

NORTH NORFOLK  
Local Development Framework



# Site Allocations

Development  
Plan  
Document

Cromer

February 2011

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## Foreword

We are privileged to live and work in a beautiful area. The things we enjoy about North Norfolk are often the result of the activities of local communities and the environment. Sometimes these are incidental, sometimes they have evolved over a very long time, sometimes they are planned; whatever the case we need to try and ensure that future communities can enjoy the same kind of North Norfolk that we do. That is not to say that things will remain the same; the area faces many pressures and challenges, including meeting people's housing needs, providing well-paid jobs, protecting the environment and addressing the threats from flood risk and coastal erosion.

The process of preparing new planning documents is a long and complex one. We have spent a great deal of time exploring the issues, options, and considering alternatives, consulting with a wide range of organisations, and speaking to the community. This process has allowed us to discuss many issues with many people and this has provided a solid foundation on which to present the sites which are allocated for a variety of uses.

This allocations document has been prepared to accord with the vision, objectives and strategic policies of the adopted Core Strategy. It reflects the vision, and defines it in detail, by identifying (allocating) specific areas of land for different types of new development, such as housing, employment, retail, open space and other uses. These allocations are shown on the Proposals Map.

I would like to thank all those who have contributed to the development of this document and look forward to your continuing involvement in planning the future of North Norfolk.



**Councillor Clive Stockton**  
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Cabinet Portfolio Holder for Planning Policy, Coastal Management and Economic Development.

Chairman of the Local Development Framework Working Party.

Member of North Norfolk District Council for Waterside Ward.

# Foreword

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# Introduction 1

# 1 Introduction

## 1.1 Local Development Framework

- 1.1.1** The Planning and Compulsory Purchase Act 2004 established a new system of local development planning in England, called the Local Development Framework (LDF). As a consequence of this legislation, the North Norfolk LDF has replaced the North Norfolk Local Plan (the Local Plan). As with the Local Plan, the North Norfolk LDF covers the whole of the administrative area of North Norfolk District except that part lying within the Broads Executive Area, for which the local planning authority is the Broads Authority. That part of the District is covered by the Broads LDF.
- 1.1.2** The North Norfolk LDF comprises of a number of documents. The **Core Strategy** sets out the key elements of the planning framework for North Norfolk and includes policies relating to the broad quantities, types and distribution of development together with detailed policies which are used by the Council when reaching decisions on planning applications. It was adopted by the Council in September 2008 and covers the period to 2021, however it can be reviewed on a regular basis during that time.
- 1.1.3** The adoption of the Core Strategy has provided the context for this document. In particular it provides the framework for:
- The quantity of new housing and other development needs;
  - the distribution of these new developments;
  - the types of sites required, and;
  - the expected timing and phasing of new development.
- 1.1.4** This **Site Allocations** document has been prepared to accord with the vision, objectives and strategic policies of the adopted Core Strategy. It reflects the vision, and defines it in detail, by identifying (allocating) specific areas of land for different types of new development. These allocations are shown on the **Proposals Map**.

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## 1.2 Purpose of this document

- 1.2.1** The objective of this document is to ensure that sites are identified and made available to meet the development needs of the District in accordance with the aims of the adopted Core Strategy, namely:
- Core Aim 1 - To address the housing needs of the whole community.
  - Core Aim 2 - To provide for sustainable development and mitigate and adapt to climate change.
  - Core Aim 3 - To protect the built and natural environment and local distinctive identity of North Norfolk, and enable people's enjoyment of the resource.
  - Core Aim 4 - To mitigate and adapt to impacts of coastal erosion and flooding.
  - Core Aim 5 - To develop a strong, high value economy to provide better job, career and training opportunities.
  - Core Aim 6 - To improve access for all to jobs, services, leisure and cultural activities.
- 1.2.2** In preparing this document the Council has considered the options for allocating land and, following a Sustainability Appraisal, Appropriate Assessment, local consultation, and consideration of how and when sites might be developed, has identified the sites which it considers best meet the needs of the local area and deliver the aims of the Core Strategy.

