

Report to Council
25 July 2012.

Report of Deputy chief executive (Operations)
Joint Core Strategy for Broadland, Norwich and South
Norfolk – Outcome of sustainability appraisal and next
steps

Subject

Item

3

Purpose

To consider the results of the sustainability appraisal (SA) of those parts of the adopted Joint Core Strategy (JCS) identified in the schedule attached to the high court order published on 25th April 2012 and remitted for further consideration. Following consideration of the results of the SA to endorse the contents of the relevant parts of the JCS and supporting submission documents which are to be published for further consultation.

Recommendations

- 1) Having considered the screening of reasonable alternatives set out in section four of the draft SA (available at www.gndp.org.uk from July 19th, in Members' Rooms and summarised in 4.6 to 4.8 of Annex A) and the supporting evidence base (see paragraph 17 of this report), it is recommended that **reasonable alternative one** (the remitted text) is chosen as the most appropriate option.
- 2) Agree that reasonable alternative one meets the tests of soundness set out in paragraph 1.5 of annex A, that the SA is finalised in due course and **reasonable alternative one** is taken forward for pre-submission consultation.
- 3) Approve the publication of the remitted parts of the Joint Core Strategy (attached as Appendix 3 to Annex A) for pre-submission consultation supported by the evidence base listed in paragraph 17 of this report.
- 4) Agree delegated authority for the Deputy Chief Executive (Operations) in consultation with the portfolio holder for environment and development to agree, in partnership with GNDP partners, to make further minor changes to the JCS and supporting documentation prior to publication to reflect emerging evidence and any necessary corrections.

Corporate and service priorities

The report helps to meet the corporate priorities: A prosperous city and decent housing for all.

Financial Implications

Assuming members agree to the course of action proposed above, the estimated cost of the process to the Councils is just over £40,000. This is unbudgeted expenditure as the Court Order was not issued until after the budget was set. It will be mainly taken up with legal advice from the Barrister who has represented

the authorities and the plan-making process including printing, advertisements, and the costs associated with a public examination. The costs of the external advice are being met from the Greater Norwich Development Partnership budget.

If Members were minded to promote modifications to the JCS, requiring further consultation, the cost would be increased accordingly but the extent might depend upon what any such suggested modifications comprised.

Ward/s: All wards

Cabinet member: Councillor Bremner – Environment and Development

Contact officers

Graham Nelson

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Background documents

None

Report

Background

1. Following the partly successful legal challenge to the adoption of the Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk, a subsequent hearing took place on 29th February to consider the nature of relief to be granted to the Claimant in the light of the judgment. After consideration of further legal submission by both parties, the High Court issued an Order making clear which parts of the plan were ordered to be remitted. The remainder of the plan remained adopted.
2. The Court Order makes clear what parts of the JCS shall and shall not be treated as being adopted. For those parts of the JCS that are not to be treated as being adopted it makes clear they should be remitted to the stage in preparation where the error could have been addressed i.e. treated as having been taken up until the pre-submission stage and not having been taken thereafter. It also requires certain steps to be undertaken to ensure that the core strategy is re adopted, either as originally adopted, or as modified.
3. Although the remitted text of the JCS only relates directly to growth proposals with the area of Broadland District Council, because the JCS is a joint document, it is essential that all the constituent members agree on an appropriate course of action. The Greater Norwich Development Partnership Board is considering the issues raised at its meeting on the 19 July. The report to that meeting is in annex A.
4. This matter is due for consideration earlier on 25th July by Sustainable Development Panel and Cabinet. The outcome of this process will be reported verbally.

Scope of the Order

5. The scope of the Order is critical to this consideration. The Order specified that parts of the JCS concerned with the distribution of housing and related development within the Broadland part of the Norwich policy area (NPA) were to be remitted. The effect is that the affected parts are treated as if they had been taken up to pre-submission publication, as a precursor to submission for examination by an independent inspector, but not progressed beyond that stage.
6. The other parts of the strategy remain adopted.
7. In particular, the levels of growth previously assigned to South Norfolk (in total and in named locations) and Norwich are not remitted. These cannot therefore be removed or reassigned, though it remains possible that they could be augmented by any reassignment of the remitted Broadland total. In the same way, the total housing provision for the Norwich Policy Area (NPA) and the levels and distribution of growth defined for those parts of Broadland and South Norfolk districts as lie outside the NPA were not remitted and remain beyond the scope of the work.
8. Some location specific policies in the Broadland NPA have not been affected, for example those relating to the strategic employment locations or

the Northern Distributor Road. The proposal to expand employment at Rackheath was however remitted, as it was accepted that this was integral to the proposal to locate major development in the north east.

9. There have been press reports indicating a belief in some quarters that the present process offers an opportunity to revisit the overall scale of growth being planned for the NPA (or indeed even beyond the NPA), or the time horizon over which delivery should be planned. However, that is not the purpose of the Court Order. The overall scale of growth for the Norwich Policy Area is already stipulated in the adopted parts of the JCS. The Court Order and judgement make clear what was not satisfactorily done in connection with the previous submission of the JCS and how those matters would have needed to have been addressed. In brief this consists of conducting a Sustainability Appraisal of the remitted parts taking into account in particular the strategic growth in the north east growth triangle and the reasonable alternatives (if any) to such growth and publishing the remitted text (revised if appropriate in the light of consideration of the reasonable alternatives) for consultation.
10. It is also the case that the remitted parts of the JCS must still be in general conformity with the Regional Strategy (until such time as the government revokes the East of England Plan).
11. Members should note that there is no evidence to suggest that the needs of the area have materially changed since the JCS was adopted. As a matter of policy, the National Planning Policy Framework (NPPF) states that local planning authorities should meet in full the objectively-assessed needs in their areas, so far as this is consistent with the policies set out in the NPPF. The recent Sustainability Appraisal work has considered the effect of the NPPF as well as recent national statistics and local housing delivery, and the constituent councils in the GNDP continue to monitor the strategic needs of the area. The GNDP have prepared an updated Housing Topic Paper, which is part of the evidence base for the remitted JCS. This is an updated version of the paper that was considered and accepted by Inspectors at the first JCS examination. It has been revised to include new data releases from ONS (population projections), CLG (household projections), the East of England Forecasting Model and the Local Planning Authorities. Its conclusion is that the JCS provision is entirely appropriate and necessary to deliver on all reasonable estimates of need.
12. The work to comply with the Court Order has been undertaken in regular dialogue with the councils' legal advisers, with a "critical friend" from POS Enterprises, and a consultant from URS, a company specialising in sustainability appraisal work. URS have compiled the Sustainability Appraisal report outlining the findings of this work, which is available in the Member's Room. URS have taken into account the local assessment work that has been undertaken by officers of the Greater Norwich Development Partnership's constituent authorities in dialogue with the advisors mentioned above.
13. The overall aim of the work is to identify and test the "reasonable" alternatives to the remitted parts of the JCS that was adopted in March 2011. The guidance available advises that "reasonable" should be derived by assessing alternatives against the objectives of the strategy. The reasonable alternatives thereby derived are then tested against the

Sustainability Appraisal framework (covering social and environmental and economic considerations) to determine their respective merits.

14. It is important to keep in mind that Sustainability Appraisal is a tool designed to assist Members' decision-making, not replace it, and the decision-making is legitimately also informed by other evidence and the outcome of consultation.
15. In essence, the sustainability appraisal report encompasses a number of steps in sequence

A Define the scope of the work needed to address the Order

B Identify for the Norwich Policy Area reasonable alternatives, which involves considering:

1. Is there a limit to what can be delivered in a single location?
2. In principle, is a dispersal strategy, as advocated by some, a reasonable approach?
3. If such an approach is not a reasonable approach for the complete quantum of growth contained in the remitted parts, is there any merit in incorporating a degree of dispersal in the strategy? If so what degree?
4. If a more strategic concentration of some or all of the growth contained in the remitted parts is regarded as more reasonable or realistic, what form should such concentrations take? In particular, what is a sensible starting point for directing growth at a strategic scale and are there any distinct scales where concentration performs better or worse, or is there a simple continuum.
5. How can potential locations for strategic scales of growth contained in the remitted parts be defined?
6. How do potential locations perform against the JCS objectives for different scales of strategic growth? Do some perform so poorly they should not be considered further?
7. Given the existing commitment Norwich and parts of South Norfolk, are there any potential options which can be closed off, by virtue of the existence of those existing commitments or is there potential for increasing growth in particular locations still further, and if so by how much?
8. Are there any instances where combining locations would overcome difficulties, or improve the performance compared with individual locations?
9. On this basis, a range of "reasonable" alternatives can be derived.

- C Assessment of “reasonable” alternatives against the established sustainability appraisal framework of social, environmental and economic factors, including taking into account Government policy and any evidence which has emerged since the adoption of the plan in 2011 .

