

Site:	Anglia Square including land and buildings to the north and west
Appeal by:	Weston Homes PLC
PINS reference:	APP/G2625/V/19/3225505
LPA reference:	18/00330/F

Norwich Green Party / Proof of Evidence

Affordable Housing, Viability and Consistency with the Emerging Local Plan

PoE-NGP1/1

3rd December 2019

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Please note: No Appendices are provided for this document. The key documents referenced are also provided in the Core Document set, and any key data is directly reproduced within this document.

1 INTRODUCTION

- 1 Climate Emergency Planning and Policy (CEPP) have been commissioned by the Norwich Green Party to provide evidence on **Affordable Housing, Viability and Consistency with the emerging local plan** in relation to planning for the proposed development by Weston Homes Plc (“the Developer”) at Anglia Square in Norwich. The relevant Norwich City Council (“the council”, and “NCC”) application is 18/00330/F.
- 2 Dr Andrew Boswell is an independent consultant at CEPP, specialising in the interface of science, numerical footprinting, the planning system, policy and law. He has a doctorate in molecular biophysics (Oxford, 1981). He worked in IT and computer science in industry (1984-1994) and academia (University of East Anglia, 1995-2006). He was elected to serve as a councillor on Norwich City Council for 4 years until 2016 and on Norfolk County Council for 12 years until 2017. During this time, he took an active role in local plan making, public inquiries on infrastructure, legal compliance on air quality, carbon emissions and affordable housing.

2 SUMMARY

- 3 This submission relates to three different issues identified by the Inspector at the Pre-Inquiry Meeting (5th November 2019) as material issues on the Inquiry agenda. These are:
 - “a) The extent to which the proposed development is consistent with the Government’s policies for delivering a sufficient supply of homes;
...
 - e) The extent to which the proposed development is consistent with the development plan for the area, including any emerging plan; and
...
 - f) Any other matters the Inspector considers relevant.
...
 - Viability and the prospects for delivery of the scheme as a whole.”

2.1 Evidenced Conclusions

- 4 These conclusions are evidenced within the following sections.

1: More recent research, especially from the SHMA, shows that the overall need for affordable housing in Norwich is significantly higher than the JCS policy suggests.

2: There is a significant need for 2-bed affordable homes, which should be provided as flats in the development. Both the NR3 housing queue data and the SHMA point to a need of over 25% of affordable homes being 2-bed in the area.

3:10% is the minimum affordable housing level required by the NPPF, and very poor compared to the JCS 33% policy requirement. The emerging SHMA data shows Norwich affordable housing need is over 38% showing the development's overall affordable housing to be extremely poor.

4: When compared to the specific needs for 1-bed and 2-bed affordable homes in the emerging SHMA data of 66% and 51% respectively, the development's overall affordable housing is (even more) extremely poor.

5: The developer benefits from a hidden planning obligation subsidy as the need for 2-bed affordable homes have been ignored and written-off. This results from the conflation, by both the council and the developer, that providing 1-bed flats alone meets the needs for affordable homes.

6: When the omission of providing any 2-bed affordable housing is considered the development does not meet even "10% affordable housing".

7: The phasing in the application acts to jam up the housing queue in the NR3 area of the city for at least another 5 years.

8: Planning councillors were led to believe that the development would make a sizeable contribution to meeting the need for 1- and 2-bed properties. However, this is only true for market properties, where it would deliver 49.3% of objectively assessed need to 2036. The development makes an abysmally small 3.4% contribution to meeting the objectively assessed need for affordable 1- and 2-bed properties in the same period.

9: The proposed Anglia Square development creates a significant structural imbalance between affordable and market housing in Norwich during the next two decades of the emerging GNLP to 2036. It will not be possible to correct this imbalance by realistic, and viable, housing policy within the GNLP, and this undermines any chance of meeting the SHMA assessed housing needs in Norwich within the GNLP.

We formally request here that the developers release all the data in their viability assessment(s) so that it is available to the Inquiry for full transparency. If the developer's wish for any exemption, then, in line with the PPG, we request that a developer statement is provided to the Inspector at the outset of the Appeal.

- 5 In the light of the evidence provided, the final section of this submission gives the reasons for not consenting the development. This include that the development is contrary to Chapter 5 of the revised NPPF, and NPPF2/59, 61 and 65 therein; contrary to Planning Policy Guidance on Viability and transparency of financial data; the 10% minimum affordable housing is not genuinely met as the development ignores the significant demand for 2-bed flats in Norwich, contrary to NPPF 64.

- 6 The development is hugely biased towards market housing over affordable housing. This will generate a long-term imbalance between market and affordable housing in Norwich for the entire GNLP period to 2036. The council will be unable to correct this imbalance by policy in the GNLP, as there will be too much catch-up required to meet the SHMA assessed needs for affordable housing. The imbalance will prevent a viable GNLP plan being made for the Norwich area, and any plan, subsequent to this development going ahead, will fail on affordable housing before it has even been adopted.

2.2 Scope

- 7 The table below provides a cross-reference of the main sub-sections in this document to each of these three topics. ✓✓=Key evidence ✓= Directly related evidence ✗ = Background evidence.