# Introduction 1

**1.2.3** The document does not identify all future development sites. Many, mainly small scale, developments will occur within the established built up parts of towns and villages, perhaps as the consequence of the redevelopment of an area. The location of such developments, sometimes called 'windfall' or 'infill' development, and when they might occur, is difficult to predict and consequently these sites are not identified. Similarly the Council operates a policy of allowing developments of affordable housing on sites which are not formally identified for housing development and, as with windfall developments, the location of these are not known at this time. The Council has nevertheless made allowance for these 'exception' sites and 'windfall' developments in assessing the overall amount of housing land that should be released to meet identified needs.

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## 1.3 How to use this document

**1.3.1** This document is divided into sections, each of which deals with a different town or village in the District. Each section summarises the development needs identified in the adopted Core Strategy for each settlement and the identified allocations to meet these needs. Each allocation is shown on a map and accompanied with a brief description and justification.

**1.3.2** Before development can proceed on any of the allocations it will be necessary to secure planning permission. Planning applications will be determined in accordance with the policies of the adopted Core Strategy together with the Site Specific policies included within this document. Each policy is highlighted within a coloured box.

**1.3.3** A number of other documents have been published as either background or evidence to support the site allocations. These include a Sustainability Appraisal, Appropriate Assessment, a Strategic Housing Land Availability Assessment, and a statement of how the Council has involved the public and other key stakeholders in the preparation of the plan. Further details are included in Chapter 3. Copies of these and all other documents referred to can be made available on request, or can be viewed on the Council's website: [www.northnorfolk.org](http://www.northnorfolk.org).

**1.3.4** This document includes a number of terms which have a specific meaning. A list of definitions can be found in Appendix A.

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## 1.4 What happens next?

**1.4.1** The 'allocation' of land for development does not replace the need for planning permission. It is a statement of policy against which (amongst other things) planning applications will ultimately be determined. Consequently, this document does not include precise details of likely development as these details will only be available when individual planning applications are made on the sites identified. These planning applications will be subject to the same consultation procedures as all other planning applications. Where the Council considers that development should only take place if specific conditions are complied with, these are included within the document. Future planning applications are expected to comply with these conditions, and others that may be imposed at the time, unless there are very good reasons for departing from them. Many of these requirements arise from the adopted policies of the Core Strategy which state that all larger scale residential developments should:

- *include, where it is viable, a high proportion of new dwellings that are affordable (45-50%);*

# 1 Introduction

- *that the mix of dwellings include a greater proportion of smaller homes (40% two bedroom or less) and homes which are suitable for occupation by the elderly, infirm, or those with mobility difficulties (20%);*
- *that all homes are built to improved environmentally friendly standards including requirements that dwellings are energy efficient and that more of the energy needs are generated on the site, that measures are incorporated to minimise the use of resources such as water, and that all dwellings are designed to a high quality which reinforces local distinctiveness; and*
- *that those building homes contribute to the provision of local facilities such as open space or school places where there is a deficiency in these facilities.*

**1.4.2** These are standard requirements for most residential development proposals and are applicable to each of the sites allocated in this document.

**1.4.3** This document takes account of the development needs of the District until approximately 2021. This means that it is expected that the allocations will be implemented, by this time although the precise timing of development will be dependent upon the investment decisions of both the public and private sector and the availability of key infrastructure.

**1.4.4** A framework will be put in place to monitor the implementation of the allocations and evaluate their effectiveness. A decision will be taken about when to review and / or replace the adopted development plan documents in the light of the monitoring results and having regard to changes in the policy context or local economic, or environmental conditions. For further information see Chapter 14 'Monitoring & Implementation'.

