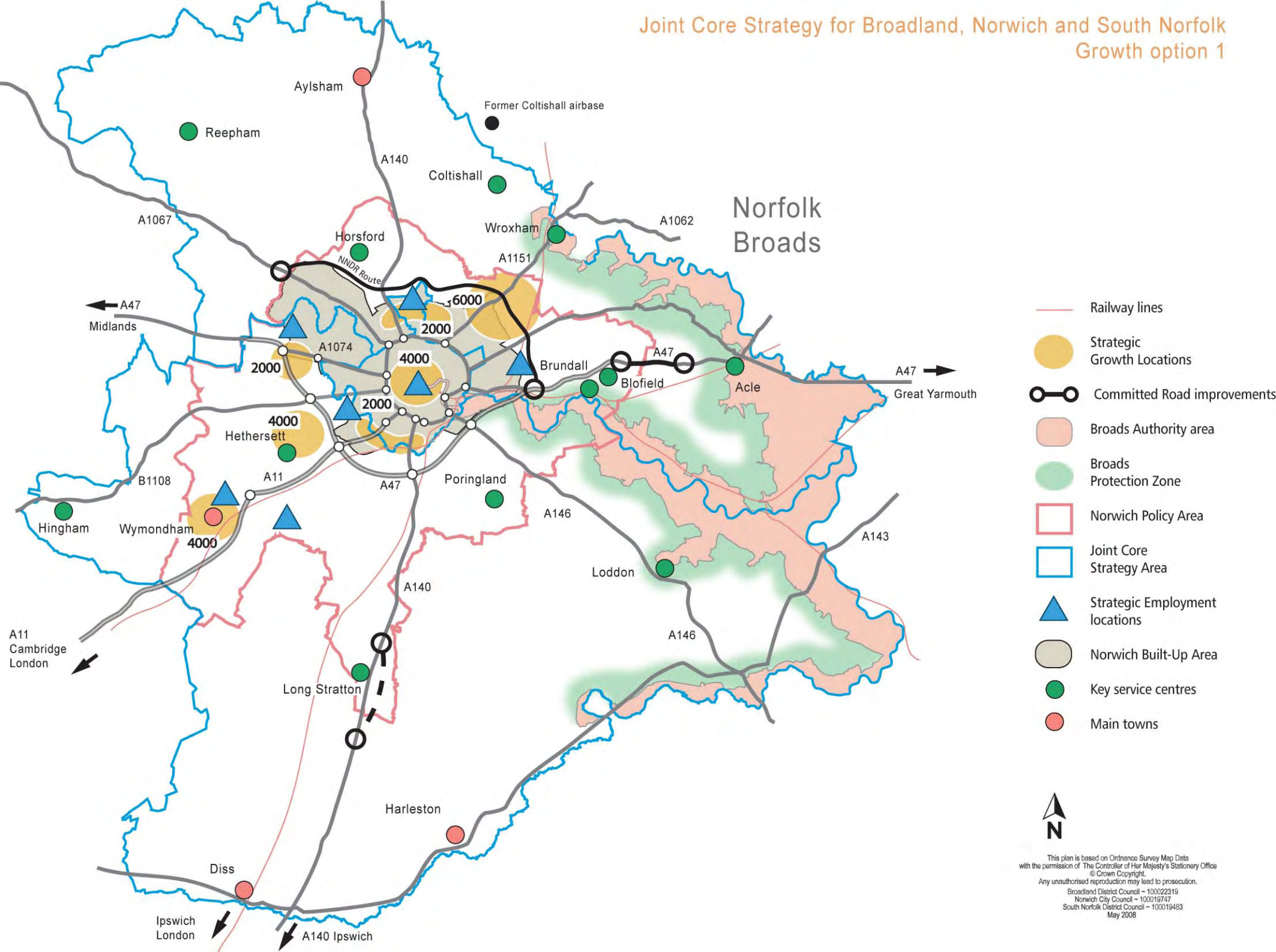
Option 3

- Performs less well against sustainability appraisal and is more expensive
- Has significant deliverability constraints

6. Recommendation

It is recommended that members note the contents of this report and consider how matters can best be progressed.

Joint Core Strategy for Broadland, Norwich and South Norfolk Growth option 1

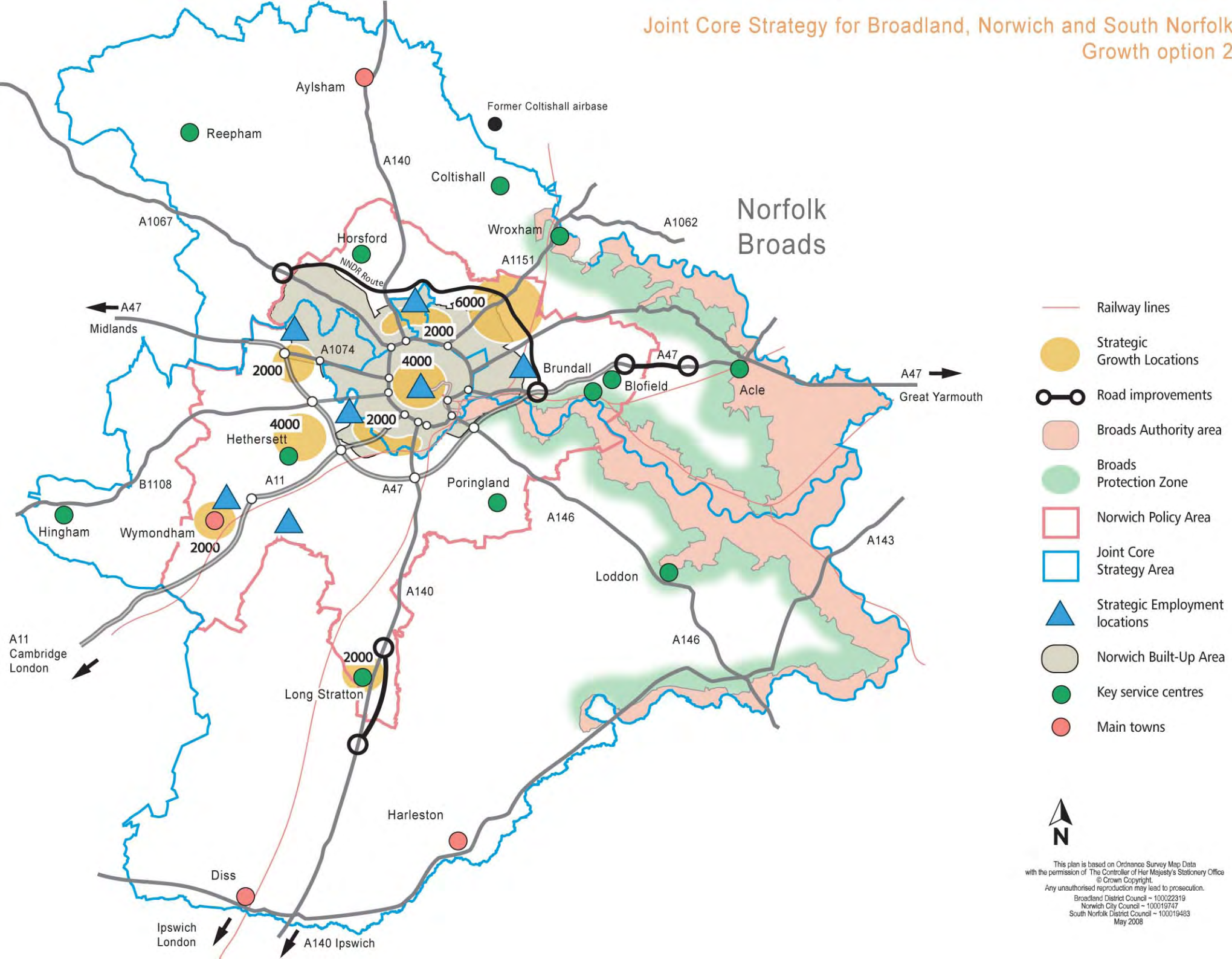


-  Railway lines
-  Strategic Growth Locations
-  Committed Road improvements
-  Broads Authority area
-  Broads Protection Zone
-  Norwich Policy Area
-  Joint Core Strategy Area
-  Strategic Employment locations
-  Norwich Built-Up Area
-  Key service centres
-  Main towns



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Joint Core Strategy for Broadland, Norwich and South Norfolk Growth option 2