		Supply/Affordable Housing	Consistent with emerging Plan	Viability
3.1	Existing strategic policy: GNDP Joint Core Strategy (JCS)	✓	✗	✗
3.2	JCS failure to deliver affordable housing	✓	✓	✗
3.3	Analysis of more recent data on housing	✓✓	✓	✗
3.4	Performance of the development against 2017 SHMA assessed housing need	✓✓	✓	✗
3.5	Performance metrics of the development against 2017 SHMA assessed housing need	✓✓	✓	✗
3.6	Consistency with the development plan for the area, including any emerging plan	✓✓	✓✓	✗
3.7	Relevant NPPF sections	✓		✗
3.8	The development is contrary to the planning policy framework	✓✓	✓✓	✗
3.9	Evidence-based approach: what should development deliver?	✓✓	✓	✗
4.1	Request to developer to release all viability data to the Inquiry	✓	✗	✓

Table 1: Cross-reference of main sub-sections to the three topic areas

3 SUPPLY OF HOMES / AFFORDABLE HOUSING

8 With respect to issue a) above, the Inspector refers to NPPF Chapter 5. This NPPF chapter requires strategic policy to use a needs-assessed housing model (eg: NPPF 59, 60, 64 and 65) in order to deliver a sufficient supply of homes, and especially:

- *that the needs of groups with specific housing requirements are addressed (NPPF 59)*
- *within this context, the size, type and tenure of housing needed for different groups in the community should be assessed (NPPF 61)*
- *planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership ... (NPPF 64)*
- *strategic policies should also set out a housing requirement for designated neighbourhood areas (NPPF 65)*

3.1 Existing strategic policy: GNDP Joint Core Strategy (JCS)

9 The Joint Core Strategy (JCS), drafted in late 2000's era by the Greater Norwich Development Partnership (GNDP), provides the current strategic planning policy for Norwich. For several years, the GNDP have been preparing a replacement plan, the emerging Greater Norwich Local Plan (GNLP). The formulation of the policies within the JCS predate the first NPPF, with certain limitations laid out below. The JCS4 Affordable Housing policy was set by 2011¹.

10 JCS4 sets a single affordable housing target (33%) across the Greater Norwich area. This combines the city area of Norwich and a wide rural hinterland in the areas of Broadland and South Norfolk. A single target across an area of such diverse social, economic and community demographics does not make sense, as such areas have very differing affordable housing needs. This single target is confirmed as being outdated by both the more recent assessments of need in the Strategic Housing Market Assessment (SHMA), and by the revised NPPF requirement for a finer grain "neighbourhood area" statement of housing need.

11 Important background for the Inquiry on strategic planning policy includes:

- the limitation of a single affordable housing target in the current JCS as explained above,
- the failure of JCS4 to deliver affordable housing (see below), and
- more recent data on housing in the form of a Strategic Housing Market Assessment (SHMA²) that has been available for several years to help prepare the JCS successor plan, the Greater Norwich Local Plan (GNLP).

12 On the SHMA, in 2015, Opinion Research Services (ORS) was jointly commissioned by the Central Norfolk local authorities (Norwich City, Broadland, Breckland, North Norfolk and South Norfolk, together with the Broads Authority Executive Area) to

¹ Although, the JCS was not adopted until after 2011, due to a legal challenge, the JCS4 policy was unaffected by the legal challenge and predates it.

² 2017 SHMA, <http://www.greaternorwichgrowth.org.uk/dmsdocument/2367>. [Core Document]

identify the functional Housing Market Areas (HMAs) covered by the five local authorities, in particular to establish the extent of the Central Norfolk HMA. We refer to the version of the SHMA published by OSR in June 2017. SHMAs primarily inform the production of the Local Plan which sets out the spatial policy for a local area. Their key objective is to provide the robust and strategic evidence base required to establish the Objectively Assessed Need (OAN) for housing in the Housing Market Area (HMA) and provide information on the appropriate mix of housing and range of tenures needed.

13 Norwich City Council used the SHMA to suggest policy interpretation, and provide additional housing data, in the planning committee papers for the development. One year downstream, the SHMA and the emerging GNLP are even more relevant now, and we will draw on the data as a robust and strategic evidence base for appraising the development.

3.2 JCS failure to deliver affordable housing

14 Generally, the JCS4 policy has failed to deliver:

- A local press investigation (EDP)³ showed a loss of 1,000 affordable homes in the Greater Norwich area against JCS4 policy in 4 years, equating to a financial loss to the councils of the order of £100,000,000.
- Greater Norwich Development Partnership (GNDP) annual monitoring⁴ has shown Red “RAG status” for affordable housing completions for several years, as shown in chart below, **ie: the policy is seriously under-delivering.**

Objective 2: to allocate enough land for housing, and affordable housing, in the most sustainable settlements

Indicator	Target	SOURCE	Location	11/12	12/13	13/14	14/15	15/16	16/17	18/19	RAG status
Net housing completions	NPA – 1,825 per annum	LPA	NPA	915	882	992	1140	1164	1810	2251	
	Greater Norwich area – 2,046 pa		Greater Norwich area	1,182	1,214	1,241	1,681	1,728	410		
	Broadland NPA – 617 pa		Broadland - NPA	157	56	217	217	340	234		
	Broadland RPA – 89 pa		Broadland - RPA	70	111	139	188	258	234		
	Norwich – 477 pa		Norwich	280	377	210	249	365	445		
	South Norfolk NPA – 731pa		South Norfolk - NPA	478	419	565	674	459	955		
	South Norfolk RPA – 132 pa		South Norfolk - RPA	197	251	110	353	306	207		
Affordable housing completions	Affordable housing target of 561 per year (just number, no % required for 15/16)	LPA	Greater Norwich area	394	407	245	243	222	456		
			Broadland	44	67	74	98	107	237		
			Norwich	171	145	32	50	25	44		
			South Norfolk	179	195	139	95	90	175		
			Greater Norwich area	33%	34%	20%	14%				
			Broadland	19%	41%	23%	24%				

Figure 1: GNDP JCS Red “RAG status” for affordable housing completions

³ EDP, 15th January 2018, “Revealed: The affordable homes deficit in Norwich as councils “trapped in battle” with wealthy developers”, <http://www.edp24.co.uk/news/environment/1-000-affordable-homes-lost-in-greater-norwich-1-5354279> [Core Document]

⁴ <http://www.greaternorwichgrowth.org.uk/dmsdocument/2389>, “Objective 2: to allocate enough land for housing, and affordable housing, in the most sustainable settlements” – Affordable housing completions, PDF Page 13. [Core Document]

- The Sustainability Appraisal Scoping Report (SASR) Figure 71⁵ for the draft GNLP graphically shows the declining delivery of affordable housing as shown.

