

# Greater Norwich Development Partnership

## Joint Core Strategy for Broadland, Norwich and South Norfolk

### Statement of Focussed Changes

July 2010

Jobs, homes, prosperity for local people



NORWICH  
City Council



Norfolk County Council



## Foreword

The development of the Joint Core Strategy for Broadland, Norwich and South Norfolk (JCS) has taken place over three years of evidence gathering, consultation and engagement. The JCS was submitted to Government in March 2010 after a period of pre-submission publication from December 2009 to January 2010. This period provided the opportunity for any interested party to challenge the “soundness” or legal compliance of the Strategy (see *Guidance Notes to Accompany the Representation Form for Development Plan Documents* for more information on “soundness and legal compliance”).

Planning Inspectors appointed to examine the Strategy held an “exploratory” meeting on 13 May 2010 and recommended a small amount of additional work. As a result of this the Greater Norwich Development Partnership is consulting on some limited proposed changes to the submitted JCS. More information about the process can be found in *Local Development Frameworks: Examining Development Plan Documents: Procedure Guidance*.

Please note this current consultation relates only to three specific proposed changes to the submitted Joint Core Strategy. These are known as focussed changes and we are seeking your views on whether the Strategy would remain “sound” and “legally compliant” if they were made.

The proposed changes concern

- The provision of Gypsy and Traveller pitches to meet need arising after 2011 (Policy 4). This change results from revocation of the East of England Plan and the consequent lack of evidence at this time.
- The approach to seeking a percentage of affordable housing on development sites (Policy 4) resulting from new evidence on viability issues. To improve clarity we are also proposing to include an overall numeric target for affordable homes based on existing evidence of need.
- The reclassification of the Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle as a “strategic allocation” rather than a “strategic location”. This would mean that future work could be progressed through a Supplementary Planning Document (SPD) instead of an Area Action Plan (AAP). This is supported by a new concept statement to be included as an appendix to the Strategy. This will provide a firmer basis to move forward with more detailed planning policies.

The response to the focussed changes will be considered by the Greater Norwich Development Partnership Policy Group and the individual local planning authorities in the autumn, before a final decision is made to submit the changes to the Planning Inspector.

Other work required by the Inspectors concerned providing clarity on elements of the evidence base, rather than changes to the Strategy. This work continues, but is not part of the focussed changes consultation. Details about this work can be found on [www.gndp.org.uk](http://www.gndp.org.uk).

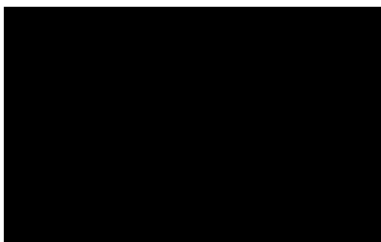
Planning Inspectors will be examining the Strategy in a series of sessions starting on 8 November 2010 (details to be advised by the Programme Officer and published on [www.gndp.org.uk](http://www.gndp.org.uk)). The Inspectors will set the agenda for the examination and invite participants to attend. They will take account of the representations made during the December 2009 /January 2010 publication period, as well as representations regarding this Statement of Focussed Changes. At the Examination in Public, the Inspectors will also take account of the implications of emerging Government policy.

The anticipated timetable for the Examination in Public is:

|  |                                       |
|--|---------------------------------------|
| Representation period for Statement of Focussed Changes      | 19 July 2010 – 30 August 2010         |
| Date for submission of additional documents to the Inspector | Monday 4 October 2010                 |
| Policy Group meeting   | 23 September 2010                     |
| Broadland District Council full council                      | 28 September 2010                     |
| Norwich City Council full council                            | 28 September 2010                     |
| South Norfolk Council full council                           | To be confirmed                       |
| Norfolk County Council cabinet                               | 11 October 2010                       |
| Examination in Public  | 8 November 2010 –<br>19 November 2010 |
| Adoption   | March 2011                            |

If you have any questions about the process, these should be directed to the Programme Officer:

Simon Osborn



## Making a representation

The Partnership is undertaking a six week public consultation and is inviting representations on this Statement of Focussed Changes. The consultation period is between 19 July 2010 and 30 August 2010.

The Focussed Changes consultation is not an opportunity for respondents to add to their original representation. The purpose of this additional six week consultation period is to consider whether the Statement of Focussed Changes addendum will ensure that the Submission Joint Core Strategy remains legally compliant and 'sound'. Representations should only relate to the Focussed Changes in sections 1, 2 and 3 of this document.

You may also wish to comment on the evidence that supports the focussed changes:

- EIP 52 Affordable Housing Viability Study
- EIP 53 Sustainability Appraisal of the focussed changes

The Statement of Focussed Changes is available online at [www.gndp.org.uk](http://www.gndp.org.uk) and paper copies of the document and the comments form and guidance note can be obtained from each district office (details below) or by emailing [jointcorestrategy@gndp.org.uk](mailto:jointcorestrategy@gndp.org.uk).

Representations should be made electronically where possible using the documents and response form available at the GNDP's online consultation portal, or emailed to the address above by **midnight on Monday 30 August 2010**.

Alternatively hard copies of representations can be submitted to:

### **Greater Norwich Development Partnership**

PO Box 3466  
Norwich  
NR7 7NX

Hard copy representations must be received by no later than **5pm on Monday 30 August 2010**. Late representations will not be accepted.

Please contact the teams in your area if you have any general questions about this consultation or the process.

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**Annexes:** note annexes do not form part of the focussed changes

Annex 1: Affordable housing

- Overall Affordable housing target for Joint Core Strategy – background to calculation
- How the overall assumption for exception sites was derived





# 1. Focussed changes to Policy 4: Housing Delivery and supporting text

## FC1

### **In Policy 4, delete**

#### Affordable housing

A proportion of affordable housing, including an appropriate tenure-mix, will be required on site in accordance with the most up-to date needs assessment for the plan area, for sites of five or more dwellings (or 0.2 hectares or more). At the adoption of this strategy the target is 40% based on the most recent assessment.

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 through the Homes and Communities Agency (HCA).

At 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.”

### **Replace with**

#### Affordable housing

A proportion of affordable housing, including an appropriate tenure mix, will be sought on all sites for 5 or more dwellings (or 0.2 hectares or more). The proportion of affordable housing, and mix of tenure sought will be based on the most up to date needs assessment for the plan area. At the adoption of this strategy the target proportion to meet the demonstrated housing need is:

- On sites for 5-9 dwellings (or 0.2 – 0.4 ha), 20% with tenure to be agreed on a site by site basis (numbers rounded, upwards from 0.5)
- On sites for 10-15 dwellings (or 0.4 – 0.6 ha), 30% with tenure to be agreed on a site by site basis (numbers rounded, upwards from 0.5)
- On sites for 16 dwellings or more (or over 0.6 ha) 40% with approximate 85% social rented and 15% intermediate tenures (numbers rounded, upwards from 0.5)

The proportion of affordable housing sought may be reduced and the balance of tenures amended where it can be demonstrated that site characteristics, including infrastructure provision, together with the requirement for affordable housing would render the site unviable in prevailing market conditions, taking account of the availability of public subsidy to support affordable housing.

At 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.”

### **Reason for FC1**

To clarify the policy approach, and give more emphasis to the recognition that housing development viability is critical to the delivery of affordable houses on mixed tenure developments, taking into account the study of affordable housing viability undertaken by Drivers Jonas Deloitte. To clarify that where viability of the development is shown to be at risk, negotiations will include consideration of reducing the overall amount of affordable housing sought, and the balance of tenures within the affordable housing to restore the viability of the scheme. To clarify that, as part of the consideration of viability, the potential for public subsidy will be investigated.

## **FC2**

### **In paragraph 5.29, delete the following text**

“5.29 In some instances providing 40% affordable housing on-site will not be viable, without public subsidy. In such circumstances a financial contribution, such as a grant from the Homes and Communities Agency (HCA), will be sought. In order to create mixed communities, affordable housing provided as part of a market development will be expected to be integrated within the site.”

### **Replace with**

“5.29 It is recognised that affordable housing provided through developer contributions in this way is dependent upon the overall viability of development. In some instances providing 40% affordable housing on-site will not be viable, without public subsidy. A study of affordable housing viability has concluded that smaller sites in particular may not be viable if the full 40% target were applied, but that in the market conditions prevailing in mid 2010, the 40% affordable housing target is achievable in a significant number of the scenarios modelled without social housing grant. Where this proves not to be the case financial contribution, such as a grant from the Homes and Communities Agency (HCA), will be sought. Where it can be demonstrated that the target requirement for affordable housing would make a site unviable in prevailing market conditions, taking into account policy aims relating to the environmental standards of homes, and there are insufficient public funds available to support affordable housing, a reduced proportion of affordable homes and/or an amended mix of tenures will be negotiated. In order to create mixed communities, affordable housing provided as part of a market development will be expected to be integrated within the site.”

### **Reason for FC2**

To take account of the proposed focussed change FC1 and the conclusions of the Assessment of Affordable Housing Viability undertaken by Drivers Jonas Deloitte.

