

## APPENDIX 11.1- POLICY CONTEXT

- 1.1 This section briefly reviews the policy context relating to the socio-economic aspects of the Proposed Development scheme at the national and local levels.

### **National Planning Policy Framework (2012)**

---

- 1.2 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. At the heart of the NPPF is a presumption in favour of sustainable development.

- 1.3 The NPPF sets out twelve Core Planning Principles, of which the following are relevant to this assessment;

- *“...proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth...”*
- *“...promote mixed use developments and encourage multiple benefits from the use of land in urban and rural areas...”*
- *“...take account of and support local strategies to improve health, social and cultural well-being for all, and deliver sufficient community and cultural facilities and services to meet local needs”*

- 1.4 Other paragraphs relevant to this socio-economic assessment are:

- Paragraph 7- considers the important social role that planning plays to secure economic growth,
- Paragraph 10- plans and decisions need to take local circumstances into account, so that they respond to different opportunities for achieving sustainable development in different areas;
- Paragraph 18- refers to the Government's commitment to secure economic growth, job creation and prosperity in order to meet global competition and a low carbon future;
- Paragraph 23- local authorities should allocate a range of suitable sites to meet the scale and type of retail leisure, commercial, office, tourism, cultural, community and residential development needed in town centres;

- Paragraphs 23-27- planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres; and
- Paragraph 50- local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community;

1.5 The Proposed Development is located within a “Large District Centre” (outlined in Norwich Local Plan) and within Paragraph 23 of the NPPF it is highlighted that local authorities should allocate a range of suitable sites to meet the scale and type of retail leisure, commercial, office, tourism, cultural, community and residential development needed in town centres.

### **Norfolk and Suffolk Economic Strategy- Strategy for Growth and Opportunity**

---

1.6 New Anglia Local Enterprise Partnership (LEP) works with businesses, local authority partners and education institutions to drive the growth and enterprise in Norfolk and Suffolk.

1.7 In November 2017, New Anglia LEP published their economic strategy which identifies the Norwich Area as one of the seven engines of growth and one of their “priority places” where evidence shows that there are significant opportunities and a commitment for continued growth within the area.

1.8 Their economic strategy also reflects the evolving needs and opportunities of the growing local economy and how it can respond in a fast-changing world.

### **Local Planning Policy**

---

1.9 Norwich City Council Local Plan consists of three main documents and a variety of Supplementary Planning Documents;

- The Joint Core Strategy- which sets out the strategy for regeneration and growth;
- Development Management Policies- which provides detailed policies to guide and implement this strategy;
- Site allocations and Site Specific Policies; and
- Supplementary Planning Documents which provide additional guidance to support specific local plan policies.

### **Joint Core Strategy for Broadland, Norwich and South Norfolk (2011), amended January 2014**

1.10 The Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk is the key planning policy document for the Greater Norwich area and was adopted on 22 March 2011, with amendments adopted 2014. It forms part of the Local Plans for the districts of Broadland, Norwich and South Norfolk setting

out the broad vision for the growth of the area and containing strategic policies for the period 2008 – 2026.

- 1.11 The JCS is split between area-wide policies (policy 1-8) and policies for places (policy 9-19). Highlighted below are those elements of these policies relevant to the Site.
- 1.12 The JCS (Policy 4: Housing Delivery) sets the overall housebuilding levels needed to achieve the ambitious housing growth required in the greater Norwich area to 2026. For the city of Norwich, the new dwelling requirement over this period (calculated from a base date of April 2008) is 8,592 dwellings. Policy 4: Housing Delivery also promotes a mix of dwelling types and sizes on sites for 5 or more dwellings, and a requirement for 33% affordable homes on sites providing 16 dwellings or more (or over 0.6ha), with an overall strategic tenure split for affordable homes as 85% social rented and 15% intermediate tenures. Policy 4 also highlights that 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. The Council highlight that this will contribute to providing balanced communities and to meet the needs of the area.
- 1.13 Policy 5: The Economy states that the local economy will be developed in a sustainable way to support jobs and economic growth both in urban and rural locations. Ensuring the economy is sustainable will provide for a rising population and develop its role as an engine of the wider economy.
- 1.14 Policy 7: Supporting Communities states *“all development will be expected to maintain or enhance the quality of life and the well-being of communities...”* which includes providing appropriate and accessible health facilities, education facilities and community infrastructure and cohesion through access to new and improved community spaces. Thus the JCS highlights within Policy 8: Culture, Leisure and Entertainment that the cultural offer is an important and valued part of the area so therefore existing cultural assets and leisure facilities must be maintained and enhanced.
- 1.15 Policy 11: Norwich City Centre promotes an enhanced regional role for the city centre as the main focus for retail, leisure and office development, with housing and educational development reinforcing its vibrancy. Redevelopment of brownfield sites will contribute to the economic, social, physical and cultural regeneration of the city centre. Policy 1: Norwich City Centre states that housing densities in the city centre will generally be high but that family housing will also be provided to achieve a social mix. The policy also identifies the Northern City Centre in particular for comprehensive regeneration, with the objective of achieving physical and social regeneration, facilitating public transport corridor enhancements, and utilising significant redevelopment opportunities.