Figure 71 Percentage of affordable dwellings

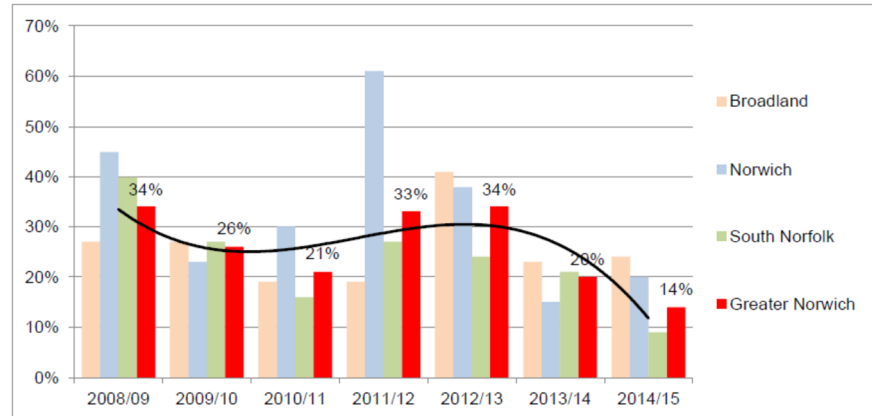


Figure 2: GNDP JCS performance on affordable housing

3.3 Analysis of more recent data on housing

- 15 The housing need in both Norwich, and the Anglia Square area itself are now objectively assessed from both the SHMA and the City housing queue data. This provides a much more accurate, finer-grain, affordable housing assessment that the flat JCS4 policy level of 33%.

Examining this data which is “beyond the JCS” is consistent with the planning committee report which also references the 2017 Strategic Housing Market Assessment (SHMA) report, and quotes housing queue data. However, the committee report is biased and selective in its presentation of the data, and contains errors that seriously misled planning councillors. We highlight these below.

Next, we present the source data, and then ask three questions that are crucial to properly assessing the supply of homes in the development proposal:

- *what is overall Norwich affordable housing need?*
- *what are the specific needs by affordable housing type (1-bed, 2-bed etc)?*
- *what are the specific needs in the Anglia Square area of the city?*

⁵ <http://www.greaternorwichgrowth.org.uk/planning/greater-norwich-local-plan/sustainability-appraisal-scoping-report/> [Core Document]

16 The source data from the SHMA is reproduced below

Figure 83: Housing mix of OAN for market and affordable housing: policy-off, excluding the City Deal (Source: ORS Housing Model. Note: Figures may not sum exactly due to arithmetic rounding)

		Market Housing	Affordable Housing	TOTAL
BROADLAND				
Flat	1 bedroom	48	164	212
	2+ bedrooms	18	39	57
House	2 bedrooms	854	1,000	1,854
	3 bedrooms	4,015	634	4,650
	4 bedrooms	1,043	145	1,188
	5+ bedrooms	225	25	250
TOTAL		6,203	2,007	8,210
NORWICH				
Flat	1 bedroom	1,049	2,086	3,136
	2+ bedrooms	1,159	1,216	2,375
House	2 bedrooms	1,128	647	1,775
	3 bedrooms	4,857	1,459	6,316
	4 bedrooms	989	351	1,339
	5+ bedrooms	193	70	263
TOTAL		9,376	5,828	15,204
SOUTH NORFOLK				
Flat	1 bedroom	188	475	663
	2+ bedrooms	175	149	324
House	2 bedrooms	1,245	1,216	2,461
	3 bedrooms	7,521	1,145	8,666
	4 bedrooms	2,950	165	3,115
	5+ bedrooms	797	45	842
TOTAL		12,877	3,195	16,072
GREATER NORWICH				
Flat	1 bedroom	1,285	2,725	4,011
	2+ bedrooms	1,352	1,404	2,756
House	2 bedrooms	3,227	2,863	6,090
	3 bedrooms	16,393	3,238	19,632
	4 bedrooms	4,982	661	5,642
	5+ bedrooms	1,215	140	1,355
TOTAL		28,456	11,030	39,486

Figure 3: Figure 83 from the SHMA

17 *First, what is overall Norwich affordable housing need?* The SHMA shows a higher level of overall affordable housing need in the Norwich City Council area at 38.3%⁶.

Conclusion 1: More recent research, especially from the SHMA, shows that the overall need for affordable housing in Norwich is significantly higher than the JCS policy suggests.

18 *Second, what are the specific needs by affordable housing type (1-bed, 2-bed etc)?* Further analysis of SHMA, Figure 83⁷, shows that the overall 38.3% need is further divided by type as follows, indicating a very high need for flats and small houses within Norwich City Council boundaries, as shown below:

	Norwich City Council area	SHMA need - units			
	Future need (2015-36)	Market	Affordable	Total	% Affordable
<i>1</i>	1 bedroom Flat	1049	2086	3136	66.5%
<i>2</i>	2+ bedrooms Flat	1159	1216	2375	51.2%
<i>3</i>	2 bedrooms House	1128	647	1775	36.4%
<i>4</i>	3 bedrooms House	4857	1459	6316	23.1%
<i>5</i>	4 bedrooms House	989	351	1339	26.1%
<i>6</i>	5+ bedrooms House	193	70	263	26.6%
<i>7</i>	TOTAL	9376	5828	15204	
<i>A</i>		<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>

Table 2: Summary of Norwich SHMA based housing needs
(NB: Italicised rows 1-7, and columns A-E, are provided for clear referencing later in document)

19 **Please note** that there are some small errors in the original SHMA data reproduced in Figure 3, these are explained in the footnote⁸. For consistency, and to avoid confusion elsewhere, we use and quote this SHMA data *uncorrected*. So, for example, Table 2 uses the data uncorrected although that means the columns/rows may not exactly add up. The errors are tiny and do not affect the arguments being made.

