



# Norwich Local Development Framework Annual Monitoring Report

2005/06



NORWICH  
City Council



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# 1. Introduction

- 1.1 This is the second of the Annual Monitoring Reports produced under the new Planning and Compulsory Purchase Act 2004. Each local planning authority is required to publish an annual report to provide information about progress in preparing and consulting on the documents outlined in its Local Development Scheme and about development which is taking place in its area and the relationship between development and adopted development plan policies.
- 1.2 This Annual Monitoring Report for Norwich reviews the year April 2005 to March 2006. It therefore covers the emergence of the first of the new style Local Development Framework documents (the Statement of Community Involvement).
- 1.3 The City of Norwich continues to experience significant development and regeneration. The rate of development has maintained its generally high level and is reflected in a variety of sectors – retail, housing, leisure and recreation. This report looks at the overall picture of development taking place – and decisions on new applications, which will mainly be implemented in subsequent years. It also looks at the extent to which these developments are consistent with policies in the adopted City of Norwich Replacement Local Plan (November 2004) – and areas where decisions have not been made in accordance with policies and the reasons for this.

## Contextual Changes – National and Regional Policies

- 1.4 In the period 2005/6 there were a number of changes in the national and regional policies, which affect the context in which the City's policies have to be developed, but these were not as numerous as in previous years. The following is a very brief summary of the implications for Norwich – if readers want to find out more general information about these, they are available on the DCLG website ([www.communities.gov.uk](http://www.communities.gov.uk)) or the regional documents on the East of England Regional Assembly website ([www.eera.gov.uk](http://www.eera.gov.uk)).
- 1.5 **PPS3 – Housing (2005)** was published in draft form. Draft PPS3 contained revised policies which:
  - were designed to make planning more responsive to housing need and demand, ensuring everyone has the opportunity of a decent home, which they can afford, in a community where they want to live;
  - were needed to overcome constraints in the planning system identified in the Barker Review as a potential barrier to housing supply;
  - aimed to meet need in high demand areas, where local authorities have not always identified sufficient sustainable sites;
  - addressed the issue that in some low demand areas, housebuilding outstrips demand.

[Note that the final version of PPS3 was published in November 2006 and will be summarised in next year's Annual Monitoring Report.]



- 1.6 **PPS9 – Biodiversity and Geological Conservation (2005)** was published in final form. PPS9 sets out policies on the protection of biodiversity and geological conservation through the planning system. It states that:
- Local authorities should maintain up to date information on the environmental characteristics of their area, including identifying areas of ancient woodland and other important habitats there are not already designated and ensuring that development does not have a negative influence on protected species;
  - Plan policies should aim to maintain, enhance, restore or add to biodiversity and geological conservation interests. They should promote opportunities for the incorporation of beneficial biodiversity or geological features in and around new developments;
  - Planning decisions should aim to prevent harm to biodiversity and geological interests. Where significant harm cannot be prevented, adequately mitigated against or compensated for, then planning permission should be refused.
- 1.7 The main implications for Norwich are that the Replacement Local Plan policies for protection of the natural environment should continue to be promoted in the new LDF, but with greater emphasis on enhancement of biodiversity where possible. This includes:
- Protection and enhancement of the environmental assets of the city (including designated sites and woodland);
  - Ensuring that protected species are not adversely affected by development and;
  - Promoting green links and riverside walks within the urban area and out to the urban fringe, as promoted by the River Valleys Strategy.
- A Good Practice Guide was published in March 2006 to complement PPS9.
- 1.8 **PPS25 – Flood Risk (2005)** was published in draft form. This draft document strengthens and clarifies the broad thrust of existing policy. Key changes in the policy approach include:
- taking a risk-based and more strategic approach;
  - requiring Strategic Flood Risk Assessment for Local Development Documents;
  - a revised sequential approach to determining the suitability of land for development;
  - that departures from this approach will only be justified in exceptional circumstances, and an Exception Test is set out.
- 1.9 A Strategic Flood Risk Assessment and a Water Cycle Study are to be undertaken for the Greater Norwich area, in order to ensure that growth takes place either away from flood risk areas or with appropriate mitigation of risk and that water infrastructure is provided to support growth. Sustainable Drainage Systems (SUDs) are also promoted in the Greater Norwich area. [Note that the final version of PPS 25 was published in December 2006 and will be covered in next year's AMR].



- 1.10 **Good Practice Guide on Planning for Tourism (2006)**. This new guide in effect replaces existing planning policy guidance on tourism set out in PPG 21, which was cancelled on 1 September 2006. The government regards it as being unnecessary to provide a new PPS on tourism, as other PPS's, along with this guide, cover the necessary issues.
- 1.11 The Good Practice Guide is designed to:
- ensure that planners understand the importance of tourism and take this fully into account;
  - ensure that those involved in the tourism industry understand the principles of national planning policy as they apply to tourism and how these can be applied when preparing individual planning applications;
  - ensure that planners and the tourism industry work together effectively to facilitate, promote and deliver new tourism development in a sustainable way.
- 1.12 The Council will need to assess how the priorities of the **Norwich: City Destination Strategy (2004)** can be best reflected in local development documents. The tourism-related priorities of the strategy are to:
- build on existing strengths – heritage, retail, culture, events, night-time economy, sports and leisure, business tourism;
  - attract new visitors from the UK and Europe: promote high value tourism, business tourism and increase overnight stays;
  - promote image and co-ordination between bodies in partnerships.
- 1.13 Tourism plays a role in the Northern City Centre Area Action Plan and the Council has a Supplementary Planning Document (SPD) on Heritage Interpretation. The Core Strategy will also need to address tourism strategy.
- 1.14 The **East of England Plan (Regional Spatial Strategy)** was published in draft in December 2004 and the Examination in Public took place from November 2005 to March 2006. The strategy covers the period 2001-2021.
- 1.15 The Panel's Report on the public examination of the Regional Spatial Strategy was published in June 2006 and the Secretary of State's Modifications are expected to be published in December and to be based on the Panel's Report. The major policy implications for Norwich in the Panel's Report are:
- employment growth of 36,000 for the 'Greater Norwich' Area with the aim of achieving a more sustainable balance between workers and jobs;
  - new housing target of 33,000 for the Norwich Policy Area (of which 14,100 is in the City);
  - a Regional Transport Strategy (as part of the plan), which seeks to minimise the environmental impact of travel by reducing the need to travel and achieving an eventual reduction in traffic on the region's roads, encouraging the use of sustainable modes of transport and widening choice of modes. Norwich is identified as a 'Regional Transport Node', to which accessibility should be promoted;



- Regeneration priorities, of which the City is one, with a focus on the built heritage and economic growth;
  - Protection of the distinctive historic built environment and promotion of good quality of design and sustainable construction methods;
  - Protection and enhancement of the region's natural environment, including its biodiversity, while minimising the risks of flooding.
- 1.16 The Panel's Report contains recommendations that the Norwich Area local authorities should work more closely together to plan for the wider Norwich Area and its proposed growth. Following discussion with the Government Office and the other authorities, we have agreed to take forward a joint Core Strategy covering Norwich City, Broadland and South Norfolk District areas, assuming the requirement is maintained in the draft Modifications when they are published. Members have set up the Greater Norwich Development Partnership to oversee this process. The implications are considered in section 2 below relating to the Core Strategy.

## Management of the LDF Process

- 1.17 The City Council has set up a Local Development Framework Working Party, enabling members to have an input during the process of preparation of documents and consultation. The full Council will approve the Core Strategy document as a strategic priority for the whole Council. Other documents will be dealt with by the Executive, provided they are consistent with that strategy and with other corporate policy statements. The current work on the Northern City Centre Area Action Plan is approved by Executive, following consideration by the Local Development Framework Working Party.
- 1.18 The project management of the LDF process has developed during the year since the last AMR. The Council is setting up internal procedures to ensure that the relevant officers in other services are involved in preparation of the Area Action Plan documents and similarly arrangements for the Joint Core Strategy are being put in place across a wider range of stakeholders. The Council is also using the Planning Advisory Service's "Soundness Self-Assessment Toolkit" as a way of monitoring the process of document preparation to ensure that all regulatory matters are considered and all the tests of soundness covered.
- 1.19 The Norfolk planning authorities are jointly developing their monitoring capability and hope to have in place a common system to enable a fuller range of data to be gathered from which to report on policy performance from April 2007.

## Key Challenges for Planning in Norwich

- 1.20 The period covered by this report has seen further progress in the regeneration of the City. Development has been underway on numerous schemes during the year 2005/6. Many of these have been major developments – most notably the redevelopment of the former hospital site, the commencement of work on the former Reads Mill and Paper Mills Yard at King Street and the completion of the Chapelfield shopping mall development (although work continued on the housing element of that scheme into 2006/7).



- 1.21 The key challenge for the City Council is to support and maintain this rate of development, whilst ensuring that the form of this development is both sustainable and consistent with the Council's strategy. This will include ensuring that regeneration projects support and enhance the special heritage and environmental character of the City. The planning authority also seeks to provide for an appropriate mix of development and to ensure that such development relates well to existing services and to the economy of the City. In these respects partnership arrangements with the County Council as highways authority, with the Environment Agency in its responsibility for the water environment and other statutory bodies are being developed. This has been particularly necessary in order to bid for the status of and to implement projects funded through the 'New Growth Point' for Norwich (approved in October 2006).
- 1.22 An additional challenge is therefore to deliver the scale of growth now proposed and supported by government. The Regional Spatial Strategy Panel Report (June 2006) recommends that the Norwich area be designated a 'Key Centre for Development and Change' and it proposes to increase the rate of housing growth over the period 2001 to 2021 to 33,000 (1650 per annum) and of job growth to 36,000. The Panel Report says that "The primacy of Norwich as the main centre for much of East Anglia is undisputed." Indeed the Norwich Sub-Region has the highest proposed rate of growth of any urban centred area in the East of England.
- 1.23 In order to support and justify this rate of growth various studies are being put in place (on a 'Greater Norwich' basis – see paragraphs 2.5/2.6) to show what investment will be necessary to enable growth to happen in a sustainable manner. A variety of infrastructure investment is required to enable growth and the planning system will need to provide a clear focus on what shortfalls exist and where and when those will be addressed. There may be greater cost implications in providing appropriate major infrastructure investment, because of the need to protect the City's historic character as part of its fundamental attraction for growth. On the other hand such investment will bring significant benefits for sustainability and accessibility in the Norwich area.