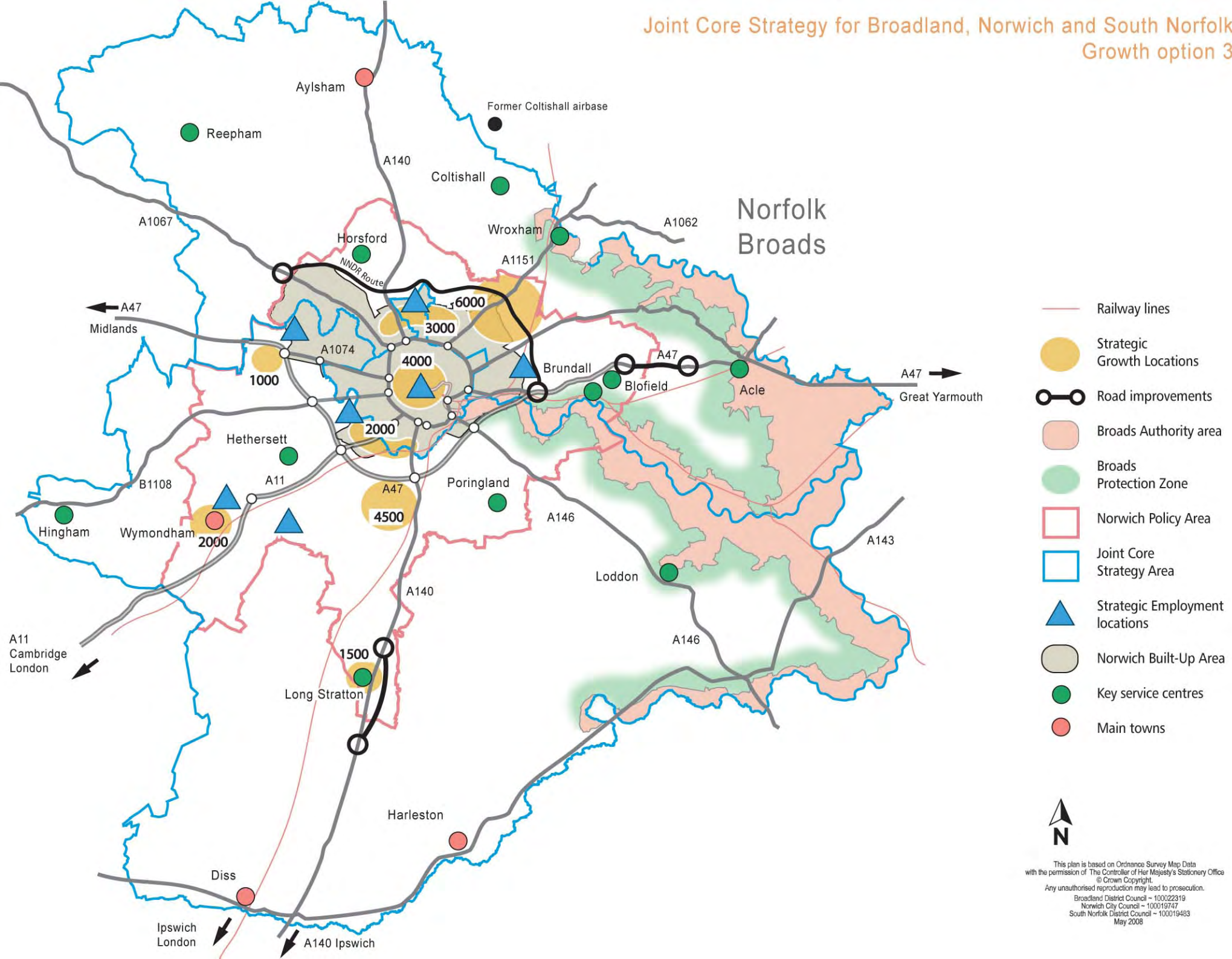


- Railway lines
- Strategic Growth Locations
- Road improvements
- Broads Authority area
- Broads Protection Zone
- Norwich Policy Area
- Joint Core Strategy Area
- Strategic Employment locations
- Norwich Built-Up Area
- Key service centres
- Main towns



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Joint Core Strategy for Broadland, Norwich and South Norfolk Growth option 3



-  Railway lines
-  Strategic Growth Locations
-  Road improvements
-  Broads Authority area
-  Broads Protection Zone
-  Norwich Policy Area
-  Joint Core Strategy Area
-  Strategic Employment locations
-  Norwich Built-Up Area
-  Key service centres
-  Main towns



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The revised options for accommodating major growth in the Norwich policy area: synergies and conflicts

This note complements the tables showing the attributes of individual locations put forward for major development and tries to indicate where particular groupings of locations complement each other or raise issues of potential conflict or dependency.

Option 1:

The synergies and dependencies for this option remain largely as set out in the papers prepared for the joint LDF working party meeting on 14/5/8. This has been updated and is attached as an appendix to this paper.

- In terms of costs, the proposed developments at Wymondham, Hethersett, Little Melton and the west offer the opportunity for sharing costs of the necessary works at Thickthorn/ links to B1108/ B1172. Similarly the costs of a new high school could be shared between Hethersett/ Little Melton and the west, while sewerage costs could be shared between two locations or all three depending on the solution chosen.
- It should also be noted that the capacity at Wymondham sewage treatment works is 4000 according to the stage 2A water cycle study rather than the 5000 quoted in the stage 1 study. Accommodating this additional flow will mean a requirement to extend Wymondham sewage treatment works by 2026, or sooner if flows from the west go to Wymondham.

The synergies and conflicts identified for other options represent variations on these.

Option 2:

Synergies

- The reduced level of growth at Wymondham means that the sewage treatment works there could accommodate 2000 dwellings at the west as well as those at Wymondham

Conflicts

- This option may still need improvements to the access to the A11 at Wymondham, based on the article 14 direction imposed by the highways agency in respect of a previous application at Greenland Avenue, and also at the B1172 approach to the A11, but to be funded by fewer dwellings than option 1.

- This combined with the need to make improvements on the A140 corridor will increase the claim for highway improvements on the CIL. The funding for Long Stratton bypass is uncertain and it could compete for funds with other schemes e.g. Norwich Northern Distributor Road. There is thus a risk that other schemes competing for the same funds e.g. Norwich Northern Distributor Road might be delayed. This would have a knock on effect on the timing of the NDR and the ability of the north east to accommodate additional development, which totals about 25% of the total allocation.
- The reduced level of growth at Wymondham will mean less use is made of the potential for rail travel.
- Reduced growth at Wymondham means there is no possibility of a new high school
- It is questionable if Long Stratton is feasible in public transport terms, with the result that a greater degree of traffic is likely to be car borne, increasing the pressure for other road improvements in the A. 140 corridor.

Option 3:

Synergies

- Long Stratton and Mangreen share a transport corridor and hence costs of improvements at the A140/B1113 junction and Harford bridge

Conflicts

- The extra developments in the Broadland fringe will add to the pressure on fringe schools, depending on particular location. None of the northern fringe schools has any spare capacity apart from Heartsease and Blyth Jex. The alternatives, depending on the location of new sites are at Acle or Hoveton, or the new school at the northeast if it were built in time.
- Another possibility for secondary education for this area is the new school in the northeast but this would mean that some of the fringe developments were dependent on the timing of the north east school, which itself is dependent on the timing of the northeast development and hence the Norwich Northern distributor Road.
- Dependent on the scale of individual developments it may be difficult even to fund a new primary school(s) and therefore the ability to raise the necessary finance will be dependent on the early implementation of the CIL. This would be compounded by the need to find sites if individual developments were not sufficiently large.
- In terms of road traffic too, the dispersed approach is likely to make it more difficult to assemble developer contributions and spend them on large scale improvements. Thus CIL would be necessary if this development were to contribute to anything more than very localized improvements

- like option 2, this will put more pressure on the A. 140 corridor but to a far greater extent. The retention of Wymondham as a location for growth is likely to mean the need for investment in the A11, if a public transport solution is expected. Hethersett would offer the possibility of an easier route for buses to the Thickthorn interchange, avoiding the potential queue of traffic on the B 1172 approach and allowing buses to access the small roundabout near the services. Without Hethersett, it would be necessary to create an online bus lane to achieve this, and this may involve third party land.
- The reduced level of growth at Wymondham will mean less use is made of the potential for rail travel.
- Reduced growth at Wymondham means there is no possibility of a new high school
- It is questionable if Long Stratton will work in public transport terms, so a higher proportion of traffic will be car borne. This could well add pressure for other schemes further north on the corridor to relieve the effects of traffic.
- The funding for the Long Stratton bypass is uncertain and it could compete for funds with other schemes, for example the Norwich Northern Distributor Road.
- The development of 1000 homes in the west would be less likely to provide a critical mass for public transport and would offer a smaller contribution to the improvements needed at Longwater.
- Locating growth in the west becomes more difficult without Hethersett in terms of school capacity and the opportunity to pipe sewage to Whitlingham at reduced cost.
- Increased, and probably dispersed, developments in the northern fringe would add to the problems of limited sewerage capacity in Norwich, if Greenfield sites were to be involved.