20 *Third, what are the specific needs in the Anglia Square area of the city?* This may be answered with reference to the City Council housing queue data. Bullet 213 of the committee selectively quotes data from the Choice-based Lettings (Home Options) register. However, more complete data was obtained from the council planning officers in May 2019⁹ and is presented below.

⁶ Figure 83 of 2017 SHMA, <http://www.greaternorwichgrowth.org.uk/dmsdocument/2367> [Core Document] . Please note, for completeness, that the GNDP state that the need for affordable housing has dropped slightly following the SHMA 2017 – sections 6.76 and 6.77 of <http://www.gnlp.org.uk/assets/Uploads/Reg.18-Growth-Options-document-final050218.pdf> [Core Document]

⁷ Figure 83 of 2017 SHMA, <http://www.greaternorwichgrowth.org.uk/dmsdocument/2367> [Core Document] . Please note, for completeness, that the GNDP state that the need for affordable housing has dropped slightly following the SHMA 2017 – sections 6.76 and 6.77 of <http://www.gnlp.org.uk/assets/Uploads/Reg.18-Growth-Options-document-final050218.pdf> [Core Document]

⁸ Figure 83 of 2017 SHMA, reproduced in Table 2, ERRORS: a) 1-bed flat row 1049+2086=3135 NOT 3136, b) 4-bed row 989+351=1340 NOT 1339, c) TOTAL row “market” 9375 NOT 9376, d) TOTAL row “affordable” 5832 NOT 5828, e) TOTAL row “total” 15207 NOT 15204 – see table reproduced directly in document.

⁹ Data provided in email from Tracy Armitage, NCC Planning Officer to Cllr Denise Carlo, May 21st 2019, and reproduced directly in document.

21 Source data from the Choice-based Lettings (Home Options) register for NR3 postcode, May 2019

From: Armitage, Tracy
Sent: 21 May 2019 18:07
To: Cllr Carlo, Denise
Subject: RE: Housing/Anglia Square - Information

Dear Cllr,

I have added information in red to your email below.

Tracy

Tracy Armitage
Senior Planner

<snipped ..>

3 Advice from the Strategic Housing Officer is quoted in the committee report for Anglia Square saying that there are currently 2438 applicants on the Choice-based Lettings (Home Options) register requiring a social rent one bedroom property. Of these 647 are single people or couples registered in the NR3 postcode area. Please can you provide the numbers of applicants (updated to now) for one bedroom, two bedroom and three bedroom properties - please given the figures for both the total on the Choice-based Lettings (Home Options) register, and the NR3 postcode area?

Total applicants across the city = 3,815

Total one bed dwelling applicants across the city = 2,273

Total applicants in NR3 = 1,137

NR3 applicants requiring one bed = 644

NR3 applicants requiring two bed = 304

NR3 applicants requiring three bed = 97

NR3 applicants requiring four bed = 92

<snipped ..>

Figure 4: Source data from the Choice-based Lettings (Home Options) register for NR3 postcode, May 2019

22 The table below presents this data, along with the SHMA data from the table above, to show the percentage needs for different sizes of housing within the affordable housing totals for each set of data.

		NR3 Housing Queue data (May 2019)	2017 SHMA	NR3: Affordable Housing split by Housing Queue	NR3: Affordable Housing split by Housing Queue
1	1 bedroom Flat	644	2086	56.6%	35.8%
2	2+ bedrooms Flat	304	1216	26.7%	20.8%
3	2 bedrooms House		647	0.0%	11.0%
4	3 bedrooms House	97	1459	8.5%	25.0%
5	4 bedrooms House	92	351	8.0%	6.0%
6	5+ bedrooms House		70	0.0%	1.2%
7	TOTAL	1137	5828	(100%)	(100%)
		<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>

Table 3: Summary of housing size needs from SHMA and Housing queue

23 These two sets of data have these differences:

- The SHMA data is across the whole of Norwich whilst the housing queue data is for the NR3 postcode only
- The SHMA data differentiates between 2-bed flats and 2-bed houses, and also between 4-bed and 5-bed houses. The housing queue data conglomerates these categories as can be seen in the above table.

24 The data may be simplified into just 3 categories: 1-bed homes, 2-bed homes and 3-bed+ homes which then enables a direct comparison to be made. This is shown below in Table 4 and plotted in Figure 5.

		NR3 Housing Queue data ¹⁰ (May 2019)	2017 SHMA	NR3: Affordable Housing split by Housing Queue	NR3: Affordable Housing split by Housing Queue
1	1 bedroom Flat	644	2086	56.6%	35.7%
2	2 bed home	304	1863	26.7%	31.9%
3	3 bed+ home	189	1880	16.6%	32.2%
		A	B	C	D

Table 4: Simplified summary of size-based housing needs from SHMA and Housing queue

