

Planning Obligations and Affordable Housing Statement V1

Carrow Works, Norwich

July 2023

Turley

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Client
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Our reference
ZMLC3000

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1. Introduction

- 1.1 This Planning Obligations and Affordable Housing Statement (referred to as the 'Statement') has been prepared on behalf of Fuel Properties (Norwich) Ltd (the 'Applicant') in support of a Hybrid (Part Full, Part Outline) planning application (the 'Application') for the following proposed development:

"Hybrid (Part Full/Part Outline) for the comprehensive redevelopment of Carrow Works comprising a:

Full application comprising the construction of the principal means of access, the primary internal road and associated public spaces and public realm, including restoration and change of use of Carrow Abbey to former use as residential (Use Class C3), alteration and extension and conversion to residential use, up to (Use Class C3) of the Lodge, Garage and Gardener's Cottage and the Stable Cottages, development of the former Abbey Dining Room for residential use (Use Class C3), adaptation and conversion for flexible uses (Class E and/or C2 and/or C1 and/or C3 and/or F1 and/or F2 and/or B2 and/or B8 and/or Sui Generis) for buildings 207, 92, 206, 7 (7a, 8 and 8a), 209, 35, the Chimney and Class E and/or B2 and/or B8 for the retained Workshop (Block 258), (providing a combined total of up to 143 residential units and 17,625 sq.m of flexible commercial business, service and local community and learning floorspace), enhanced access to Carrow Abbey and Scheduled Ancient Monument and associated ancillary works; and

Outline planning application for demolition of existing buildings and replacement with phased residential-led up to 1,716 units (Use Class C3 and/or Class E and/or F1 and/or F2 and/or C1 and/or C2 and/or B2 and/or B8 and/or Sui Generis), (total of 9,005 sq. m of commercial, business, service, local community and learning and Sui Generis floorspace) landscaping, open space, new and modified access".

- 1.2 The aforementioned Hybrid Planning Application was submitted to Norwich City Council (the 'Council') on 8th July 2022, reference: 22/00879/F.

Structure of Statement

- 1.3 This Statement is structured as follows:

Section 2: Planning Policy Context

- 1.4 Section 2 provides an overview of the Planning Policy Context of relevance to this Statement.

Section 3: Planning Obligations

- 1.5 Section 3 sets out the planning obligations attributable to the Proposed Development, alongside an overview of the proposed infrastructure, Community Infrastructure Levy, planning obligations (contributions) and affordable housing proposed.

Section 4: Affordable Housing

- 1.6 Section 4 outlines the affordable housing provision position associated with the Proposed Development.

Section 5: Conclusions

- 1.7 Section 5 provides concluding commentary drawn from the details provided in Sections 3 and 4 of the Statement.

2. Planning Policy Context

- 2.1 As set out in the Planning Statement submitted in support of the Hybrid Planning Application (Reference: 22/00879/F), the Planning Policy and Context of relevance to the Proposed Development include the:
- Town and Country Planning Act 1990,
 - the Planning and Compulsory Purchase Act 2004,
 - the National Planning Policy Framework (NPPF), revised 2021; and
 - the Planning Policy Guidance (PPG), 2021.
- 2.2 The following adopted and emerging policy framework for Norwich City Council:
- Norwich Local Plan, 2014;
 - The Joint Core Strategy for Broadland, Norwich and South Norfolk, 2014;
 - Site Allocations and Site-Specific Policies Local Plan, 2014;
 - Development Management Policies Local Plan, 2014; and
 - Norwich Local Plan Policies Map, 2014.
- 2.3 In addition, the following adopted Supplementary Planning Documents are considered of relevance to this 'Statement', those being:
- Open Space and Play, 2015;
 - Affordable Housing, 2019; and
 - Central Norfolk Strategic Housing Market Assessment, June 2017 and Greater Norwich Local Housing Needs Assessment, 2021.
- 2.4 In addition to the above, Norwich City Council been working with Broadland District Council, Norfolk County Council and South Norfolk District Council to prepare the Greater Norwich Local Plan (GNLP), which once adopted, will replace the aforementioned adopted Development Plan documents.
- 2.5 The preparation of the GNLP is at progressed stages, with a number of matters and topics having been the subject of Examination in Public.
- 2.6 In light of this, it is considered that the policies contained therein may at the stage of adoption at the time the City Council is in a position to determine the Hybrid planning application.
- 2.7 Given this, it is considered that the emerging GNLP will carry sufficient weight to form a or the material consideration in the determination of the Hybrid planning application.