Proposed Action

16. Members are asked to consider carefully the sustainability appraisal report which has been produced by URS in dialogue with officers. The sustainability appraisal report is available in the Members’ Rooms and at www.gndp.org.uk . If Members agree that in the light of its conclusions, the JCS as originally adopted remains the correct strategy, the appropriate course of action would be to re publish the remitted parts of the strategy for public consultation as a precursor to submission. Following publication, a formal decision on whether to proceed to submission would then be appropriate as set out in the Order, so that account could be taken of the response to publication.
17. This would also require publication of a number of other documents alongside it. These include
- A pre submission background and context document explaining the process
 - JCS highlighting the pre submission content
 - Draft sustainability appraisal report
 - Policies maps highlighting consequential changes to the adopted policies map (formerly proposals maps)
 - [Habitats Regulation Assessment] and a position statement from Natural England, Environment Agency and Anglian Water dealing with water issues.
 - [A statement of the previous regulation 25 consultation] and a position statement relating it to the requirements of the High Court Order
 - [Statement of compliance with statements of community involvement] and a position statement relating it to the requirements of the High Court Order with regard to the further consultation
 - Statement of compliance with the duty to cooperate
 - [Diversity and equality impact assessment,] and a position statement relating it to the requirements of the High Court Order
 - Statement of conformity with the National Planning Policy Framework
 - Statement of the Representations Procedure, and where and when

documents can be inspected

- Representation form and guidance notes
- [Homes and Housing Topic Paper] updated July 2012 version

18. Drafts of all of these documents are available in the Members' Rooms and will also be found on the GNDP website following publication of the papers for the Board meeting on 19th July. Please note that those indicated above in [square brackets] were previously submitted with the JCS before its last public examination.
19. If on the other hand, if Members take the view that, having considered the sustainability appraisal report, one of the other reasonable alternatives would be appropriate, it may be necessary to do some further preliminary consultation on this and before its formal publication. This will depend on the degree of variance from the strategy previously consulted on.
20. Please note that because the JCS is a joint document, any course of action to be followed will need to be agreed by all three local planning authorities.

Integrated impact assessment



NORWICH
City Council

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

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

Report author to complete

Committee:	Council
Committee date:	25 th July 2012
Head of service:	Graham Nelson
Report subject:	Joint Core Strategy for Broadland, Norwich and South Norfolk – Outcome of sustainability appraisal and next steps
Date assessed:	12.07.2012
Description:	To consider the results of the sustainability appraisal (SA) of those parts of the adopted Joint Core Strategy (JCS) identified in the schedule attached to the high court order published on 25 th April 2012 and remitted for further consideration. Following consideration of the results of the SA to endorse the contents of the relevant parts of the JCS and supporting submission documents which are to be published for further consultation

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)		<input type="checkbox"/>	<input type="checkbox"/> x	<p>Assuming members agree to the course of action proposed above, the estimated cost of the process to the Councils is just over £40,000. This is unbudgeted expenditure as the Court Order was not issued until after the budget was set. It will be mainly taken up with legal advice from the Barrister who has represented the authorities and the plan-making process including printing, advertisements, and the costs associated with a public examination. The costs of the external advice are being met from the Greater Norwich Development Partnership budget.</p> <p>If Members were minded to promote modifications to the JCS, requiring further consultation, the cost would be increased accordingly but the extent might depend upon what any such suggested modifications comprised.</p>
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Having an adopted JCS will assist economic development
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	Impact			
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/> x	<input type="checkbox"/>	<input type="checkbox"/>	
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Having an adopted JCS should increase the robustness of planning policies and decrease the likelihood of speculative applications outside the proposed framework being allowed which may adversely affect the factors listed below
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Pollution	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment

Positive

A fully repaired Joint Core Strategy will bring significant benefits considerably outweighing the costs of producing the document.

Negative

No impact

Issues

Annex A

Joint Core Strategy Pre-Submission publication following the legal challenge to the Joint Core Strategy – Report to GNDP Broad Group 19th July 2012

Summary

Following the delivery of the High Court Order, Broadland District Council, Norwich City Council and South Norfolk Council, together with Norfolk County Council have continued to work together as the Greater Norwich Development Partnership (GNDP). The Partnership has undertaken further work to reconsider the remitted parts of the JCS. This report sets out the work undertaken to comply with the court order and requests members to agree the next steps and make recommendations to their constituent authorities.

Part 1 Recommendation

- (i) Having considered the screening of reasonable alternatives set out in section four of the draft SA and the supporting evidence base, Members recommend to their constituent authorities' that reasonable **alternative one** (the remitted text) is chosen as the most appropriate option.
- (ii) Members recommend to their constituent authorities that reasonable alternative one meets the tests of soundness, that the SA is finalised and reasonable **alternative one** is taken forward to pre-submission.

Part 2 Recommendation

- (iii) Members are asked to approve the pre-submission documents and recommend to the constituent authorities pre-submission publication of the remitted parts of the JCS.
- (iv) Seek delegated authority to the GNDP Directors, and to the GNDP Manager in consultation with the respective portfolio holders to make further minor changes prior to publication to reflect emerging evidence and any necessary corrections.

1. Introduction

- 1.1 The Joint Core Strategy for Broadland, Norwich and South Norfolk (JCS) was adopted in March 2011. A legal challenge to the adoption of the JCS was received on 3 May 2011 from Stephen Heard, Chairman of Stop Norwich Urbanisation. High Court Judge, Mr Justice Ouseley made his judgment on 24 February 2012 and published his final Court Order on 25 April 2012. The judgment, Court Order, Schedule of remitted text and Mr Justice Ouseley's narrative are attached as Appendix 1.
- 1.2 Mr Justice Ouseley found that parts of the Joint Core Strategy concerning the Broadland part of the Norwich Policy Area (the NPA – described in Appendix 2), including the North East Growth Triangle (a total of 9,000 dwellings) should be remitted for further consideration and that a new Sustainability Appraisal for that part of Broadland in the NPA be prepared. **Note:** The parts of the JCS affected by the judgment are referred to throughout this document as either the 'remitted' text or the "remitted" parts.
- 1.3 The remitted parts of the JCS are treated as only having been taken up to the pre-submission stage, and not having been examined or adopted. It is important to understand that this is not a review of the whole JCS; it is a reconsideration of only those parts of the JCS which were remitted by the Court Order and schedule. The remainder of the JCS is treated as adopted. Norwich City Council and South Norfolk Council have an adopted core strategy and Broadland District Council has an adopted core strategy for the parts of Broadland outside the Norwich Policy Area.
- 1.4 Broadland District Council, Norwich City Council and South Norfolk Council, together with Norfolk County Council have continued to work together as the Greater Norwich Development Partnership (GNDP). The GNDP has undertaken further work to reconsider the remitted parts of the JCS.
- 1.5 As Members will be aware, the local planning authorities should only submit a plan (or, in this case, the remitted text) for examination which they themselves consider is "sound". This will be judged in the light of legal and policy considerations, including that the plan is positively prepared, justified, effective and consistent with national policy (see the NPPF further). As the NPPF explains, positive preparation means that the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development. The remitted text will be examined by an independent inspector (or inspectors) whose role will be to assess whether the remitted text has been prepared in accordance with the Duty to Cooperate, the legal and procedural requirements, and whether it is "sound". The NPPF expects that local planning will be genuinely plan-led, and if the GNDP does not work to address the court order's impact on the JCS and the planned and measured growth that the Strategy provides, it will be very hard to control development that could spring up piecemeal based on speculative planning applications.

2. Scope of the Work

- 2.1 The Joint Core Strategy requires 37,000 homes and 27,000 jobs to be delivered to 2026. The Court Order does not affect the overall policies in the plan, the total housing numbers or the distribution of housing, other than that in the Broadland part of the Norwich Policy Area.
- 2.2 The Court Order and remitted text only relates to the distribution of housing identified within the Broadland part of the NPA (a total of 9,000 homes) and associated employment. Housing distribution in South Norfolk and Norwich City remains the same as does housing distribution in the rural part of the Broadland area not in the NPA.
- 2.3 The Court Order includes a schedule identifying the parts of the JCS to be remitted and sets out the action to be taken by the Councils to bring the remitted parts of the JCS to a position where they can be re-submitted for Examination in Public by an independent Inspector.
- 2.4 The remitted parts of the JCS must still be in general conformity with the Regional Strategy (until such time as the government revokes the East of England Plan).
- 2.5 Members should also note that there is no evidence to suggest that the needs of the area have materially changed since the JCS was adopted. The impact of changes, such as the introduction of the NPPF, are discussed in detail in the pre-submission documents.