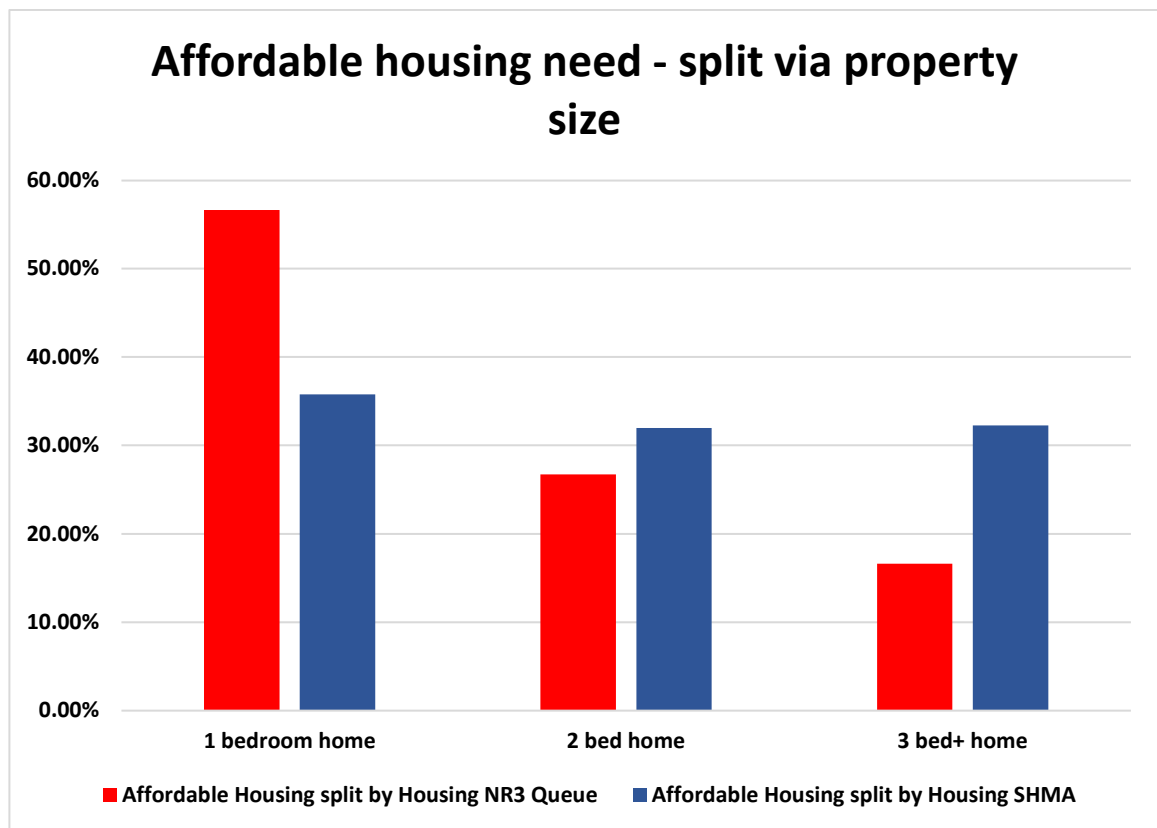


Figure 5: Affordable housing need in Norwich and NR3

25 Both the housing queue and the SHMA data clearly and consistently point to the following:

Conclusion 2: There is a significant need for 2-bed affordable homes, which should be provided as flats in the development. Both the NR3 housing queue data and the SHMA point to a need of over 25% of affordable homes being 2-bed in the area.

¹⁰ Data provided in email from Tracy Armitage, NCC Planning Officer to Cllr Denise Carlo, May 21st 2019, and reproduced directly in document.

The NR3 housing queue data suggests that the need for 2-bed homes in NR3 broadly reflects the need across the whole city from the SHMA.

The NR3 housing queue data also suggests that the area-specific need is for more 1-bed homes in this City Centre location than over the whole of Norwich, whilst the reverse is true for 3-bed+ homes. This conclusion from the data makes intuitive sense too.

3.4 *Performance of the development against 2017 SHMA assessed housing need*

- 26 The 2017 SHMA is a more formal strategic assessment of housing need for the GNLP period until 2036, used to inform the GNLP plan making process, whilst the NR3 housing queue gives a helpful snapshot of current demand. CEPP now assess the performance for the development against the longer-term strategic SHMA assessed housing need.
- 27 The total development is 637 1-bed and 563 2-bed flats (Committee report, bullet 203) and 9 3-bed houses. The affordable housing statement (bullet 213) proposes 111 1-bed flats and 9 3-bed houses. Bullet 183 shows the proposed phasing: 4 phases over the 8-year 2019-2027 period (*note, the project phasing is due to be redefined by the developer in their submissions on December 3rd 2019*).
- 28 Affordable housing is not delivered until phase 2 despite the Strategic Housing officer recommending earlier delivery of affordable housing (bullet 218).

The above numbers are presented as “10% affordable housing” against the JCS4 policy target. We dispute that this amounts to 10% as we discuss later.

- 29 In the context of the emerging housing needs, presented above, these key conclusions are drawn:

(A) The developer 10% figure is being compared to a 33% JCS4 policy whereas even the overall housing need in Norwich is greater than 33% (as above, at least 38%, and most likely greater still).

Conclusion 3: 10% is the minimum affordable housing level required by the NPPF, and very poor compared to the JCS 33% policy requirement. The emerging SHMA data shows Norwich affordable housing need is over 38% showing the development’s overall affordable housing to be extremely poor.

- (B) The development primarily consists of 1-bed and 2-bed flats, and the SHMA assessed need for affordable 1-bed flats and 2-bed flats in the City (as a percentage of the total of each) is over 66% and 51% respectively (*Table 2, above, cells E1 and E2*). The 10% figure should be compared more to these figures than to the overall 38% figure.

Conclusion 4: When compared to the specific needs for 1-bed and 2-bed affordable homes in the emerging SHMA data of 66% and 51% respectively, the development’s overall affordable housing is (even more) extremely poor.

- (C) The application and planning committee report erroneously conflate provision of 1-bed affordable flats with provision of affordable housing. The consequence of this error is that the well demonstrated need for over one quarter of affordable homes to be 2-bed homes (*Table 4, cells C2 and D2*) is selectively “written-off” by both the council and the developer.