Appendix: Draft statement of rationale for distribution of growth in Norwich Policy Area in option 1

Principles

The principles underlying the Spatial Strategy can be summarised as follows:

- Use appropriately located previously developed land where possible in preference to Greenfields.
- All development should be adequately serviced and have the infrastructure and facilities necessary for users to enjoy a healthy and environmentally sustainable way of life.
- New residential areas should be located close to employment and services, and a choice of such facilities where possible.
- Major new development should incorporate the new services to meet the day-to-day needs of users and thus provide a degree of self-containment.
- All residents should have access to higher order facilities not available in their immediate locality.
- Development to maximise public transport use while minimising unavoidable disruption to other travellers.
- Major new developments should be inter-linked with enhanced green infrastructure to facilitate multiuse green spaces which can function, for example, as pedestrian/cycle corridors, wildlife corridors, recreational facilities and sustainable drainage facilities etc...
- Recognise that the plan should provide for the requirements set out in the Esat of England Plan to 2021, extrapolated to 2026 as required by Government policy, but should also provide for some continuity beyond that date

Sequence of Locations

In the light of these principles the general priority is to accommodate development in the following order of preference:

1. Norwich Urban Area
2. Urban extensions or other developments close to or accessible to the Norwich Urban Area
3. Main Towns
4. Key Service Centres
5. Service villages
6. Other villages

Reasoning

- Significant amounts of new development will take place within the Norwich Urban Area, but within the city centre housing capacity is limited by competing uses. The city centre strategy is led by the need to continue to provide some housing but to give primacy to town and city centre uses. In particular there is a need for high quality offices to avoid excessive employment migration to business

- parcs and a need for retail growth for comparison goods involving an expansion of the city centre.
- Elsewhere within the Norwich Urban Area, full use will be made of available sites to the extent that it is consistent with maintaining and improving the environmental character of the locality.
 - Major employment growth will principally build on the existing pattern of successful developments as proposed in the East of England Plan. New development will be focused at:
 - City Centre (offices, retail and town centre uses)
 - Longwater (general business)
 - Norwich Research Park to be extended (research/health/science)
 - Wymondham (new general employment allocation)
 - Hethel (expansion of engineering/automotive employment)
 - Broadland Business Park to be extended (business park uses)
 - A new employment area focusing on aviation related development will be established near Norwich International Airport to take advantage of opportunities offered by the airport and to provide for a better balance of new employment growth across the Norwich area. This allocation will be subject to the resolution of surface access difficulties through the construction of the Norwich Northern Distributor Road.
 - Major new growth locations for mixed use development will be needed to accommodate the housing growth required by the East of England Plan. The scale of these new developments is determined by the need to provide for a reasonable degree of self-containment with the major new developments including:
 - secondary education
 - a district centre or high street
 - primary healthcare
 - sufficient critical mass to enable innovative high quality public transport links
 - some local employment
 - a full range of formal and informal recreation facilities
 - The major mixed use developments are located in a north east/south west axis at:
 - The north east urban edge and Rackheath
 - Hethersett/Little Melton
 - Wymondham
 - Norwich City Centre in association with retail growth and additional high-grade office development
 - They will be linked to each other via the city centre by means of high quality public transport (bus rapid transport offering express limited stop services) and to other nearby employment areas by

improved conventional bus services. They will also be linked to the city centre by high quality cycle routes.

- These locations have been chosen because:
 - The sustainability appraisal shows these areas perform best individually
 - The south west is currently the best performing public transport corridor with good links directly to priority measures within the city centre. The area offers a choice of transport links to the urban area (B1172, Hethersett lane, B1108) There is a challenge presented by the Thickthorn junction of the A11/A47. Potential solutions to this include the use of the former A11 to approach Thickthorn, and the use of bus activated priority to speed buses through the junction and access the current priority measures serving the Park and Ride site. An expanded park and ride site with an access slip road directly off the A11 could also remove the pressure from the junction.The
 - The north east is relatively close to the city centre with a choice of radial routes. The corridor via Salhouse Road/Gurney Road offers the best public transport potential with on-road priority measures at Salhouse Road and the potential closure of Gurney Road to through traffic (while maintaining access for properties on the route). The main challenge is at the south west end of Gurney Road, where a link to the improved Barrack Street could be made via St James Close and then to priority measures existing in the city centre. Alternatively from Gurney Road, it may be possible to approach the city centre via Riverside Road, the Railway Station and Prince of Wales Road.
 - The necessary heavy investment in public transport priorities will serve the maximum benefit if extensive measures are focused on one corridor serving two growth areas at each end, and in the case of Wymondham will also benefit a significant existing population.
 - Focusing on public transport priorities in this way will also minimise the impact on other traffic corridors.
 - The locations selected also offer the potential for rail connections to the city centre and each other should a light rail transit system become feasible.

- The major growth locations have been selected for their proximity and access to a choice of the established and proposed strategic employment growth locations.
- The major growth locations offer potential to implement the Green Infrastructure Strategy.

Key Dependencies

- Local infrastructure will be provided as part of the development
- Major strategic infrastructure may be implemented in part through developer contributions but will require the active cooperation of other agencies. This principally concerns utilities and transport.
- The key dependencies for each location are:
 - Longwater
 - Improved interchange with the A47 truck road
 - Improved electricity supply
 - Wymondham and Hethersett/Little Melton
 - Bus priorities to avoid delays at the Rackheath junction and on the former A47 linking them to it.
 - An expanded park and ride site with possible improvements from the northbound A11
 - Improvements to the A47/B1108 junction and possible improvements to the Thickthorn junction
 - An alternative crossing linking these areas to the Norwich Research Park for pedestrian/cycle traffic.
 - West
 - The formation of an acceptable access to the A47 and improved pedestrian and cyclist routes linking the new development to Longwater and Costessey.
 - Improvements to the Longwater junction.
 - Broadland Business Park expansion.
 - Improvements to the Postwick interchange to the A47, and a link road connecting the business park to Plumstead Road East between Dussindale and Thorpe End.
 - North-eastern urban extension inside the Northern Distributor Road
 - Improvement of the Postwick A47 interchange and construction of the Norwich Northern Distributor Road as far as the A140 (north).
 - Public transport priorities through the urban area to link to existing city centre priority measures
 - Northeast outside Northern Distributor Road [Rackheath].
 - A grade separated pedestrian/ cyclelink across the Northern Distributor Road to connect the new development to services available within the Urban extension inside the Northern Distributor Road

- Public transport infrastructure provided as part of the major mixed use development proposed inside the Northern Distributor Road
- Rail halts to serve the mix-use developments and Broadland Business Park

The above infrastructure, beyond that normally provided as part of the development, will need the active cooperation of the other agencies, principally utility providers through provision in their Asset Management Plans, the Highways Agency and support through the Regional Funding Allocation in the case of trunk roads, and appropriate government funding in the case of the Norwich northern distributor road. Without this support the proposal in question will not be able to proceed, and the plan's ability to meet the requirements of the East of England Plan will be correspondingly reduced.

Joint Core Strategy: Revised housing growth options – 24/6/08			
Option dependent Transport and Education Costs (£ Millions)			
Infrastructure Costs	Option 1	Option 2	Option 3*
Transport	73	111-121	101-129
Education	108-110	99-101	80
Total Cost	181-183	210-222	181-209
Number of dwellings	14,000	13,000	10,500
Mid range Cost per dwelling	13000	16600	18600

* ultimate size of Mangreen unknown. If larger would bring down the per dwelling cost

In addition there will be the costs of transport and education infrastructure to serve large scale growth in the North East and smaller sits in the city and Broadland and south Norfolk urban fringe (an additional 14,000 to 15,000 dwellings to 2026 with a further 4,000 after 2026 in the North East Sector).

Version 8 16/06/08

1. Growth Location: Wymondham - 4,000 dwellings rising to 5,000 – assuming growth is predominantly to south and east

Appears in growth option 1

Issue	Constraints	Opportunities	Comment	Requirements
Infrastructure				
Public Transport	<p>Pedestrian access to the railway station.</p> <p>Constrained access within town centre</p>	<p>Excellent rail connection to Norwich and Cambridge/Thetford</p> <p>B1172 offers good potential for bus access (synergy with Hethersett). Excellent bus priority on the A11 corridor inside A47</p> <p>Would share the same infrastructure as identified for Hethersett/Little Melton.</p>	<p>Will need improvements to A11/ A47 Thickthorn junction, shared with Hethersett</p>	<p>Widening existing rail overbridge and improved access to and within station.</p> <p>Cost c£7m</p> <p>Contribution to bus improvements on B1172/A11 corridor (shared with Hethersett)</p>
Highway Access	<p>Access to A11</p> <p>Limited or no capacity at Thickthorn junction.</p> <p>Rail line runs north</p>	<p>Comprehensive development to south and east allows alternative crossing of rail line and access to A11 and town centre via B1172 (old A11)</p>	<p>HA unlikely to allow additional access therefore need improvement to existing or a replacement.</p>	<p>New bridge over railway</p> <p>Cost c£7m</p> <p>Thickthorn and A47 improvements, costs shared with Hethersett/Little Melton</p>

Issue	Constraints	Opportunities	Comment	Requirements
	south splitting possible development area. Existing rail underbridge at station – improving likely to be complicated by utilities.	Would share the same infrastructure as identified for Hethersett/Little Melton.		
Education	Existing High School is over capacity. (College capacity?)	Providing a new High School would release pressure on the existing High School	Oversubscribed and largish (c1300 places) High School offers opportunity to support new high school on less than 7,000 threshold	Costs (5,000 dwellings minus 10%) 1 High School £20m 2x420 plus 1 x315 place primary schools £23m
Utilities	Capacity of STW is 4,000 Possible electricity supply issue on A11 corridor			Expansion of existing STW or new STW to cope with 1,000 dwellings. Very rough cost c£3m for extension
Sustainable Access to Strategic Employment		Excellent access to local sites (Wymondham as a whole is a Strategic Employment Location). Mixed development offers opportunity to expand employment. Good public transport access to NRP and City Centre. Reasonable access to		