## FC3

### In paragraph 5.28 delete the following

“5.28 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’. The EEP has a regional target for 35% of all housing to be affordable and recognises higher targets may be required locally. 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. Experience locally shows that 40% is the maximum achievable on sites without subsidy, in normal market conditions. A large amount of residential development is expected to take place on smaller sites in both urban and rural locations. If the PPS3 threshold of 15 dwellings were to be applied then a further significant undersupply of affordable dwellings would result. Consequently, in order to make realistic inroads into the identified need and provide affordable housing across a wide range of sites 40% affordable housing will be sought on all sites of 5 units or more.

### Replace with

5.28 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’.

5.28A Based on the most recent assessment of housing need, there is a need in the plan area as a whole for about 11,860 affordable homes with approximately 60% of these being social rented, and 40% intermediate tenures from 2008 to 2026. This is derived from the annual net requirement for new affordable houses extrapolated over the plan period, and the backlog existing at the time of the housing needs assessment, with allowance made for the affordable housing provided up to the base date of this strategy. This represents just over 33% of the total housing requirement set out in the table above.

5.28B The most recent housing needs assessment for the three districts indicates that, in the short term, 43% of overall housing need can only be met by affordable housing. The policy target of 40% affordable housing on qualifying sites takes account of local experience which suggests that 40% is the maximum achievable on sites without subsidy in normal market conditions, the expectation of the Government’s basic needs assessment model that current backlogs will be addressed in the short term, and the fact that not all sites will deliver the target percentage, for example because of viability issues, or previous planning policies in the case of sites with permission at the base date. The assessment of housing need also indicates that the current split of affordable tenures required to meet need in the short term, taking into account the current backlog, is approximately 85% social rented / 15% intermediate tenures, with the greatest need for social rented accommodation related to the Norwich urban area. The overall target, policy target, and balance of tenures will be kept under review in the light of updated information on housing need.

5.28C A large amount of residential development is expected to take place on smaller sites in both urban and rural locations. If the PPS3 threshold of 15

dwellings were to be applied then a further significant undersupply of affordable dwellings would result. Consequently, in order to make realistic inroads into the identified need and provide affordable housing across a wide range of sites a proportion of affordable housing will be sought on all sites of 5 units or more.”

### **Reason for FC3**

To take account of the Government’s revocation of the Regional Spatial Strategy (East of England Plan) and to introduce a plan wide target for the provision of affordable housing into the plan which meets the requirements of PPS3 that the provision of affordable housing should meet the needs of current and future occupiers taking into account the Strategic Housing Market Assessment. The requirement that account should be taken of viability and likely levels of finance available is recognised in FC1 and FC2, but in a volatile market, such factors are hard to quantify in the long term. To take account of the findings of the affordable housing viability study undertaken by Drivers Jonas Deloitte

## **FC4**

### **At end of paragraph 5.30 add**

“On the evidence of recent achievements and the programmed schemes in mid 2010, this is likely to produce about 1170 affordable homes between 2008 and 2026, though this is subject to the availability of funding.”

### **Reason for FC4**

To give an indication of the potential contribution of Exceptions sites to meeting local housing need.

## **FC5**

### **In Policy 4, delete**

#### **Gypsies and Travellers**

*Provision will be made for a minimum of 58 permanent residential pitches for Gypsies and Travellers between 2006 and 2011 to ensure full conformity with Regional Spatial Strategy Policy H3. These will be provided on the following basis: Broadland 15, Norwich 15, and South Norfolk 28.*

*Between 2012 and 2026, an additional minimum 78 permanent residential pitches will be provided to ensure full conformity with Regional Spatial Strategy Policy H3. These will be distributed on the following basis: Broadland 20, Norwich 20, and South Norfolk 38.*

These will be provided on a number of sites. Generally sites will not have more than 10 to 12 pitches, but may be varied to suit the circumstances of a particular site. The sites will be provided in locations which have good access to services and in locations where local research demonstrates they would meet the needs of the

Gypsy and Traveller communities. Some of the allowance to be provided after 2011 is expected to be provided in association with large-scale strategic housing growth.

In addition, 17 transit pitches will be provided, with the expectation that these will be provided by 2011. These will generally be in locations providing good access to the main routes used by Gypsies and Travellers, such as the A11, A47, A140 and A143/A1066. Again, sites would not normally be expected to accommodate more than 10 to 12 pitches.

Research also shows the need for additional plots for Travelling Show People. The expectation is that 15 additional plots will be provided by 2011 and a further 12 between 2012 and 2026. These will be located on sites within the Norwich urban area, or if sites within the urban area cannot be identified, close to it.”

**Note** The text in italics was proposed in the submitted schedule of minor changes.

**Replace with**

## Gypsies and Travellers

Provision will be made for a minimum of 58 permanent residential pitches to meet the need arising between 2006 and 2011, provided on the following basis: Broadland 15, Norwich 15 and South Norfolk 28. The level of provision beyond that date will be based on updated local evidence of need.

Residential pitches will be provided on a number of sites. Generally sites will not have more than 10 to 12 pitches, but may be varied to suit the circumstances of the particular site. The sites will be provided in locations which have good access to services and in locations where local research demonstrates they would meet the needs of the Gypsy and Traveller communities. Some of the pitches provided after 2011 are expected to be provided in association with large scale strategic housing growth.

In addition, transit pitches will be provided based on local evidence of need. These will generally be in locations providing good access to the main routes used by Gypsies and Travellers such as the A11, A47, A140 and A143/A1066. Again sites would not normally be expected to accommodate more than 10 to 12 pitches.

Research also shows the need for additional plots for Travelling Show People. The expectation is that approximately a further 27 plots will be provided by 2026, on sites within the Norwich urban area, or if sites within the urban area cannot be identified, with easy access to it.”

### **Reason for FC5**

To take into account the Government’s intention to abolish the Regional Spatial Strategy (the East of England Plan) to substitute an appropriate locally supported target, and to indicate a mechanism for updating the target.

## FC6

### **Delete paragraph 5.32, and replace with**

"A partial revision to the East of England Plan in 2009 set requirements for the provision of pitches to meet the needs of Gypsies and Travellers in accordance with the requirements of Government Circular 01/2006. The target set was for 58 net additional pitches across the GNDP area to be provided by 2011. Beyond this the East of England Plan set an approach to longer term provision based on extrapolation which equated to a need for an additional 78 pitches between 2012-2026. The targets up to 2011 were broadly supported by the Greater Norwich Development Partnership authorities who considered them reasonable in the light of the Norfolk wide Gypsy and Traveller Accommodation Needs Assessment undertaken in July, 2007. However, beyond 2011 the proposed approach was disputed and the local authorities consider this level of need would be better determined by updated local evidence. It should be noted that a pitch represents a family unit and may therefore accommodate more than one caravan. On average about 1.7 caravans occupy each pitch. Since 2006, 11 pitches have been permitted or completed in Broadland, 14 in South Norfolk and an application for a further 3 is pending in Norwich."

### **Delete Paragraph 5.35**

#### **Reason for FC6**

To take into account the Government's intention to abolish the Regional Spatial Strategy, to substitute an appropriate locally supported target, and to indicate a mechanism for updating the target. The intention to abolish the Regional Spatial Strategy makes the explanation in Paragraph 5.35 unnecessary.

## FC7

### **Delete paragraph 5.36, and replace with**

"There is a large existing site for Travelling Show People in Norwich, which is fully occupied, and local evidence suggests there is a need for further accommodation. Each plot will need to include room for vehicles providing accommodation and also for the maintenance and storage of fairground rides and equipment."

#### **Reason for FC7**

To take into account the Government's intention to abolish the Regional Spatial Strategy, and to substitute an appropriate locally supported target.

## 2. Focussed changes to Policy 10: Locations for major new, or expanded, communities in the Norwich Policy Area

### FC8

#### **Policy 10 delete**

'Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle'  
This location will deliver an urban extension extending on both sides of the Northern Distributor Road. "

#### **Replace with**

'Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle'  
This strategic allocation will deliver an urban extension extending on both sides of the Northern Distributor Road, within the area shown in appendix 5."

#### **Reason for FC8**

To formalise the status of the Old Catton, Sprowston, Rackheath, Thorpe St Andrew growth triangle as a strategic allocation in the Core Strategy.

### FC9

#### **Policy 10 delete**

"A single co-ordinated approach will be required across the whole area. More detailed masterplanning will be required for each quarter."

#### **Replace with**

"A single co-ordinated approach will be required across the whole area. More detailed masterplanning will be required for each quarter. The concept statement at appendix 5 sets out the area allocated, the main principles and parameters for the development and sets out how this will be achieved. The detailed masterplanning for the area will be expected to follow the principles set out in the Concept Statement."

#### **Reason for FC9**

To relate the policy to a more detailed concept statement to guide the urban extension.