This is a sleight-of-hand which provides a hidden subsidy to the developer. As a 2-bed affordable home makes a greater contribution to meeting affordable housing needs than a 1-bed affordable home, **the consequence is that the developer’s proposals do not even provide 10% affordable housing.**

Conclusion 5: The developer benefits from a hidden planning obligation subsidy as the need for 2-bed affordable homes have been ignored and written-off. This results from the conflation, by both the council and the developer, that providing 1-bed flats alone meets the needs for affordable homes.

Conclusion 6: When the omission of providing any 2-bed affordable housing is considered the development does not meet even “10% affordable housing”.

- (D) The developer’s crude “10% affordable housing” claim, dismissed above, does not consider project phasing. In the application, no affordable housing elements were due until 2024; with the imminent revision of the project timescales, this is now further delayed. The phasing is therefore not due to deliver any affordable housing for at least another 5 years.

Conclusion 7: The phasing in the application acts to jam up the housing queue in the NR3 area of the city for at least another 5 years.

3.5 Performance metrics of the development against 2017 SHMA assessed housing need

- 30 The 2017 SHMA allows more accurate precision in evaluating the proposed delivery against assessed need. Despite quoting the SHMA, the council have not attempted to do this consistently or numerically.
- 31 However, it is quite simple to make an assessment as follows. The table below assesses the delivery set out in the application against the 2017 SHMA need on the three categories “market”, “affordable” and “total” housing.

The calculations made are expressed formulaically in row 0 and column Z. Columns A, B and C reproduce the SHMA data already given in Table 2. Columns D, E and F provide the respective data for the development from the application. Columns G, H and I provide percentage delivery by the development against the SHMA assessed need for each category: “market”, “affordable” and “total” housing.

	Norwich City Council area	SHMA need - units			Development			Delivery % against SHMA need		
		Market	Affordable	Total	Market	Affordable	Total	Market	Affordable	Total
0	Future need (2015-36)	<i>M1</i>	<i>A1</i>	<i>T1</i>	<i>M2</i>	<i>A2</i>	<i>T2</i>	= <i>M2/M1</i>	= <i>A2/A1</i>	= <i>T2/T1</i>
1	1 bedroom Flat	1049	2086	3136	526	111	637	50.1%	5.3%	20.3%
2	2+ bedrooms Flat	1159	1216	2375	563	0	563	48.5%	0.0%	23.7%
3	2 bedrooms House	1128	647	1775	0	0	0	0.0%	0.0%	0.0%
4	3 bedrooms House	4857	1459	6316	0	9	9	0.0%	0.6%	0.1%
5	4 bedrooms House	989	351	1339	0	0	0	0.0%	0.0%	0.0%
6	5+ bedrooms House	193	70	263	0	0	0	0.0%	0.0%	0.0%
7	=1+2+3+4+5+6 TOTAL	9375	5828	15204	1089	120	1209	11.6%	2.0%	7.9%
8	=1+2 1 & 2 bed-flats	2208	3302	5511	1089	111	1200	49.3%	3.4%	21.7%
9	=1+2+3 1 & 2 bed-HOMES	3336	3949	7286	1089	111	1200	32.6%	2.8%	16.4%
Z		<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>	<i>F</i>	<i>G</i>	<i>H</i>	<i>J</i>

Table 5: Performance metrics of development against Norwich SHMA based housing needs

32 The chart below shows delivery of market and affordable housing by the application against SHMA assessed need from the figures in Table 5 above. For clarity, the origin of each bar in the graph is annotated with its cell reference in Table 5 above.

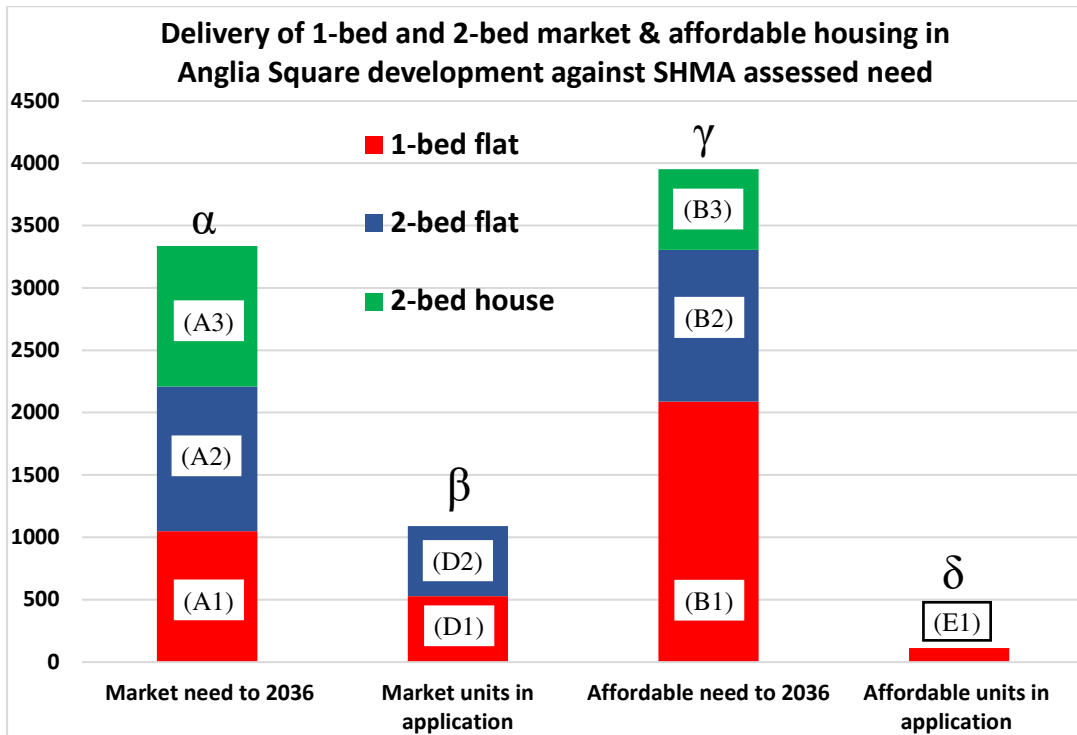


Figure 6: Delivery of market units and affordable units in application

33 The chart shows the extremely heavy bias towards delivering market units in the application. It delivers 50.14% of the market need for 1-bed flats and 48.58% of the market needs for 2-bed flats. It delivers only 5.31% of the need for affordable 1-bed flats and delivers none of the need for affordable 2-bed flats.