## 2. Local Development Scheme – Implementation and Slippage

- 2.1 The City Council's Local Development Scheme (LDS) was updated in February 2006 following approval of a revised version to Government Office for the East of England (GO East) (available on the City Council's website, [www.norwich.gov.uk](http://www.norwich.gov.uk)).
- 2.2 This Annual Monitoring Report is required to review progress over the period April 2005 to March 2006 in terms of preparation of local development documents and the progress towards milestones in the LDS. It compares progress with the targets in that latest review of the LDS. It also includes material relating to actions up to November 2006, as this provides a more up to date picture.
- 2.3 The initial Norwich LDS was prepared shortly after the adoption of the City's Replacement Local Plan (in November 2004). The full Local Plan is now available on the website with the Proposals Map. Section 5 of this report considers whether any of its policies are no longer being implemented by the City Council.
- 2.4 The City Council opted in the 2005 LDS not to commence work immediately on most of the new documents required for the Local Development Framework (LDF) system. Initially this was justified because we wished to focus on certain policies in the newly adopted Local Plan, which needed interpretation through Supplementary Planning Documents and through Area Action Plans related to regeneration priorities. Subsequently it has become apparent that this enables the City's LDF to fit in with the suggested joint Core Strategy for the Norwich Policy Area to ensure that growth across the area is effectively coordinated.
- 2.5 There is no provision in published Local Development Schemes for any of the three authorities in the Norwich Policy Area to work on a joint Core Strategy. Therefore the wider community has not yet been formally notified of the amended situation. Notwithstanding this position, and in light of provisional agreement to do so, it is prudent for the three authorities to commence work on:
- planning the production of a joint Core Strategy;
  - considering joint staffing arrangements and other resources needed for the project;
  - commissioning studies to inform the contents;
  - integrating New Growth Point delivery mechanisms, projects and monitoring into the plan as appropriate;
  - undertaking initial Regulation 25 stage consultations.
- 2.6 This AMR assumes that such a joint Core Strategy for the Greater Norwich Area will be prepared. There are significant effects on the current planned Local Development Schemes for each of the authorities concerned. These effects include:
- cancellation of Core Strategy work on an individual District basis (impacting primarily on the two other authorities where consultation had already commenced);





- amendments to the timetable for preparation of site specific DPD's which will follow the stages of the Core Strategy work, but will be prepared for each District separately;
- potential amendments to other DPD's and SPD's which are dependent on the strategy or the site specific documents.

2.7 Therefore, in terms of monitoring the implementation of the LDS through this AMR, it is appropriate to register the delay in proceeding with Core Strategy work; 'knock-on' effects to other DPD's; and indicate the need to agree and publish significant amendments to current LDS's, once the Secretary of State has published her Modifications to the RSS.

## Local Development Documents

2.8 The following documents were identified (in the revised LDS, February 2006) for completion during 2006 :

- Statement of Community Involvement (SCI)
- Green Links and Riverside Walks Supplementary Planning Document (SPD)
- Open Space and Play SPD
- Houses In Multiple Occupation SPD
- Flood Risk and Development SPD
- Cultural and Leisure Development SPD
- Transport Contributions from Development SPD
- Energy Efficiency SPD
- Trees and Development SPD
- Accessible and Special Needs Housing SPD
- Heritage Interpretation SPD
- Rose Lane/Mountergate Planning Brief
- Prospect House/Ber Street Planning Brief

2.9 The Affordable Housing SPD and the East Norwich Regeneration Sites Brief were identified for completion soon after this – early in 2007. The Northern City Centre Area Action Plan was scheduled to continue preparation throughout the period with adoption at the end of 2007. Thus there are 15 documents whose progress has to be evaluated in this AMR.

## Development Plan Documents

2.10 The **Statement of Community Involvement** has been prepared. A draft was published for public consultation (under Regulation 26) in November 2005. The production of the submitted document took a short length of time and it was submitted to the Secretary of State in April 2006 (target date March 2006). The Examination in Public took place wholly by the written representation method and the Inspector's Report was received in November 2006.



The SCI is expected to be adopted formally in January 2007 (target date – August 2006). Slippage of 5 months is accounted for by the process of Examination taking longer than expected, despite no objections requiring a formal hearing, and delays in adopting the document due to City Council internal procedures and workload.

#### SCI Milestones

Activity	Target	Actual/Expected
Commencement	June 2005	June 2005
Reg.26 Public Participation on Draft	November 2005	November 2005
Reg.28 Submission to Sec of State	March 2006	April 2006
Pre-Examination Meeting	May 2006	Not required
Commence Public Examination	June 2006	July 2006
Adoption	August 2006	January 2007*

[\* projected date]

- 2.11 The **Northern City Centre Area Action Plan** commenced in 2005, with preparatory work. This plan involves a complex area with a number of key regeneration sites being considered for redevelopment. It is therefore an area, which can expect to see major change over the next ten years. In addition Anglia Square, the large block of development comprising a retail, leisure and office centre at the heart of the area, was sold to new owners, who are committed to significant investment in the area.
- 2.12 In February/March 2006 consultation began on identifying the key issues for the area with a series of stakeholder workshops and meetings. A further stage of consultation on Issues and Options was held during July/August 2006, for which a document was published. The City Council has decided that the detailed design and location of redevelopment need to be explored through a Masterplan exercise and is hoping to commission such a study to take place during 2007 and providing an essential component of the Preferred Option stage and preparation for the submitted version of the plan. In order to ensure that this exercise fits within the options being pursued for the area, this is expected to be carefully controlled within certain principles, which are expected to be the subject themselves of further consultation.
- 2.13 Consequently the milestones identified in the LDS (Feb 2006) have been achieved, but a further stage has effectively been added into the work programme and will delay submission of the document. The Preferred Options Report is expected to be published for consultation during July/ August 2007.

#### Northern City Centre AAP – Milestones

Activity	Target	Actual/Expected
Commencement	March 2005	March 2005
Preparation of Scoping Report for SA	October 2005	October 2005
Reg.26 Public Participation on Issues & Options	February 2006	July 2006



Activity	Target	Actual/Expected
Consultation on Preferred Option (Draft plan)	July 2006	September 2007*
Reg.28 Submission to Sec of State	January 2007	February 2008*
Pre-Examination Meeting	April 2007	June 2008*
Commence Public Examination	June 2007	September 2008*
Adoption	December 2007	January 2009*
		[*projected date]

- 2.14 The **City's Core Strategy** was originally planned to commence in September 2006 and for Issues and Options to be published for consultation in July 2007. As explained above this document will now be prepared as a Joint Core Strategy for the Greater Norwich area. This will be prepared for the defined growth area covering Broadland, Norwich and South Norfolk Districts (but excluding the area covered by the Broads Authority). The delay in this document has been occasioned by the revisions proposed by the Panel to the Regional Spatial Strategy. Work is expected to commence on the Joint Core Strategy formally in January 2007 with consultation on Issues and Options commencing in October 2007. A revised LDS reflecting these changes will be submitted to Government Office in February 2007.
- 2.15 The Site Allocations DPD and the City-wide Development Control Policies DPD are now dependent on progress of the Joint Core Strategy, as the primary document to which they must conform. The Site Allocation plan work was due to commence in September 2006, but this is now expected to commence in September 2007 with Issues and Options consultation in October/ November 2008. This work will, however, be informed by a Strategic Housing Land Availability Assessment (SHLAA)<sup>1</sup> which will commence shortly.
- 2.16 A number of background studies for the new Joint Core Strategy are now commenced or about to be commissioned to inform the Core Strategy. The Strategic Flood Risk Assessment has reported on the first phase of work providing the scope for the more detailed study of flood risks and modelled levels. A Housing Needs Study was completed in the summer of 2006. The Retail Study has just commenced. The following studies will be commissioned in the near future – SHLAA (Norwich); Green Infrastructure Study; Water Cycle Study; Housing Market Appraisal; Employment Land and Market Study; Transport Modelling of Options with possible further studies to be added to the list.

## Supplementary Planning Documents

- 2.17 Supplementary Planning Documents (SPD's) are intended to reinforce and add detail to the policy messages of the adopted Local Plan. Most of the proposed SPD's (except the first dealt with below) were previously planning guidance statements under the old arrangements. They are being updated and revised to reflect the current position.

<sup>1</sup>The SHLA is required by government policy in PPS3 and replaces the Urban Capacity Study required under the previous guidance.



- 2.18 The **East Norwich Regeneration Area Planning Brief** is being prepared for key regeneration sites east of the City Centre. It has also been the subject of a Masterplan exercise. This has been funded by the East of England Development Agency (EEDA) and is expected to produce its final report in January 2007. This will then provide the basis for consultation as a draft Planning Brief for the sites involved (primarily the Deal Ground and Utilities site, both allocated in the City of Norwich Replacement Local Plan). Whilst the principal development sites are in the City, the Plan also involves a small area of land in South Norfolk and a more significant area within the Broads Authority area and so is being jointly prepared with those two neighbouring authorities.
- 2.19 The programme for this Brief suggested a target for its adoption in April 2007. This seems likely to be extended by a few months. Some aspects of the Masterplan have been controversial and the final report now requires detailed consideration by members and stakeholders, before it can be taken forward as a Joint Planning Brief. Adoption by July 2007 would seem possible and this will be put forward as the target (unless unforeseen eventualities suggest a longer timetable once the Masterplan is received). The Planning Brief for this area will need to be accompanied by a full sustainability appraisal and consultation and this will also take more time than originally envisaged.

#### **East Norwich Regeneration Area Planning Brief – Milestones**

Activity	Target	Actual/Expected
Commencement	January 2006	January 2006
Reg.17 Public Consultation on Draft SPD	December 2006	June 2007
Adoption	April 2007	September 2007

2.20 **Other Supplementary Planning Documents** were timetabled on the assumption that they could move forward quickly. In practice the new regulations have meant that each SPD has to be accompanied by a Sustainability Appraisal statement and this has required extensive consultation with GO East and others. Consultation on a batch of the SPD's commenced in December 2005 and others followed in February 2006. The attached schedule (Figure 1) shows how the timetable for production of the SPD's has progressed, all except two being now adopted. One of those two (Transport Contributions) is being reconsidered following consultation and revisions may need to be made and reconsulted on.