Issue	Constraints	Opportunities	Comment	Requirements
		Hethel. Good commuting opportunity to Attleborough, Thetford and Cambridge.		
Access to shops and services	Physical limitations to expansion of town centre. Access constrain to town centre through station road.	Existing town centre – one of the largest in JCS area outside Norwich Expansion possibilities for town centre do exist. Greater potential to support improved facilities than dispersed option.		
Environment				
Landscape and flood risk	Stream valley (Bays River) runs north south through middle of area – minor flood risk	Potential inclusion of Bays River within Green infrastructure	Development to the south and east retains strategic gap to Hethersett	
Protected sites	Lizard/Tiffey valley constrains northward expansion of location	Whole area is Priority Habitat Enhancement and Creation Area.		Significant Green Infrastructure required
Minerals	Small consultation areas in vicinity of Park Lane, Silfield			

Issue	Constraints	Opportunities	Comment	Requirements
Deliverability				
Phasing	<p>Early phases could start eg adjacent to B1172. Significant development is dependent on resolving access to town centre, station and A11 and development of new High School. Later development dependent on resolving sewage treatment issues.</p> <p>Start: Early (2011 to 2016)</p>			
Contributions	<p>Within plan period (to 2026)</p> <ul style="list-style-type: none"> • 4,000 dwellings, 40% affordable = 2,400 market dwellings @ £10,000 per dwelling = £24m • 4,000 dwellings, 40% affordable = 2,400 market dwellings @ £15,000 per dwelling = £36m • 4,000 dwellings, 20% affordable = 3,200 market dwellings @ £15,000 per dwelling = £48m <ul style="list-style-type: none"> • 5,000 dwellings, 40% affordable = 3,000 market dwellings @ £10,000 per dwelling = £30m • 5,000 dwellings, 40% affordable = 3,000 market dwellings @ £15,000 per dwelling = £45m • 5,000 dwellings, 20% affordable = 4,000 market dwellings @ £15,000 per dwelling = £60m 			
Costs	<p>Transport</p> <p>Specific Costs £14m</p> <p>Additional infrastructure (cost c£53m) shared with growth at Hethersett/Little Melton (total £67m-share will need to be determined)</p> <p>Education £46m</p>			
Dependencies and Risks				
Land Ownership/ Interest	Very strong interest shown on land east of railway line (planning application submitted)			

Issue	Constraints	Opportunities	Comment	Requirements
Conclusions				
<ul style="list-style-type: none"> • Synergies • Conflicts/Impacts • Ball Park Costs 	<p>Excellent connections to range of strategic employment areas</p> <p>Access to high quality public transport corridor, but would be far more difficult without growth at Hethersett/Little Melton to provide access and make improvements to Thickthorn.</p> <p>Few environmental constraints</p> <p>Landowner interest implies deliverability.</p>			

2. Growth Location: West - 2,000 dwellings – assuming growth is in Easton (College) and Costessey (Lodge Farm)

Appears in growth options 1&2

Issue	Constraints	Opportunities	Comment	Requirements
Infrastructure				
Public Transport	Dereham Rd corridor narrow to provide bus priority inside Outer Ring Road.	Existing growth point bid for enhanced infrastructure on Dereham Road.	<p>More difficult to connect Easton to corridor.</p> <p>Underused bus lane outside Outer Ring Road, but significant issues need resolution inside Outer Ring Road.</p> <p>P&R service currently uses A47/A11 to access City Centre.</p>	<p>Costs Enhanced bus infrastructure on Dereham Road. c£2m</p> <p>Bus priority measures through Longwater junction for Easton. (Included in costs of junction improvement)</p>
Highway Access	<p>Longwater junction capacity</p> <p>Easton junction with A47?</p>	Development could contribute to current funding gap for Longwater junction improvement.	May be possible to get some traffic to access A47 via western junction, but this then may need improvement.	<p>Costs Contribution to Longwater junction. £3.5m (based on existing agreement – but funding shortfall is over £10m)</p> <p>Pedestrian/ cycle link to retail park/Longwater from Easton(incorporated into Longwater junction layout)</p>

Issue	Constraints	Opportunities	Comment	Requirements
Education	<p>Too small to provide high school.</p> <p>Existing High Schools some distance, complex routes and at capacity. Costessey not capable of expansion.</p>	<p>Could look to new High School at Hethersett (cycle route via Bawburgh?)</p> <p>(Without growth at Hethersett, potential expansion of existing Hethersett High School would require expensive relocation of on site primary)</p>	<p>Not a quick win as it relies on resolution of High School issue at Hethersett.</p> <p>High Schools are not close by.</p>	<p>Costs (2000 dwelling minus 10%) High School contribution = c£5.5m 1x420 place primary school c£8.5m OR 2x210 place primary schools if split across different sites c£10m</p>
Utilities	<p>Possible electricity problems.</p> <p>Waste water to Whitlingham or to Wymondham. Capacity at Wymondham depends on scale of growth there (has total capacity of 4,000)</p>		<p>Costs of the options are dependent on whether there is growth at Hethersett and/or Wymondham and the scale of growth at the latter.</p>	<p>Whitlingham needs 15km of pipe = £17.5m (but synergy with SW sector) OR Upgrade to Wymondham STW= £0m if growth there is 2,000 dwellings or c£6m if growth there is over 4,000</p> <p>Pipeline cost to Wymondham £10.5m</p>
Sustainable Access to Strategic Employment	<p>Few constraints but cycle/pedestrian access through Longwater junction from Easton is an issue</p>	<p>Excellent potential access to Longwater, good potential to NRP (and to smaller local site at Bowthorpe), though bus infrastructure and services may need improvement.</p> <p>Access to City Centre</p>	<p>Good for choice of opportunities.</p>	<p>Need improved cycle and pedestrian access from Easton.</p> <p>Improved access to City Centre</p>

Issue	Constraints	Opportunities	Comment	Requirements
		dependent on improved PT infrastructure.		
Access to shops and services	Relatively small GP service at Costessey. Health centre at Bowthorpe	Well located for Longwater retail area. Possibility for some small scale retail provision to improve local services.		Need improved cycle and pedestrian access from Easton
Environment				
Landscape and flood risk	Significant constraints in parts of area (but none in likely development areas).		Constrains area of search but still plenty of opportunities for this scale of growth.	
Protected sites	Some protected sites in the general area.	None of the area is Priority Habitat Enhancement and Creation Area but there is a Priority link across it to connect river valleys.	Constrains area of search but still plenty of opportunities for this scale of growth.	Significant Green Infrastructure required
Minerals	Waste site buffer is minor constraint on part of Lodge farm.		Constrains area of search but still plenty of opportunities for this scale of growth.	
Deliverability				
Phasing	Post Longwater junction improvement Not ahead of SW sector high school provision (unless existing Hethersett High School is expanded on site) Potentially START EARLY (2011-2016)			
Developer contributions	<ul style="list-style-type: none"> • 2,000 dwellings, 40% affordable = 1200 market dwellings @ £10,000 per dwelling = £12m • 2,000 dwellings, 40% affordable = 1200 market dwellings @ £15,000 per dwelling = £18m • 2,000 dwellings, 20% affordable = 1600 market dwellings @ £15,000 per dwelling = £24m 			

Issue	Constraints	Opportunities	Comment	Requirements
Costs	Transport: c£5.5m Education c£14m-£15.5m			
Dependencies and Risks	Funding gap for Longwater junction improvement High school solution and sewerage viability rely on growth at Hethersett. PT enhancement inside ORR requires difficult decisions (e.g. removal of on street parking)			
Land Ownership /Interest	Strong landowner interest at both Costessey and Easton			
Conclusions				
<ul style="list-style-type: none"> • Synergies • Conflicts/ Impacts • Ball Park Costs 	<p>Can not happen without Longwater junction improvement. HA view on western junction unknown Good access to employment and services.</p> <p>Access to public transport corridor with potential for improvement –scale contributes to critical mass with recent development to support services, but PT corridor needs improvement.</p> <p>Waste water and High school provision reliant on decisions on Wymondham and Hethersett (This location works much better in conjunction with growth at Hethersett area)</p> <p>Strong landowner interest implies deliverability</p> <p>Proposal by Easton College is intended to help support enhanced facilities.</p>			

3. Growth Location: Hethersett/ Little Melton - 4,000 dwellings to 2026 rising to 7,000

Appears in growth options 1&2

Issue	Constraints	Opportunities	Comment	Requirement
Infrastructure				
Public Transport	<p>No rail connection</p> <p>Need to ensure bus priority to Thickthorn junction.</p>	<p>Nearby rail line</p> <p>Comprehensive priorities exist (and could be improved) on A11 inside southern bypass.</p> <p>B1172 (Old A11) provides possible route to/from Wymondham.</p> <p>Combination with Wymondham offers opportunity for sharing costs and would also facilitate Wymondham-Norwich bus services.</p> <p>Hethersett Lane could provide bus walk and cycle access to Norwich Research Park, The N&N hospital and UEA and on to the city centre via either the B1108 or through UEA.</p>	<p>Rail line very peripheral and wrong side of A11. High cost of station.</p> <p>A11 best bus corridor in the area. Also potential to improve links via B1108 or via UEA.</p> <p>Bus lane/gate to provide direct access to Thickthorn lights.</p>	<p>Some investment will be required to further improve bus infrastructure including bus priority to Thickthorn and Hethersett Lane linking to NRP and UEA</p> <p>Off site costs c£2m (also benefits Wymondham)</p>