The key point being made here can be seen by comparing the relative heights of column α and β, with the relative heights of columns γ and δ. Whilst the development makes a significant contribution to meeting the SHMA assessed need for 1-bed and 2-bed market homes (column α compared to column β), it makes an abysmally small contribution to meeting the SHMA assessed need for 1-bed and 2-bed affordable homes (column γ compared to column δ).

- 34 Bullet 204 of the planning committee report makes several claims, some of which are erroneous and very misleading, and it also omits vital information. These are as follows:
- i. “*the predicted need for market housing arising from the city council area [is] (15,294 dwellings)*”. CEPP believe this is a typographical error and should read 15204 (Table 5, cell C7).
 - ii. “*approximately 36% is predicted to be for 1- and 2-bedroom properties (5511 dwellings)*”. The predicted level for 1- and 2-bed flats is 5511 (Table 5, cell C8), and for 1- and 2-bed homes is 7286 (Table 5, cell C9), so this refers to flats.
 - iii. “*The proposed number of market dwellings (1089-1139) has the scope to meet approximately 20% of need for this size of dwelling in a single location.*” This refers to “*1- and 2- bedroom properties*”: from the bullet above, “*properties*” means flats in this context. Based on 1089 market properties in Table 5 above, the development meets 49% of the assessed need for 1- and 2-bed market **flats** (Table 5, cell G8).
 - iv. The scheme meets approximately 20% of the **total** need for 1-bed flats in the SHMA assessment (Table 5, cell J1): not 20% of the market need for 1- and 2-bedroom properties as the council told planning councillors.
 - v. **The following vital information is omitted from the Norwich City Council analysis.**
 - a. Based on 111 affordable properties in the application, the development meets only 3.4% of the assessed need for 1- and 2-bed **flats** (Table 5, cell H8), and 2.8% of the assessed need for 1- and 2-bed **homes** (Table 5, cell H9). **Therefore, the application has the scope to meet no more than 3.4% of the SHMA assessed need for this size of affordable flat.**
 - b. **For 1-bed and 2-bed flats, the application delivers over 14 times the market need than the affordable need: 49.3% (Table 5, cell G8) vs 3.4% (Table 5, cell H8).** None of the SHMA assessed need for 2-bed flats is delivered at all.
- 35 Councillors were misled by these erroneous, misleading and deficient claims at bullet 204.

Conclusion 8: Planning councillors were led to believe that the development would make a sizeable contribution to meeting the need for 1- and 2-bed properties. However, this is only true for market properties, where it would deliver 49.3% of objectively assessed need to 2036. The development makes an abysmally small 3.4% contribution to meeting the objectively assessed need for affordable 1- and 2-bed properties in the same period.

3.6 Consistency with the development plan for the area, including any emerging plan

36 We now address the Inspector's issue:

“e) The extent to which the proposed development is consistent with the development plan for the area, including any emerging plan;”

37 The previous section has identified that the application is very heavily biased towards delivering the market home element of the SHMA assessed housing need over the affordable home element. Figure 6 and the narrative above makes this entirely clear.

38 This heavy bias towards delivering market need poses a very serious risk to the City Council, and the Greater Norwich Development Partnership, with the emerging Greater Norwich Local Plan (GNLP).

39 The City Council have suggested that the development can meet one fifth of the Norwich housing need of 1-bed and 2-bed flats. In fact, it delivers 49.3% of the market need, and only 3.4% of the affordable need.

This large development, with such a heavy bias towards market dwellings in the 8-year period (now revised from 2019-2027), **will create an affordable housing timebomb in the future.**

This is because for all other housing developments to 2036, a greater-than-plan affordable housing level will be needed to compensate for the extreme bias to market dwellings in this application. For 1-bed and 2-bed flats, 51% of the assessed need for market properties will need to be delivered, but 97% of the assessed need for affordable housing. It will simply be not possible to produce a viable GNLP plan for the Norwich area based on this imbalance within the system.

Essentially, the affordable housing element will always be playing catch-up and this is not the basis for a successful plan.

Additionally, the development continues the existing trend of the very poor delivery of affordable housing in the GNLP area under the JCS as highlighted above.

Conclusion 9: The proposed Anglia Square development creates a significant structural imbalance between affordable and market housing in Norwich during the next two decades of the emerging GNLP to 2036. It will not be possible to correct this imbalance by realistic, and viable, housing policy within the GNLP, and this undermines any chance of meeting the SHMA assessed housing needs in Norwich within the GNLP.

3.7 Relevant NPPF sections

40 Our conclusions above result from considering the housing needs assessment enshrined in the 2017 SHMA. Delivering housing based on needs assessment is a requirement of the NPPF. The opening paragraph of NPPF Chapter 5, NPPF 59 which states:

*“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, **that the needs of groups with specific housing requirements are addressed** and that land with permission is developed without unnecessary delay.”*
(emphasis added)

- 41 Further quotes relevant to providing needs-assessed housing specific to local needs include:

NPPF 61: *“Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).”*

NPPF 65: *“Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. **Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas** which reflects the overall strategy for the pattern and scale of development and any relevant allocations.”*
(emphasis added)

- 42 On the level of affordable housing:

NPPF 64: *“Where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership ...”*

3.8 The development is contrary to the planning policy framework

- 43 The claim that the development meets a 10% affordable housing level is not true as it has been calculated on the false premise that only 1-bed flats are required to meet the assessed need. The SHMA indicates that a significant proportion of 2-bed flats is also required.
- 44 The development comprises 525 market 1-bed flats, 563 market 2-bed flats. Given that there are more 2-bed market flats than 1-bed market flats, it is also simply not reasonable to only use 1-bed affordable flats for the calculation of the 10% figure. (The 9 affordable 3-bed houses are ignored here as they make only a miniscule contribution to the balance of calculation in question).