- 2.8 This notwithstanding, this Statement focuses on the adopted Development Plan position, whilst making reference to relevant emerging GNLP policies and any supporting evidence base.

National Planning Policy Framework, 2021

- 2.9 The 2021 iteration of the National Planning Policy Framework (NPPF), introduced new requirements post adoption of the Joint Core Strategy, especially for affordable housing and associated definitions.

- 2.10 At paragraph 65, the NPPF requires that:

“Where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable homes ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. Exemptions to this 10% requirement should also be made where the site or proposed development:

a) provides solely for Build to Rent homes;

b) provides specialist accommodation for a group of people with specific needs (such as purpose-built accommodation for the elderly or students);

c) is proposed to be development by people who wish to build or commission their own homes; or

d) is exclusively for affordable housing, an entry-level exception site or a rural exception site.

- 2.11 Annex 2 of the NPPF defines ‘affordable housing’ as ‘housing for sale or rent, for those whose needs are not met by the market’ (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) **Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government’s rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household’s eligibility to purchase a starter home

to those with a particular maximum level of household income, those restrictions should be used.

c) **Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) **Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement. meets one of the following categories

Norwich Local Plan, 2014

2.12 The adopted Development Plan for Norwich comprises three documents, those being the Joint Core Strategy, the Norwich Development Management Policies Plan and the Site Specific Policies and Site Allocations Plan.

2.13 Policy 4 (Housing Delivery) of the Joint Core Strategy sets out the affordable using requirements for the Proposed Development, as follows:

Housing Mix

Proposals for housing will be required to contribute to the mix of housing required to provide balanced communities and meet the needs of the area, as set out in the most up to date study of housing need and/or Housing Market Assessment.

Affordable Housing

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

- On sites for 16 dwellings or more (or over 0.6 ha) 33% with approximate 85% social rented and 15% intermediate tenures (numbers rounded, upward from 0.5).

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

affordable housing. At appropriate settlements, sites that would not normally be released for housing will be considered for schemes that specifically meet an identified local need for affordable homes. Such schemes must ensure that the properties are made available in perpetuity for this purpose.

Greater Norwich Local Plan, Secretary of State Submission Version, July 2021

Policy 5: Homes

2.14 The policy states that: Residential proposals should address the need for homes for all sectors of the community having regard to the latest housing evidence, including a variety of homes in terms of tenure and cost. New homes should provide for a good quality of life in mixed and inclusive communities and major development proposals should provide adaptable homes to meet varied and changing needs.

2.15 The policy requires major residential development to provide:

- at least 33% affordable housing on-site across the plan area, except in Norwich City Centre where the requirement is at least 28%, or where
 - a) the site is allocated in a Neighbourhood Plan for a different percentage of affordable housing, or
 - b) for brownfield sites where the applicant can demonstrate that particular circumstances justify the need for a viability assessment at decision-making stage;
- affordable housing on-site except where exceptional circumstances justify off-site provision;
- a mix of affordable housing sizes, types, and tenures in agreement with the local authority, taking account of the most up-to-date local evidence of housing need. This will include 10% of the affordable homes being available for affordable home ownership where this meets local needs;
- affordable housing of at least equivalent quality to the market homes on-site.

Policy 7.1: East Norwich

2.16 Policy 7.1 provides the policy framework for the East Norwich Strategy Regeneration Area (ENSRA), which includes the site that is the subject of this hybrid planning application (Carrow Works).

2.17 The ENSRA is comprised of the following sites:

- Land at the Deal Ground, Bracondale and Trowse Pumping Station in Norwich and the former Gurney site at Trowse in South Norfolk;
- Land at Carrow Works, Norwich;
- Utilities Site, Norwich; and
- Land in front of ATB Laurence Scott.

2.18 The allocation at Land at Carrow Works, also includes Carrow House and associated car parking, which is under the ownership of Norwich City Council. That site is not included within the application boundary for this hybrid planning application.