2.21 The Urban Design Guide is now proposed to be dealt with in other ways, including a range of informal guidance and Conservation Area Appraisals, rather than the production of one SPD document. Some elements of this may come forward in the programme in future years.

#### **Green Links and Riverside Walks SPD – Milestones**

Activity	Target	Actual/Expected
Commencement	May 2005	July 2005
Reg.17 Public Consultation on Draft SPD	January 2006	February 2006
Adoption	May 2006	December 2006



### Open Space and Play Provision SPD – Milestones

Activity	Target	Actual/Expected
Commencement	May 2005	July 2005
Reg.17 Public Consultation on Draft SPD	December 2005	December 2005
Adoption	March 2006	June 2006

### Houses in Multiple Occupation SPD – Milestones

Activity	Target	Actual/Expected
Commencement	May 2005	July 2005
Reg.17 Public Consultation on Draft SPD	December 2005	December 2005
Adoption	March 2006	June 2006

### Flood Risk and Development SPD – Milestones

Activity	Target	Actual/Expected
Commencement	May 2005	July 2005
Reg.17 Public Consultation on Draft SPD	December 2005	December 2005
Adoption	March 2006	June 2006

### Transport Contributions from Development SPD – Milestones

Activity	Target	Actual/Expected
Commencement	July 2005	July 2005
Reg.17 Public Consultation on Draft SPD	January 2006	February 2006
Adoption	May 2006	June 2007*

[NB. A further consultation is allowed for on this SPD, as revised figures for contributions are being calculated]

### Energy SPD – Milestones

Activity	Target	Actual/Expected
Commencement	April 2005	April 2005
Reg.17 Public Consultation on Draft SPD	January 2006	February 2006
Adoption	May 2006	December 2006

### Trees and Development SPD – Milestones

Activity	Target	Actual/Expected
Commencement	August 2005	August 2005
Reg.17 Public Consultation on Draft SPD	February 2006	February 2007*
Adoption	June 2006	June 2007*



**Accessible and Special Needs Housing SPD – Milestones**

Activity	Target	Actual/Expected
Commencement	May 2005	July 2005
Reg.17 Public Consultation on Draft SPD	December 2005	December 2005
Adoption	March 2006	June 2006

**Heritage Interpretation SPD – Milestones**

Activity	Target	Actual/Expected
Commencement	July 2005	July 2005
Reg.17 Public Consultation on Draft SPD	January 2006	February 2006
Adoption	May 2006	December 2006

**Affordable Housing SPD – Milestones**

Activity	Target	Actual/Expected
Commencement	March 2006	August 2006
Reg.17 Public Consultation on Draft SPD	September 2006	January 2007*
Adoption	December 2006	May 2007*

**Rose Lane/ Mountergate Brief (SPD) – Milestones**

Activity	Target	Actual/Expected
Commencement	July 2005	July 2005
Reg.17 Public Consultation on Draft SPD	December 2005	February 2006
Adoption	March 2006	May 2007*

**East Norwich (Deal Ground/ Utilities site) Brief (SPD) – Milestones**

Activity	Target	Actual/Expected
Commencement	October 2005	October 2005
Reg.17 Public Consultation on Draft SPD	September 2006	July 2007*
Adoption	December 2006	September 2007*

(\* = Projected dates)



# SPD Production – Programme and actual

Document	2006												2007											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Green Links and Riverside Walks SPD – Prog <small>From LDS Actual/Projected</small>	■	■			■						■													
Open Space and Play SPD – Prog <small>From LDS Actual/Projected</small>	■	■				A																		
Houses in Multiple Occupation SPD – Prog <small>From LDS Actual/Projected</small>	■	■				A																		
Flood Risk and Development SPD – Prog <small>From LDS Actual/Projected</small>	■	■				A																		
Transport Contributions SPD – Prog <small>From LDS Actual/Projected</small>	■	■									■				■									
Energy Efficiency SPD – Prog <small>From LDS Actual/Projected</small>	■	■									■													
Trees and Development SPD – Prog <small>From LDS Actual/Projected</small>	■	■				A									■									
Accessible & Special Needs Housing SPD – Prog <small>From LDS Actual/Projected</small>	■	■				A																		
Heritage Interpretation SPD <small>From LDS Actual/Projected</small>	■	■									■													
Affordable Housing SPD <small>From LDS Actual/Projected</small>	■	■								■					■									
East Norwich – Deal Ground Planning Brief <small>From LDS Actual/Projected</small>	■	■									■				■									
Rose Lane / Mountergate Planning Brief <small>From LDS Actual/Projected</small>	■	■									■				■									

## KEY

■ Preparation and SA appraisal

■ Consultation on draft

■ Adoption of SPD

■ A = adoption completed



## 3. Policy Performance

- 3.1 During the year April 2005 – March 2006 the volume of development under construction has been maintained with further large schemes coming forward. Completions have also continued at their previous high level. This Annual Monitoring Report has to look at all developments and compare the form and nature of development with the aspirations of the adopted Local Plan.
- 3.2 This section of the report has a twin focus on both the development that has taken place during 2005/6 and the process of considering proposed developments, which may not come to fruition for some time yet. This latter process includes the small proportion of proposals that are refused and consideration of whether those refusals represent an appropriate interpretation of policy. The Indicators are shown in Annex 1.
- 3.3 The report therefore looks at the Local Plan policies and how they are being implemented in terms of the development permitted, development completed and refusals.

### Business Development – Completions

- 3.4 The largest single scheme completed in the City in 2005/6 was, of course, the Chapelfield shopping centre development. This was originally approved in October 2001. The new retail mall opened for trade in Autumn 2005 and provided a significant boost to the City's economy and to its attraction for visitors and shoppers. Norwich's retail attraction has raised it to 8th in one national shopping centre survey and to fifth in another. As a retail centre it is now firmly established in the top ten nationally – well above much larger cities such as Leicester, Cardiff and Bristol. More detailed information is in the Retail section of this report (para 3.27 onwards).



*Chapelfield*





- 3.5 During 2005/6 the rest of the business sector experienced relatively little change with no major new developments being completed. The following schemes with planning permission were implemented during that year and a total of 0.53 hectares of new employment land developed during the period.
- Sweet Briar Estate – 2,330 sq. metres in five new business starter units (B1 or B8) was completed.
  - Swanton Road – MOT and repair centre at the former Training Workshop
  - Former Bowthorpe School Site, Bowthorpe Road – new fire station and training facility for Norfolk Fire Service.
- 3.6 During the year there were also developments under way at University of East Anglia, which have provided significant new employment opportunities there. These were a new health centre and student community centre and an extension to the University Library.
- 3.7 One significant development during the year was the completion of a number of new hotels. These are detailed under the Leisure and Culture section (para below)

## Business Development – Decisions

- 3.8 The indicators relating to decisions taken on employment sites are those at LP5 and LP6 (Annex 1). Approval was refused in 2005/6 for the only small business development brought forward and the loss of sites from employment to other uses/developments was considerable. The loss of employment sites was in fact very similar to the rate of loss recorded in 2004/5 (7,130 sq.m. compared to 6,800 sq.m.). In part this process is due to national guidance, which no longer offers protection to most employment sites.
- 3.9 The loss of employment land does not include sites that were permitted during the year on land that had long since ceased to be used for such purposes. Sites like Paper Mills Yard, Reads Mill and St Anne's Wharf were excluded from the figures because they were all previously identified as housing sites through the Local Plan. They would more than double the amount of land 'lost' from employment use, if they were considered.
- 3.10 A total of 7,130 sq. m. of new employment floorspace was permitted during the year and a further 3,940 sq. m. would result from permitted changes of use. However, within these figures the amount of new office floorspace created is very low. This is of concern because almost all the job growth now projected for the Norwich area is expected to be in office-type jobs (evidence to the RSS Examination in Public, 2006).
- 3.11 As in the previous year's report concern arises from the loss of office employment to peripheral business park sites. This is unsustainable, since it leads to a considerable increase in the numbers of people relying on the car to get to work. Much of the City Centre's office accommodation is outdated and not fit for purpose. It will need to be enhanced and in some cases, redeveloped, to compete with the new Business Parks on Norwich's urban fringe. The Northern City Centre Area Action Plan will need to take this into account when identifying suitable sites for office development. In addition other schemes are under discussion which should come to fruition in the next few years.