2-bed affordable housing has been completely omitted from consideration, and the development does not even meet 10% affordable housing (Conclusion 6). **The development is therefore contrary to NPPF 64.**

- 45 When both 1-bed and 2-bed flats are considered together, the development delivers 49.3% of the market need, and only 3.4% of the affordable need. In this, the application

fails to meet the specific housing requirements of those who need affordable housing by a very long shot. **Therefore, the development is contrary to NPPF 59, 61 and 65 above, which require that the needs of groups with specific housing requirements are addressed.**

- 46 Further, the development creates a structural imbalance between affordable and market housing in Norwich during the next two decades of the emerging GNLP to 2036 (Conclusion 9). It will not be possible to correct this imbalance by realistic, or viable, housing policy within the GNLP, and therefore the application undermines the ability of the City Council to meet the specific housing requirements of those who need affordable housing in the medium-term future. **Therefore, the development is contrary, on this ground too, to NPPF 59, 61 and 65 above, which require that the needs of groups with specific housing requirements are addressed in strategic planning.**
- 47 We respectfully suggest that each of these failures to comply with the NPPF, are not resolvable to arguments of “balance of consideration”. Each of the above represents a significant, or huge, divergence from NPPF guidance.

3.9 Evidence-based approach: what should development deliver?

- 48 To balance the future housing needs in Norwich, and to provide the correct structural balance for the emerging GNLP, market and affordable homes in developments should ideally be delivered at the same proportional rates as the SHMA needs indicates. This is especially the case on a development such as Anglia Square, which claims to deliver a large chunk Norwich’s overall housing in the GNLP period to 2036.

Table 6 below uses the SHMA data to calculate that 424 of the 1-bed flats (cell C1), 288 of the 2-bed flats (cell C2) and 2 of the 3-bed houses (cell C4) are required to be affordable. This provides an evidence-based guide to what the development should be aiming for to meet the needs-based assessment within the SHMA, and to be fully compliant with the NPPF, and to lead to a balanced housing trajectory in the GNLP.

	Affordable housing need % by type	SHMA assessed need	Total Units in Development	Affordable to meet SHMA assessed need	Actual affordable in application
0	<i>From Table 5</i>	$P=A1/T1$	$T2$	$=P*T2$	$A2$
1	1 bedroom Flat	66.5%	637	424	111
2	2+ bedrooms Flat	51.2%	563	288	0
3	2 bedrooms House	36.5%	0	0	
4	3 bedrooms House	23.1%	9	2	9
5	4 bedrooms House	26.2%	0	0	
6	5+ bedrooms House	26.6%	0	0	
		A	B	C	D

Table 6: Needs based assessment of the affordable housing which the development should deliver

4 THE VIABILITY ASSESSMENT(S)

- 49 The DVS review is at a high level and has not engaged in challenging many of the assumptions, nor reviewing the calculations, in the Icenii viability models presented.
- 50 Much of the detail of the viability assessment models have not been released by the developers based on commercial confidentiality. Norwich Green Party believe that the parties in the Appeal should be provided with full access to the viability assessment(s).
- 51 Numerous challenges in recent years have been successfully made at Planning Appeals and in the Courts requiring the release of viability information and disallowing the commercial confidentiality argument used by developers. This led to the August 2018 government planning guidance (revised May 2019, Reference ID: 10-021-20190509) on Viability requiring that a “*viability assessment should be prepared on the basis that it will be made publicly available other than in exceptional circumstances*”, and that “*where an exemption from publication is sought, the planning authority must be satisfied that the information to be excluded is commercially sensitive*”.

4.1 *Request to developer to release all viability data to the Inquiry*

We formally request here that the developers release all the data in their viability assessment(s) so that it is available to the Inquiry for full transparency. If the developer’s wish for any exemption, then, in line with the PPG, we request that a developer statement is provided to the Inspector at the outset of the Appeal.

5 REASONS FOR NOT CONSENTING DEVELOPMENT

52 In the light of the above evidence, the development should not be consented planning permission because it:

- I. Is contrary to Chapter 5 of the revised NPPF, and NPPF2/59, 61 and 65 therein.
- II. Is contrary to Planning Policy Guidance on Viability and transparency of financial data.
- III. Only claims to meet the Government/NPPF 10% minimum for affordable housing. The 10% minimum is not genuinely met as the development ignores the significant demand for 2-bed flats in Norwich, both in the SHMA and the NR3 local housing queue data. This is contrary to NPPF 64.
- IV. Spectacularly fails to meet the affordable housing needs, as presented in the SHMA produced for preparation of the emerging GNLP.
- V. Stunningly fails to meet the affordable housing needs from Norwich City Council's housing queue data for the NR3 area.
- VI. Is hugely biased towards market housing over affordable housing.
- VII. Will generate a long-term imbalance between market and affordable housing in Norwich for the entire GNLP period to 2036. The council will be unable to correct this imbalance by policy in the GNLP, as there will be too much catch-up required to meet the SHMA assessed needs for affordable housing. The imbalance will prevent a viable GNLP plan being made for the Norwich area, and any plan, subsequent to this development going ahead, will fail on affordable housing before it has even been adopted.

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