- 2.19 In light of the above, the Carrow Works site, as a whole, development must also achieve the following site-specific requirements:
- 2.20 *At part 21. Proposals will include the conservation and long-term management of the scheduled monument and listed buildings on the site and provide a suitable setting for designated heritage assets affected by the proposals on and off site. Proposals, which seek to convert, alter or demolish locally listed buildings or have a harmful impact on the significance of their setting, will be considered on their merits. Clear justification for all proposals will be required;*
- 2.21 *At part 22. Proposals will be required to adopt and implement a strategy of heritage interpretation relating to both the heritage assets of the site, and the use(s) of the site.*
- 2.22 *At Part 23: Deliver the following key infrastructure in accordance with phasing plans agreed through the SPD:*
- a) Provision of a high-quality east-west cycle/pedestrian route to connect the access on King Street to the railway underpass.
 - b) Enhancement works to the railway underpass.
 - c) Provision of unconstrained access to the railway underpass.
 - d) Provision of a cycle/pedestrian bridge over the River Wensum (linking to Carrow Road).
 - e) Provision of key road infrastructure across the Carrow Works site (built to adoptable standards and able to accommodate public transport).
 - f) Provision of a second point of access to King Street the detail of which to be determined through a Transport Assessment.
 - g) Provision of high quality pedestrian/cycle routes to both the city centre and Bracondale.
 - h) Off site improvements to the highway network including junction enhancements and improved crossing facilities.
 - i) Safe and convenient off road cycle route through the Carrow Works site connecting Martineau Lane roundabout to King Street.
 - j) Provision of serviced site for a two-form entry primary school.
 - k) Provision of land for a health facility sufficient to serve the East Norwich development as a whole.
 - l) Provision of a community retail centre to serve the development and in a location which is accessible to all future residents of the East Norwich Strategic Regeneration Area by sustainable transport means.

East Norwich Strategic Regeneration Area, Draft Final Supplementary Planning Document (SPD), May 2022

- 2.23 The East Norwich Strategic Regeneration Area, Supplementary Planning Document, was endorsed by the Norwich City Council Cabinet in June 2022. The SPD has no material weight in the determination of planning applications at present, although it is anticipated that formal consultation will be undertaken in the winter, and once adopted in 2023, it is considered that the SPD will form a material consideration in the determination of relevant planning applications.

3. Planning Obligations

Overview of Proposed Development

- 3.1 The proposed development will deliver up to 1,859 residential units, with up to 173 residential units proposed within the detailed element of the Proposed Development; and up to 1,716 residential units proposed within the outline element of the Proposed Development.
- 3.2 Alongside the delivery of residential units, the Proposed Development also seeks the delivery of a range of flexible use classes, including Class E; Classes B2 and B8; Classes C1 and C2; Classes F1 and F2; and Sui Generis uses. A total of 17,625 sq.m (GIA) is proposed for the full element and 9,005 sq.m (GIA) for the outline element of the Proposed development.

Affordable Housing Provision

- 3.3 A Financial Viability Report, prepared by i2 Development Management and Consultancy (dated 30th June 2023) has been prepared and is submitted in support of the Hybrid planning application.
- 3.4 The Financial Viability Report currently reports that the Proposed Development could not support any affordable housing.
- 3.5 The Viability Report will be the subject of independent review on behalf of the City Council in due course, and may therefore be the subject of further updates following discussions with Norwich City Council.

Planning Obligations

- 3.6 As highlighted in Section 2 of this Statement, and especially paragraph 2.21, there are a number of infrastructure requirements associated with the Carrow Works scheme and the wider East Norwich Strategic Regeneration. In addition, Community Infrastructure Levy, GIRAMS and Nutrient Neutrality also form part of the requirements of the Proposed Development.

Community Infrastructure Levy (CIL)

- 3.7 The Financial Viability Report makes an allowance for the Community Infrastructure Levy (CIL) in line with the City Council's adopted CIL Charging Schedule which came into force on 15th July 2013.

Green Infrastructure and Recreational Impact Mitigation Strategy- GIRAMS

- 3.8 In relation to the Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy for Norfolk (GIRAMS), a contribution of £391,952 is identified within the Financial Viability Report. This is based on the April 2023 requirement of £210.84 per residential unit proposed.

Nutrient Neutrality

- 3.9 The Financial Viability Report refers to Nutrient Neutrality, and indicative costs being applied by the City Council of £2,500 to £5,500 per dwelling, dependent on available mitigation capacity. Any contribution towards Nutrient Neutrality will be discussed with the City Council as part of the Heads of Terms associated with the Proposed Development.