Issue	Constraints	Opportunities	Comment	Requirement
Highway Access	<p>Limited or no capacity at Thickthorn junction.</p> <p>B1108 Earlham Road – narrow and junctions</p>	<p>Hethersett Lane provides direct access to NRP – good prospect for bus, cycle and walking route.</p> <p>Capacity of Thickthorn junction could be improved by provision of dedicated slip roads to (and from) Yarmouth direction of A47, direct access from A11 to an expanded Thickthorn Park and Ride and a review of the existing circulatory carriageway markings.</p> <p>The improvement to B1108/A47 junction could provide a further point coupled with a relief road from the development linking with B1172 to further manage traffic pressure on Thickthorn – potential synergy with NRP access.</p>	<p>Well located for promotion of cycle/walking to employment areas.</p> <p>Possible strategy elements – closure of Hethersett Lane to cars. Has potential to link to both B1108 and A11 corridors giving options for managing car based traffic. Improvements to B1108 would also need to facilitate access to NRP. Improved B1108/A47 junction.</p>	<p>Costs</p> <p>Slip road improvements to Thickthorn junction. A47 westbound to A11 southbound slip c£3m</p> <p>A11 northbound to A47 eastbound flyover c£20m</p> <p>B1108/Earlham Road corridor improvement and B1108/A47 junction rebuild c£20m</p> <p>Enhanced Thickthorn Park and Ride with direct access FROM A11 c£5m</p> <p>Access junctions c£3m</p>
Education	No significant spare capacity in existing schools	<p>Existing High School may provide some scope to absorb early stages.</p> <p>New High School could possibly be provided by relocation and rebuild of</p>	Potential to relocate existing school offers scope for delivery – easier than starting from scratch.	<p>Costs</p> <p>1 High school c£20m</p> <p>3x420 place , 1x210place primary schools c£31m</p>

Issue	Constraints	Opportunities	Comment	Requirement
		<p>existing. Existing school is small (600+ pupils) – released site provides opportunity for other development (town centre??).</p> <p>Growth will allow expansion to provide 6th form education locally.</p> <p>Synergy with Easton/Costessey</p>		(7k dwellings minus 10% = 1600 pupils but some capacity in existing)
Utilities	<p>Power line crosses site</p> <p>Probably affected by electrical supply issue in this part of the JCS area</p>	Synergy with Costessey Easton for both Electricity supply improvements and Sewerage		Sewage piped to Whitlingham 11 km c£15m
Sustainable Access to Strategic Employment		Excellent Access to NRP. Potentially good access to Wymondham and Longwater. High quality public transport to City Centre		
Environment				
Landscape and flood risk	Southern Bypass landscape protection zone	Landscape protection zone provides buffer offers opportunity for green space	Gap between Hethersett and Lt Melton will significantly reduce but it is not necessary to merge the two settlements.	

Issue	Constraints	Opportunities	Comment	Requirement
	Stream between Gt Melton and Hethersett	Stream identified as an Enhancement area	The strategic gap to Wymondham can be retained. Also gap retained to Gt Melton.	
Protected sites	No significant constraints. Not identified as a Priority Habitat Creation and Enhancement Area generally Thickthorn Hall between B1172 and A11	Thickthorn Hall and other land between B1172 and A11 offer opportunity for Country Park	Bypass protection zone, area between B1172/A11 and stream between area and Gt Melton offer significant range of opportunity for green infrastructure.	Significant Green Infrastructure required
Minerals	No constraints			
Deliverability				
Phasing	Early stages could commence based on existing infrastructure but significant development would require implementation of transport and High School improvements Start: Early (2011 to 2016)			
Developer Contributions	<p>Within plan period (to 2026)</p> <ul style="list-style-type: none"> • 4,000 dwellings, 40% affordable = 2,400 market dwellings @ £10,000 per dwelling = £24m • 4,000 dwellings, 40% affordable = 2,400 market dwellings @ £15,000 per dwelling = £36m • 4,000 dwellings, 20% affordable = 3,200 market dwellings @ £15,000 per dwelling = £48m <p>Life of growth area</p> <ul style="list-style-type: none"> • 7,000 dwellings, 40% affordable = 4,200 market dwellings @ £10,000 per dwelling = £42m • 7,000 dwellings, 40% affordable = 4,200 market dwellings @ £15,000 per dwelling = £63m 			

Issue	Constraints	Opportunities	Comment	Requirement
	<ul style="list-style-type: none"> 7,000 dwellings, 20% affordable = 5,600 market dwellings @ £15,000 per dwelling = £84m 			
Costs	Transport £53m (shared with Wymondham) Education £50m shared with Costessey/Easton			
Dependencies and Risks				
Land Ownership/Interest	Location put forward and supported through Issues & Options consultation Landowner consortium with active involvement from developer. Further single landowner interest. Both claim to individually be able to meet required numbers.			
Conclusions				
<ul style="list-style-type: none"> Synergies Conflicts/Impacts Ball Park Costs 	Excellent connections to range of strategic employment areas Access to high quality public transport corridor with potential to share costs with Wymondham Choice of corridor for connections to trunk road network and urban area. Improvements to Thickthorn junction will have wider benefits and other funding streams (such as RFA) should be sought. Improvements will benefit and be shared with growth in Wymondham. Few environmental constraints Landowner interest implies deliverability			

4. Growth Location: Long Stratton - 1,500 to 2,000 dwellings

Appears in growth options 2&3

Issue	Constraints	Opportunities	Comment	Requirements
Infrastructure				
Public Transport	<p>No rail connections</p> <p>No significant bus priorities on A140 – particular constraints include approach to A47 junction, Harford Bridges area, junction with Newmarket Road.</p> <p>Insufficient scale to support high quality service.</p>	Potential better service for existing residents on corridor.	The route to the city within A47 needs enhancing for PT. The A140 will require removal/narrowing of verges and removal of on street parking near City College. Lakenham Way (disused railway line) could provide a dedicated PT route but does not link well with key destinations and would displace cyclists and nature conservation activities.	<p>Improvements to approach to A140/A47 junction, the junction itself and A140 corridor to city centre.</p> <p>Costs Bus priority c£2m PLUS Possible rail bridge widening should bus priority need to be extended. £10m (improvements replaced by those required for Mangreen if combined with Mangreen proposals)</p> <p>A140 corridor PT enhancement inside A47 Cost c£10m (cost of improvements could be shared if development at Mangreen)</p>
Highway Access	<p>Require bypass for Long Stratton.</p> <p>Need other improvements to A140 north of Long</p>	Significant social and environmental improvements to village centre are possible depending on how new local trips arising from	<p>Growth adds to traffic impacts on settlements and junctions further north on A140.</p> <p>Bypass – Planning permission existing for dual</p>	<p>Long Stratton Bypass</p> <p>Costs Dual carriageway (as permitted LTP scheme) c£35m</p>

Issue	Constraints	Opportunities	Comment	Requirements
	Stratton	growth can managed. (Impact on the economy? Loss of passing trade compensated by new residents?)	carriageway County Council proposal, single carriageway bypass would have a changed alignment and require a new permission	Single carriageway c£25m
Education	Need to expand existing High School. Need new Primary School		The scale of development proposed is at or around a threshold for High School contributions beyond which costs go up significantly because of the potential need to relocate primary sector schools. 1500 likely to be OK, 2,000 could begin to run into difficulties. Needs investigation.	Costs 1500 dwellings (90% contributing): 1x315 place primary school. c£6.5m High school contribution based on standard multipliers c£4 m 2000 dwellings (90% contributing): 1x420 place primary school. £8.5m High school contribution based on standard multipliers £5.5m (plus additional c£8m if existing primary schools need moving)
Utilities	CHECK			.
Sustainable Access to Strategic Employment	Very poorly located	None - although some scope to improve local provision		Enhance bus access to City Centre (and Mangreen if new business park) Pump priming for local employment site?
Access to shops and services	Higher order services offered only by the centre of Norwich are very	Existing town centre No significant expansion possibilities (but issue is		

Issue	Constraints	Opportunities	Comment	Requirements
	remote.	perhaps more the extent to which new residents will replace lost passing trade to help support current level of provision).		
Environment				
Landscape and flood risk	No immediate constraints	? Opportunities for local Green Infrastructure links		Local Green Infrastructure provision
Protected sites	No immediate constraints	Priority Habitat Enhancement and Creation Area to east of A140		
Minerals	None			
Deliverability				
Phasing	No development before bypass or public transport improvements. Particularly dependent on bypass. Start Early (2011 to 2016)			
Contributions	<ul style="list-style-type: none"> • 1,500 dwellings, 40% affordable = 900 market dwellings @ £10,000 per dwelling = £9m • 1,500 dwellings, 40% affordable = 900 market dwellings @ £15,000 per dwelling = £13.5m • 1,500 dwellings, 20% affordable = 1200 market dwellings @ £15,000 per dwelling = £18m • 2,000 dwellings, 40% affordable = 1200 market dwellings @ £10,000 per dwelling = £12m • 2,000 dwellings, 40% affordable = 1200 market dwellings @ £15,000 per dwelling = £18m • 2,000 dwellings, 20% affordable = 1600 market dwellings @ £15,000 per dwelling = £24m 			
Costs	Transport £37m to £50m Education £10.5m to £22m			