### 3. Focussed change – Appendix 5

#### FC10

##### Delete Appendix 5

##### Replace with

#### **The Old Catton, Sprowston, Rackheath, Thorpe St Andrew Growth Triangle – Strategic Allocation Concept Statement**

##### **Introduction**

1. Policy 10 identifies this location, shown on map 1, for a major urban extension, providing for 10,000 dwellings (7000 by 2026) served by new local facilities to complement the houses, including social facilities and employment, waste recycling and extensive green infrastructure. The extension is served by the proposed Northern Distributor Road which will also facilitate the required emphasis on public transport, walking and cycling as principal modes of transport for the development. The policy requires that a coordinated approach to the development of the area be adopted. This statement is intended to give further detail and enable the development of the urban extension to progress through the preparation of a supplementary planning document leading to more detailed master plans.
2. The overriding priority is the creation of a special, distinct and exciting place to live and work, made up of communities with a strong sense of identity, respecting the features and settlements of the area and with ready access to work and facilities. Residents should be able to meet day to day needs locally but have easy access to the wider area. The keynote will be for the new development to minimise any adverse effects on the environment, and enhance it where possible. This concept statement seeks to help bring this about.

##### **Rationale for a Strategic Allocation in the Joint Core Strategy (JCS)**

3. The need to enable development to progress in a timely and controlled manner is one of the principal priorities of Broadland District Council and its partners. There are a number of underlying factors why this is important.
  - Experience of the Councils as housing authorities confirms increasing housing pressure. Numbers on the housing registers rose from 2606 to 3278 (Broadland) and 10,874 to 16,706 (Greater Norwich) between 2005 and 2009. In Broadland, the ratio of house prices to incomes rose from

5.85 to 10.28 between 2001 and 2008. An East of England housing statement produced in 2010 confirms that Broadland is among the ten authorities where this ratio is most acute, and neighbouring Norwich among those with the most rapidly rising ratio.

- There is an urgent need to plan growth to respond to the expected resurgence in the housing market rather than uncoordinated development. Planning policy statement 3 requires that if local planning authorities cannot demonstrate a five year supply of available and deliverable housing land, based on the provision required by the development plan they should respond favourably to planning applications to increase the supply. At 1 April, 2009, there was a supply of 6,609 dwellings compared with a requirement based on this strategy, of 9,115, equivalent to a supply of 3.63 years in the Norwich policy area.
- Enabling development to progress as a coordinated whole will help facilitate the early provision of necessary new infrastructure as efficiently as possible, by allowing some larger scale investment to be supported by sufficient residents. This applies particularly to secondary education, local energy generation and public transport investment. The Government supported the development of an Eco community at Rackheath through publication of a supplement to Planning Policy Statement 1 in 2009. It is expected to begin delivering new houses in 2011/12. Although this is a distinct proposal in its own right, it will need to dovetail with development in the rest of the growth triangle. The Rackheath development will also have attributes which will affect and influence the remainder of the growth triangle, for example aspiration towards water neutrality and the emphasis on non car travel. This will be the subject of detailed local research in partnership with the relevant agencies.

### **Concept of development**

#### **Existing assets**

4. It is essential that, although large scale development will bring about some changes in the character of the area, it is essential that it respects and protects the existing assets, and adds to them where possible. The assets are varied and include:

#### **Landscape**

5. The District Council had a landscape character assessment undertaken in 2008. All the land in the growth triangle is included within the "Wooded Estatelands" character area. A sub area of this character area includes all the land in the triangle immediately adjacent to the urban fringe. It has a mature landscape structure with more enclosure as a consequence of the trees in the landscape compared with the more open landscape in the west. Development

should respect the rural character, retaining and enhancing the landscape structure, including restoration of hedgerows, and the setting of halls or houses and parkland. New development should also seek to respond to the historic settlement pattern, and the landscape setting of the villages, maintaining the distinction between the urban edge and villages. In some areas there is an opportunity to soften the urban edge. The north eastern part of the triangle forms another sub area. Here the topography is generally flatter, with lighter sandy soils, much of it historically heathland, There are Historic Parks at Rackheath, and Beeston St Andrew though neither are on the English Heritage register. Similar considerations apply to this area, though the character assessment also refers to the need for caution in accommodating tall structures.

#### **Biodiversity**

6. Much of the eastern side of Broadland, including the growth triangle, lies close to the Broads, an area of international wildlife importance. Outside the growth triangle, but nearby, there are Special Protection Areas and Special Areas of Conservation to the south east of Brundall, at Woodbastwick Marshes, and a small parcel to the north of the triangle at Crostwick Marsh. Some of these in the area of the Broads are also designated as Ramsar sites. Within the growth triangle, there are pockets of ancient woodland, close to Rackheath Park, and at the northern extremity. In addition, there are ancient woodlands outside but near the triangle. County wildlife sites are designated at Racecourse Plantation, and in the vicinity of Rackheath Park and the watercourse north of Rackheath.

#### **Appropriate Assessment**

7. An Appropriate Assessment of the JCS under the Habitats Regulations concluded that direct or indirect effects on sites of European wildlife importance were unlikely but that at the detailed planning stage attention would need to be given to the cumulative and in combination effects, and this would need to feed through into subsequent planning documents. In the case of the growth triangle particularly, the key issue is the provision of sufficient attractive green infrastructure to mitigate against adverse effects from increased visitor pressure on sensitive Broadland habitats.

#### **Settlements**

8. Much of the area within the growth triangle is outside significant settlements. The exceptions are Rackheath, dominated by post war development, including significant employment development on the former airfield, and Thorpe End Garden Village. This was conceived as a garden village and developed in the 1930s. Subsequent development has eroded some of its original character, though this remains largely intact in the central core and southern part of the village.

#### **Employment**

9. The growth triangle includes significant concentrations of employment at Rackheath and the expanding Broadland Business Park/Broadland Gate. It is also close to significant employment areas at Salhouse Road, and near the Airport.

**Movement including NDR:**

10. Roads in the immediate vicinity of the triangle are predominantly radial, with several such roads providing links to the Norwich urban area, including the city centre, and to the major road network via the A1042/A140 outer ring road. The growth triangle is served by an existing station at Salhouse on the Norwich to Sheringham railway line. The line forms most of the eastern boundary of the triangle and can present a barrier to movements across the route. The area is close to Norwich Airport, though access and terminal facilities are located on the further, western side of the Airport. Car ownership rates in the triangle are currently significantly higher than for the East of England and England as a whole, particularly in the parts of the triangle furthest from the urban area. A Northern Distributor Road has been proposed for Norwich for some time. It has been awarded programme entry status by DfT. Funding for the construction of Postwick Hub has been made available by Government. As a long standing element of the Norwich Area Transportation Strategy it is part of the “base line” for the development strategy. It will provide the opportunity for the reallocation of roadspace to provide for high quality public transport, and enhanced walking and cycling.

**Existing constraints**

**Airport public safety zone:**

11. Norwich International Airport is subject to public safety zones extending beyond the runway. The eastern public safety zone extends as far as the North Walsham Road and severely restricts development potential within its defined area.

**Airport noise contours:**

12. The operation of the airport results in noise impacts in some of the nearby areas. Contours showing the predicted impacts of aircraft noise at 2015 further restrict the potential for development.

**Utility constraints:**

13. The area is currently crossed by EDF Energy electricity supplies, both overhead and underground at voltages up to 132,000 volts. Development will require a new primary substation on the site owned by EDF energy at Hurricane Way, as well as local reinforcements in the Sprowston, Rackheath and Thorpe St Andrew areas, either by improvement of existing primary substations or the creation of new primary substations. Overall growth in the Greater Norwich area is likely to require improvements to existing grid stations or a new grid station on a site owned by EDF Energy near Broadland Business Park.
14. Water is supplied from the Heigham waterworks. While additional supplies are likely to be needed around 2015 to deal with overall growth in Greater Norwich, and can be provided under Anglian Water’s asset management planning process, there are no specific water supply issues relating to the growth triangle, though some local network reinforcement is likely to be needed particularly in the southern part. Wastewater will predominantly be processed at

Whitlingham sewage treatment works, or by innovative means in the Rackheath development. Initial transfer to Whitlingham would be possible utilising an existing strategic sewer with capacity for 4000 houses above current commitments. This will allow adequate time for necessary reinforcements to be programmed.

15. Gas supplies will need to be provided through connection to existing intermediate pressure mains.

## **Development Proposals**

### **Vision/ objectives**

#### **Vision**

The Growth Triangle will have developed into a special, distinct and exciting place through the delivery of 7,000 new homes by 2026 and continuing to grow to around 10,000 new homes thereafter.

Alongside housing, employment opportunities, services, facilities and key infrastructure will have been delivered across three or four main development centres. Development within the Growth Triangle will grow out of and reflect existing places and communities.

Important landscape and heritage assets will have been preserved and enhanced. A multi-functional network of greenspaces and green links connecting to Norwich and the rural hinterland will have been provided. This green network will support the recreational and leisure need of the population whilst also supporting the conservation and enhancement of local wildlife.

The communities within the Growth Triangle will share a sense of identity rooted in respect for existing features of the area and its settlements and the enhancements and benefits provided by new development.

It will be easy to move around and within the three or four new development centres, between different centres and in to and out of existing settlements.

Physical linkages between the older villages of the Growth Triangle and suburbs of its hinterland will have been created to support community integration and equity in access to services and facilities.

Within the Growth Triangle employment growth will have been achieved, including within green industries, building upon the eco-credential and economic attraction created by the development of the Growth Triangle. In addition, first rate connections will have been provided to the key employment locations of Broadland Business Park, the Airport Industrial Estate and Norwich City. These connections will provide for a range of transport choice, which will include walking, cycling and public transport.