3. Actions since the publication of the Court Order

- 3.1 The work to comply with the court order has been mainly undertaken by the GNDP team of officers, together with the council's legal advisers, a "critical friend" from POS Enterprises, and consultants from URS, the company commissioned to carry out the sustainability appraisal work.
- 3.2 Following the judgment the GNDP has taken a fresh look at the distribution of 9,000 houses and 25 hectares of employment land in the NPA (as per the remitted text). The work undertaken has been to generate and test reasonable alternatives, if any, to the remitted parts of the JCS. The guidance available advises that "reasonable" should be derived by assessing alternatives against the objectives of the strategy.

4. Sustainability Appraisal and selection of reasonable alternatives

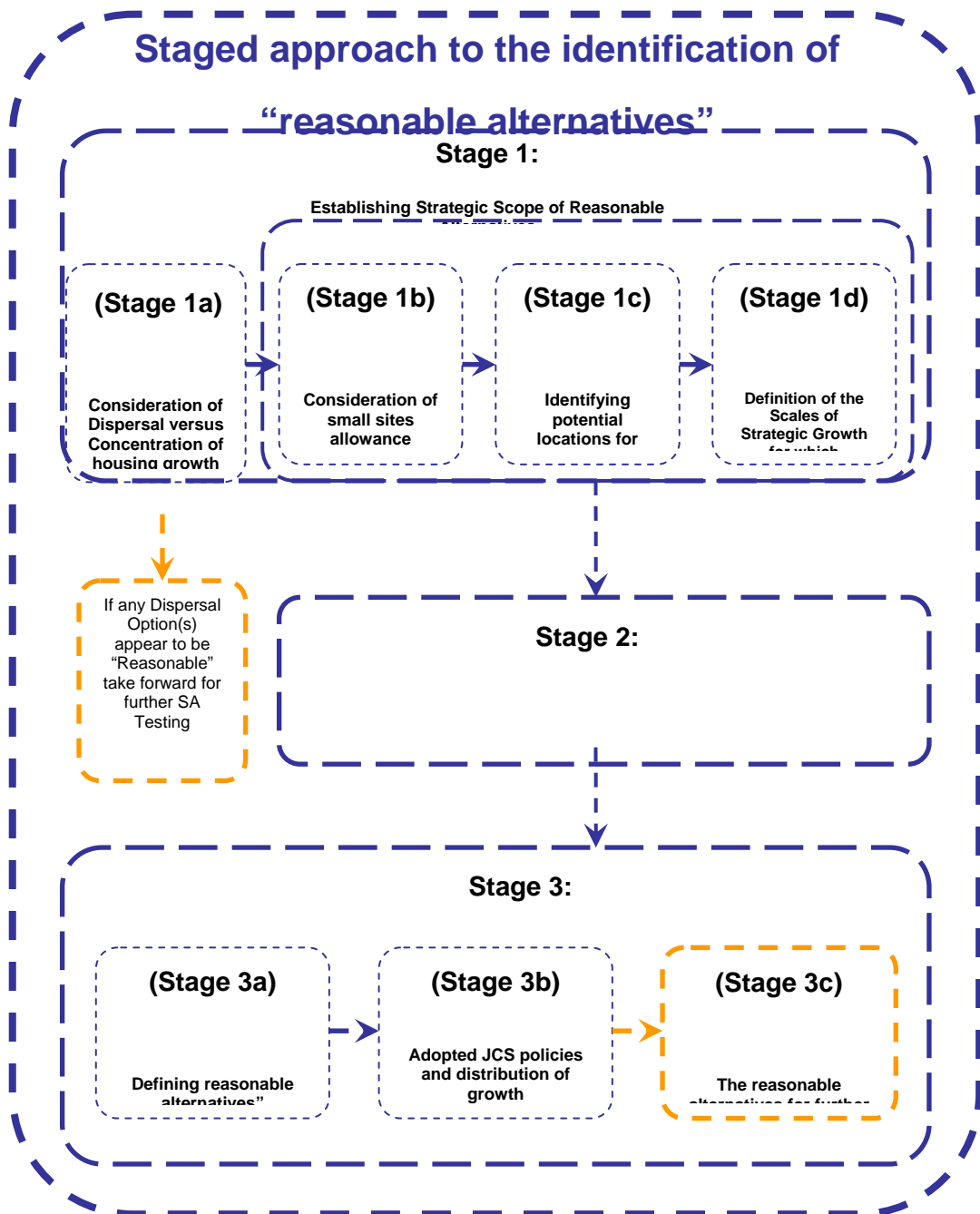
- 4.1 The first consideration was to determine the scope of the Sustainability Appraisal. A fresh look at the evidence established that the housing numbers of 9,000 remained unchanged, alternatives for the location of employment land of 25 hectares would be looked at and confirmed that the whole NPA would be in scope but not the parts of the JCS that remain adopted.
- 4.2 The work that has been carried out has been to screen out unreasonable alternatives and to explain why these have been rejected. This process is covered in detail, at each stage of the process, in the Sustainability Appraisal

Report: Section 4 “What reasonable alternatives have been considered in developing the plan?” (see Supporting Evidence).

In summary the questions asked to identify the reasonable alternatives included the following:

10. Is there a limit to what can be delivered in a single location?
11. In principle, is a dispersal strategy, as advocated by some, a reasonable approach?
12. If such an approach is not a reasonable approach for the complete quantum of growth contained in the remitted parts, is there any merit in incorporating a degree of dispersal in the strategy? If so what degree?
13. If a more strategic concentration of some or all of the growth contained in the remitted parts is regarded as more reasonable or realistic, what form should such concentrations take? In particular, what is a sensible starting point for directing growth at a strategic scale and are there any distinct scales where concentration performs better or worse, or is there a simple continuum?
14. How can potential locations for strategic scales of growth contained in the remitted parts be defined?
15. How do potential locations perform against the JCS objectives for different scales of strategic growth? Do some perform so poorly they should not be considered further?
16. Given the existing commitment in parts of Norwich and South Norfolk, are there any potential options which can be closed off by virtue of the existence of those existing commitments, or is there potential for increasing growth in particular locations still further, and if so by how much?
17. Are there any instances where combining locations would overcome difficulties, or improve the performance compared with individual locations?
18. On this basis, a small number of reasonable alternatives were derived

- 4.3 Table 4.1 of the SA Report sets out the process that was used for identifying ‘reasonable alternatives’. A cautious approach to rejection was taken throughout the screening process. The process resulted in the identification of three reasonable alternatives.



4.4 **Stage 1** of the process considered the reasonableness of concentrating all of the 9,000 homes in one single location. The section also considers the relevant merits of dispersal or concentration within the NPA. One of the important conclusions from the early part of the screening process was that a floating small sites allowance of 2,000 is appropriate for the Broadland part of the NPA’ leaving 7,000 new homes to be appropriately located in the NPA.

Extract from the SA report: Stage 1b) of the screening process concluded that a small sites allowance of 2,000 in the Broadland part of the NPA should be a constant element of any reasonable alternative and could be located in any of the identified sectors. This leaves the residual amount of 7,000 homes

to be dealt with through a pattern of strategic scale growth.

Stage 1c) concluded that 18 sectors or combination of sectors would be taken forward to Stage 2 and would be evaluated for their potential to accommodate strategic scale growth

- 4.5 **Stage 2** of the process assessed the 18 locations and their suitability to accommodate small, medium or large-scale development with reference to the JCS objectives. The evaluations and full summaries are covered in the SA Report at Appendix C

Stage 2 concluded that six individual locations and one combination of locations had potential for strategic scale growth at different scales.

- 4.6 **Stage 3** of the process assessed the six individual locations and the combined location further and concluded that there were three reasonable alternatives for testing through the Sustainability Appraisal.

- 4.7 The three reasonable alternatives are:

Alternative one (the remitted parts of the JCS)

7,000 in the combined North East (inside and outside the line of the NDR) sector (rising to 10,000 beyond the plan period) including 25 hectares of employment land at Rackheath

- 4.8 **Alternative two** (Growth focussed in the North East, inside the line of the Northern Distributor Road)

7,000 in North East (inside the NDR) sector (rising to 10,000 beyond the plan period) including 25 hectares of employment land at Broadland Business Park or Norwich International Airport in addition to those in the adopted policies of the JCS

- 4.9 **Alternative three** (Growth focussed in South West with the balance in the Broadland part of the NPA)

4,600 South West (making a total of 7,000 at this location in the plan period (rising to 10,000 beyond) when combined with growth identified in the adopted JCS)

2,400 across the Broadland part of the NPA made up of two small scale locations of at least 1,000 each in North East sector (inside NDR) and North West Sector

An additional 25 hectares of employment land in association with the large scale strategic housing development in the South West or at Norwich International Airport.

5. Comparable assessment of the reasonable alternatives

- 5.1 The three reasonable alternatives that emerged from the assessment have been tested against the Sustainability Appraisal framework to a comparable level covering social and environmental and economic considerations to determine their respective merits.