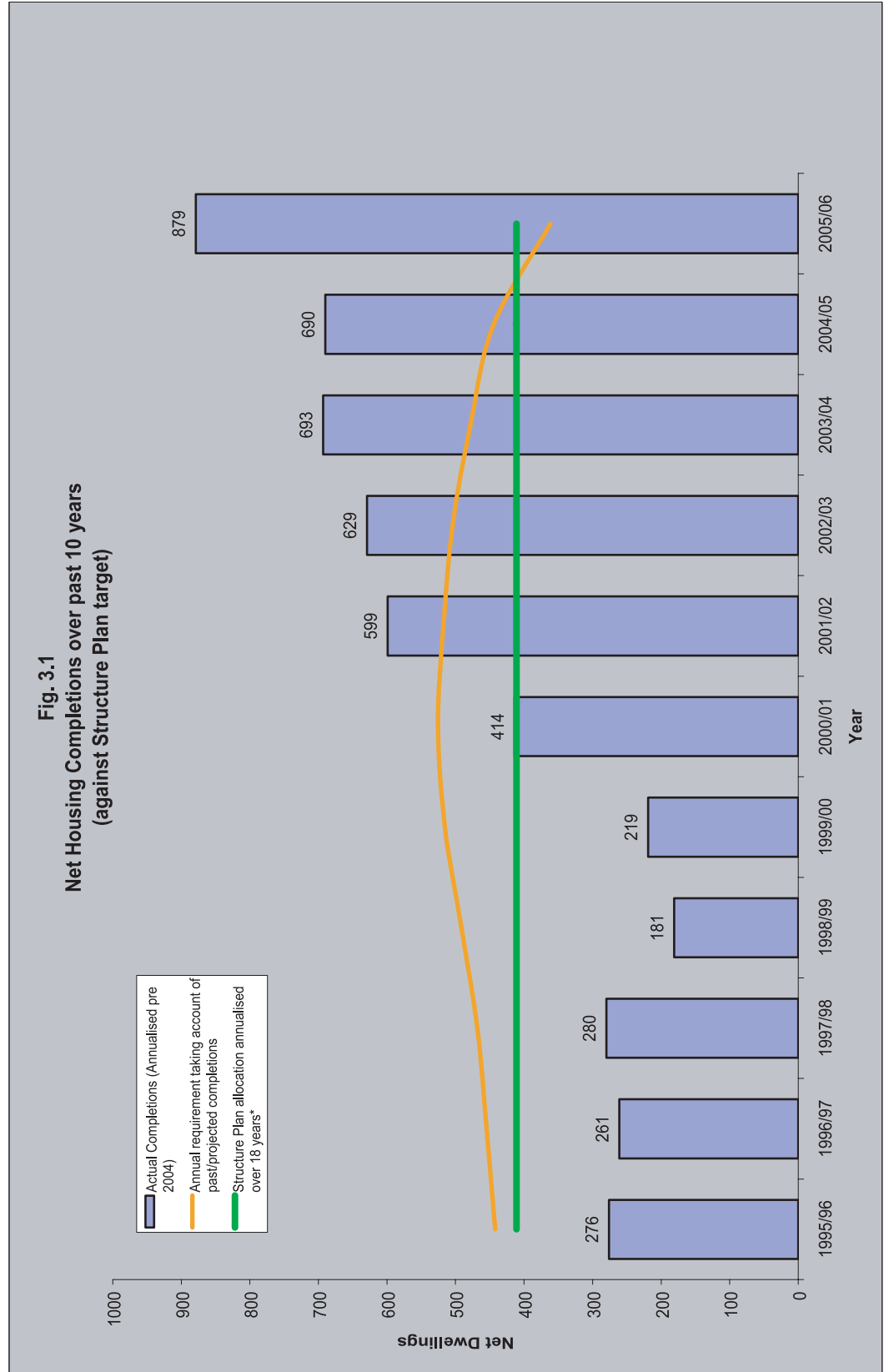


## Housing Development – Completions

- 3.12 The house-building industry has continued to achieve a high rate of development in Norwich in 2005/6. A total of 903 dwellings were completed this year. Allowing for losses to the existing dwelling stock through demolition, the net increase in the Norwich housing stock was 879. These figures represent a further increase in house building from 2004/5 (a total of 824 was completed in that year), which was itself the highest figure for 20 years. The graph at Figure 3.1 shows the trend in net completions over the past 10 years and the significant increase particularly since 2001. The rate is now well above the target in the Local Plan (see Annex 1, Indicator LP11).
- 3.13 During the year 2005/6 flats made up over half of the completed units. Average density was 62.8 dwellings per hectare across the City. Much of this development was on brownfield, inner city sites including the following which were completed during the year :
- Brewery site, King Street
  - Warminger Court, Ber Street (sheltered flats)
- 3.14 Dwelling completions in the City Centre increased significantly during 2005/6 – from 147 the previous year to 307 in this period. Schemes at Reads Mill/ Cannon Wharf (King Street), Paper Mills Yard (King Street), Quayside (off Fye Bridge Street) all commenced during 2005/6. The first two of these represent major regeneration schemes in the King Street area, an area which was previously supported by SRB grants.
- 3.15 Affordable housing maintained the high rate of completions of the previous year. Of the 903 dwellings completed in 2005/06, 209 were affordable dwellings built by or for Registered Social Landlords (Housing Associations) – more than 20% of the total. However, this falls very slightly below the target rate set in the Local Plan (see Indicator LP12 in Annex 1). The total included several sites in the concrete block replacement programme together with the Jamieson Place and Bullard Road sites. 97 units were completed on private development schemes as a result of s106 agreements, including schemes at Duke Street, Chapel Break and Tolye Road, Bowthorpe.
- 3.16 Total housing completion rates have been well above the target set by the approved Structure Plan (a rate of 411 dwellings per annum) for the last four years. However, because the housebuilding rates achieved for most of the previous 8 years (from 1993) were substantially below this target, there is still a small element to be built, although it now requires a reduced overall rate per annum. The residual dwelling requirement (i.e. the number of dwellings required to meet the target) over the remaining 5¼ years of the Structure Plan period is now 1,898 dwellings, giving a requirement for Norwich of 362 per annum over that time.
- 3.17 With the publication of the Panel's Report on the draft Regional Spatial Strategy (June 2006), it is now more relevant to compare development rates with the rate required to be achieved in order to meet the proposed RSS policy requirement for Norwich, rather than the Structure Plan figure. The Panel Report proposes a rate of completion of just over 700 dwellings a year for Norwich (2001-2021). A total of 3,490 dwellings have been completed over the first 5 years of the RSS period – almost exactly on target - leaving a further 10,610 to be provided (a rate of 707 per annum).



- 3.18 The future rate of housing development can be projected by taking account of schemes with planning permission, allocated housing sites which have not yet been brought forward, and other known sites where proposals are anticipated to come forward soon. This 'housing supply trajectory' is illustrated in Annex 1 (Indicator 2b) and is a key indicator for the City's prospects of development in future. This indicator shows that Norwich's ambitious targets for housing development in the RSS are eminently achievable with annual rates projected to increase further over the next four years. Indeed, if development trends and density increases continue, it is expected that Norwich will need few additional allocated sites to be identified through the LDF process.
- 3.19 The rate of development projected in the Trajectory assumes that sites continue to come forward at the rate that has been approved in permissions for each specific site or has been discussed (in most cases) with developers or owners. There are two caveats that must be placed on that analysis :
- (i) the capacity of the building industry to deliver the high projected numbers in the next few years must be in doubt, given that neighbouring districts are also showing marked increases in their projected housing completions over that period.
  - (ii) certain trends in the housing market suggest that there could be a slackening in house price increases, especially for flats, and hence some of the sites may prove to be uneconomic to develop until market conditions improve in that sector of the market – unless developers are willing to vary the type and size of units permitted on sites (or under discussion)
- These factors suggest that the release of identified development sites could be spread out over a longer period, which would even out the graph from the highest rates shown in the next few years.
- 3.20 A further indicator of housing development is the proportion of new homes built on previously developed (brownfield) land (Annex 1 Indicator 2b). In the monitoring year this stood at 70.8% in Norwich – slightly below recent years, when this was as high as 83%. The Council has always anticipated this proportion would show such a drop as certain allocated greenfield sites came forward – such as the former Bowthorpe School site, The Loke (Dereham Road) and the Three Score sites at Bowthorpe. With a further allocation of 1200 dwellings on a greenfield site about to be permitted (in early 2007), this trend can only continue in the short term.
- 3.21 Density of new housing development increased markedly in 2005/6 to an average of 62 dwellings per hectare. This compares with the government's national advice to achieve over 30 dwellings per hectare. Only 2% of development was on sites below this density (see Annex 1, Indicator 2c), with 35.8% being between 30 and 50 dwellings per hectare and a remarkable 61.9% of all new housing being on sites above 50 dwellings per hectare. As nearly all such sites are characterised by flatted developments (at least in part), this demonstrates the growing dependence upon flats as the dominant element in the City housing market. Conversely it demonstrates that people seeking new houses, or needing larger accommodation may be forced to look further afield.





## Housing Development Decisions

3.22 The rate of housing development is likely to be at least maintained over the coming years. There was no slackening in the rate at which sites came forward during 2005/6. 1536 new dwellings were permitted during 2005/6, of which 1116 were flats. Net gain over and above previous permissions and allocations was 994 dwellings. This compares with 672 new dwellings approved in 2004/5.

3.23 Significant housing schemes approved in the year include the following key regeneration schemes :

- Reads Mill, King Street (160 flats with restaurant/ bar)
- Paper Mills Yard, King Street (180 flats)
- St Anne's Wharf, King Street (437 flats with office space and restaurants/bars)

The first two of these schemes have now commenced construction. The St Anne's Wharf site has been sold on to new owners and has not yet commenced development. This is the key site in the area, being the landing point for the proposed bridge connecting King Street to Riverside as well as being adjacent to Dragon Hall.

3.24 Of the permissions granted in the year 2005/6, only two were on greenfield (or partly greenfield) sites. These accounted for 105 dwellings out of the total. Hence 93.2% of new dwellings approved in 2005/6 were on previously developed (brownfield) sites.

3.25 During the year applications for a further 171 dwellings were refused. Most of these were relatively small infill schemes and were refused on detailed design or over-intensification grounds. Whilst most were on brownfield sites, they were dominated by flats in the same way as the approvals. It is notable that few refusals relate to intensity of development, whereas several schemes raise concerns about the lack of open space provision and the intensity of development in some of the City Centre or inner urban areas.

3.26 The future impact of this scale of flatted development must be monitored closely. A Housing Market Appraisal is being undertaken for the Greater Norwich area (Broadland, Norwich and South Norfolk Districts) at present and is expected to be published in about April 2007. This will investigate (inter alia) the impact on the housing market of the large number of flatted schemes coming onto the market in the city at present. It is certainly likely to accentuate a long-run trend for younger single people to move into the City area, while they are students or in uncertain employment and then to move further out to the suburban areas once they form more stable families with young children, since there will be few larger houses in the new housing stock to accommodate such families in Norwich. There are policies dealing generally with the mix of housing type and size in the adopted Local Plan and it may be necessary to invoke these more frequently to achieve a better balance in the future stock being built now.