Development within the area will have been delivered in a way that will minimise its detrimental impact upon the environment in all of its guises. In particular, new buildings will have been built to high

sustainability standards, decentralised low carbon and renewable energy will provide for the energy needs of development, water resources will have been managed to reduce stress upon the water environment and public transport will offer a real alternative to the use of the private car.

Residents will be able to meet their day-to-day needs within their village or neighbourhood. Facilities that need to be used less regularly will be easy to access using a variety of modes of travel. Residents will have the opportunity to actively participate in the governance and management of their communities.

## **Objectives**

### **Housing**

- To sustainably deliver 7,000 new homes by 2026, rising to around 10,000 thereafter.
- Secure sufficient levels of affordable housing for those in need, ensure that affordable housing is tenure blind and of the right type and size to meet demand.

### **Economic Development**

- To identify suitable areas for employment land as part of mixed use development or as separate industrial estates and business parks.
- Create links to the key strategic employment sites in the hinterland of the Growth Triangle and in Norwich.
- Ensure employment growth within the Growth Triangle of a range and type that will give people a choice about where they can seek employment.
- Provide an environment that will be economically attractive to inward investment, building upon the eco-credentials of the area.

### **Equity**

- Ensure ease of movement within and between new neighbourhoods and/or villages and into and out of existing villages and the Norwich fringe.
- Create an environment where integration of existing and new communities can be achieved.

### **Environment**

- Protect and enhance the quality and distinctiveness of the biodiversity, geo-diversity and landscape of the Growth Triangle.
- Create a multi-functional network of greenspaces and green links which provide connections for people and wildlife to Urban and Rural hinterlands of the Growth Triangle.
- Ensure that new buildings and places achieve high standards of environmental sustainability.

### **Services**

- Provide the services and facilities that will meet the need of the Growth Triangle as it grows.

- Design the Growth Triangle to allow residents to meet their day-today needs within their own village or quarter and create good connections to less regularly used services.

#### **Transport and Connectivity**

- Ensure that it is easy to walk and cycle around the new villages or neighbourhoods, and Norwich City, create good links between new villages or quarters and to the wider rural and urban hinterland.
- Design the area to provide a choice for travel other than the private car, providing excellent and reliable public transport links, for example to central Norwich and other employment locations.

#### **Governance**

- Ensure that community assets are governed and managed appropriately to fulfil the needs of residents.
- Create an environment in which residents can engage with the governance and management of community assets in their villages and neighbourhoods.

#### **Society and Culture**

- Provide the physical linkages that will help integration across the Growth Triangle and with its Urban and Rural hinterland.
- Create a place which is safe and which feels like it is safe.
- Create an environment where the facilities and support for healthy and fulfilling living are available.
- Ensure that places are designed to create a sense of place, balancing the need to preserve existing identities and forging new ones.

#### **Principles**

16. It is particularly important that the new communities created have a strong sense of place and are prepared according to coherent masterplans designed to achieve this objective for each of the individual “quarters”.

#### **Distinct quarters**

17. The geography of the area, including its constraints and assets, suggests that development will tend to divide into discrete areas. Early development of the proposals for the development at Rackheath as set out in the concept statement submitted to Government in 2009 reinforced the view that the triangle should be designed around separate but linked quarters each having its own identity and local services, and defined by interconnecting green infrastructure. Some high level infrastructure will need to be shared. The current expectation is that there will be two further such quarters to complement the proposals at Rackheath.

#### **Landscape structure**

18. The landscape character assessment emphasizes the need to protect, manage and enhance historic parkland and the setting of

churches, halls and manor houses as well as maintaining the distinction between existing settlements and the main urban area of Norwich. It is important that these objectives are incorporated with the protection of the existing important assets including trees, copses and woodland, particularly Ancient Woodland, historic parkland and gardens, and County Wildlife Sites, together with the restoration of hedgerows and maintenance of the structure of hedgerow belts. The connectivity offered by hedgerows is an important factor emphasized by the green infrastructure work already undertaken, and should be reinforced. This will need to include links to existing assets to create “stepping stones” linking those within the urban area to the urban fringe, and the appropriate disposition of both informal and formal open space

19. Priorities for Green infrastructure in this area, defined as a Green Infrastructure priority Area, are set out in Appendix 5 to the Green Infrastructure Delivery Plan
20. The green spaces created should serve a number of functions including formal and informal recreation, biodiversity and sustainable drainage in the form of filter strips, swales and ponds where feasible, as well as providing important opportunities to improve cycling and walking links. Enhanced green infrastructure should also be used to provide a buffer around particularly sensitive ecological areas as well as the creation of new habitats such as heathland, wood – pasture, grassland and woodland. Several existing assets and constraints offer the foundation of a near continuous framework which can be built on, particularly restrictions on development immediately east of the Airport, and the connected or almost connected Beeston Park, Sprowston Park and golf course, Rackheath Park and associated Ancient Woodland. This, together with land forming the landscape setting of Thorpe End, Brown’s, Belmore and Racecourse Plantations could form the basis of an extensive network of connected spaces to complement that being proposed at Rackheath.
21. These are complemented by land intended to remain open under appropriate management in accordance with existing planning commitments, at Cottage Plantation, Harrison’s Plantation and Bear Plantation.

**Shared infrastructure/ sustainability criteria including code levels, district heating/local energy generation**

22. Shared high level infrastructure refers to those facilities which require a large catchment population to support them, or where the necessary investment will serve the entire area. In this respect the triangle as a whole will add to the sustainability of the Rackheath development.
23. This will include a high school. Currently, this is expected to



accommodate 1400 11-16 places, associated with 280 places for post 16 education. It may also be a suitable location for a swimming pool which is likely to be required late in the plan period and a 4 court sports hall. The requirements of sustainability and the presence of an existing high school at Sprowston suggest this may be best located at Rackheath.

24. Locally generated energy and district heating/cooling systems may be better provided in a centralised form, although a modular approach may be more effective, depending on the phasing of development across the triangle. This will need to be the subject of detailed local assessment. This necessary infrastructure in terms of transmission facilities will need to be considered as an integral part of the process. It is important that energy demands are minimized and the buildings in the area will be expected to comply, as a minimum, with the requirements of the eco towns policy statement within that part of the triangle, if it remains extant, and the requirements in policy 3 of this strategy.
25. Similarly, it is important that the area benefits from high quality communications, including broadband and mobile technology, and the infrastructure required for this will need to be conceived and designed for the development as a whole.
26. Coordination between the “quarters” will be necessary to ensure the most effective connections by public transport, walking and cycling, to local employment areas including the city centre, urban fringe, Rackheath, Broadland Business Park and the employment opportunities near the Airport. Similarly walking and cycling connections to local attractions including the surrounding countryside, high school, post 16 education and associated recreational facilities will need coordination. This will need particular attention to “permeability” across the Northern Distributor Road. Attention should also be given to the need to improve orbital connections within the area, other than the Northern Distributor Road. The previous local plan promoted an orbital link between the Sprowston fringe and Broadland Business Park, and retention or extension of this corridor, with emphasis on the promotion of non car travel should be given full consideration.
27. The Norwich Area Transportation Strategy includes proposals for bus rapid transit, with its hub in Norwich city centre, including a corridor serving the growth triangle. Full BRT will need to be introduced in stages as the development progresses, but a high quality conventional bus service should be introduced from the first phase of the project.
28. The Rackheath proposal concept statement includes an aspiration for the provision of a “tram–train” utilising the existing heavy rail connection to Norwich, but with the capability of “street running”

within the new community. This is likely to be dependent on overcoming operational barriers to the use of light rail rolling stock on heavy rail infrastructure. If this can be achieved it should also facilitate the provision of a station to serve Broadland Business Park. These opportunities should be exploited if possible, and safeguarded if not immediately possible.

#### **Housing density assumptions/ land requirement**

29. The development at Rackheath as currently promoted would provide just over 4000 of the 10,000 houses planned and additional employment at Rackheath. Within the remainder of the growth triangle, housing is likely to be constructed at an overall net density of 30 to 35 dwellings per hectare, requiring approximately 170 to 200 hectares of land to accommodate the remaining 6000 houses. However, a range of densities will be expected, with higher densities around centres and locations with particularly good access by non car modes. A further 100 – 110 hectares are likely to be needed for community facilities and recreation to meet recommended standards in this part of the triangle, with additional land required for the expansion of Broadland Business Park, and for inclusion of some local employment within housing areas as part of a mixed use approach.

#### **Housing type and tenure**

30. The housing types and tenures should reflect those needed overall in the strategy area. This will be subject to consideration at the time of development and the most up to date evidence at the time. At present the split between tenures should be 60% market and 40% affordable if the housing needs of the area are to be fully met. In the longer term, it is expected that approximately 2/3 of the affordable dwellings will need to be social rented, and 1/3 intermediate tenures, though dealing with current housing needs will require a higher proportion of social rented accommodation. The proportion of market, intermediate tenures and social rented will need to take account of factors prevailing at the time of development, including viability considerations and the availability of grant.
31. It will also need to take account of the expected ageing population and include lifetime homes and mixed tenure housing with care. A further consideration in meeting the needs of all sectors of the community will be examining the potential for residential sites for Gypsies and Travellers to meet part of the overall need identified in the joint core strategy.