- 5.2 This comparable assessment has highlighted a number of differences in performance between the three reasonable alternatives identified through the screening processes.

- 5.3 Alternative three is uncertain to deliver the required growth within the plan period. It adds to existing strategic growth locations and introduces the risk that there will not be sufficient focal points of development to give market choice and enable rates of delivery. Alternative three would have significant impacts on the character and form of the settlements on the A11 corridor in the NPA. The growth that is focussed in the Broadland part of the NPA will support some enhanced public transport but will not sustain Bus Rapid Transport (BRT) and the spread will not enable investment to be focussed on one bus corridor.

Alternative three is the weakest of the three reasonable alternatives and it is recommended that it is rejected for the reasons above

- 5.4 Alternatives one and two are very similar in many aspects. Both are urban extensions and benefit from the proximity to employment areas, good public transport access to the city and can take advantage of the benefits to the transport network brought by the Norwich Area Transportation Strategy (NATS) and the NDR.

- 5.5 Alternative two has a number of merits. By looking to contain growth within the NDR it can be argued that it will have a lesser land take and will avoid issues of severance that it could be argued the NDR creates. While these benefits exist for alternative two, looking to contain development within the line of the NDR brings its own issues. The assessment has shown that although there is physically the land to accommodate the scale of growth, it will require a more intensive form of development. This type of intensive development would have resultant impacts in terms of landscape setting, urban form and amenity. The overall shape of the growth location is dictated by its physical limits and internal constraints. The resultant spread of development is likely to take the form of a crescent shape that does not provide clear focus for development of BRT. Alternative two is less certain to deliver to the planned trajectory, as there are realistically only likely to be 2 points of focus for the development, one around North Walsham Road and the other around Salhouse Road.

- 5.6 Alternative one proposes that the major growth is not constrained by the line of the NDR. In doing so it does bring strategic growth closer to the Broads but work has shown this can be mitigated by the creation of a buffer zone within the growth location between development and the Broads. However Alternative one overcomes some the disadvantages that have been shown to arise from Alternative two. The development form can be better planned and not be subject to compromised by the availability of developable land. Green spaces can be better planned to link environmental assets in to green corridors. The shape of the growth location is better suited to the support of high quality public transport and BRT. Deliverability is improved by bringing in a further focus of development at Rackheath, which will bring further choice and variety to the form of development in the north east.

For these reasons Alternative one is recommended to be selected as the most appropriate option and for the reasons set out above Alternative two is rejected.

- 5.7 It is recommended that alternative one is taken forward as the preferred option for this part of JCS, and should form the basis of the pre-submission consultation. This is the most appropriate strategy for this part of the JCS,

when considered against the reasonable alternatives, and is based on proportionate evidence.

Alternative one

The most appropriate alternative for the distribution of 9,000 homes and employment land is:

Broadland smaller sites in the Norwich Policy Area	2,000 dwellings
Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle	7,000 dwellings by 2026 continuing to grow to around 10,000 dwellings eventually including 25 hectares of employment land at Rackheath

- 5.8 In the event, the conclusion of the work that has been carried out to reconsider the Sustainability Appraisal has been that the same option as before should be taken forward. It has been demonstrated that this remains the best option for strategic growth in the Broadland part of the Norwich Policy Area. As a result, no further changes are required to the wording of the text that was remitted, and the consultation process will be asking for representations on the same version of the text, in the light of this further work. Subject to considering the results of the consultation process, the Councils can conclude that this is the version of the remitted text that should be submitted for examination, and that it has been prepared in accordance with the Duty to Cooperate, the legal and procedural requirements, and that it is “sound”.
- 5.9 Members are asked to carefully consider the sustainability appraisal report which has been produced by URS. If, based on the findings of the SA, Members agree that the JCS as originally adopted remains a sound strategy; they should recommend to their individual authorities that the remitted parts of the JCS go forward for pre-submission publication. Note: para 1.5 of this report sets out the basis on which the soundness of a plan is judged.
- 5.10 If Members believe a different planning strategy would be appropriate this will require further work and additional consultation before any formal publication stage.
- 5.11 **Recommendation**
- (i) Having considered the screening of reasonable alternatives set out in section four of the draft SA and the supporting evidence base, Members recommend to their constituent authorities’ that reasonable **alternative one** (the remitted text) is chosen as the most appropriate option.
 - (ii) Members recommend to their constituent authorities that reasonable alternative one meets the tests of soundness, that the SA is finalised and reasonable **alternative one** is taken forward to pre-submission.

6. **Part 2 (only to be considered if recommendations (i) and (ii) are agreed)**

- 6.1 This part of the paper is written and is relevant only assuming that alternative one is recommended to be taken forward as the most appropriate option for the distribution of the remitted parts in the Broadland part of the NPA.
- 6.2 The proposed pre-submission text is set out in a marked up version of the JCS and this is included in the pre-submission documents - 'JCS highlighting the pre-submission content'. A Schedule of the pre-submission parts of the JCS is attached as Appendix 3.

Note: The full version is not up for publication and it is only the submitted parts and supporting evidence that will be presented for representations.

- 6.3 Evidence to be considered in reaching a decision to agree to recommend this version of the JCS to constituent authorities is available at Council offices and on the GNDP website at **www.gndp.org.uk**.

7. **Background**

- 7.1 As reasonable **alternative one** has been recommended to be taken forward as the most appropriate option work has been carried out to prepare the pre-submission documents. A number of these documents were previously submitted with the JCS before its last public examination [indicated in square brackets in the list below], and these have therefore only required limited updating.

These documents comprise:

- A pre-submission background and context document explaining the process
- JCS highlighting the pre submission content
- Draft sustainability appraisal report
- Policies maps highlighting consequential changes to the adopted policies maps (formerly proposals maps)
- [Habitats Regulation Assessment] and a position statement from Natural England, Environment Agency and Anglian Water dealing with water issues.

- [A statement of the previous regulation 25 consultation] and a position statement relating it to the requirements of the High Court Order
- [Statement of compliance with statements of community involvement] and a position statement relating it to the requirements of the High Court Order
- Statement of compliance with the duty to co-operate
- [Diversity and equality impact assessment] and position statement relating it to the requirements of the High Court Order
- Statement of conformity with the national planning policy framework
- Statement of Representations Procedure, and where and when documents can be inspected
- Representation form and guidance notes

7.2 Background papers accompany this report are:

Homes and Housing Topic paper – updated July 2012

7.3 Drafts of all of these documents are available in the Council's Members Rooms. Members are asked to endorse those documents that were previously submitted (those ones in square brackets) and to specifically endorse the others, including the explanatory position statements.

7.4 **Recommendation**

(iii) Members are asked to approve the pre-submission documents and recommend to the constituent authorities pre-submission publication of the remitted parts of the JCS.

(iv) Seek delegated authority to the GNDP Directors and the GNDP Manager in consultation with the respective portfolio holders to make further minor changes prior to publication to reflect emerging evidence and any necessary corrections.

8. **Resource Implications**

9. **Finance** Costs of re-submission of parts of the JCS are shared by the three local planning authorities. This report has no additional direct financial implications beyond existing budgets. However, the Public Examination which is likely to be held in spring 2013 will have costs associated with the Inspector(s) and support at the inquiry.

10. **Staff** : The re-submission of parts of the JCS is being developed with existing staffing resources in the four authorities and the GNDP.

11. **Property** : Some of the authorities' land holdings could be affected by the re-submission of parts of the JCS but this is not a matter that should influence planning decisions.
12. **Section 40, Natural Environment & Rural Communities Act 2006:** The re-submission of parts of the JCS has to deliver significant growth within an environmentally sensitive context. The implications for the local environment are addressed in the Strategy and through the evidence base including the Sustainability Appraisal and Appropriate Assessment.
13. **Legal Implications** : Following the legal challenge and the issuing of the court order, legal advice has been taken throughout the process whilst preparing the pre-submission documents to comply with the court order. The Regulations which accompany the preparation of a Development Plan Document and SA/SEA are to be adhered to. Failure to consider the Regulations and proceed in accordance with them could result in either the document being found unsound or legal challenge.
14. **Human Rights** : None
15. **Equality Impact Assessment (EqIA)** :). An Equalities Impact Assessment has been completed to accompany the pre-submission documents
16. **Section 17 – Crime and Disorder Act.** As a high level strategy the JCS remitted parts has limited direct impact on crime and disorder. The JCS includes a number of policies that will help to address crime and disorder issues including those relating to design, community development and infrastructure. These will be expanded in subsidiary local development documents

Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

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If you need this report in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 and ask for _____ or textphone 0344 800 8011 and we will do our best to help.