- 1.16 Policy 19: The Hierarchy of Centres states the retail hierarchy of centres; thus the primary retail area is at the highest level and the large district centres of Anglia Square/ Magdalen Street and Riverside are at the second level. Policy 19: Hierarchy of Centres states that the large district centres meet the daily needs of their local resident populations and also have the potential for additional employment, leisure and shopping uses.
- 1.17 Policy 12: The Remainder of the Norwich Urban Area states that new retailing, services, offices and other centre uses will be encouraged at a scale appropriate to its form and function to meet the shopping needs of residents of north Norwich and provide for a mix of activities.

#### **Development Management Policies Plan (2014)**

- 1.18 In accordance with the NPPF, Policy DM1: Achieving and delivering Sustainable Development states that development proposals will be expected (through their design, configuration, visual appearance, location, means of access and spatial and functional relationship to existing uses and facilities) to *“enhance and extend accessible opportunities for employment, education and training, stimulate competition and support business whilst enabling balanced, sustainable economic growth in the Norwich economy.”*
- 1.19 Policy DM2: Ensuring Satisfactory Living and Working Conditions outlines that outdoor space around new homes can be provided as private gardens or as communal amenity space and it should be integral to the overall design of the development.
- 1.20 Policy DM8: Planning Effectively for Open Space and Recreation states that all development involving the construction of new dwellings is required to contribute to the provision, enhancement and maintenance of local open space by means of on-site provision or indirect contribution through the community infrastructure levy (CIL).
- 1.21 Policy DM8: Planning Effectively for Open Space and Recreation further highlights that for developments of 100 dwellings and above, the plan will be required to provide for informal publicly accessible recreational open space on-site, as an integral part of the overall design and landscaping of the development. The policy also states that developments of 100 child bed spaces or more, should include the on-site provision of younger children’s playspace (of at least 150 sq.metres with a minimum of four different pieces of equipment) unless there is a play area of equivalent standard within 400 metres walking distance of the site. In addition, Policy DM8 outlines that as an indicative guide, on-site open space and landscape should not be generally less than 20% of the Site.
- 1.22 Policy DM18: Promoting and Supporting Centres states that development for retail, leisure and other main town centres uses as defined in the NPPF, will be permitted within the city centre primary and secondary retail areas, large district centres and existing and proposed district and local centres.

1.23 To implement the JCS and also support the objectives of the NPPF in relation to the vitality of town centres and healthy communities, Policies DM20 Protecting and Supporting City Centre Shopping and DM21 Protecting and Supporting District and Local Centres seek to manage the use of ground floors in the primary shopping area and in local and district centres to protect their retail, commercial and community functions, in particular to sustain the vitality of a strong, vibrant and diverse primary shopping area which has exhibited generally low levels of vacancy at a time when many other centres are in decline.

1.24 Within Policy DM21 Protecting and Supporting District and Local Centres it is stated that change of use involving the permanent loss of shops or shopping floor space will be permitted where they would not result in the proportion of A1 retail uses at ground floor level falling below 60% (in the case of district centres). Policy DM21 Protecting and Supporting District and Local Centres also states that the beneficial use of upper floors will be permitted where the use is compatible with surrounding uses.

#### **Site Allocations and Site Specific Policies**

1.25 Anglia Square is allocated within the Site Allocations and Site Specific Policies document however, supporting text in the document relates to the facilities that Anglia Square provides as a district centre and does not therefore address redevelopment. Many site allocations (eg. RM20 Starling Road) suggest that such development will contribute to the area wide regeneration proposed in the plan.