#### **Mixture of uses/district and local centres**

32. It is important that masterplans for the area recognize the need for a rich mixture of uses including employment, commercial and community uses close to residential areas where compatible with residential amenity, to help people access services locally, give local employment opportunities, and maintain a level of activity

throughout the day. For this reason, district and local centres, schools and community facilities should be located within the “quarters”, rather than at their periphery, unless they are expected to attract large numbers of visitors from outside the growth triangle or from other “quarters” within it. Particular attention in this respect will need to be given to the location of a district centre, and the high school and other facilities such as a swimming pool where access from all parts of the triangle is likely to be critical.

**Community infrastructure/social/faith/open-space including open space assumptions**

33. This is a large scale development, and it will require significant social infrastructure. Some of this will be shared infrastructure, referred to above but some will be more locally based This will be refined through the masterplanning process but is likely to include
- 6 Two form entry primary schools, and 1 single form entry primary school, all with associated early years facilities and 2 additional early years facilities
  - 2 Primary care centres or equivalent facilities, each for 5 general practitioners and 4 dentists, and expansion of existing facilities to accommodate an additional 2 general practitioners and 3 dentists
  - 2 Combined community and library buildings, and 2 further community buildings
  - Provision for places of worship/ faith groups, probably through the multi-functional use of community buildings
  - A further 4 court sports hall
  - Open space in the form of Parks and gardens ( approximately 25 hectares, of which at least 15 hectares should be outside the Rackheath development ), natural and semi-natural open space ( approximately 82 hectares of which at least 49 hectares should be outside the Rackheath development), informal amenity open space ( approximately 5 hectares, of which at least 3 hectares should be outside the Rackheath development), provision for children and young people (approximately eight hectares, of which at least 5 hectares should be outside the Rackheath development), outdoor sports and recreation grounds (approximately 37 hectares, of which at least 23 hectares should be outside the Rackheath development), and allotments (approximately 3.5 hectares of which at least 2 hectares should be outside the Rackheath development). The Rackheath proposal may result in the residual requirements above, and hence total requirement in each category being exceeded. Similarly, opportunities to exceed the minimum in any one category should not result in a reduction in other categories.
  - Emergency services will need to be taken into account. The principal requirements are likely to be facilities for new or expanded safer neighbourhood teams, and consideration should be given to co-locating these with other social

infrastructure facilities. It is likely that 3 new safer neighbourhood teams will need to be accommodated, each consisting of 12 – 13 officers, together with expansion of an existing team.

#### **Environmental priorities**

34. Environmental priorities include the minimisation of energy demand, mentioned above, and the need for a reduction in the use and discharge of water. This will require a focus on water efficiency, potentially innovative solutions to the treatment of wastewater and extensive use of sustainable drainage systems. Evidence indicates that the infiltration capacity of surface geology varies across the triangle and the appropriate techniques will need to be the subject of detailed local investigation. This should be seen as part of a strategy to help minimise climate change and adapt to it and should also incorporate appropriate design and orientation of buildings, and their landscaping.
35. In terms of green infrastructure, the priorities have been established through the Green Infrastructure Delivery Plan prepared for the Greater Norwich Development Partnership and with reference to the Norfolk Biodiversity Action Plan which includes species and habitat plans and guidance on how development can complement biodiversity. It is critical that existing network of green assets is complemented by new green space to encourage continuity of green corridors. It is essential that sufficient attractive facilities are provided to avoid adverse impacts on nearby internationally recognized sites of wildlife importance.
36. The overall principle should be of public transport oriented design with neighbourhoods also designed to be permeable and highly attractive for journeys on foot and cycle, utilising green links where possible.
37. The cultural assets of the area should be fully recognized in the design and disposition of new development, in the form of designed landscapes, buildings, and evidence of the area's history..

#### **Health, community safety and Community building**

38. A successful community will also be safe and healthy. As well as provision for enhanced safer neighborhood teams, the detailed design of individual areas will need to take account of the need to minimize crime.
39. Similarly, new communities should be designed to promote health. Many of the principles outlined above contribute towards this, including the promotion of active lifestyles as well as primary health care facilities. Health promotion must also be consciously designed into the communities and for this reason it is expected that a Health Impact Assessment will be undertaken on individual masterplans.

This should be undertaken in stages including scoping, appraisal, and reporting and should be scoped and undertaken in consultation with NHS Norfolk.

40. A large new development will require help to form a cohesive community, for example through the development of local community groups. Inevitably in the early stages, residents are likely to look to the existing communities, but increasingly the new communities should be able to support groups and societies in their own right. Developers, the District and Parish Councils will need to work together to support this in a coordinated way by enabling facilities to be available and supporting community development initiatives.

**Relationship to existing Communities, Directions of growth and phasing**

41. It is important that new development integrates well with existing, but at the same time helps maintain the identity of different places. This will be a matter for detailed masterplanning but the submitted concept statement for the development at Rackheath shows development adjoining the existing settlement on its north side. Maintenance of a separate identity for Rackheath will be aided by the presence of the Northern Distributor Road, but should be reinforced by particular attention to the landscape setting of the expanded community.
42. It is expected that development elsewhere in the growth triangle will pay particular attention to its connections with the existing urban fringe of Old Catton, Sprowston, and Thorpe St Andrew, to enable shared use of infrastructure. In all cases, movement patterns should be designed to avoid subjecting existing or new residential areas to extraneous traffic. A landscape structure built on the foundations of existing assets can help to retain the identities of these quarters within the growth triangle, and also the identity of existing communities such as Thorpe End
43. One priority is to enable an adequate supply of housing land to be maintained to meet housing requirements in the area. Development will need to be phased in accordance with sound practice within each “quarter”, and the provision of necessary infrastructure. Of particular importance will be phasing in relation to the delivery of the Northern Distributor Road, and wastewater transmission infrastructure in the form of a strategic sewer, or other equivalent provision, once capacity in the existing system is used. Existing strategic sewer capacity should be sufficient until approximately 2020/2021.
44. The Northern Distributor Road (NDR) is an integral part of the Norwich Area Transportation Strategy and considered essential to pave the way for interventions to create better conditions for public

transport, walking and cycling. It is therefore critical to a commitment to the scale of development proposed, which itself is required to support some of the high level infrastructure essential to the creation of sustainable communities. The NDR is needed now in order to resolve wider transport problems in Norwich; therefore there cannot be commitment to large-scale development in the growth triangle until there is sufficient certainty over the construction of the Northern Distributor Road. In the short term, subject to this commitment, development may commence before the NDR is completed, in parallel with interim improvements for other modes and the delivery of the Postwick Hub Junction improvements. There will be a limit on the number of dwellings which would be subject to the provision of appropriately detailed transport assessments by developers, which would also need to demonstrate investment in sustainable transport modes to minimise their traffic impact.

45. Initial assessments suggest that the short term impact of development in the region of 2200 dwellings may be acceptable in the knowledge that the Postwick Hub improvement will be delivered and the NDR is committed. This figure would have to be justified by scheme specific transport assessments by developers.
46. In addition to the above there is potential to provide part of the proposed low carbon development at Rackheath with an allowance of a further 1000 dwellings here, subject to similar certainty regarding delivery of the NDR. In addition, this number of dwellings would be expected to demonstrate half the amount of car-based trips when compared to a conventional housing development.
47. Any development beyond existing planning permissions and allocations and an exemplar scheme at Rackheath would be dependent on the provision of a link of the kind described in paragraph 26, which itself would be dependent on improvement to the Postwick junction.
48. In view of the need to deliver dwellings rapidly once the growth triangle gets underway, both to ensure the supply of housing land, and to limit the overall construction period, it is proposed that the development in all “quarters” should progress concurrently.

#### **SPD/Masterplanning process**

49. Policy 10 of this strategy, complemented by this concept statement including the map showing the extent of the growth triangle, and other illustrative material represent a strategic allocation, which will result in an amendment to the adopted Proposals Map in the Broadland Local Plan adopted in 2006.
50. Further detail of the proposals will be worked out through an overarching high level masterplan in the form of a supplementary planning document. One important task of this document will be to

ensure that the proposals for the individual “quarters” dovetail effectively, and benefit from thinking developed through work on the Rackheath low carbon development. This will need to cover a wide spectrum of considerations including, for example, the connectivity of green infrastructure to embrace the potential for technology such as combined heat, power and cooling, as well as the installation of the necessary broadband and mobile telephone infrastructure.

51. This will be prepared in consultation with the local communities and their representatives, other members of the Greater Norwich Development Partnership, service providers, environmental bodies, landowning and development interests and the public.
52. In view of the significance of the overall development and the sensitivities of the area, this will incorporate Sustainability Appraisal, a Habitats Regulations Assessment and a Health Impact Assessment. Its focus will be on the overall concept, landscape structure and provision of shared infrastructure, including its location and timing, and it will set the framework for more detailed masterplanning to be undertaken for each of the “quarters”.
53. These will be led by the development promoters. The “daughter masterplans” will all be undertaken using a participative process to enable local communities to have a voice in the detailed planning of future development.