**In the High Court of Justice
Queen's Bench Division
Administrative Court**

CO Ref: CO/ 3983/2011



HEARD

Claimant

and

**BROADLAND DISTRICT COUNCIL
SOUTH NORFOLK DISTRICT COUNCIL
NORWICH CITY COUNCIL**

Defendants

Order by Mr Justice OUSELEY

1. I have approved the Order in the form submitted with two amendments: 1 paragraph 8 is deleted since it would not be right for an order to be made in respect of the Secretary of State, a non party, let alone without notice, and without any evidence that it could be necessary. The Order therefore reflects the expectation that he will do what statute already requires him to do. 2 paragraph 9 is consequently amended by the deletion of "thereafter" and the insertion of "after that examination" after "consider".

2. I have not altered the Schedule from that submitted by the Defendants. I am grateful to Counsel for their co-operation and hard work on this.

(a) I do not accept Mr Harwood's submission on the housing totals point in item 33. It seems to me that the Defendants' proposals do not prevent full argument on the NEGТ. If further changes are required by modification, so be it. The removal of the totals would put uncertainty over what was required in other areas as a minimum. The meaning of the Defendant's proposed reading of the totals, given the deletion of some components seems to me clear.

(b) I did deal with the business park in the hearing on 29 February. But I accept the arguments, if new, that this is not a NEGТ dependant proposal, and it does not have to be in the NEGТ. It may be relevant to whether there should be a NEGТ, but that is not the point.

Signed Mr Justice Ouseley 25 April 2012

Sent to the claimant, defendant and any interested party / the claimants, defendants, and any interested party's solicitors on (date):

Case ref CO/3983/2011

IN THE HIGH COURT OF JUSTICE
QUEENS BENCH DIVISION
ADMINISTRATIVE COURT

In the matter of

Planning and Compulsory Purchase Act 2004, s.113

Before Mr Justice Ouseley

29th February 2012

BETWEEN

HEARD

Claimant

- and -

BROADLAND DISTRICT COUNCIL

SOUTH NORFOLK DISTRICT COUNCIL

Defendants

NORWICH CITY COUNCIL

ORDER

UPON hearing Mr Richard Harwood of Counsel for the Claimant and Mr William Upton of Counsel for the Defendants

IT IS ORDERED THAT:

1. The Claim be allowed;
2. The parts of the policies and text of the Joint Core Strategy for Broadland, Norwich and South Norfolk (hereafter referred to as the "JCS") set out in the schedule attached to this Order shall be remitted and be treated as not having been adopted;
3. The steps in the process that have resulted in the adoption of the remainder of the policies and text of the JCS shall be treated as having been taken;
4. The steps in the plan preparation process of those parts of the JCS set out in schedule attached to this Order shall be treated as having been taken up until the pre-submission stage and not having been taken thereafter;
5. The Defendants shall prepare a Sustainability Appraisal ("SA") of those parts of the JCS identified in the schedule attached to this Order, taking into account in particular the strategic growth in the North-East Growth Triangle and the reasonable alternatives (if any) to this;
6. Following their consideration of the SA, the Defendants shall publish the relevant parts of JCS (subject to amendments, if any) and its submission documents (including the SA) under regulation 27 of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended, or as repealed and replaced) before submitting the relevant parts of the JCS to the Secretary of State for examination under section 20 of the Planning and Compulsory Purchase Act 2004 and the relevant regulations;
7. Following consideration of the representations received to the Regulation 27 Publication the Defendants shall submit the relevant parts of JCS and its

submission documents (including the SA and the representations received) to the Secretary of State for examination under section 20 of the Planning and Compulsory Purchase Act 2004 and the relevant regulations; alternatively, the Defendants may withdraw the remitted parts of the JCS.

8. The Defendant Councils shall consider after that examination whether or not to adopt the relevant parts of the policies and text of the JCS in the light of the Secretary of State's or Inspector's report and recommendations, pursuant to the Planning and Compulsory Purchase Act 2004 and the relevant regulations.

IT IS FURTHER ORDERED THAT

9. The Defendants shall pay the costs of the Claimant in the sum of £29,000 (including VAT).
10. For the avoidance of doubt, this order encompasses the costs previously reserved in this case.
11. Permission to appeal is refused to the Defendants.

By the Court

Case ref CO/3983/2011

IN THE HIGH COURT OF JUSTICE
QUEENS BENCH DIVISION
ADMINISTRATIVE COURT

In the matter of Planning and Compulsory Purchase Act 2004, s.113

Before Mr Justice Ouseley, 29th February 2012

BETWEEN

HEARD

Claimant

- and -

BROADLAND DISTRICT COUNCIL
SOUTH NORFOLK DISTRICT COUNCIL
NORWICH CITY COUNCIL

Defendants

SCHEDULE TO THE ORDER

The parts of the Joint Core Strategy for Broadland, Norwich and South Norfolk (“the plan”) to be remitted following the High Court Judgment:

Reference	Part of plan	Text/diagram for remittance (in italics) [N.B. the words in square brackets are not remitted, and are included for clarification purposes only]
1	01 Our Strategy – fourth paragraph under heading “The dilemmas”	<p><i>the area to the north east of the city</i></p> <p>and</p> <p><i>for a concentration of new [development]</i></p>
2	01 Our Strategy – fifth paragraph under heading “the dilemmas”	<p><i>In the case of Broadland, the historical pattern of development lends itself to further expansion with new growth locations in the parishes of Old Catton, Sprowston and Thorpe St Andrew, and the development of a low carbon community focussing on Rackheath, given its existing employment opportunities and railway line. The growth in these locations relies on the implementation of NATS.</i></p> <p>and</p>

		<i><u>By contrast,</u></i>
3	04 Spatial vision: third paragraph under the heading “The spatial vision”	[Growth will be ...] <i><u>and in a very large mixed use urban extension within the Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle (Appendix 5)</u></i>
4	04 Spatial vision: under the heading “Climate change and sustainability” 3 rd bullet point	<i><u>inspired by the proposed exemplar at Rackheath,</u></i>
5	04 Spatial vision: under the heading “Working and getting around” Second bullet point	<i><u>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</u></i>
6	Key diagram –and under	The notation of the area to the northeast of the urban area as one of the “ <i>strategic employment sites</i> ”

	objective 3	and “ <i>major housing growth and associated facilities</i> ”
7	05 Area-wide policies, Policy 4 Housing Delivery: under the heading “Housing with care”	<u><i>Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle.</i></u>
8	05 Area-wide policies, Policy 4 Housing Delivery: Table following paragraph 5.25	<u><i>The figure of ‘9,000’ for the ‘New Allocations to 2026’ in the Broadland (NPA) and the total of ‘11,099’ recorded in the table for the ‘New Commitment to 2026’ in the Broadland (NPA).</i></u> [The total recorded for the NPA is not remitted.]
9	06 Policies for Places : Introduction paragraph 6.3	[Large-scale mixed-use developments in the Norwich Policy Area are provided... <u><i>in a major urban extension in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, and ...</i></u>
10	06 Policies for places, Policy 9 Strategy for growth in the Norwich Policy Area:	

	<p>2nd & 8th bullet points</p>	<p><u>Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle: 7,000 dwellings by 2026 continuing to grow to around 10,000 dwellings eventually</u></p> <p><u>Broadland smaller sites in the NPA: 2,000 dwellings</u></p>
11	<p>06 Policies for places, Policy 9</p> <p>Strategy for growth in the Norwich Policy Area:</p> <p>Final bullet point:</p>	<p><u>including around 25ha of new employment land at Rackheath</u></p>
12	<p>06 Policies for places, Policy 9</p> <p>Para 6.7</p>	<p><u>The Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle incorporates land at Rackheath promoted for an eco-community under the governments Eco-towns programme and</u></p>

		<i>development of the rest of the area will be expected to reflect similar high standards.</i>
13	Para 6.12 4 th bullet point	<i><u>Rackheath: around 25ha of new employment land for a range of employment uses to strengthen the employment role of this location and provide local opportunities for the new community in this area</u></i>
14	Diagram after the end of the paragraph 6.12 – Relationship between strategic growth locations within the Norwich Policy Area	Notation for major housing growth and associated facilities and strategic employment location entitled “ <i>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</i> ”.
15	Diagram on the following page after para 6.12, entitled “Main Housing Allocations”	<i>The notation showing 10,000 new houses to the north east of the urban area within the Norwich policy area, and</i> <i>The notation for 2,000 houses in the NPA part of Broadland. and</i> <i>The notation for the Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</i>

16	Policy 10 -- Locations for major new or expanded communities in the Norwich Policy Area: first sentence	<u>[Major growth] in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, and</u>
17	Policy 10 Paragraph headed “Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle”	Heading and the two paragraphs headed <u>“Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle”</u>
18	Policy 10: Para 6.15	<u>The major urban extension in the Old Catton, Sprowston, Rackheath, and Thorpe St Andrew growth triangle will provide a concentration of growth which can support local services, facilities, and infrastructure including secondary education, high quality public transport links and significant green infrastructure. An Area Action Plan and a sustainable development code are being developed. The growth triangle is proposed to accommodate 10,000 dwellings after 2026. A large part of the</u> <u>[development at Rackheath ...]</u> and then <u>The Rackheath low carbon development remains part of this strategy.</u>
19	Para 6.16 second line	<u>similar</u>