# Policy Context 2

## 2 Policy Context

### 2.1 National & Local Policy

**2.1.1** The Site Allocations in this document conform with the adopted Core Strategy which was prepared in parallel with this Plan. The Core Strategy document sets out the overarching visions for North Norfolk and for each of the eight largest settlements. These, in turn, build on the aims of the North Norfolk Sustainable Community Strategy. The Core Strategy outlines in general terms where development should take place, and it was prepared taking into account the most up-to-date national planning guidance and the regional planning framework outlined at the time in the Draft East of England Plan (Regional Spatial Strategy for the East of England). In addition to tackling the general themes addressed by national and regional guidance it addresses the issues that have been identified locally, through the Community Strategy and the preparation of the LDF, such as the nature of development that is needed, its scale, and geographical location.

**2.1.2** The **Core Strategy** proposes that most new development in the District should be concentrated in four of the larger towns in North Norfolk, namely, Cromer, Fakenham, Holt and North Walsham, with lower levels of development in Hoveton, Sheringham, Stalham and Wells-next-the-Sea. In addition, the Strategy indicates that small-scale housing development is necessary to meet identified local needs in some of the larger villages in the District and that the service role of these villages should be protected and if possible enhanced. The following settlements have been identified as 'Service Villages' and this plan proposes small scale developments in each village where suitable sites are available: Aldborough, Bacton, Blakeney, Briston, Catfield, Corpusty, Happisburgh, Horning, Little Snoring, Ludham, Mundesley, Overstrand, Roughton, Southrepps, Walsingham and Weybourne.

**2.1.3** In respect of the amount of new housing development, the Core Strategy requires that North Norfolk should plan to provide for at least 8,000 new dwellings between 2001 and 2021. According to the latest information<sup>(1)</sup> approximately 3,287 of these dwellings have been built since 2001, a further 1,600 have planning permission, and it is estimated that an additional 1,850 dwellings will occur as windfall development. Therefore some 6,737 of the 8,000 dwelling requirement is accounted for. The remainder, some 1,263 dwellings, will be accommodated on the allocated sites in this Plan. Additionally, there is a national policy requirement<sup>(2)</sup> for local planning authorities to maintain a supply of building land which will be adequate to meet housing development needs over the next 15 years. The Core Strategy consequently suggests that land should be allocated for between 2,700 and 3,400 dwellings so that, not only will the 8,000 dwelling requirement be met, but also suitable development sites will continue to be available in the years immediately following the period covered by this plan. In accordance with the Strategy, this Plan allocates sufficient land to accommodate in the region of 3,300 additional dwellings.

**2.1.4** The **North Norfolk Community Strategy**<sup>(3)</sup> identified a number of priorities for the District which were grouped into 3 outcomes:

- Improved housing
- Better jobs and prospects
- Sustaining a high quality of life - a nice place to live, work and visit