## Retail Development – Completions and Trends

3.27 The largest retail development in the City Centre, Chapelfield Shopping Centre, was completed in September 2006. (However, it should be noted that the rest of the scheme (consisting of 116 flats) was still not completed by the end of the period.) The impact of the retail development has been monitored in 2005/6 through one regular six monthly survey of the whole City Centre to show the immediate effects (Shopping Monitor, January 2006). A subsequent survey (July 2006) shows the beginning of a return to more normal conditions for retailing. The immediate impact is an increase in shopping floorspace in the centre to 231,116 sq. metres, the highest ever figure for Norwich City Centre. Most of the new floorspace in Chapelfield was occupied by July 2006. The survey also shows that vacancies in the rest of the City Centre have risen, but still represent a level that is not exceptional nationally - 8.4%. Vacant floorspace rose in January – as would be expected, since many new units in Chapelfield were filled by retailers, who were already represented in the centre. However, by July a small reduction in vacancy rate was recorded, as some of those premises are reoccupied. The vacancy rate (in both surveys) was also increased by one large unit at Riverside, which has since been reoccupied. The conclusion is that the City centre continues to demonstrate exceptionally healthy vitality, despite the opening of the major new centre during the period.



*Chapelfield*

3.28 One smaller retail scheme was also completed in 2005/6. This was the Co-op foodstore at Fifers Lane/Heyford Road, which was approved as part of the new housing development, completed a year previously. (This store was wrongly reported as being completed in the 2004/5 AMR).



## Retail Development Decisions

- 3.29 The most significant decision on a retail proposal was that concerning the B&Q Warehouse development proposed at the Livestock Market. This had been through extensive investigation in order to determine that there was a need for a further store of such a size (14,750 sq.metres) and that it would not have a detrimental impact on any existing centres. The application was clearly outside any recognised retail centre and was not especially accessible. Nevertheless, it was demonstrated that there was a need for further DIY goods floorspace in the catchment area and that this growth was most unlikely to be able to locate at any preferable site (under the sequential approach).
- 3.30 The approval for the Livestock Market development (which also include outline permission for business unit development on the remainder of the site in line with Local Plan policy) was only granted as a major departure from policy, after the Office of the Deputy Prime Minister had decided not to 'call in' the application for a public inquiry. The B&Q warehouse is now under construction, although B&Q has recently applied to subdivide it and indicated that it does not require all the floorspace justified in the application. This means that permission for such a large element of bulky goods floorspace may actually be used for other purposes than that for which it was justified (it was not limited by condition to the DIY goods for which it was justified) – and indeed opens the opportunity for other retailers to use the needs justification accepted for the B&Q development for other sites.
- 3.31 The next largest scheme to be approved was at 14-18 St Stephens Street – an extended retail floorspace on two floors amounting to an increase of 2210 sq. metres. This refurbishment and extension scheme takes advantage of the changed centre of gravity in the retail centre, with new pedestrian routes to Chapelfield Mall. The St Anne's Wharf development was permitted with up to a maximum of 2000 sq. metres of retail in the scheme. However, the majority of this is intended to be occupied by restaurants and bars.
- 3.32 Smaller schemes approved include:
- Conversion of a mediaeval church (St Michael at Plea) to a bookshop and café (within the City Centre)
  - Extension to the retail area of a local centre at Catton Grove Road (286 sq. metres) with three new units (part of a larger residential scheme)
- 3.33 In addition permission was refused for a proposed Tesco Express store at Unthank Road on local traffic and design grounds, rather than on any wider policy objection.



## Leisure and Cultural Developments

3.34 The most important leisure and cultural developments in the City in 2005/6 were the completion and opening of two new hotels. These add a considerable number of new beds for visitors to Norwich – following the opening of the new Travel Lodge in Duke Street the previous year. However, the new beds are offset by certain closures of older hotels.

3.35 The new hotels are at:

- St Giles Street (former Telephone House – conversion) (28 beds)
- Bus Station site, Queens Road (104 bedrooms)

3.36 Other leisure developments completed during the monitoring year included a new BMX track at land adjoining Sloughbottom Park. This was laid out using City Council, EEDA and Barclays community grant scheme finance. A community scheme for a new Sure Start facility using existing buildings at the Norman Centre, Bignold Road was also completed during the year.

## Leisure and Cultural Development Decisions

3.37 During the year developments in the cultural and leisure fields were approved for:

- an extension and refurbishment of the Theatre Royal
- a pool/snooker club use of the upper floor of Roys store in Magdalen Street (previously vacant space for many years);
- an extension to Greenfields Community Centre, Bussey Road
- a neighbourhood family drop-in centre at Scarnell Road, West Earllham;
- a conversion of former workshops to music rooms and rehearsal studios at King Street/Abbey Lane;
- a martial arts centre (converted from former industrial unit) at Lothian Street;
- a dog-training facility using a former industrial unit at Northumberland Street.

3.38 The first two of these schemes were by far the largest (860 sq.m. and 1300 sq.m. respectively). These two and the King Street leisure developments are within the City Centre Leisure Area, as supported by policy AEC1. The remaining schemes are outside that area, but only small (mostly below 100 sq.m.) and would not therefore be subject to the policy for 'major' leisure developments.

3.39 In addition schemes for bars or restaurants were approved at:

- 82-88 Prince of Wales Road – 854 sq.m. (formerly a bowling alley and amusement arcade)
- 6 Queen Street – 494 sq.m. as extension to existing bar.
- Samson and Hercules, Tombland - 200 sq.m. (formerly a night club)
- St Anne's Wharf (includes 180 sq.m. of bar/ restaurant space)
- 48 London Street – 147 sq.m.





- 3.40 These were the largest schemes – others were approved below 100 sq.m. The largest are concentrated within the 'Late Night Entertainment Zone'. This raises the issue of whether it continues to be sensible to concentrate such uses in that area, or whether some judicious spreading of such uses would reduce their impact.

## Environmental Issues

- 3.41 In general terms this report does not consider developments in the environmental topics, because most policies are designed to control where development is permitted, rather than promote it.
- 3.42 However, there is a wider concern at the lack of open space in some developments, especially where flatted schemes are driving up densities to very high levels. A further issue for environmental policy is the failure to incorporate street trees in many developments that have a substantial highway frontage. A particular problem arose during the year, when the play area at Kerrison Road was removed by developers. An application showed that the club intended to replace the play area as part of a scheme to provide a multi-use games facility aimed primarily at young people. This was granted permission in February 2006 and a temporary replacement play area was provided in the meantime for local children, prior to the main development commencing. This illustrates a wider issue of the importance of open space and play in residential schemes. The City Council will continue to seek to apply its standards to development, but an early review through the Green Spaces Strategy is clearly necessary.
- 3.43 Policy NE4 seeks provision of street trees, where a frontage of more than 10 metres is involved and subject to this being appropriate to the type of design. Whilst this policy has only rarely been implemented so far, it is one which the City Council fully intends to apply to development in future (using new guidance in the Trees and Development SPD).
- 3.44 The main impact of development on open space during 2005/6 has been the school development programme associated with replacement of several First/Middle Schools with new all-through Primary Schools. Four of the new schools have required playing field space, on which to build the new schools, whilst existing schools remain open. However in two cases (Heartsease and Lakenham) the impact is temporary, since the playing field area will be restored after construction. In other cases the loss of open space can be supported, provided more effective community use of the new school's playing fields can be achieved (one of the criteria for such development in policy SR3). Since all of these applications are determined by the County Council, it is not directly clear that specific agreements have been reached concerning such community use. However, it is now the County Council's policy that schools should provide for appropriate community use and it is to be hoped that increased community use will be the result of the new school building programme.



## 4. Indicators and Targets

### Core Output Indicators

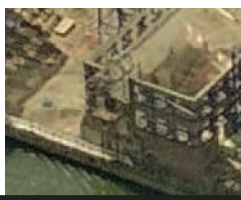
- 4.1 The government has published a list of Core Output Indicators which are to be included in Annual Monitoring Reports. In addition the City Council has set itself certain targets through the adopted Local Plan. These are in some cases similar measures, but mostly they have different implications – the government indicators mainly measure completed development, while the City Council's are mainly measures of decisions made through the Council's development control function. The results for 2005/6 are presented in Annex 1.
- 4.2 The Core Indicators show a variety of trends from last year. Employment development has reduced further from last year and significant areas previously used for employment have been developed for other purposes (this includes Chapelfield and other significant sites that were once in industrial occupation). The housing trajectory has already been commented upon and other indicators show the strong growth of brownfield site development at high densities in the City.
- 4.3 Several indicators remain unmeasured this year, as we have not been able to develop a system to assess all completions of non-housing uses.

### Gypsy and Traveller Sites

- 4.4 The government has asked local authorities to include information about the up to date position regarding gypsies and travellers in their areas, although this is not a Core Output Indicator.
- 4.5 The following table shows the latest count information for the City of Norwich:

#### **Gypsy Caravan Count for Norwich:**

<b>Authorised occupation – Mile Cross Site, Swanton Road</b>	
Number of pitches (all permanent)	18
Caravan Capacity	36
Number of caravans occupied on site:	
July 2005	23
January 2006	27
<b>Unauthorised occupation</b>	
July 2005	0
January 2006	2



- 4.6 The count shows that the main gypsy sites are the permanent provision made at Swanton Road through the Norfolk County Council. Unauthorised sites occur from time to time, but the caravans are moved on as quickly as possible, in most circumstances within the urban area.
- 4.7 In addition Norwich has a site at Hooper Lane owned by the Showmen's Guild of Great Britain, which accommodates travelling showmen and their families. This site currently has 65 occupied pitches and is regarded as being fully occupied. Both this and the gypsy site are allocated in the adopted Local Plan.



## 5. Policies in adopted Local Plan no longer being implemented

- 5.1 This section of the AMR is required to be included by Regulation 48 of the Local Development Regulations (2004). In the case of Norwich it relates to saved policies in the adopted Replacement Local Plan, as there are no adopted Local Development Documents yet.
- 5.2 The guidance makes it clear that the Regulations do not refer to policies that are just infrequently used because they relate to a subject matter, which is only rarely put to the test. They refer to policies where for specific reasons the authority has determined that the particular policy is no longer relevant or has already been fully implemented.
- 5.3 We identified one policy last year, which falls in that category – Policy AEC6 (which allocated a new school site at Three Score). Experience of a further year of monitoring implementation suggests that the following policies are no longer relevant –
- HBE21 – advertising hoardings - does not add to the interpretation of Advertisement Regulations;
  - EP15 – separate drainage systems (this is required by other powers and by the statutory undertakers);
  - AEC5 – proposed health centre at Wessex Street (now constructed);
  - TRA25 – residential area traffic management plans (no longer being used in this way).