20	Para 6.19	<p><u>significant development in the growth triangle and</u></p> <p>and</p> <p><u>in the Old Catton, Sprowston, Thorpe St Andrew growth triangle</u></p> <p>and</p> <p><u>(see supporting text for Policy 20).</u></p>
21	Para 6.20 fourth sentence	<p><u>in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew area</u></p> <p>and</p> <p><u>'a' and 'route which may be via Gurney Road/Salhouse Road'</u></p>

22	Paragraph 6.22	<p><u><i>A new secondary school is needed to serve the new community in the north east.</i></u></p> <p>and, in the second sentence '<u><i>more</i></u>'</p>
23	Diagram following policy 10, entitled "Green infrastructure priority areas supporting key growth locations"	The growth location and green infrastructure priority area to the northeast of the urban area and priority corridor A entitled "Norwich to the Broads"
24	Policy 12 : The remainder of the Norwich urban area, including the fringe parishes: introductory paragraph	<u><i>[It will be expanded] through significant growth in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, and smaller</i></u>
25	Policy 15 Service Villages third paragraph	<u><i>and Rackheath</i></u>

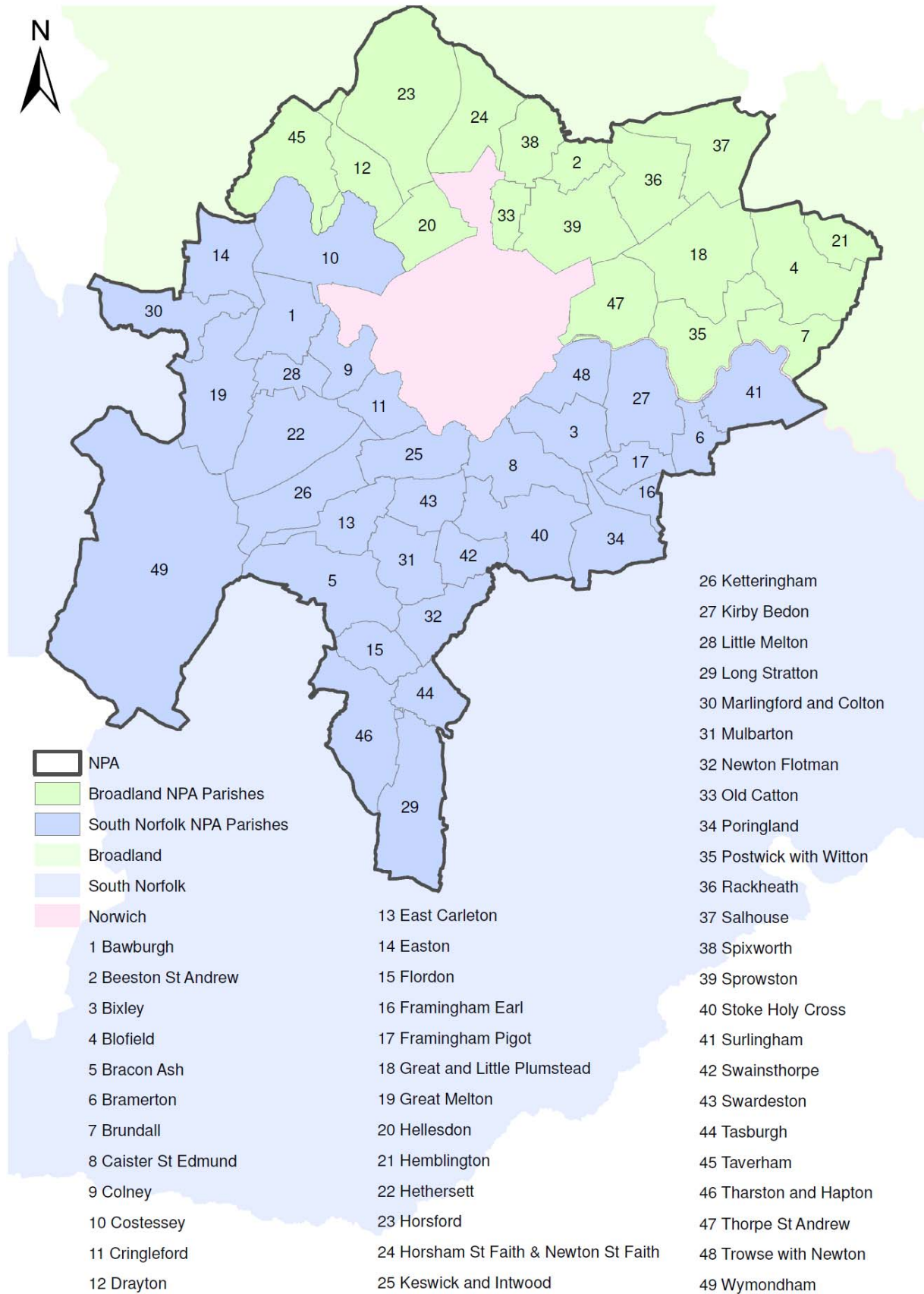
26	Paragraph 6.77	<u><i>The Old Catton, Rackheath, Sprowston and Thorpe St Andrew growth triangle in particular will be sufficiently large to require a district centre. Preferably this will include a food store as an anchor and sufficient leisure and ancillary activities to provide for the attraction of a range of trips. This may be through building on the proposed centre at Blue Boar Lane or the creation of a second district centre elsewhere in the Growth Triangle. This will be determined through the Area Action Plan for the area.</i></u>
27	Policy 19, The hierarchy of centres Point 3.	<u><i>within the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle,</i></u> and <u><i>The Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle will be served by a district centre. This may be provided by building on the proposed district centre at Blue Boar Lane or the creation of a second district centre elsewhere in the Triangle as determined through the Area Action Plan for the Growth Triangle.</i></u>
28	07 Implementation and monitoring, Paragraph 7.16	<u><i>in the growth triangle</i></u>

29	Table in paragraph 7.16 first line	<p><u>Growth Triangle</u></p> <p>and</p> <p><u>New employment allocation at Rackheath</u></p> <p>and</p> <p><u>Smaller sites in Broadland NPA</u></p>
30	Para 7.17	<p><u>Broadland District Council is committed to preparing an Area Action Plan (AAP) for the growth triangle. As part of the preparation of this AAP there will be an investigation of any potential that may exist for further growth to take place (in addition to that shown in table 1 above) without confirmation of the delivery of the NDR. This will include testing whether interim schemes and/or alternatives to the NDR could help to facilitate growth without compromising the spatial vision and objectives of the JCS. Therefore, the analysis would need to cover capacity of all infrastructure, not just road capacity, the implications of particular sites, and the nature of the proposed development</u></p>
31	Para 7.18	<p><u>established through the AAP process</u></p> <p>and</p> <p><u>for the growth triangle</u></p>
32	Appendix 5	

	<i>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</i>	The whole appendix, including map
33	Appendix 6 housing trajectory -- table entitled "Growth locations"	<p>The figures in the second to fourth rows are remitted, namely the lines entitled "<i>Rackheath</i>", "<i>Remainder of Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle (inside NDR)</i>", and "<i>Additional smaller sites around Broadland NPA (2000)</i>".</p> <p>The totals derived for Broadland in the first row and the Total in the last row of the table shall be read in the light of this remittal</p>
34	Appendix 7 Table 1 Implementation Framework	<p>The implementation framework lists the infrastructure required to facilitate the development promoted in the plan – so the inclusion in the list in relation to the North East Growth Triangle and the strategic housing growth identified in the part of the Norwich Policy Area in Broadland District is remitted. This applies where:</p> <p><u>In Column 2 (headed "Scheme") where there is a reference to <i>Rackheath</i></u></p> <p><u>In Column 3 (headed "Required for growth in") where there is a reference to <i>Old Catton, Sprowston, Rackheath and Thorpe St Andrew Growth Triangle</i>, or to 'Broadland: smaller sites in the NPA</u></p>

		<p><u>(2000 dwellings)</u>'.</p> <p>The mention of <u>“Including in the growth triangle where 3,000 dwellings are proposed after 2026”</u> in the introduction to Appendix 7 .</p>
35	<p>Submission proposals map amending the Broadland Proposals Map</p>	<p><u>Remit the ‘Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle’ boundary, hatching and notation on the Amended Proposals Map for Joint Core Strategy and the ‘Changes to Local Plan Proposals Map for Joint Core Strategy’ for Old Catton (32A), Rackheath (33), Rackheath (34), Salhouse – Station Road (38), Spixworth (40), Sprowston (41A), (41D), (41E),, Thorpe End (19), Thorpe St Andrew (44A), (44B), (44D), (44F).</u></p>

Appendix 2: Norwich Policy Area (NPA)



Appendix 3

Joint Core Strategy for Broadland, Norwich and South Norfolk: Regulation 19 Publication of pre-submission content

The schedule below details the parts of the Joint Core Strategy which are published for comment between 10 August 2012 and 8 October 2012. Representations should only be made on the pre-submission content specified in this schedule.