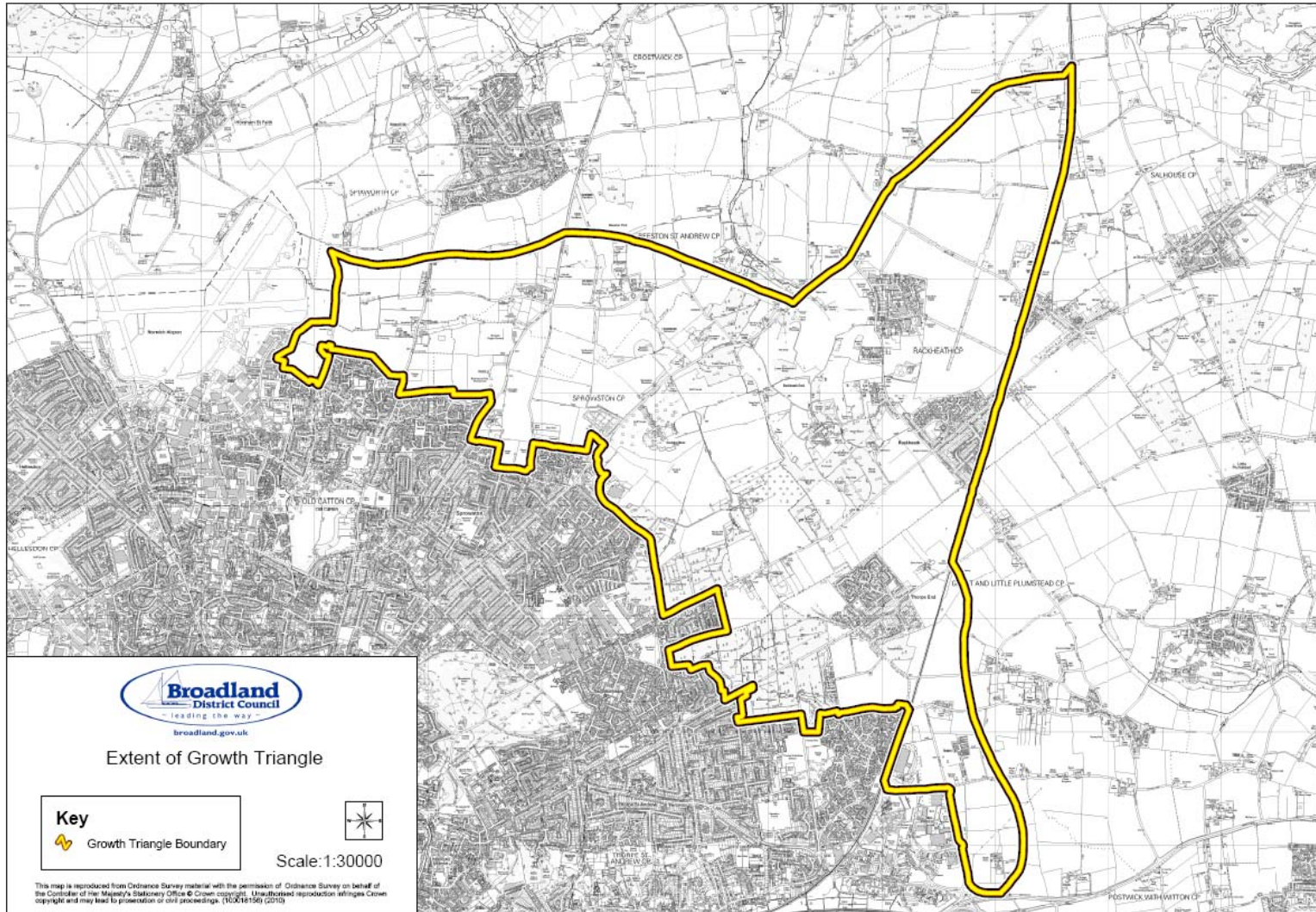
**Reason for FC10**

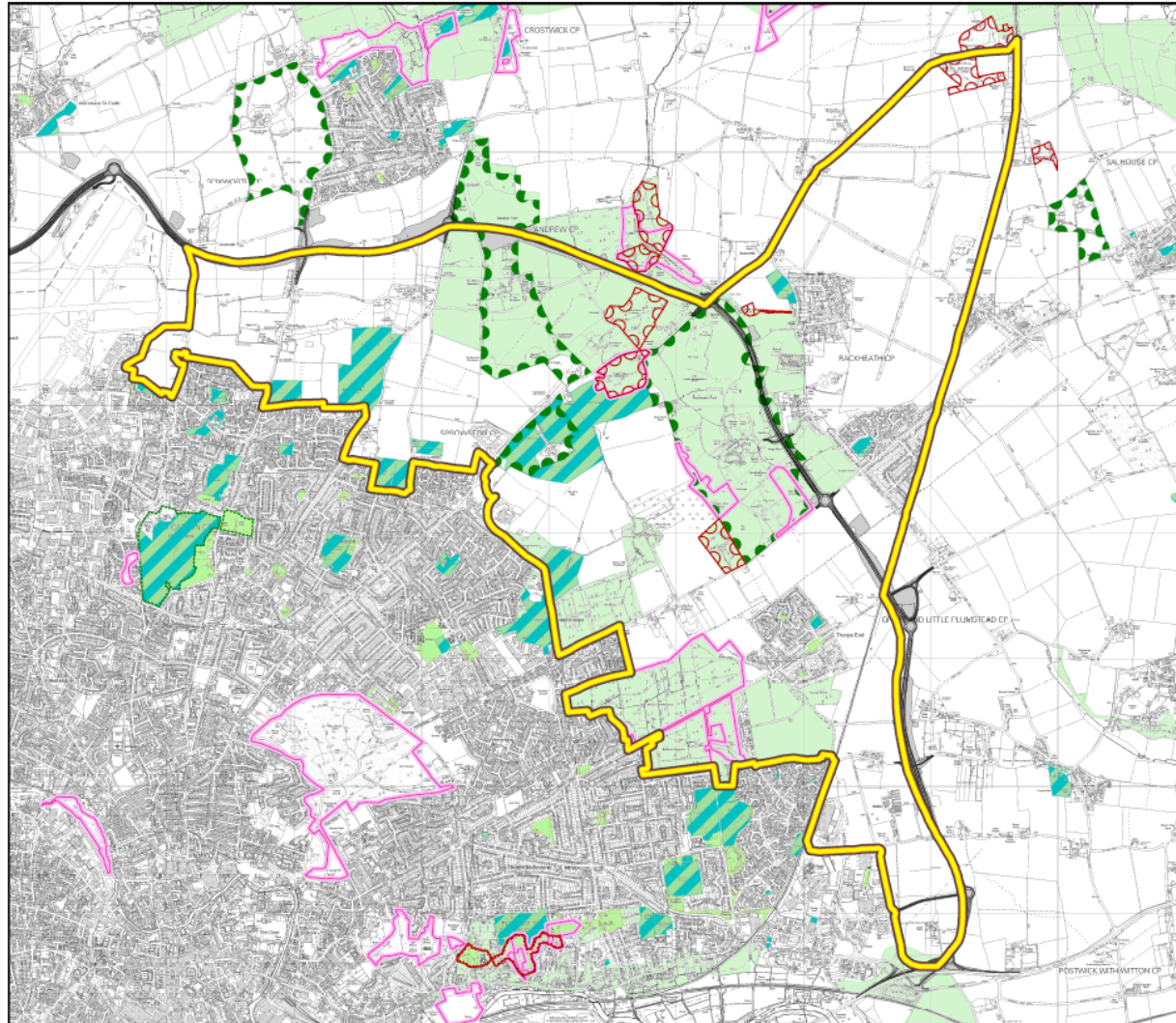
To provide more detailed guidance to support the strategic allocation of the Old Catton, Rackheath, Sprowston, Thorpe St Andrew Growth triangle.

## **List of maps**

1. Extent of Growth Triangle
2. Areas of green space
3. Key transport routes
4. Constraints and opportunities for new development