Issue	Constraints	Opportunities	Comment	Requirements
Timescale	Bypass needed before development occupied			
Dependencies and Risks	See above Current market is a risk to affordability and bypass provision.			
Land Ownership/ Interest	No formally agreed partnership agreement/consortium. Scheme being worked up be representative of landowner interests – however scheme is for 3000 dwellings Precise nature of emerging proposals unclear			
Conclusions				
<ul style="list-style-type: none"> • Synergies • Conflicts/ Impacts • Ball Park Costs 	Some synergy with Mangreen option for improvements to A140			

5. Growth Location: Wymondham - 2,000 dwellings on smaller sites

Appears in growth options 2&3

Issue	Constraints	Opportunities	Comment	Requirements
Infrastructure				
Public Transport	<p>Pedestrian access to the railway station.</p> <p>Constrained access within town centre</p> <p>Less potential for direct links to high quality public transport services from dispersed sites, and harder to secure contributions without CIL</p>	<p>Excellent rail connection to Norwich and Cambridge and Thetford</p> <p>B1172 offers good potential for bus access (synergy with Hethersett). Excellent corridor inside A47</p> <p>Would share the same infrastructure as identified for Hethersett/Little Melton.</p>	<p>Will need improvements to A11/ A47 Thickthorn junction. Can benefit from infrastructure required for Hethersett.</p> <p>More limited scale of development limits market for high quality bus services.</p>	<p>Improved access to and within station. Cost c£5m</p> <p>Will need improvements to A11/ A47 Thickthorn junction. Scale of improvements will depend on whether combined with growth at Hethersett. Bus improvements on B1172/A11 corridor (costs could be shared if there were development at Hethersett/Little Melton) Minimum Cost c£10m</p> <p>Without Hethersett growth third party land may be needed to achieve priority access to Thickthorn (will be additional cost)</p>
Highway Access	<p>Existing rail underbridge at station – improving likely to be complicated by utilities – limits small scale development</p>	<p>Would share the same infrastructure as identified for Hethersett/Little Melton.</p>	<p>Dispersed development means CIL essential to provide any contribution to strategic improvements.</p>	<p>For strategic improvements, see above.</p> <p>Form and cost unknown – depends on location</p>

Issue	Constraints	Opportunities	Comment	Requirements
	<p>potential to east of railway line. Collectively sites may still need improved access to A11, more difficult to secure without CIL. Could raise viability issues for individual sites. Thickthorn a more severe problem without solutions offered by Hethersett.</p>			
Education	<p>Existing High School is over capacity. (College capacity?)</p>	<p>Not enough development to provide a new High School to release pressure on the existing High School. Solution could be 6th form college for both High School and College.</p>	<p>Schools oppose a separate 6th form college as solution.</p> <p>Dispersed sites may make 6th form campus and primary school sites difficult to provide (need to acquire land).</p> <p>Dispersal of development makes it difficult to predict what scale of primary schools is required (fewer large or more small) and also makes delivery difficult because of the need to collect funding from a range of sites spread through time, and developers may not be in a position to provide sites</p>	<p>2x210 place primary schools c£10m High school contribution based on standard multipliers c£5m Additional cost of land c£5m</p>

Issue	Constraints	Opportunities	Comment	Requirements
Utilities	Possible electricity supply issue on A11 corridor	STW has capacity (for 4,000).		.
Sustainable Access to Strategic Employment		Excellent access to local sites (Wymondham as a whole is a Strategic Employment Location). Mixed development offers opportunity to expand employment. Good public transport access to NRP and City Centre. Reasonable access to Hethel. Good commuting opportunity to Attleborough, Thetford and Cambridge.		
Access to shops and services	Physical limitations to expansion of town centre. Access constraint to town centre through station road.	Existing town centre – one of the largest in JCS area outside Norwich Expansion possibilities for town centre do exist.	At 2,000 dwellings less pressure to expand facilities	Dispersed approach less likely to produce improved community facilities
Environment				
Landscape and flood risk	Some localised constraints – site specific issues		Development to the north would impact on strategic gap to Hethersett	

Issue	Constraints	Opportunities	Comment	Requirements
Protected sites	Lizard/Tiffey valley. Bays River plus some other local sites.	Whole area is Priority Habitat Enhancement and Creation Area.	Dispersed development will make Green Infrastructure more difficult to deliver.	Significant Green Infrastructure required
Minerals	Small consultation areas in vicinity of Park Lane, Silfield			
Deliverability				
Phasing	Small sites would phase themselves provided no significant site specific constraints. Early sites would be reliant on existing schools and other community facilities			
	Start: Early (2011 to 2016)			
Contributions	<ul style="list-style-type: none"> • 2,000 dwellings, 40% affordable = 1,200 market dwellings @ £10,000 per dwelling = £12m • 2,000 dwellings, 40% affordable = 1,200 market dwellings @ £15,000 per dwelling = £18m • 2,000 dwellings, 20% affordable = 1,600 market dwellings @ £15,000 per dwelling = £24m 			
Costs	Stand Alone Transport £15m Education £20m In combination would share transport infrastructure with Hethersett			
Timescale	Could start quickly			
Dependencies and Risks	Could start early but dependent on CIL for strategic infrastructure eg Thickthorn and secondary school improvements			
Land Ownership/ Interest	Likely to be interest.			

Issue	Constraints	Opportunities	Comment	Requirements
Conclusions				
<ul style="list-style-type: none"> • Synergies • Conflicts/ Impacts • Ball Park Costs 	<p data-bbox="398 242 1279 280">Excellent connections to range of strategic employment areas</p> <p data-bbox="398 316 2074 389">Access to high quality public transport corridor – but links may be poorer because of dispersed development. Potential synergy with Hethersett</p> <p data-bbox="398 427 837 466">Few environmental constraints</p> <p data-bbox="398 504 969 542">Landowner interest implies deliverability</p> <p data-bbox="398 580 2040 644">BUT limited and dispersed development will make delivering supporting infrastructure and community facilities more difficult</p>			

6. Growth Location: West - 1,000 dwellings, assuming growth is either Easton (College) or Costessey (Lodge Farm)

Appears in growth option 3

Issue	Constraints	Opportunities	Comment	Requirements
Infrastructure				
Public Transport	Dereham Rd corridor narrow to provide bus priority inside Outer Ring Road.	Existing growth point bid for enhanced infrastructure on Dereham Road.	<p>More difficult to connect Easton to corridor.</p> <p>Underused bus lane outside Outer Ring Road, but significant issues need resolution inside Outer Ring Road.</p> <p>P&R service currently uses A47/A11 to access City Centre.</p>	<p>Costs Enhanced bus infrastructure on Dereham Road. £2m</p> <p>Bus priority measures through Longwater junction for Easton. (Included in costs of junction improvement)</p>
Highway Access	<p>Longwater junction capacity</p> <p>Easton junction with A47?</p>	Development could contribute to current funding gap for Longwater junction improvement.	May be possible to get some traffic to access A47 via western junction, but this then may need improvement.	<p>Costs Contribution to Longwater junction. £1.8m (based on existing agreement – but funding shortfall is over £10m)</p> <p>Pedestrian/ cycle link to retail park/Longwater from Easton(incorporated into Longwater junction layout)</p>
Education	Too small to provide high school.	Could look to new High School at Hethersett (cycle route via Bawburgh?)	Not a quick win as it relies on resolution of High School issue at Hethersett.	<p>Costs (1000 dwelling minus 10%) High School contribution = £2.75m 1x210 place primary school</p>

Issue	Constraints	Opportunities	Comment	Requirements
	Existing High Schools some distance, complex routes and at capacity. Costessey not capable of expansion.	(Without growth at Hetherset, potential expansion of existing Hetherset High School would require expensive relocation of on site primary)	High Schools are not close by.	c£5m
Utilities	Possible electricity problems. Waste water to Whitlingham or to Wymondham. Capacity at Wymondham depends on scale of growth there (has total capacity of 4,000)	Could share costs with growth at Hetherset	Costs of the options are dependent on whether there is growth at Hetherset and/or Wymondham and the scale of growth at the latter..	.Whitlingham needs 15km of pipe = £17.5m (but synergy with SW sector) OR Upgrade to Wymondham STW= £0m if growth there is 2,000 dwellings or c£3m if growth there is over 4,000 Pipeline cost to Wymondham £10.5m
Sustainable Access to Strategic Employment	Few constraints but cycle/pedestrian access through Longwater junction from Easton is an issue	Excellent potential access to Longwater, good potential to NRP (and to smaller local site at Bowthorpe). Access to City Centre dependent on improved PT infrastructure.	Good for choice of opportunities.	Need improved cycle and pedestrian access if Easton. Improved access to City Centre etc