Note: This pre-submission schedule is the same as the schedule accompanying the court order

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
PS-1 (1)	01 Our Strategy – fourth paragraph under heading “The dilemmas”	P.7	[In assessing the evidence to help identify the most appropriate locations for growth outside of the urban area,] <u>the area to the north east of the city</u> [and the A11 corridor to the south west perform well. This allows] <u>for a concentration of new</u> [development to maximise the use of existing infrastructure,....]
PS-2 (2)	01 Our Strategy – fifth paragraph under heading “the dilemmas”	P.7	<u>In the case of Broadland, the historical pattern of development lends itself to further expansion with new growth locations in the parishes of Old Catton, Sprowston and Thorpe St Andrew, and the development of a low carbon community focussing on Rackheath, given its existing employment opportunities and railway line. The growth in these locations relies on the implementation of NATS.</u>

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
PS-3 (2)	01 Our Strategy – sixth paragraph under heading “the dilemmas”	P.7	<u>By contrast</u> , [the historic pattern of development in South Norfolk has focussed on its network of villages and market towns, such as Long Stratton and Wymondham, and has retained strategic green gaps between settlements.]
PS-4 (3)	04 Spatial vision: third paragraph	Page 17	[Growth will be focussed on brownfield land in the Norwich urban area] <u>and in a very large mixed use urban extension within the Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle (Appendix 5).</u>
PS-5 (4)	04 Spatial vision: under the heading “Climate change and sustainability” 3 rd bullet point	Page 18	<u>inspired by the proposed exemplar at Rackheath</u> , [zero carbon development will be the standard to be achieved through advances and innovation in the design, construction and management of sustainable communities and new buildings which improve energy efficiency and use renewable energy.]
PS-6 (5)	04 Spatial vision: under the heading “Working and getting around” Second bullet point	Page 18	[investment at strategic and other employment locations will help create a stronger economy (including at Norwich city centre; Norwich Research Park, Hethel Engineering Centre,) <u>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</u> [Longwater, Wymondham and around Norwich International Airport).]
PS-7	Key diagram –and	Page 24	The notation of the area to the northeast of the urban area as one of the “ <i>strategic</i> ”

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
(6)	under objective 3		<i>employment sites</i> ” and “ <i>major housing growth and associated facilities</i> ”
(7)	05 Area-wide policies, Policy 4 Housing Delivery: under “Housing with care”	Page 35	[Mixed tenure housing with care will be required as part of overall provision in highly accessible locations. In particular provision will be required in Norwich, and the major growth locations of] <u>Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle</u> , [Cringleford, Hetherset, Wymondham and Long Stratton, and at Aylsham, Acle and Wroxham.]
(8)	05 Area-wide policies, Policy 4 Housing Delivery: Table following paragraph 5.25	Page 37	The figure of <u>9,000</u> for the ‘New Allocations to 2026’ in the Broadland (NPA) and the total of <u>11,099</u> recorded in the table for the ‘New Commitment to 2026’ in the Broadland (NPA).
(9)	06 Policies for Places: Introduction paragraph 6.3	Page 49	[Large-scale mixed-use developments in the Norwich Policy Area are provided...] <u>in a major urban extension in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, and ...</u> [at Cringleford, Easton/Costessey, Hetherset, Long Stratton and Wymondham.]

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
PS-11 (10)	06 Policies for places, Policy 9 Strategy for growth in the Norwich Policy Area: 2 nd & 8 th bullet points	Page 50	2nd bullet point <ul style="list-style-type: none"> • <u>Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle: 7,000 dwellings by 2026 continuing to grow to around 10,000 dwellings eventually</u> 8th bullet point <ul style="list-style-type: none"> • <u>Broadland smaller sites in the NPA: 2,000 dwellings</u>
PS-12 (11)	06 Policies for places, Policy 9 Strategy for growth in the Norwich Policy Area: Final bullet point:	Page 51	Final bullet point <ul style="list-style-type: none"> • <u>[new employment development to serve local needs of major growth locations] including around 25ha of new employment land at Rackheath</u>
PS-13	06 Policies for	Page 52	Paragraph 6.7 to read

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
(12)	places, Policy 9 Para 6.7		<u>The Old Catton, Sprowston, Rackheath and Thorpe St Andrew growth triangle incorporates land at Rackheath promoted for an eco-community under the governments Eco-towns programme and development of the rest of the area will be expected to reflect similar high standards.</u>
PS-14 (13)	Para 6.12 4 th bullet point	Page 53	4 th bullet point <ul style="list-style-type: none"> • <u>Rackheath: around 25ha of new employment land for a range of employment uses to strengthen the employment role of this location and provide local opportunities for the new community in this area</u> •
PS-15 (14)	Diagram after the end of the paragraph 6.12 – Relationship between strategic growth locations within the Norwich Policy Area	Page 54	The notation for ‘Major housing growth and associated facilities’ and ‘Strategic employment locations’ entitled <u>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</u>
PS-16	Diagram after para 6.12, entitled “Main Housing	Page 55	<u>Notation showing 10,000 new houses to the north east of the urban area within the Norwich policy area, and</u>

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
(15)	Allocations”		<p><u>Notation showing 2,000 houses in the NPA part of Broadland. and</u></p> <p><u>Notation for the Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</u></p>
PS-17 (16)	Policy 10 -- Locations for major new or expanded communities in the Norwich Policy Area: first sentence	Page 57	[Major growth] <u>in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, and</u> [at Cringleford, Easton/Costessey, Hethersett, Long Stratton and Wymondham will be masterplanned as attractive, well-serviced, integrated, mixed use development using a recognised design process giving local people an opportunity to shape development.]
PS-18 (17)	Policy 10 Paragraph headed “Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle”	Page 57	<p>Heading and paragraphs as follows:</p> <p><u>Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle</u></p> <p><u>This location will deliver an urban extension extending on both sides of the Northern Distributor Road. Complete delivery of the extension is dependent on implementation</u></p>

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
			<p><u>of the Northern Distributor Road. However, there is scope for partial delivery, the precise extent of which will be assessed through the Area Action Plan. 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:</u></p> <ul style="list-style-type: none"> • <u>at least 7,000 dwellings (rising to a total of at least 10,000 dwellings after 2026)</u> • <u>a district centre based around an accessible ‘high street’ and including a new library, education and health facilities. This may be provided by building on the proposed centre at Blue Boar Lane or by the creation of a second district centre elsewhere in the Growth Triangle. The development will also require new local centres</u> • <u>new pre-school provision and up to six new primary schools plus a new secondary school with an initial phase to open as early as possible. To facilitate early provision the early phases of development will concentrate on family housing</u> • <u>new employment allocations for local needs including expansion of the Rackheath employment area</u> • <u>retention of existing important greenspaces and significant levels of heathland re-creation to provide stepping stones to link Mousehold Heath to the surrounding countryside. Building design including, for example, appropriate use of ‘green roofs’ will help provide linkage between greenspaces</u> • <u>restoring and conserving historic parkland and important woodland. A significant area north of Rackheath will be provided as green space to act as an ecological buffer zone and ensure no significant adverse impacts on the Broads SAC, Broadland SPA and Broadland Ramsar site</u> • <u>Bus Rapid Transit to the city centre, possibly via Salhouse Road and Gurney</u>

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			<p><u>Road, and a choice of safe and direct cycle routes to the centre</u></p> <ul style="list-style-type: none"> • <u>safe and direct cycle and pedestrian routes, and orbital bus services, to Broadland Business Park, Rackheath employment area, airport employment areas and to the surrounding countryside</u> • <u>new rail halts at Rackheath and Broadland Business Park</u> • <u>permeability and community integration across the Northern Distributor Road and with existing communities. This will be crucial for the successful development of the area</u> • <u>a new household waste recycling centre.</u> <p><u>A single co-ordinated approach will be required across the whole area. This will be provided through the preparation of an Area Action Plan (or any future equivalent process). More detailed masterplanning will be required for each quarter.</u></p>
PS-19 (18)	Policy 10: Para 6.15	Page 61	<p><u>The major urban extension in the Old Catton, Sprowston, Rackheath, and Thorpe St Andrew growth triangle will provide a concentration of growth which can support local services, facilities, and infrastructure including secondary education, high quality public transport links and significant green infrastructure. An Area Action Plan and a sustainable development code are being developed. The growth triangle is proposed to accommodate 10,000 dwellings after 2026. A large part of the [development at Rackheath was promoted as an eco-community under the previous Government's eco-towns programme.] The Rackheath low carbon development remains part of this strategy.</u></p>