## 6. Key actions to be taken

- 6.1 This section provides a summary of the key findings of the Annual Monitoring Report for 2006 and the key actions that are required as a result. The key actions are identified in **bold italic type**. They are also identified in relation to the agencies which will need to be involved in that action.

### National and Regional Policies

- 6.2 The Norwich area was designated as a New Growth Point in October 2006. This emphasises the need to plan carefully for the wider Norwich Sub-Region and its prospects for growth. It raises opportunities for promoting the Sub-Region and for benefiting the City as the economic driver of growth in Norfolk. The higher level of growth proposed in the Panel's Report on RSS for the East of England Region confirms this and adds substance to the New Growth Point status. **The City Council will consider the Secretary of State's proposed Modifications to RSS carefully and seek to ensure that revised policies recognise the role of the City and its potential for substantial urban centred growth over the period to 2021. Working with partners, the City Council will also ensure that bids are submitted for the Public Spending Review 2008-2010 to reflect the social, economic, environmental and physical infrastructure development necessary to support the area's New Growth Point status and the level of growth proposed [City Council in conjunction with Greater Norwich Development Partnership].**
- 6.3 The adoption of the Regional Spatial Strategy (RSS) will have implications for the City Council's proposed priorities for LDF documents and the implementation of policies through development control. **The City Council will consider how it should respond to the adoption of the RSS and intends to submit a revised LDS by February 2007 [City Council in conjunction with Greater Norwich Development Partnership].**
- 6.4 The publication of PPS3 will have implications for the way housing development comes forward in Norwich and the relationship with the sub-regional housing market. A Housing Market Assessment is being prepared at present and this is expected to provide important insights into the implications of current and future policy directions. PPS3 comes into effect fully from April 2007. **The City Council will consider the implications of PPS3 and the Housing Market Assessment with its partners in the Greater Norwich Development Partnership and seek to develop policy and implementation actions in the light of these documents [City Council in conjunction with Greater Norwich Development Partnership].**

### Local Development Scheme

- 6.5 A number of the documents proposed in the scheme have slipped in timescale. **The Local Development Scheme for Norwich will be updated by February 2007, or as soon after that date as the implications of the Secretary of State's Modifications to the RSS are clear [City Council].** The timetable within the revised LDS will be more robust and allow additional time for each stage in processing each document.



- 6.6 The Northern City Centre Area Action Plan is now proposed to be supplemented by a Masterplanning study and will progress using the results of that plan for the Preferred Option stage. The East Norwich site brief is also following by a similar Masterplan process, which is now nearing its conclusion. ***The City Council will bring these plans forward as a priority within the revised LDS [City Council acting jointly with adjoining authorities as necessary].***
- 6.7 The slippage of document preparation has been caused by a number of factors. A key factor is the slippage in the timetable for publishing the next stage of the Regional Spatial Strategy and this is not in the City Council's control. A further consideration is the desire to ensure that policy documents are realistic and contain policies that will effectively promote regeneration and the growth agenda in the key areas selected for policy development this year. Hence the Council's decision to promote Masterplanning exercises, in order to provide greater realism and effectiveness in the eventual preferred options for these key areas. Hence also the formation of the Greater Norwich Development Partnership and the joint work on a Core Strategy. To this extent the revised timetables are occasioned by the concern to ensure an effective and high quality end product rather than rushing out with policies that may not achieve the plan objectives. This consideration applies to both the East Norwich Regeneration Area Planning Brief and the Northern City Centre Area Action Plan.

## Policy Performance

- 6.8 The performance of adopted Local Plan policies has been discussed mainly in the sections about development decisions under various topics (sections 3.4 to 3.7, 3.12 et seq.). These require further work to assess the impact of policy interpretation in detail. Some problems identified last year – regarding employment areas being lost to other uses; and the need for open space in areas of dense housing development – are still in evidence. Indeed the preponderance of flats in the stock of permitted housing schemes causes considerably more problems relating to open space and other density issues. ***The City Council will seek to address the impact of such development once the Housing Market Appraisal for the Greater Norwich area has been published [City Council].***
- 6.9 The performance of policies in relation to the opening of Chapelfield retail development appears to have supported the vitality of the rest of the city centre. The Chapelfield development appears to be settling into a niche in the market and to have to enhance Norwich's overall retail attraction. Policies to protect other frontages in the centre are being tested in pending appeals and ***there may be a need to reconsider their effects depending upon their outcomes. The need for any further response will be considered once the results of the Retail Study for the Greater Norwich Area are published [City Council in consultation with adjoining authorities].***



## Targets and Indicators

- 6.10 In relation to the contents of this section, a coordinated Norfolk-wide monitoring system is being set up. This will substantially update the present process, which is laborious and ineffective for monitoring purposes. The City Council will seek to ***develop its monitoring processes through the new County-wide system in order to gather the additional data to report on the full range of indicators and targets [City Council with Norfolk County Council].***
- 6.11 A number of indicators or targets show unsatisfactory performance of existing policies. In particular ***the City Council will consider ways of bringing forward some of the urban employment sites which may raise the figures for such development [joint working with County Council and adjoining authorities and EEDA].***



# Annex 1

## Core Indicators and Targets

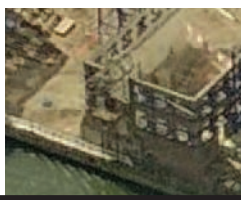
### Core Output Indicators

POLICY THEME	BUSINESS					
INDICATOR	1a Amount of floorspace developed for employment by type					
Use class:	B1(a)	B1(b)	B1(c)	B2	B8	Total
Floorspace (sq.m)	0	0	0	2972	0	<b>2972</b>
Land developed (ha)	0	0	0	0.53	0	<b>0.53</b>
Information Source	Annual Employment Land Monitor					

POLICY THEME	BUSINESS					
INDICATOR	1b Amount of floorspace developed for employment by type, in employment or regeneration areas					
Use class:	B1(a)	B1(b)	B1(c)	B2	B8	Total
Floorspace (sq.m)						
In employment areas	0	0	0	0	0	<b>0</b>
In regeneration areas	0	0	0	0	0	<b>0</b>
Information Source	Annual Employment Land Monitor					

POLICY THEME	BUSINESS					
INDICATOR	1c Amount and percentage of floorspace by employment type, which is on previously developed land					
Use class:	B1(a)	B1(b)	B1(c)	B2	B8	Total
Floorspace (sq.m)	0	0	0	640 (100%)	0	<b>0</b>
Information Source	Annual Employment Land Monitor					





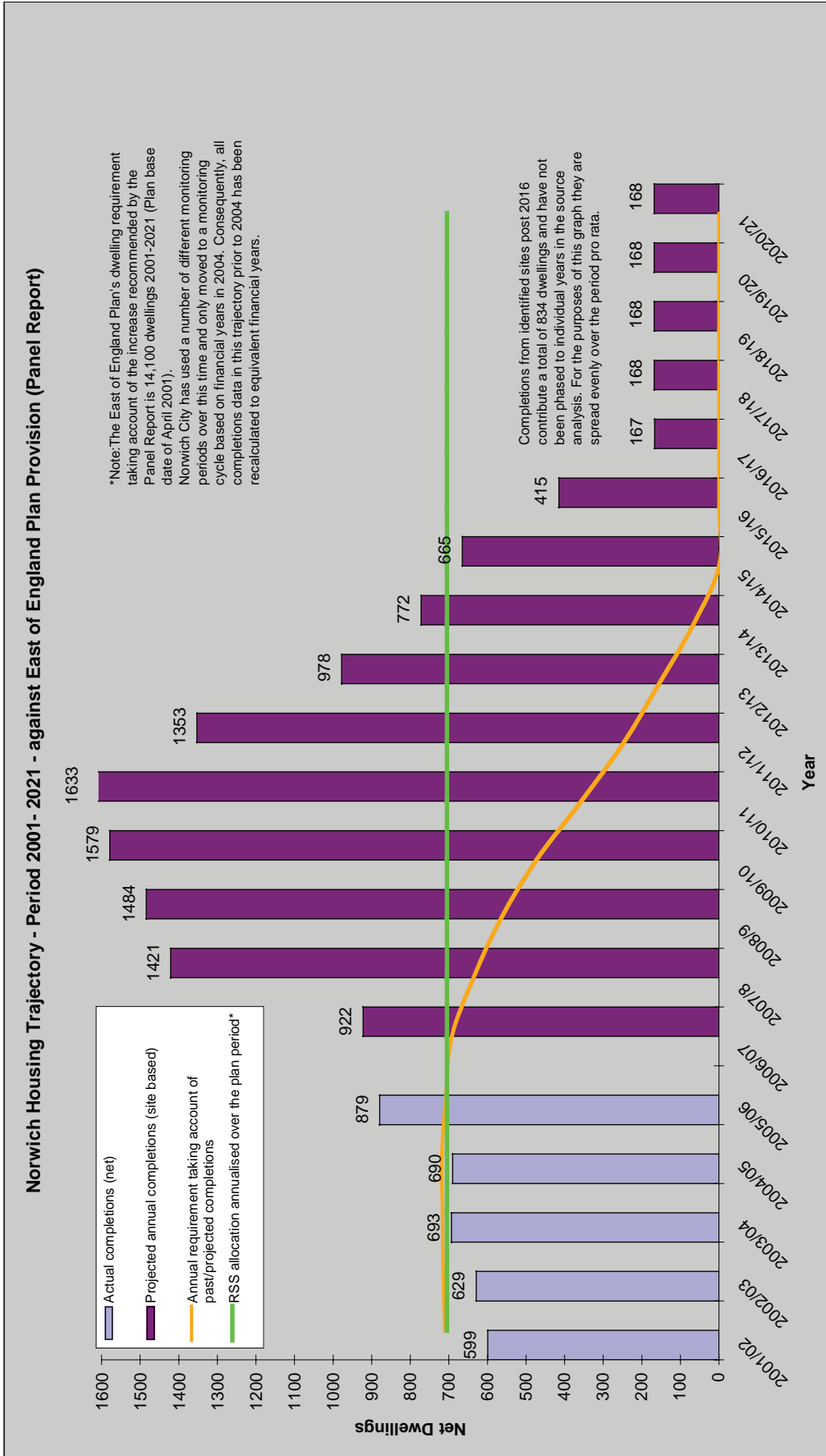
POLICY THEME		BUSINESS	
INDICATOR		1d Employment Land available by type	
<b>Land identified for employment development (Use classes B1/B2/B8) as at 1/4/05</b>			<b>B1/B2/B8 Development permitted on employment land 2004/05 (sq.m)</b>
Land allocated: with permission	Land allocated: without permission	<b>Total</b>	
15.7	35.5	<b>51.2</b>	2332
Information Source		Annual Employment Land Monitor	

POLICY THEME		BUSINESS	
INDICATOR		1e Loss of employment land to other development	
		On allocated employment land and regeneration areas	On all sites in the City
(a) Land previously identified for employment use and lost to completed non-employment development, 2004-05 (hectares)		0	10.44 ha (includes Chapelfield Mall)
(b) Floorspace permitted on identified employment land for non-employment uses, 2004-05 (sq.m)		14,750 sq.m.	7.65 ha
Information Source		Development Control Monitor	
<b>Note</b> – the figures for land lost from employment use includes all housing sites and a few others, but is not necessarily comprehensive.			