1 Housing Land Availability Study, April 2010

2 Planning Policy Statement 3 (PPS3) - Housing

3 North Norfolk Community Partnership, Sustainable Community Strategy, 2008-2011

## Policy Context 2

- 2.1.5** These themes are integral to the Core Strategy aims and inherent throughout the document. This Site Allocations document seeks to deliver these themes through allocations of land for a variety of new development.
- 2.1.6** The high levels of need for affordable housing in the District were influential in the preparation of new housing policies in the Core Strategy. This need underpins policies in relation to the quantity of housing to be provided, the affordability, tenure and size of new dwellings, and where this new development should take place. The allocations of development sites in this document are an essential element of the Council's Housing Strategy and they are made, in part, in order deliver a 'step change' in addressing the affordable housing needs of the District. Developers and landowners should expect the Council to require the specified proportion of affordable dwellings on each of the allocations and this should be reflected in realistic land purchase prices and valuations.
- 2.1.7** Retailing is an important part of the North Norfolk economy. There is an identified need <sup>(4)</sup> in some of the District's towns for improved shopping facilities (non food) and national policy advises that such development should be located within town centres. The Core Strategy states that significant new retail developments should be focused in the larger town centres in the District, and suitable sites are identified in this document at Cromer, Fakenham, North Walsham and Sheringham where opportunities exist to extend the choice of shopping facilities and improve the appearance of town centres.
- 2.1.8** The Core Strategy and this Site Allocations Plan also respond to the changing nature of employment and identify sufficient opportunities for new employment, including ensuring that a sufficient supply of land is available to provide a choice of investment opportunities in the main employment centres in the east, central and western areas of the District. This plan also makes a number of mixed use allocations where it is expected that additional employment generating development will be provided alongside the proposed new dwellings as part of the comprehensive development of each area.
- 2.1.9** Opportunities for outdoor recreation and access to open space are important for the health and well-being of the local population and creating a high quality of life. A study <sup>(5)</sup> suggests that in some areas of the District there is a deficiency in good quality open space either in terms of the quantity of land available or the quality of space / equipment. New development will be expected to contribute towards addressing these deficiencies and a number of the new allocations will include significant additional areas of Public Open Space. These new open spaces are an integral part of the Council's overall development strategy and should be provided as an early part of each development that requires such provision.
- 2.1.10** The themes identified in the Community Strategy carry through to the sustainability appraisal process and collectively the allocations in this plan seek to address locally identified needs in a manner that accords with the principles of sustainability. More details are contained in Chapter 3 'Site Selection' and the separate Sustainability Appraisal report that accompanies this document.
- 2.1.11** North Norfolk District is bounded by Kings Lynn and West Norfolk, Breckland, Broadland and Great Yarmouth local authority areas. Parts of North Norfolk are covered by the Broads Authority. The Council works closely with these authorities and regular meetings ensure co-operation on cross-boundary issues. The allocations made in this document have taken account of the spatial plans of adjacent authorities. Cross boundary issues include the capacity of shared services and infrastructure to accommodate the scale of growth proposed and assessment of the likely combined impacts of development on issues such as traffic circulation, landscape impact and character, impacts on wildlife and so on. This is particularly

4 North Norfolk District Retail and Commercial Leisure Study, DTZ Pida, 2005

5 North Norfolk Open Space and Recreation Study 2006

## 2 Policy Context

the case where single communities are administered, in parts, by adjacent authorities, as is the case at Hoveton, or where the impacts of development may be noticeable across wider areas.

- 2.1.12** Spatial planning requires that local planning authorities involve and have regard to other organisations so that activities can be co-ordinated and common objectives agreed. This has been achieved by involving and gathering information from utility and service providers, Local Area Partnerships, statutory bodies such as the Environment Agency, and local groups. Details of this involvement are contained in the Consultation Statement and the results have particularly informed individual site requirements and the phasing of development outlined in Chapter 14 'Monitoring & Implementation'.

# Site Selection 3

## 3 Site Selection

### 3.1 Site Selection Process

3.1.1 The allocations in this document have satisfied a number of tests:

- They are in compliance with the Core Strategy, and central Government Planning Policy Statements;
- they are based on a robust evidence base and investigation of needs and issues of the area determined from research and the participation of key stakeholders;
- they are considered the most appropriate when considered against a wide range of reasonable alternatives;
- their suitability for development has been tested by a process of Sustainability Appraisal, Appropriate Assessment, and stakeholder participation; and
- sites are, or will be, available and development will be delivered within the plan period.

#### Compliance with Policy

3.1.2 The Core Strategy sets out the future role and function of each settlement and consequently the framework for changes that are being promoted. The Site Allocations document is the delivery vehicle for many of these changes and has therefore had regard to the housing requirement set out in the Core Strategy and the spatial objectives for each settlement where relevant.

#### Evidence Base - Research and Participation

3.1.3 A number of studies were commissioned as part of LDF preparation and these are referred to throughout the document. These helped provide an understanding of issues facing the District and identified site specific considerations such as requirements for additional public open space, new retail sites, etc. These studies are available on the North Norfolk LDF website.

3.1.4 The allocations made in this document follow various stages of stakeholder and public participation. This included workshops with local stakeholders, discussions with statutory bodies, public consultation on 'preferred options' and further contact with Parish and Town Councils regarding consideration of alternative sites. This enabled an understanding of the community's view and also an understanding of delivery issues such as the capacity of schools and infrastructure in the area. The following diagram outlines the key stages of stakeholder and public consultation.