#### **Norwich Northern City Centre Area Action Plan**

1.26 The Northern City Centre Area Action Plan was adopted in March 2010 to guide the regeneration of the northern city centre area. This plan allocated Anglia Square for a comprehensive mixed-use development. Although this document has now expired, the plan was based on extensive public and stakeholder consultation and many of its key principles are reflected in the current policy framework, so still have relevance. The policy objectives of the site-specific policies are:

- Large District Centres - Anglia Square, Magdalen Street and St Augustine's Street form a large district centre with a large catchment serving the suburbs of North Norwich and extending out as far as the outer ring road and in some cases beyond that. The Greater Norwich Retail and Town Centres Study demonstrates that there is a need for both a new supermarket and for further comparison goods floor space to promote the centres viability and enable it to fulfil its role as a large district centre; and
- Employment Area – Employment provision for commercial offices and for workshop/ starter units for use of local industry and businesses (Policy LU1).

#### **Anglia Square and Surrounding Area: Policy Guidance Note (March 2017)**

1.27 The Council adopted a Policy Guidance Note and its immediate surroundings in March 2017, specifically to assist bringing forward the comprehensive redevelopment of the Site, which was being

discussed with NCC by the joint applicants for the Proposed Development. This was seen as necessary in view of the expiry of the NCCAAP.

1.28 Following consultation, the guidance note was adopted in March 2017, to assist with the achieving a viable and deliverable form of comprehensive development on the site which is acceptable in policy terms, delivers the Council's long-held aspirations for the site and stimulates the regeneration of the wider Northern city centre area.

1.29 Paragraph 5.4 outlines the proposed vision for Anglia Square including the "*enhancement of a strong and diverse District Centre function serving the wider suburban areas of North Norwich*" which will all be supported by new residential development contributing to meeting the housing needs of Greater Norwich.

1.30 Paragraph 5.5 outlines the proposed objectives including:

- Reinvigorate the local area's economy, including providing for new employment opportunities;
- Provide significant levels of residential development in order to make effective use of the sustainable city centre location & and,
- Encourage the development of a balanced community including contributing to the provision of enhanced community facilities and recreational opportunities to meet local needs and complement existing local community and the diverse mix of uses that already exist within this part of the city.

1.31 Paragraph 7.18 suggests that although Anglia Square falls outside of the Office Development Priority Area (OPDA), it still provides a significant opportunity to connect other local sites and deliver other desirable uses which would support local facilities for example convenience and comparison retail and leisure uses.

1.32 With Paragraph 7.79 suggesting that the provision of certain community facilities would be appropriate within the development itself, this can assist existing local facilities and proposed facilities to serve both the established community and future new residents.

#### **Open Space and Play Supplementary Planning Document (2015)**

1.33 The Open Space and Play Supplementary Planning Document (SPD) interprets Development Management Policy DM8 Planning Effectively for Open Space and Recreation, and supports strategic policy JCS1 in the Joint Core Strategy (Climate Change and Environmental Assets).

1.34 The SPD states that the Council's expectation in most circumstances is that open space and playspace should normally be provided on site for schemes over the threshold specified in Policy DM8. In circumstances where there is already a play area within 400m of the site, or where there are other

factors precluding on site provision, developers may instead provide for improvement, enhancement or reprovision of any such established play areas through a planning obligation.

- 1.35 The SPD encourages a flexible, case by case approach to negotiations on open space and playspace provision so that new housing development, wherever proposed, is able to address local needs for open space and playspace directly arising from it in the most beneficial and cost effective way.

**Main Town Centre Uses and Retail Frontages Supplementary Planning Document (2014)**

- 1.36 The Main Town Centre Uses and Retail Frontages SPD supports and interprets policy DM20: Protecting and Supporting district and local centres of the Norwich Development Management Policies and Policy 11: Norwich City Centre of the Greater Norwich Joint Core Strategy (JCS); both policies relate to the development and expansion and positive management of uses in Norwich City Centre to achieve the most beneficial mix of uses to secure its continued vitality.
- 1.37 Section 4 Frontage Zone Definitions highlights city centre frontage zones and large district centres. Magdalen Street/ Anglia Square is defined as zone LD01.
- 1.38 The SPD makes reference to the Northern City Centre Area Action Plan (NCCAAP), with the change of use within the district centre being assessed and determined under Policy LU2 (Large District Centres). The NCCAAP required that the proportion of A1 retail uses at ground floor level should not fall below 70%, and it also prohibited the change of use of ground floor shop units to residential. As stated above the NCCAAP has reached its 10 year timeframe and legally is no longer part of the adopted plan so therefore these requirements no longer stand.