**Areas of Green Space**

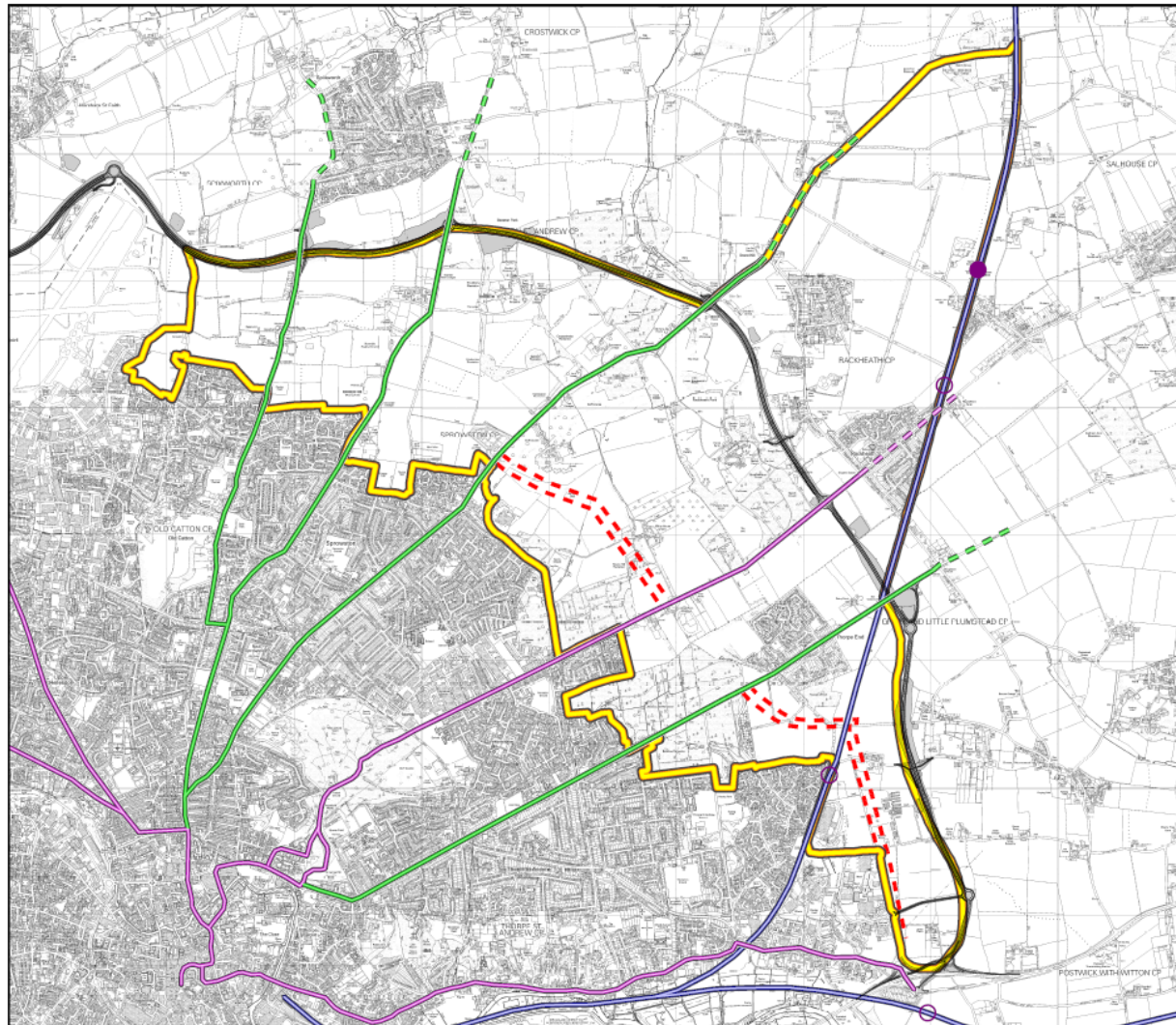
**Legend**

- Ancient Woodland
- Historic Parks & Gardens
- Outdoor Sports
- Norfolk County Wildlife Sites
- Area of Landscape Value
- Green Spaces
- Proposed NDR Route
- Growth Triangle Boundary



Scale 1:30000

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**Key Transport Routes**

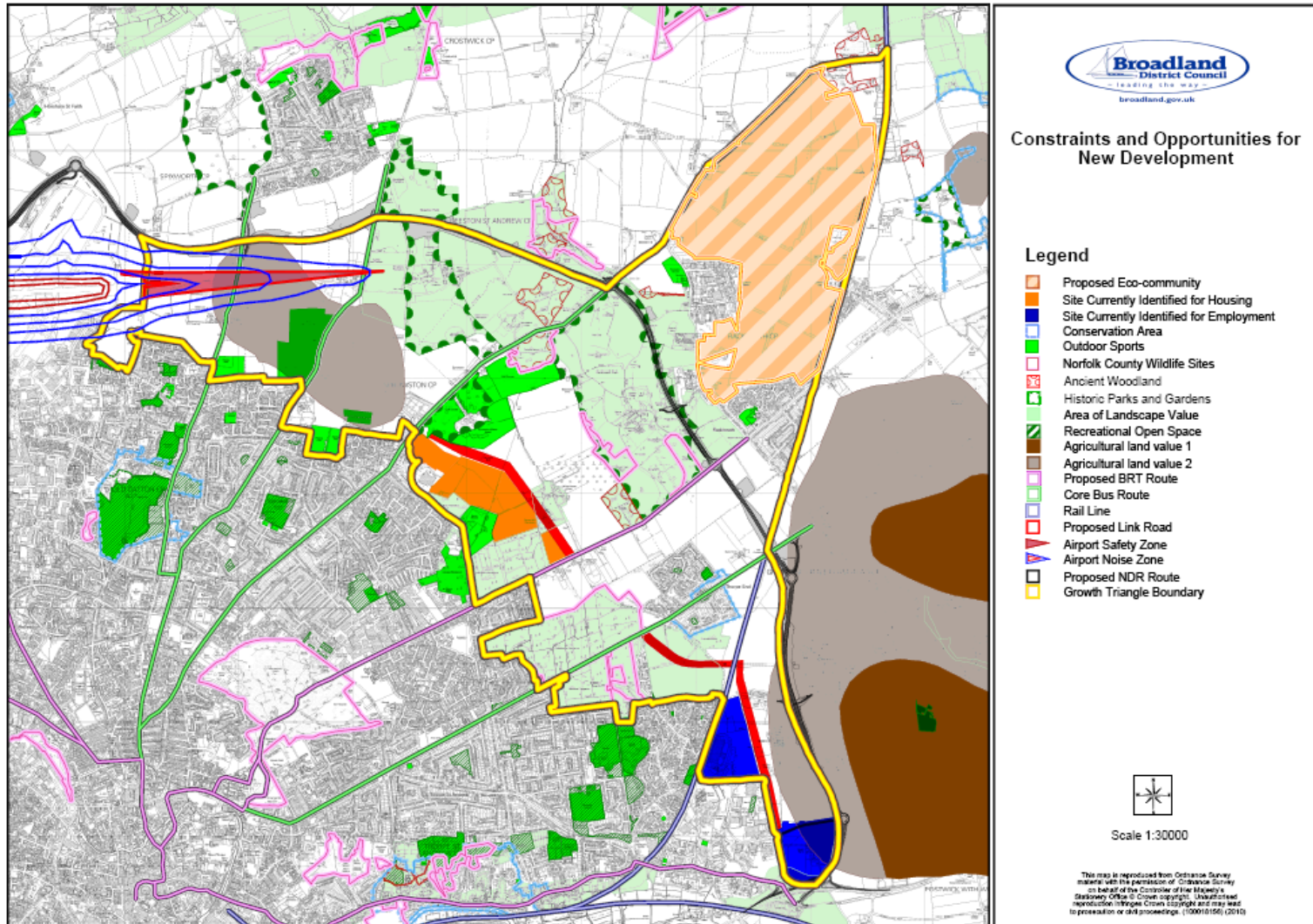
**Legend**

- Proposed BRT Route
- Core Bus Route
- Possible New Rail Station
- Existing Rail Station
- Rail Line
- Proposed Link Road
- Proposed NDR Route
- Growth Triangle Boundary



Scale 1:30000

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## Annex 1:

### Overall affordable housing target for Joint Core Strategy – background to calculation

Following an exploratory meeting on the 13<sup>th</sup> of May, the inspectors appointed to examine the soundness of the JCS indicated a number of areas where they wanted further work to be done before the formal examination. One of these concerns the need for an overall strategy-wide target for affordable housing.

Planning Policy Statement number 3, paragraph 29, states that the overall i.e. strategy - wide target for the amount of affordable housing to be provided should reflect an assessment of likely economic viability of land, taking account of risks to delivery and drawing on informed assessments of the likely availability of finance. It also states local planning authorities should aim to ensure the provision of affordable housing meets the needs of both current and future occupiers taking into account information from the strategic housing market assessment.

There are inherent difficulties in forecasting need so far ahead, given the time horizon of plans which is expected to be a minimum of fifteen years. Equally there are difficulties in forecasting viability and the availability of finance.

#### **Preferred approach based on assessment of need**

The approach taken has been to look at the levels of need according to the latest evidence (the 2006 ORS study forming the evidence base for a Strategic Housing Market Assessment [evidence document H 3], updated by the refresh of the HMA published in 2010 [evidence document H. 4]) and account of what has been achieved since H 3 was prepared.

In order to meet the overall housing need for the area of a total of 11,857 affordable houses would be required. This is based on the 2006 study, H3, with field work being done in 2005/6. This showed that at the time there was an overall backlog of 1403 affordable dwellings [10% intermediate tenure] and a net newly arising need of 561 dwellings pa (44% intermediate tenure).[Fig 161]

From the base date of the study, 2006, to the end of the Strategy period is 21 years. This would therefore imply a requirement at that time of  $(21 \times 561) + 1403 = 13,184$ . Of this total, 5315, or 40% would need to be intermediate tenures and 60% social rented.

In the three years 2005/6 to 2007/8, there were a total of 1306 affordable houses completed (net).

Therefore there is a residual requirement in the core strategy period of  $13,184 - 1,306 = 11,878$ . This compares with a total housing requirement of 35,660, [p43 of the submitted joint core strategy] or about 33% of the total.