Issue	Constraints	Opportunities	Comment	Requirements
Access to shops and services	Relatively small GP service at Costessey. Health centre at Bowthorpe	Well located for Longwater retail area Possibility for some small scale retail provision to improve local services.		Need improved cycle and pedestrian access from Easton
Environment				
Landscape and flood risk	Significant constraints in parts of area (but none in likely development areas).		Constrains area of search but still plenty of opportunities for this scale of growth	
Protected sites	Some protected sites in the general area.	None of the area is Priority Habitat Enhancement and Creation Area but there is a Priority link across it to connect river valleys.	Constrains area of search but still plenty of opportunities for this scale of growth	Significant Green Infrastructure required
Minerals	Waste site buffer is minor constraint on part of Lodge farm.		Constrains area of search but still plenty of opportunities for this scale of growth	
Deliverability				
Phasing	Post Longwater junction improvement and enhanced PT infrastructure. Not ahead of SW sector high school provision (unless existing Hethersett High School is expanded on site) Potentially START EARLY (2011-2016)			
Developer contributions	<ul style="list-style-type: none"> • 1,000 dwellings, 40% affordable = 600 market dwellings @ £10,000 per dwelling = £6m • 1,000 dwellings, 40% affordable = 600 market dwellings @ £15,000 per dwelling = £9m • 1,000 dwellings, 20% affordable = 800 market dwellings @ £15,000 per dwelling = £12m 			
Costs	Transport: c£3.8m Education			

Issue	Constraints	Opportunities	Comment	Requirements
	£7.75m			
Dependencies and Risks	<p>Funding gap for Longwater junction improvement</p> <p>High school solution and sewerage viability rely on growth at Hethersett.</p> <p>PT enhancement inside ORR requires difficult decisions (e.g. removal of on street parking)</p>			
Land Ownership/ Interest	Strong landowner interest at both Costessey and Easton			
Conclusions				
<ul style="list-style-type: none"> • Synergies • Conflicts/ Impacts • Ball Park Costs 	<p>Can not happen without Longwater junction improvement.</p> <p>HA view on western junction unknown</p> <p>Good access to employment and services.</p> <p>Access to public transport corridor with potential for improvement –scale contributes to critical mass with recent development to support services. but PT corridor needs improvement.</p> <p>Waste water and High school provision reliant on decisions on Wymondham and Hethersett (This location works much better in conjunction with growth at Hethersett area)</p> <p>Strong landowner interest implies deliverability</p> <p>Proposal by Easton College is intended to help support enhanced facilities.</p>			

7. Growth Location: South / Mangreen - 4,500 dwellings

Appears in growth option 3

Issue	Constraints	Opportunities	Comment	Requirements
Infrastructure				
Public Transport	<p>No rail connections</p> <p>No significant bus priorities. A140/A47, A140/B1113 A140/A11 junctions and Harford Bridges are constraints</p> <p>No existing suitable routes for cycling.</p>	<p>Adjacent rail line</p> <p>Possible bus route via B1113/P&R site/A140</p> <p>Better services for existing residents of Mulbarton and Swardeston</p>	<p>Rail line peripheral, operators unlikely to stop, new station is significant cost.</p> <p>The route to the city within A47 needs enhancing for PT. Along the A140 will require removal/narrowing of verges and removal of on street parking near city college. Lakenham Way (disused railway line) could provide a dedicated PT route but does not link well with key destinations and would displace cyclists and nature conservation activities.</p>	<p>A140 corridor PT enhancement inside A47</p> <p>Cost c£10m</p>
Highway Access	<p>A140/A47 and A140/B1113 junction constraints.</p> <p>Capacity of B1113</p> <p>A140/A47, A140/B1113, A140/A11 junctions</p>	<p>Improvements to A140 and B113 corridors into Norwich for both cars cyclists and PT.</p>	<p>Need for very significant highway and junction improvements.</p>	<p>Improvements to A140/A47 junction</p> <p>c£5m</p> <p>Development access junction onto A140 and dualling to A47</p> <p>c£15m</p> <p>Realignment of railway bridge and provision of bus priority on</p>

Issue	Constraints	Opportunities	Comment	Requirements
	<p>and Harford Bridges are constraints</p> <p>Poor access to A11 corridor and unsuitable routes for access to A140 south.</p>			<p>approach to new development access. c£20m</p> <p>B1113 and junctions and bridges. c£5m</p> <p>Traffic management and improvements to mitigate A140 south and A11 corridor movements Cost c£2 m (closures) to £20m+ (improved routes)</p>
Education	<p>No existing High School</p> <p>Potential capacity at Hewitt is a possible constraint (reduces S106 contribution)</p> <p>Loss of children from Mulbarton area could create difficulties at Hethersett High School.</p>	Provision of new High School – will benefit Mulbarton Swardeston	<p>High School is only likely to be provided if development is planned to grow beyond 4,500 but calculation provided on basis of 4,500. High School unlikely to support 6th form.</p> <p>High school could take children from Mulbarton/Swardeston area affecting viability, but also offering capacity to serve west.</p>	<p>Costs</p> <p>One High School –c£20m+</p> <p>2x420 and 1x210 place primary schools c£22m</p>
Utilities	High tension power lines cross the site, converging on Electricity Grid Transforming Station			Sewerage 8 km to Whitlingham – £13m (other options in excess of £40m for growth of 20000. Likely in range of £10- 15 m to deal with 6000 houses if suitable discharge point can be found)

Issue	Constraints	Opportunities	Comment	Requirements
	Sewage disposal – number of options			
Sustainable Access to Strategic Employment	No nearby Strategic Employment site	Potential to allocate a new business park as part of the development.	Best location is probably area in north east of the growth location area adjacent to A140/A47 But constrained by current mineral working (restored by 2017)	c50ha allocation need for significant access improvement Current active mineral working delays potential suitable junction at this point
Environment				
Landscape and flood risk	Current Southern Bypass landscape protection zone will be lost		Merger of Swardeston and Mulbarton (and possibly Swainsthorpe)	
Protected sites	No significant designations between B1113 and A140. Several protected sites to east of A140 (Dunston Hall parkland extends to west as well) and west of B1113	Priority Habitat Enhancement and Creation Area		Significant Green Infrastructure required
Minerals	Existing minerals site at Mangreen due to be restored by 2017 Significant series of proposed sites in	Minerals workings could offer potential for “Country Park” type Green Infrastructure following restoration. Current working site would	There are very few alternative minerals sites proposed in the Norwich area so these sites cannot be ignored. The minerals sites are a very significant potential constraint. If allocated they	Would need to ensure that restored sites provide opportunities for development or Green Infrastructure.

Issue	Constraints	Opportunities	Comment	Requirements
	Minerals and Waste Site Allocations DPD I&Os stretch north to south along eastern side of this area [to west of A140].	be part of potential business park	are unlikely to be worked out until perhaps the early 2020s. <ul style="list-style-type: none"> • Potential for significant conflict while being worked could limit land for housing development • Severe delay for provision of green infrastructure 	
Deliverability				
Phasing	<p>Electricity cables and Minerals constraints means initial phases of housing development would be limited to western c25% between Mulbarton and Swardeston (area between B1113 and Gowthorpe Lane) – perhaps c100ha</p> <p>Existing minerals working may limit Business Park to beyond 2017 – experience suggests that new business parks can take significant time to get started. Few local jobs until early/mid 2020s?</p> <p>No significant existing services in heart of area though there are some local services in Mulbarton and Swardeston.</p> <p>Limitations on development rates likely to significantly delay strategic services such as High School. Maximum development in the period may be limited to c2,500</p> <p>Masterplanning would need to take a particularly sensitive approach to phasing to reflect the potential adverse impacts of the adjacent minerals working progress and initial deficiencies in local services.</p> <p>Start: Medium to late (2018 to 2026)</p>			
Contributions	<ul style="list-style-type: none"> • 4,500 dwellings, 40% affordable = 2,700 market dwellings @ £10,000 per dwelling = £27m • 4,500 dwellings, 40% affordable = 2,700 market dwellings @ £15,000 per dwelling = £41m • 4,500 dwellings, 20% affordable = 3,600 market dwellings @ £15,000 per dwelling = £54m 			
Costs	<p>Transport</p> <p>£60m to £75m</p> <p>Education</p>			

Issue	Constraints	Opportunities	Comment	Requirements
	£42m			
Dependencies and Risks				
Land Ownership/ Interest	<p>No current contact.</p> <p>No sites put forward in I&O consultation</p> <p>(Minerals sites have been proposed by landowners)</p>			
Conclusions				
<ul style="list-style-type: none"> • Synergies • Conflicts/ Impacts • Ball Park Costs 	<p>Transport synergies with Long Stratton on A140. A140 junctions and Harford Bridge improvements, but may dissipate investment if Wymondham proceeds at any significant level</p> <p>Minerals constraint will affect delivery to a large extent [unless minerals sacrificed] and to an extent anyway in view of active working. May be better seen as a longer term option.</p>			

Greater Norwich Development Partnership Report to Policy Group

26 June 2008

GNDP Economic Development: Greater Norwich Economic Strategy timetable for development and business engagement in Economic Growth

This report briefs you on issues arising from the review of current business engagement (primarily through Norwich Economy Round Table and Shaping Norfolk's Future), makes recommendations to inform development of business engagement in GNDP activity and explains the timetable and outline process for developing a Greater Norwich Economic Strategy