POLICY THEME	BUSINESS	
INDICATOR	1f Amount of employment land lost to residential development	
	On allocated employment land and regeneration areas	On all sites in the City
(a) Land previously identified for employment development and lost to completed residential development, 2004-05 (ha)	0	8.85 ha
(b) Floorspace previously in employment use and lost to <b>completed</b> residential development, 2004-05 (sq.m lost, dwellings gained)	0	0
(c) Floorspace in employment use and identified employment land <b>permitted</b> for residential uses, 2004-05 (sq.m lost, dwellings gained)	0	4.85 ha
Information Source	Development Control / Housing Land Monitors	

POLICY THEME	HOUSING
INDICATOR	HOUSING TRAJECTORY
Information Source	Development Control / Housing Land Monitors
As follows	

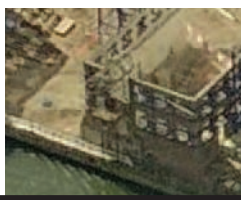




<b>POLICY THEME</b>	<b>HOUSING</b>	
<b>INDICATOR</b>	<b>2b Proportion of Housing Completions on Previously Developed Land</b>	
Information Source	Development Control / Housing Land Monitors	
<b>Proportion on pdl 2005/6</b>	<b>71%</b>	
<b>Note</b>	This includes all dwelling completions.	Compares with 77% on pdl on long run average

<b>POLICY THEME</b>	<b>HOUSING</b>	
<b>INDICATOR</b>	<b>2c Density of completed dwellings</b>	
Information Source	Development Control / Housing Land Monitors	
Density < 30 per hectare	<b>2.0%</b>	
Density 30–50 per hectare	<b>35.9%</b>	
Density > 50 per hectare	<b>61.9%</b>	

<b>POLICY THEME</b>	<b>HOUSING</b>	
<b>INDICATOR</b>	<b>2d Affordable Housing Completions</b>	
Information Source	Development Control / Housing Land Monitors	
Affordable dwellings completed April 05 – March 06	209 dwellings	



POLICY THEME	TRANSPORT
INDICATOR	<b>3a Amount of completed non-residential development (UCO's A, B and D) complying with car parking standards (from adopted saved Local Plan)</b>
Information Source	Development Control
Not available	

POLICY THEME	TRANSPORT	
INDICATOR	<b>3b Amount of new residential development within 30 minutes of selected services</b>	
Information Source	Development Control / Housing Land Monitors + County Council Accessibility information	
30 mins of GP service by bus	100%	
30 mins of hospital by bus	46%	Assumes 5 mins walk/wait time each end
30 mins of primary school by bus	100%	
30 mins of secondary school by bus	100%	Assumes all children can access Notre Dame High in City Centre (NB in practice they cannot)
30 mins of employment areas by bus	100%	Includes City Centre as source of employment
30 mins of major retail centre by bus	100%	Includes City and District Centres



POLICY THEME	LOCAL SERVICES	
<b>INDICATOR</b>	<b>4a Amount of completed retail, office and leisure floorspace</b>	
Retail Floorspace	Office Floorspace	Leisure Floorspace
29915 sq. metres	N/A	N/A
Information Source	No full survey this year for office and leisure floorspace	

POLICY THEME	LOCAL SERVICES	
<b>INDICATOR</b>	<b>4b Proportion of completed retail, office and leisure floorspace which is in town centres</b>	
Retail Floorspace	Office Floorspace	Leisure Floorspace
97%	N/A	N/A
Information Source	Shopping Monitor	
<b>Note</b>	Includes Chapelfield as main completion	

POLICY THEME	LOCAL SERVICES	
<b>INDICATOR</b>	<b>4c Eligible Open Spaces Managed to Green Flag Award standard</b>	
Number of spaces	Zero	
Information Source	Green Spaces Team	
<b>Note</b>	Work has commenced to enable open spaces to meet this standard in the future	



<b>POLICY THEME</b>	<b>FLOOD PROTECTION AND WATER QUALITY</b>	
<b>INDICATOR</b>	<b>7. Planning Permissions granted contrary to Environment Agency advice</b>	
Applications Objected to by Env Agency	10 applications	
Decisions contrary to flood risk advice	None	
Information Source	Environment Agency Website and Development Control Monitor	
<b>Note</b>	Out of the 10 objected to, 5 were withdrawn, 3 are pending further discussions and two were granted permission after the Agency's objections were satisfied.	

<b>POLICY THEME</b>	<b>BIODIVERSITY</b>	
<b>INDICATOR</b>	<b>8. Change in areas and populations of biodiversity importance.</b>	
Change in areas defined	None	
Change in Population/ environmental value through impacts of development, management agreements, etc.	None identified by agencies at present	
Information Source	Statutory Notifications and Natural England	
<b>Note</b>	Natural England and Norfolk Wildlife Trust consulted.	

<b>POLICY THEME</b>	<b>RENEWABLE ENERGY</b>	
<b>INDICATOR</b>	<b>9. Renewable Energy projects installed by type</b>	
Renewable Energy Projects + stage of progress	None	
Information Source	Development Control Monitor	



## Local Plan Targets

LOCAL PLAN CHAPTER	NATURAL ENVIRONMENT
<b>MEASURE LP1</b>	<b>NE1 Development permitted contrary to policy</b>
<b>TARGET</b>	<b>Zero</b>
Achieved	Yes – One development permitted (at Swanton Road) is in an existing built-up area.  One development refused as contrary to the policy.  ☺
Information Source	Development Control Monitor

LOCAL PLAN CHAPTER	HERITAGE AND BUILT ENVIRONMENT
<b>MEASURE LP2</b>	<b>HBE9 Historic buildings lost by development approved</b>
<b>TARGET</b>	<b>Zero</b>
Achieved	Yes – permission for Paper Mills Yard and Reads Mill both retained the listed buildings for conversion to flats.  ☺
Information Source	Development Control Monitor

LOCAL PLAN CHAPTER	HERITAGE AND BUILT ENVIRONMENT
<b>MEASURE LP3</b>	<b>HBE20 Number of telecommunications installations approved in or close to designated areas</b>
<b>TARGET</b>	<b>Zero</b>
Achieved	Yes – none approved in the designated areas – Mousehold Heath, river valleys, Conservation Areas, woodlands, historic parks.  ☺
Information Source	Development Control Monitor





LOCAL PLAN CHAPTER	ENVIRONMENTAL PROTECTION
<b>MEASURE LP4</b>	<b>EP11/12 Development in functional floodplain or area at 1 in 100 year risk</b>
<b>TARGET</b>	<b>Zero (except in accord with policies)</b>
Achieved	2 permissions granted in 2005/6 – after consideration of flood risk assessments and Environment Agency advice.  ☺
Information Source	Development Control Monitor
<b>Note</b>	These are not applications where the Env. Agency record outstanding objections (i.e. not the applications recorded in Core Indicator 7).

LOCAL PLAN CHAPTER	EMPLOYMENT
<b>MEASURE LP5</b>	<b>EMP1 Number of new small business units below 500 sq. m.</b>
<b>TARGET</b>	<b>5 per annum</b>
Achieved	No – none approved  ☹
Information Source	Development Control Monitor
<b>Note</b>	5 units completed at Sweet Briar Road, but were counted last year as approvals.

LOCAL PLAN CHAPTER	EMPLOYMENT
<b>MEASURE LP6</b>	<b>EMP4/5 (i) Loss of employment land or sites to other uses (ii) amount of employment development</b>
<b>TARGET</b>	<b>(i) No sites lost (ii) Floorspace total permitted</b>
Achieved	(i) Several sites permitted for other uses (ii) 7130 sq.m.  ☹
<b>Note</b>	Compared with 6800 sq.m. last year
Information Source	Development Control Monitor





<b>LOCAL PLAN CHAPTER</b>	<b>TOURISM AND VISITOR ATTRACTION</b>
<b>MEASURE LP7</b>	<b>TVA3 Number of developments approved which will provide access to or facilities on the river</b>
<b>TARGET</b>	<b>2 per annum</b>
Achieved	Yes – private moorings at St James Meadow – footbridge and public access to river at St Anne’s Wharf – Access to river at Fishergate  ☺
Information Source	Development Control Monitor

<b>LOCAL PLAN CHAPTER</b>	<b>TOURISM AND VISITOR ATTRACTION</b>
<b>MEASURE LP8</b>	<b>TVA5/6 New Hotels implemented</b>
<b>TARGET</b>	<b>Completion of allocated sites over plan period</b>
Achieved	Two new hotels completed – Bus Station site was allocated as part of mixed use policy, CC10. Former Telephone House was not allocated as such.  ☺
Information Source	Development Control Monitor