Emerging Greater Norwich Local Plan- Policy 7.1

- 3.10 At Part 23 of the Policy, development of the Carrow Works site will be expected to deliver the following key infrastructure in accordance with the East Norwich Strategic Regeneration Area Supplementary Planning Document, May 2022. It should be noted that neither the emerging Greater Norwich Local Plan or the SPD, are formally adopted, although they are both referenced as forming a material consideration in the determination of planning applications given they are at advanced stages of preparation.

1. Provision of a high-quality east-west cycle/pedestrian route to connect to access on King Street to the railway underpass.
2. Enhancement works to the railway underpass.
3. Provision of unconstrained access to railway underpass.
4. Provision of cycle/pedestrian bridge over the River Wensum (linking to Carrow Road).
5. Provision of key road infrastructure across the Carrow Works site (built to adoptable standards and able to accommodate public transport).
6. Provision of a second point of access to King Street the detail of which to be determined through the Transport Assessment.
7. Provision of high-quality pedestrian/cycle routes to both the city centre and Bracondale.
8. Off-site improvements to the highway network including junction enhancements and improved crossing facilities.
9. Safe and convenient off road cycle route through the Carrow Works site connecting Martineau Lane roundabout to King Street.
10. Provision of serviced site for a two-form entry primary school.
11. Provision of land for a health facility sufficient to serve the East Norwich development as a whole.
12. Provision of a community retail centre to serve the development and in a location which is accessible to all future residents of the East Norwich Strategic Regeneration Area by sustainable transport means.

- 3.11 The Proposed Development is considered to achieve Point 1 above, through the provision of a high-quality east-west cycle/pedestrian route through the Site.
- 3.12 In relation to Points 2 to 9, liaison with the County Highway Authority is on-going in respect of the access to, from and within the Site, including liaison regarding any necessary off-site improvement works, and given this, a further update to this Statement will be provided once those discussions are concluded.
- 3.13 In relation to Point 10, the Education Impact and Mitigation Assessment, prepared by EHP Consultants, reveals the following forecast position pertaining local schools, especially in respect of primary provision:
- According to Norwich City Council forecasts for the nearest primary schools combined which are all within a 2-mile walking distance of the Site, there will be a surplus of 690 primary school places at these schools by the academic year of 2025/26.
 - The Norwich City Council forecasts for the nearest primary schools combined which are all within a 2-mile walking distance of the Site, there will be a surplus of 475 primary school places at these schools by the academic year 2031/32.
- 3.14 In addition, it is revealed that for the Anglia Square planning application, Reference: 22/00434/F, that in the event that education infrastructure is required, this would be funded by CIL receipts.
- 3.15 In light of the above, it is concluded that there are no constraints regarding local education infrastructure to necessitate the provision of a two-form primary school on the Site. Moreover, any shortfall of places can be funded through CIL receipts.
- 3.16 Points 11 and 12 continue to be explored and again will be the subject of the outcome of the Financial Viability and Highways process.

4. Affordable Housing

- 4.1 The Proposed Development delivers up to 1,859 dwellings, up to 143 of which within the detailed element and up to 1,716 dwellings within the outline element.
- 4.2 The 'Financial Viability Report', (the 'Viability Assessment') prepared by i2 Development Management and Consultancy reveals, that to date, that the scheme could not support any affordable housing. The Viability Assessment will be the subject of an external assessment (by an independent viability consultant) on behalf of Norwich City Council.

5. Conclusions

- 5.1 The Proposed Development seeks to deliver up to 1,859 residential dwellings and a total of 26,630 sq. m (GIA) of a flexible Class E, B2, B8, F1, F2 and Sui Generis floorspace.
- 5.2 A Financial Viability Report (FVR) is submitted in support of the Proposed Hybrid planning application, which will be the subject of an independent review by an assessor appointed by Norwich City Council.
- 5.3 At the current time, the FVR identifies a series of obligations, alongside Community Infrastructure Levy (CIL) charges that can be applied to the Proposed Development.
- 5.4 Other infrastructure measures will be the subject of dialogue with the City Council in due course and following agreement on highways measures for the Proposed Development and the independent review of the FVA.
- 5.5 In terms of affordable housing, the FVA concludes, that at the current time, no affordable housing offer can be made, given the viability position of the Proposed Development.

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