It should be stressed however that these figures will need to be updated as the housing needs element of the evidence base produced in 2006 has a limited shelf life, and the Greater Norwich Housing Partnership is commissioning an update due to report in 2011.

The policy target is higher, because the Government's basic needs assessment model makes the assumption that any backlog at the time of the study is eliminated over the next 5 years. This therefore has the effect of increasing the affordable housing targets, and in the particular the social rented element.

Notwithstanding that, the ORS study (H3) recognised that many of those who, in theory, were at present outside the band that required social rented housing could not in practice afford any of the intermediate tenure products available and their needs could only be met in social rented accommodation. For this reason the study concluded that the intermediate tenure should be split and the lowest intermediate band and social rented housing combined. Figure 159 of the study reflects this, indicating an overall percentage requirement of 56.6% market, 5.4% upper/middle intermediate, and 38.0% lower intermediate/social rented. This suggests a tenure split within affordable housing of 12.4% intermediate and 87.6% rented, in the short term, if all need is to be met. This is largely confirmed by the 2009/10 update [evidence studyH4] (table 7.12) where upper and middle intermediate tenures account for about 15.7% of affordable housing need.

On the basis of performance between 2005/6 and 2008/9, provision has just about kept pace with newly arising need but made no inroads into the backlog. The 2003 affordable homes represent 26.7% of the total of 7505 completions, and slightly less than the implied  $561 \times 4 = 2244$  derived from the newly arising need identified (see above). Actual achievements (from Annual Monitoring Reports, which do not offer a split of tenure) are set out in the table below;

| Year   | SNC | Norwich | BDC | Total |
|--------|-----|---------|-----|-------|
| 2005/6 | 32  | 209     | 32  | 273   |
| 2006/7 | 117 | 277     | 107 | 501   |
| 2007/8 | 202 | 291     | 39  | 532   |
| 2008/9 | 379 | 235     | 83  | 697   |
| Total  | 730 | 1012    | 261 | 2003  |

### Alternative approach based on policy targets and current commitments

An alternative approach would be to look at the potential offered by the policy approach of seeking 40% on new allocations above the given threshold, and expectations from the current commitments. In reality this would mean seeking a 40% on all of the allocations proposed in the joint core strategy, as allocations are unlikely to be made for sites lower than the target thresholds of five units.

Estimates from the local planning authorities are that, at 2008, the base date of the JCS, the target affordable housing provision from commitments and that date were

|               |             |
|---------------|-------------|
| Broadland     | 875         |
| Norwich       | 2000        |
| South Norfolk | 836         |
| <b>Total</b>  | <b>3711</b> |

The total allocations proposed in the joint core strategy approximate to 23,195 (based on mid point of rural allocations)

If all were to achieve 40%, this would result in  $23195 \times 40\% = 9278$  affordable houses. Adding the potential from existing commitments would result in a total potential of  $3711 + 9278 = 12,989$  affordable houses. This however rests on a number of assumptions

1. It assumes 40% is achievable on all new allocations, unlikely to be the case in the current economic climate.
2. It assumes current commitments achieve current policy targets
3. It assumes 40% is sought on all allocations even if future assessments demonstrate a lower level of need [the current 40% target includes allowance for eliminating backlog.]
4. The 40% target is based on pragmatism rather than need which is currently at 43% of all completions, not only those on qualifying sites, for the next 5 years
5. It does not include Exceptions sites in the future allocations component which could add 1170 units, subject to funding.
6. It takes no account of non S106 sources e.g. contributions from the HCA
7. This approach does not offer guidance on tenure split.

If a more cautious assumption is made regarding viability in prevailing market conditions,

- 50% of sites achieve 40% affordable housing;
- 50% of the remainder achieve 30%;
- the remainder achieve 20%;

The result is modified as follows;

Existing commitments total 3711

New allocations in the JCS total 23,195

- 50% ( 11,598) achieve 40% affordable providing 4,639 affordable houses
- 5799 achieve 30% affordable housing, providing 1740 affordable houses
- 5799 achieve 20% affordable housing, providing 1160 affordable houses

Under this scenario the total affordable housing provided would be  
 $3711 + 4639 + 1740 + 1160 = 11,250$  affordable homes

## Background to assumption on contribution of “Exceptions Sites”

The approach taken has been to look at recent performance and programmed future developments and take an average annual rate for each of Broadland and South Norfolk. The overall assumed contribution is the combined annual rate multiplied by 18 (the years between the strategy's base date and 2026).

This gives a total assumed contribution of 65 per annum, or 1170 over the period of the strategy.

Recent achievements and future programs are summarised in the following tables.

| <b>Exceptions sites contribution</b> |        |     |     |     |      |       |       |       |
|--------------------------------------|--------|-----|-----|-----|------|-------|-------|-------|
| <b>South Norfolk</b>                 |        |     |     |     |      |       |       |       |
| <b>Parish</b>                        | 2005/6 | 6/7 | 7/8 | 8/9 | 9/10 | 10/11 | 11/12 | notes |
| 2 schemes                            | 15     |     |     |     |      |       |       |       |
| 0 schemes                            |        | 0   |     |     |      |       |       |       |
| 1 scheme                             |        |     | 8   |     |      |       |       |       |
| 1 scheme                             |        |     |     | 4   |      |       |       |       |
| 4 schemes                            |        |     |     |     | 34   |       |       |       |
| Alburgh                              |        |     |     |     |      |       | 4     |       |
| Alpington & Yelverton                |        |     |     |     |      | 5     |       |       |
| Ashwellthorpe                        |        |     |     |     |      |       | 8     |       |
| Barnham Broom                        |        |     |     |     |      | 4     |       |       |
| Bergh Apton                          |        |     |     |     |      | 6     |       |       |
| Bunwell                              |        |     |     |     |      | 6     |       |       |
| Carleton Rode                        |        |     |     |     |      | 9     |       |       |
| Denton                               |        |     |     |     |      | 6     |       |       |
| Diss / Roydon                        |        |     |     |     |      | 51    | 51    |       |
| Dickleburgh                          |        |     |     |     |      | 15    |       |       |
| Ditchingham (with Broome & Thwaite)  |        |     |     |     |      |       | 14    |       |
| Ellingham & Kirby Cane               |        |     |     |     |      |       | 8     |       |
| Marlingford & Colton                 |        |     |     |     |      |       | 4     |       |
| Newton Flotman                       |        |     |     |     |      |       | 13    |       |
| Scole                                |        |     |     |     |      | 12    |       |       |
| Spooner Row                          |        |     |     |     |      |       | 6     |       |
| Starston                             |        |     |     |     |      |       | 5     |       |
| Talcolneston                         |        |     |     |     |      |       | 8     |       |
| Thurlton                             |        |     |     |     |      | 9     |       |       |
| Tibenham                             |        |     |     |     |      |       | 5     |       |
| The Tivetshalls                      |        |     |     |     |      |       | 6     |       |
| Wacton                               |        |     |     |     |      |       | 6     |       |



|              |           |          |          |          |           |            |            |            |
|--------------|-----------|----------|----------|----------|-----------|------------|------------|------------|
| Wortwell     |           |          |          |          |           |            | 4          |            |
| <b>Total</b> | <b>15</b> | <b>0</b> | <b>8</b> | <b>4</b> | <b>34</b> | <b>123</b> | <b>142</b> | <b>326</b> |

SNC total to 2011/12 ie 7 yrs = 326 i.e. 46.6 pa

| <b>Exceptions sites contribution</b> |          |          |           |           |           |           |           |           |
|--------------------------------------|----------|----------|-----------|-----------|-----------|-----------|-----------|-----------|
| <b>Broadland</b>                     |          |          |           |           |           |           |           |           |
| <b>Parish</b>                        | 2005/6   | 6/7      | 7/8       | 8/9       | 9/10      | 10/11     | 11/12     | 12/13     |
| Blofield                             |          |          | 12        |           |           |           |           |           |
| Cantley                              |          |          |           |           |           |           | 5         |           |
| Felthorpe                            |          |          |           |           |           |           |           | 5         |
| Foulsham                             |          |          |           | 10        |           |           |           |           |
| Freethorpe                           |          |          |           |           |           | 7         |           |           |
| Great Witchingham                    |          |          |           | 15        |           |           |           |           |
| Halvergate                           |          |          |           |           |           | 5         |           |           |
| Horstead                             |          |          |           |           | 8         |           |           |           |
| Lingwood and Burlingham              |          |          | 15        |           |           |           |           |           |
| Rackheath                            |          |          |           |           |           | 6         | 6         |           |
| Reepham                              |          |          |           |           | 10        |           |           | 10        |
| Salhouse                             |          |          |           |           |           |           |           | 10        |
| South Walsham                        |          | 8        |           |           |           |           | 6         |           |
| Stratton Strawless                   |          |          |           | 4         |           |           |           |           |
| Tuttington                           |          |          |           | 6         |           |           |           |           |
| <b>Total</b>                         | <b>0</b> | <b>8</b> | <b>27</b> | <b>35</b> | <b>18</b> | <b>18</b> | <b>17</b> | <b>25</b> |

Broadland total to 2012/13 ie 8 yrs = 148 i.e. 18.5 pa

Over both districts the average pa is 46.6 + 18.5 = 65







**For more information, or if you require  
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