<b>LOCAL PLAN CHAPTER</b>	<b>SHOPPING</b>
<b>MEASURE LP9</b>	<b>SHO3 Floorspace approved in centre or edge-of-centre locations</b>
<b>TARGET</b>	<b>Floorspace</b>
Achieved	4,496 sq. m.  ☺
Information Source	Development Control Monitor





LOCAL PLAN CHAPTER	SHOPPING
<b>MEASURE LP10</b>	<b>SHO10/11 Number of frontages falling below specified percentages</b> (of frontage length in A1 retail use)
<b>TARGET</b>	<b>No more than two frontage groups</b>
Achieved	No – four frontage groups fall below the relevant policy threshold at the end of the monitoring period as follows :  In Primary Retail Areas: London Street West Gentleman’s Walk / Market Timberhill / Westlegate  In Secondary Areas : London Street East  
Information Source	Planning Services twice-yearly Shop Survey / Shops Database – Survey of January 2006

LOCAL PLAN CHAPTER	HOUSING
<b>MEASURE LP11</b>	<b>HOU1 (i) Completion rate for new dwellings</b> <b>(ii) Proportion on brownfield sites</b>
<b>TARGET</b>	<b>(i) Above minimum 470 per annum</b> <b>(ii) Above 66% of all housing development</b>
Achieved	Yes – completions at 903 per annum  Yes – of this 70% was on brownfield sites  
Information Source	Development Control Monitor



<b>LOCAL PLAN CHAPTER</b>	<b>HOUSING</b>
<b>MEASURE LP12</b>	<b>HOU4 Affordable dwellings completed</b>
<b>TARGET</b>	<b>At least 210 per annum</b>
Achieved	Yes – completed 209 in 2005/06 
Information Source	Development Control Monitor

<b>LOCAL PLAN CHAPTER</b>	<b>HOUSING</b>
<b>MEASURE LP13</b>	<b>HOU8 to 12 Minimum density achieved on allocated sites</b>
<b>TARGET</b>	<b>%of completions above LP minimum densities</b>
Achieved	Yes – 100% of completions were on sites with densities above the minimum (specified as 40 per hectare in the Local Plan). 
Information Source	Development Control Monitor

<b>LOCAL PLAN CHAPTER</b>	<b>ARTS, ENTERTAINMENT AND COMMUNITY</b>
<b>MEASURE LP14</b>	<b>AEC1 Major leisure development in centre or on edge-of-centre sites</b>
<b>TARGET</b>	<b>Floorspace + none approved out of centre</b>
Achieved	2170 sq.m. in two schemes – all in centre 
Information Source	Development Control Monitor



LOCAL PLAN CHAPTER	SPORT AND RECREATION
<b>MEASURE LP15</b>	<b>SR3 Loss of open space except in circumstances permitted</b>
<b>TARGET</b>	<b>None</b>
Achieved	No – Four school building schemes on playing field land (only two of these are temporary loss of greenspace). However, it is expected that community use will be allowed and this is the key criterion.  ☹
Information Source	Development Control Monitor

LOCAL PLAN CHAPTER	TRANSPORTATION
<b>MEASURE LP16</b>	<b>TRA3 Proportion of walking and cycling at each main cordon</b>
<b>TARGET</b>	<b>Increase %</b>
Cycling – Inner Ring Road cordon = 7.2% of all vehicles (+6.2% from 2001)  Walking – Inner Ring Road cordon = -8.9% (2001-04)	Cycling – Yes. Increased to 9.3% of all movements across the Inner Ring Road in 2005 (+25% from 2004 due to opening of new crossings at Chapelfield) and + 18% from 2001)  Walking – Yes. Increase of 11% on 2004 and overall increase of 0.9% from 2001 figures.  ☺
Information Source	Norfolk County Website

LOCAL PLAN CHAPTER	TRANSPORTATION
<b>MEASURE LP17</b>	<b>TRA10/11 Level of contributions negotiated through s106 for transport schemes</b>
<b>TARGET</b>	<b>£250k per annum</b>
Achieved	£357,400 signed up in s106 agreements (not including highway works)  ☺
Information Source	Development Control Monitor



<b>LOCAL PLAN CHAPTER</b>	<b>TRANSPORTATION</b>
<b>MEASURE LP18</b>	<b>TRA15 Provision made on cycle network for enhanced facilities for cyclists</b>
<b>TARGET</b>	<b>Number of schemes implemented</b>
Achieved	One scheme on cycle network (Constitution Hill); one additional scheme included as part of public Transport Enhancement scheme (St Stephens Street).  😊
Information Source	City Council Cycling Officer



ANNEX 2 - HOUSING TRAJECTORY SUMMARY OF SITE INFORMATION 05/06

Local Plan Period  
GoEast Trajectory Period  
East of England Plan Period

NORWICH CITY COUNCIL  
SCHEDULE OF RESIDENTIAL LAND AT 1 APRIL 2006

HOUSING TRAJECTORY SUMMARY

Situation taking account of information to hand at November 2006	Hsg capacity of sites as permitted/ allocated	Assumed potential total net hsg delivery (1)	Dwellings Completed to April 2006	Residue (as permitted/ allocated) (2)	Residue (allowing for anticipated changes in capacity) (1)	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-2021
<b>Sites of 10 dwellings and over (8)</b>																
(a) Under Construction/partially complete (4)	2806	2831	783	2023	2148	807	738	235	98	158	112	0	0	0	0	0
(b) Full Permission/reserved matters not started	1001	972	0	992	972	0	202	203	210	110	80	80	87	0	0	0
(c) Outline Permission with part reserved matters approval	110	258	0	108	258	0	0	0	0	0	0	0	0	0	0	0
(d) Outline Permission only	3917	4161	783	3123	3378	807	940	446	308	318	242	130	137	50	0	0
<b>Permissions subtotal</b>																
(e) Local Plan housing allocations (no permission)	2510	5319	0	2510	5319	0	276	696	833	930	757	517	400	450	300	160
(f) Housing potential from other Local Plan allocations	380	380	0	380	380	0	0	0	60	60	30	90	90	50	0	0
<b>Local Plan Allocations subtotal</b>	<b>2890</b>	<b>5699</b>	<b>0</b>	<b>2510</b>	<b>5699</b>	<b>0</b>	<b>276</b>	<b>696</b>	<b>893</b>	<b>990</b>	<b>787</b>	<b>607</b>	<b>490</b>	<b>500</b>	<b>300</b>	<b>160</b>
(g) Sites with s108 (where not included in (e))	95	103	0	-	103	0	45	22	36	0	0	0	0	0	0	0
(h) Sites with application submitted	177	177	0	177	177	0	30	75	60	12	0	0	0	0	0	0
(i) Sites with pre-application discussions	240	240	0	-	240	0	40	40	60	80	60	0	0	0	0	0
(j) Other potential development sites (17)	655	655	0	-	655	0	0	90	107	118	139	128	30	0	0	100
<b>Emerging sites subtotal</b>	<b>1167</b>	<b>1175</b>	<b>0</b>	<b>0</b>	<b>1175</b>	<b>0</b>	<b>75</b>	<b>227</b>	<b>263</b>	<b>210</b>	<b>199</b>	<b>126</b>	<b>30</b>	<b>0</b>	<b>0</b>	<b>100</b>
<b>Windfall Sites (under 10 dwellings)</b>																
(k) Under Construction/partially complete (13)	88	85	18	69	67	30	28	0	0	1	8	0	0	0	0	0
(l) Full Permission not started	190	194	0	194	194	9	100	69	5	6	1	0	0	0	0	4
(m) Outline Permission with part reserved matters approval	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
(n) Outline Permission only	40	40	0	40	40	0	2	18	10	9	1	0	0	0	0	0
<b>Windfall sites with permission subtotal</b>	<b>318</b>	<b>319</b>	<b>18</b>	<b>303</b>	<b>301</b>	<b>39</b>	<b>130</b>	<b>87</b>	<b>15</b>	<b>16</b>	<b>10</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4</b>
(o) Residual Local Plan windfall allowance to 2011 (6)	0	303		604	303	76	0	28	100	99						
(p) Assumed windfall contribution post-2011	0	1150		-	1150	0	0	0	0	0	115	115	115	115	115	575
<b>Additional windfall allowance subtotal</b>	<b>0</b>	<b>1453</b>	<b>0</b>	<b>604</b>	<b>1453</b>	<b>76</b>	<b>0</b>	<b>28</b>	<b>100</b>	<b>99</b>	<b>115</b>	<b>115</b>	<b>115</b>	<b>115</b>	<b>115</b>	<b>575</b>
<b>GRAND TOTAL</b>	<b>8292</b>	<b>12807</b>	<b>801</b>	<b>6540</b>	<b>12006</b>	<b>922</b>	<b>1421</b>	<b>1484</b>	<b>1579</b>	<b>1633</b>	<b>1353</b>	<b>978</b>	<b>772</b>	<b>685</b>	<b>415</b>	<b>839</b>

Notes

- (1) Takes account of additional housing capacity likely to arise on identified sites through development at higher densities, as well as any constraints which may prevent development in accordance with extant permissions.
- (2) Reflects the methodology of the published housing land monitor, which only takes account of permissions and housing allocations for which there is an identified housing site capacity figure quoted in the Local Plan
- (3) Category (a) includes partially completed schemes of over 10 dwellings where the number of dwellings remaining to be completed is less than 10.
- (4) Includes both sites which are under construction and sites where a scheme has been partially implemented (such that permission for any residual dwellings remains valid) but no active development is taking place.
- (5) Sites which are known to have housing development potential but are not allocated in the adopted Local Plan and have not yet reached the stage of a formal planning application. In most cases these would be considered for potential future allocation for housing in the LDF.
- (6) The Local Plan windfall allowance assumes that 115 dwellings per year will be developed on unallocated sites up until the end of the Plan period (mid-2011), technically this is 5 years 3 months from April 2008 (c.604 dwellings). For the purposes of the Trajectory the windfall allowance discounts any dwellings already permitted on the small sites recorded on lines k to n. Lines o and p represent a notional 'topping up' of windfall development to 115 for each separate phasing year (unless detailed assessment indicates that more than 115 dwellings are likely to be contributed from windfall sites in any one year).





# Norwich Local Development Framework

# Annual Monitoring Report

2005/06

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