Business Engagement in GNDP Economic Growth Agenda:

1. GNDP Directors Group has requested a paper to the GNDP Policy Group setting out the recommendations of the GNDP Economic Development Group's consultation with businesses regarding business engagement in a "City Growth Strategy " and the GNDP Economic Development Group' recommendations on how this should be taken forward
2. The original GNDP Economic Development Project Plan and Timetable anticipated that by June 2008 it would have been able to:
 - Formulate recommendations including implications for existing structures (Shaping Norfolk's Future/Norwich Economy Round Table).
 - Take recommendations to those bodies and gain endorsement for proposed new arrangements.
 - Set-up new business leadership and engagement structures, including having a business board in place to lead consultation and development of the new Greater Norwich Economic Strategy. (At that stage defined as the functional urban area).
3. **Progress To-date:**
 - Review of business engagement completed with a sample of businesses and stakeholders for the functional urban area (Sjad Zaman). Feb 08
 - Paper on other functions and roles required of a Local Economic Partnership eg. in relation to the SREP and LSP completed. (Chris Popplewell). Feb 08
 - Sample survey of business engagement in other areas undertaken. (Darren Bruce : Norwich City Council, Graduate Management Trainee). Feb 08
 - Review of implications and possible new models of business engagement .GNDP ED Group March /April 08. Problems identified as result of decision to move to a 3 District Economic Strategy (see para 6).
 - Decision to recommend delay to timing of changes to business engagement/leadership structures (see para 6). South Norfolk and Broadland

Councils agreed to undertake further work to establish how they wished to engage with businesses in their rural areas for the purposes of development of the rural focus of the Greater Norwich Economic Strategy. GNDP ED Group May 2008.

- Proposals for urban and rural business engagement agreed by GNDP Economic Development Group and Directors Group June 08.

4. Business Engagement Interviews: Findings and Recommendations:

This work was driven by EEDA who provided us with a part-time secondee (Sjad Zaman). EEDA was keen to see Economic Growth driven by a City Growth methodology similar to that which had been adopted by Luton. There had been protracted discussions with EEDA, prior to this exercise starting, about the relevance of the City Growth model, given that Shaping Norfolk's Future had been established along similar lines and already generated significant business engagement. Sjad Zaman conducted 25 interviews - with 13 businesses plus representatives from the Chamber of Commerce and Federation of Small Businesses, 3 Further/Higher Education providers and 5 non-local authority public sector organisations.

The key recommendations are the establishment of a business lead board with 80% representation from the private sector to replace the Norwich Economy Round Table, with a secondary board composed of public sector organisations feeding into this "City Growth Norwich Board." The primary focus of the "City Growth Norwich" Board should be around cluster development.

5. The GNDP Economic Development Group's response was that there are some fundamental differences in private and public sector requirements from a "City Growth Norwich Board. Many public sector requirements were either not mentioned by businesses or were seen as issues with which businesses did not want to be directly engaged.

There was also some concern about the survey. The sample size was small and responses from businesses varied according to their level of engagement in existing structures. Responses from businesses were not consistent regarding their aspirations for engagement. In addition a random sample of business engagement in other areas indicated that the existing structures (Shaping Norfolk's Future/Norwich Economy Round Table) were "ahead of the game".

However the GNDP Economic Development Group concluded that the fundamental proposal to restructure business engagement around a small strategic private sector dominated board, supported by a public sector dominated delivery board/executive was likely to provide a viable business engagement model and was indeed very similar to the arrangements now in place for Shaping Norfolk's Future.

6. Factors Affecting Implementation/Timing of New Business Engagement Structures:

A series of factors have lead the GNDP Economic Development Group to recommend that now is not the best time for amending business engagement structures:

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- South Norfolk is in the process of setting up a Business and Tourism Forum to be launched in September 2008. Broadland has quite recently restructured its business engagement to pass responsibility for engaging the urban fringe businesses to the Norwich Economy Round Table and is establishing a set of business focus groups in the rural areas of the district. Further changes to these engagement structures are not acceptable at this stage.
- The EEDA business engagement consultation was only conducted with businesses in the Norwich urban area, as EEDA and the GNDP Economic Development Group were, at that stage, testing out business engagement models for a City Growth Strategy, ie. It was assumed that the new Economic Strategy would only cover the urban area, as had been the case for the 2003-2008 strategy. The recent GNDP decision to develop a 3 district strategy has "moved the goal posts" and provides an opportunity to include the specific rural challenges and consult businesses in Broadland and South Norfolk.
- Developments in Shaping Norfolk's Future: There were already concerns about potential duplication with existing SNF structures. The new Chair and Director have a clear intention to focus on creating greater business engagement. There is a danger of different partnerships appearing to be "competing" for the business engagement.
- Concern regarding whether businesses will have the confidence to engage in new structures ahead of the outcome of Local Government Review, which may result in the need to develop further new structures.
- The possibility of the development of a Local Delivery Vehicle for the GNDP. This raises other options for business engagement. This is particularly pertinent as the consultation indicates that businesses really want a role in driving the wider GNDP Growth Agenda rather than "just" traditional economic development aspects.
- There is a clear business view that most of the investment needed to deliver growth will come from the private sector and therefore the private sector wants a strong voice within GNDP. This was reinforced at the Norwich Economy Round Table meeting on 2 June. Businesses are raising two key issues: Business engagement in the decision making structures of the GNDP (not just in Economic Development) and business "leadership" rather than "engagement". Decisions about business engagement / leadership in Economic Development need to be made in this wider context.

7. Business Engagement -Way Forward:

Norwich City Council proposed that it would like to see the Norwich Economy Round Table continue to drive the consultation and development of the urban focus of the GNDP Economic Strategy, co-ordinated and supported primarily by Norwich City Council's Economic Development Service. This arrangement is supported by the Norwich Economy Round Table and City of Norwich Partnership Delivery Board.

South Norfolk and Broadland Councils have agreed to drive the consultation and development of the rural focused element through their current or new business engagement structures.

Norfolk County Council has offered to support the work on both focuses and to provide some overarching commentary. Shaping Norfolk's Future will engage in the consultation and development of the strategy as appropriate.

In the meantime the Norwich Chamber Board and Norwich Economy Round Table have been briefed regarding the current situation and are supportive of proposals not to revise business engagement processes in Norwich in the short term.

The GNDP Economic Development and Directors Groups support these proposals for business engagement for the short term, to drive the consultation and development of the new economic strategy.

8. Process for developing the Greater Norwich Economic Strategy and Action Plan

GNDP has agreed that the new Economic Strategy will cover Greater Norwich (Broadland, Norwich and South Norfolk), with an urban and a rural focus. The GNDP Director Group asked that you consider the proposals for developing the Greater Norwich Economic Strategy:

It is proposed that the Norwich Economy Round Table will lead on the urban-focussed Economic Strategy, resourced through Norwich City Council. South Norfolk and Broadland Councils will lead the development of the rural focused aspect of the strategy through the Business and Tourism Forum and the business focus groups.

The overarching Economic Strategy document will be produced by the GNDP partners. The finished Greater Norwich Economic Strategy will be a single document, with urban and rural focuses, but clearly demonstrating the connectivity across the 3 Districts. Norfolk County Council has offered support to the District Councils throughout this process. Shaping Norfolk's Future will also be engaged through its role in the GNDP and local economic partnerships

An Action / Investment Plan will be developed as part of the IDP, alongside the development of the Strategy.

No additional resources have been identified to support the development of the Greater Norwich Economic Strategy. Officer time will be allocated, primarily from Norwich City and Norfolk County Council Economic Development Services, there is an expectation that all four local authorities will contribute to the cost of the consultation and production of the Strategy

9 Timetable

- Review the Norwich 2003-2008 Economic Strategy: by mid-June 2008
- (This includes an assessment of the validity of the Vision and 4 Strategic Objectives as framework for the consultation on the new strategy)
- Finalise communications plan for the consultation process – by end of July 2008
- Finalise and analyse evidence base and draft an economic overview by - end July 2008
- Produce Economic Strategy consultation documents: by end-August 2008

Agenda item: 9

- Launch consultation at GNDP/ Chamber of Commerce event, including presentation of the findings of the Employment Growth Study. September 2008
- Business and stakeholder consultation (note South Norfolk and Broadland Councils proposed to consult through their business engagement process, Norwich proposes a wider consultation of stakeholders and possibly communities) September - November 2008
- Final draft Greater Norwich Economic Strategy for approval by businesses (through Local Economic Partnerships) Local Authorities and GNDP - by end of January 2009

10. Recommendations:

- 1 The consultation for the development of the Greater Norwich Economic Strategy is conducted through existing (and in SNDCs case its new) business engagement structures
- 2 GNDP writes to those individuals interviewed by Sjad Zaman to explain why changes to business engagement models have been deferred for the time being
- 3 The position regarding business engagement in / leadership of the Economic Strategy is reviewed in February 2009
- 4 GNDP Policy group address the wider issue of business aspirations for engagement and leadership in the Growth agenda
- 5 The process for developing the Greater Norwich Economic Strategy and timetable are approved

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12/06/08