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
PS-20 (19)	Para 6.16 second line	Page 61	[This makes a] <u>similar</u> [large-scale urban expansion inappropriate.]
PS-21 (20)	Para 6.19	Page 62	[In particular it is necessary to allow] <u>significant development in the growth triangle and [the full implementation of the remainder of the Norwich Area Transportation Strategy. The completion of appropriate improvements at Postwick junction would allow for some development] in the Old Catton, Sprowston, Thorpe St Andrew growth triangle</u> [in advance of the NDR] <u>(see supporting text for Policy 20).</u>
PS-22 (21)	Para 6.20 fourth sentence	Page 62	[The growth] <u>in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew area</u> [will require the implementation of bus priority routes into the city centre including] <u>a [Bus Rapid Transit] route which may be via Gurney Road/Salhouse Road.</u>
PS-23 (22)	Paragraph 6.22	Page 62	<u>A new secondary school is needed to serve the new community in the north east.</u> [The form and location of secondary provision for growth in the west and south west is] <u>more</u> [complex and yet to be determined.]
PS-24	Diagram following policy 10, entitled	Page 64	The 'Growth location' and 'Green infrastructure priority area' to the northeast of the urban

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
(23)	"Green infrastructure priority areas supporting key growth locations"		area and priority corridor A entitled ' <u>Norwich to the Broads</u> '
PS-25 (24)	Policy 12: The remainder of the Norwich urban area, including the fringe parishes: 1 st paragraph	Page 69	[It will be expanded] <u>through significant growth in the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, and smaller</u> [urban extensions at Cringleford, and Easton/Costessey (Policy 10).]
PS-26 (25)	Policy 15 Service Villages third paragraph	Page 78	[In addition to the settlements above, Easton] and <u>Rackheath</u> [have equivalent status to a Service Village while providing a location for significant housing growth.
PS-27 (26)	Paragraph 6.77	Page 86	[The proposed large-scale housing areas will provide for shops and services to meet local needs where they are not able to benefit from existing centres.] <u>The Old Catton, Rackheath, Sprowston and Thorpe St Andrew growth triangle in particular will be sufficiently large to require a district centre. Preferably this will include a food store as an anchor and sufficient leisure and ancillary activities to provide for the attraction of a range of trips. This may be through building on the proposed centre at Blue Boar Lane</u>

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			<u>or the creation of a second district centre elsewhere in the Growth Triangle. This will be determined through the Area Action Plan for the area.</u>
PS-28 (27)	Policy 19, The hierarchy of centres Point 3.	Page 84	[New district centres/high streets to be established] <u>within the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle, [at Blue Boar Lane, Sprowston and Hall Road, Norwich.] The Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle will be served by a district centre. This may be provided by building on the proposed district centre at Blue Boar Lane or the creation of a second district centre elsewhere in the Triangle as determined through the Area Action Plan for the Growth Triangle.</u>
PS-29	07 Implementation and monitoring, Paragraph 7.16	Page 90	[Subject to acceptable improvements to Postwick junction (in the form of Postwick Hub or a suitable alternative) there is significant potential for further development] <u>in the growth triangle</u> [before confirmation of delivery of the NDR.]

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(28)												
PS-30 (29)	Table in paragraph 7.16 first line	Page 90	<table border="1"> <thead> <tr> <th data-bbox="826 600 1220 719">Location</th> <th data-bbox="1220 600 1615 719">Level of growth supported by current evidence</th> <th data-bbox="1615 600 2002 719">Constrained development</th> </tr> </thead> <tbody> <tr> <td data-bbox="826 719 1220 895"><u>Growth Triangle</u></td> <td data-bbox="1220 719 1615 895">[At least 1600 dwellings (plus 200 exemplar at Rackheath prior to Postwick junction improvements)]</td> <td data-bbox="1615 719 2002 895"><u>New employment allocation at Rackheath</u></td> </tr> <tr> <td data-bbox="826 895 1220 1070"><u>Smaller sites in Broadland NPA</u></td> <td data-bbox="1220 895 1615 1070">[Delivery of the smaller sites allowance will be dealt with on a site by site basis]</td> <td data-bbox="1615 895 2002 1070"></td> </tr> </tbody> </table>	Location	Level of growth supported by current evidence	Constrained development	<u>Growth Triangle</u>	[At least 1600 dwellings (plus 200 exemplar at Rackheath prior to Postwick junction improvements)]	<u>New employment allocation at Rackheath</u>	<u>Smaller sites in Broadland NPA</u>	[Delivery of the smaller sites allowance will be dealt with on a site by site basis]	
Location	Level of growth supported by current evidence	Constrained development										
<u>Growth Triangle</u>	[At least 1600 dwellings (plus 200 exemplar at Rackheath prior to Postwick junction improvements)]	<u>New employment allocation at Rackheath</u>										
<u>Smaller sites in Broadland NPA</u>	[Delivery of the smaller sites allowance will be dealt with on a site by site basis]											
PS-31 (30)	Para 7.17	Page 91	<u>Broadland District Council is committed to preparing an Area Action Plan (AAP) for the growth triangle. As part of the preparation of this AAP there will be an investigation of any potential that may exist for further growth to take place (in addition to that shown in table 1 above) without confirmation of the delivery of the NDR. This will include testing whether interim schemes and/or alternatives to the NDR could help to facilitate growth without compromising the spatial vision and objectives of the JCS. Therefore, the analysis would need to cover capacity of all infrastructure, not just road capacity, the implications of particular sites, and the nature of the proposed</u>									

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			<u>development.</u> [It will be essential that the growth is delivered in accordance with the overall strategy, taking account of its wider impact across the Norwich area, including a full range of infrastructure provision, services and high-quality public transport and walking / cycling provision.]
PS-32 (31)	Para 7.18	Page 91	[Development beyond the pre-NDR threshold] <u>established through the AAP process</u> [will not be possible without a commitment to the NDR. If it becomes clear that there is no possibility of the timely construction of the NDR, a review of the JCS proposals] <u>for the growth triangle</u> [and the implications for the strategy as a whole would be triggered.]
PS-33 (32)	Appendix 5 <i>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</i>	Page 102	The whole appendix ' <u>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</u> ', including map
PS-34	Appendix 6 housing trajectory -- table entitled "Growth	Page 105	The figures in the second to fourth rows are published as pre-submission content namely the lines entitled ' <u>Rackheath</u> ', ' <u>Remainder of Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle (inside NDR)</u> ', and ' <u>Additional smaller sites around Broadland</u>

Pre-submission Reference (Court schedule reference in brackets)	Section of Joint Core Strategy	JCS page no.	Pre-submission text/diagram (<u>underlined</u>) [N.B. the words in square brackets are included for clarification purposes only]
(33)	locations		<p><u>NPA (2000)</u>'.</p> <p>The totals derived for Broadland in the first row and the Total in the last row of the table shall be read in the light of this pre-submission context.</p>
PS-35 (34)	Appendix 7 First paragraph	Page 109	<p>[Additional infrastructure will be needed beyond this date,] <u>including in the growth triangle where 3,000 dwellings are proposed after 2026.</u></p>
PS-36 (34)	Appendix 7 Table 1 Implementation Framework	Page 109 - 149	<p>The implementation framework lists the infrastructure required to facilitate the development promoted in the plan. Under the remit of the pre-submission publication all references in the list in relation to the North East Growth Triangle and the strategic housing growth identified in the part of the Norwich Policy Area in Broadland District are published for comment. This applies where:</p> <p><u>In Column 2 (headed "Scheme")</u> where there is a reference to <u>Rackheath</u></p>

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			<p>In Column 3 (headed “Required for growth in”) where there is a reference to <u>Old Catton, Sprowston, Rackheath and Thorpe St Andrew Growth Triangle</u>, or to ‘<u>Broadland: smaller sites in the NPA (2000 dwellings)</u>’.</p>
PS-37 (35)	Pre-submission Policies map amending the Broadland Proposals* Map		<p>All instances of the <u>Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle</u> boundary, hatching and notation on the Amended Proposals* Map for Joint Core Strategy and the ‘Changes to Local Plan Proposals* Map for Joint Core Strategy’ for <u>Old Catton (32A), Rackheath (33), Rackheath (34), Salhouse – Station Road (38), Spixworth (40), Sprowston (41A), (41D), (41E), Thorpe End (19), Thorpe St Andrew (44A), (44B), (44D), (44F)</u>.</p> <p>(* in line with the Town and Country Planning (Local Planning) (England) Regulations 2012, Proposals maps are now known as Policies maps)</p>