## Site Selection 3

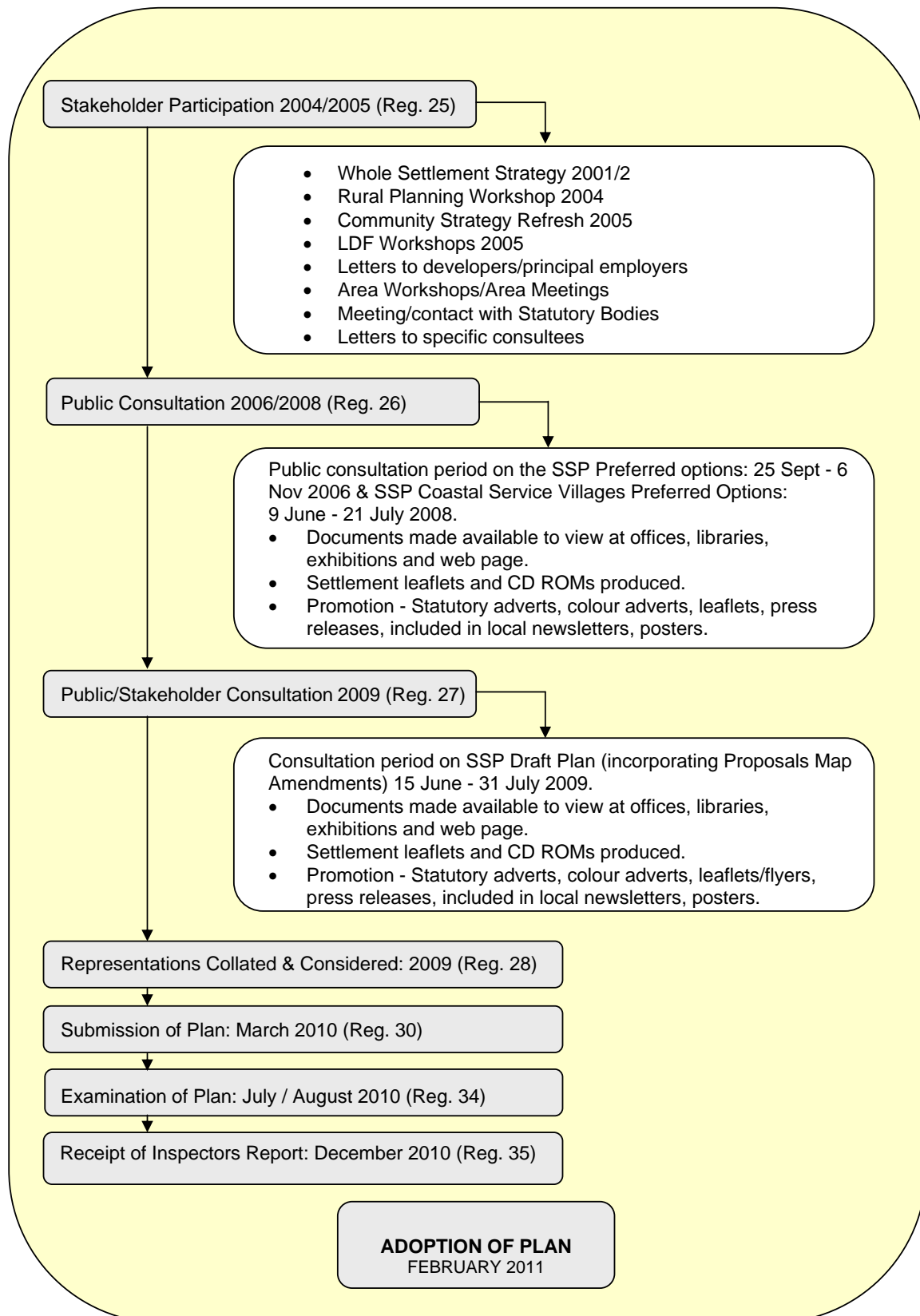


Figure 3.1 Site Specific Proposals Consultation Process Flowchart

## 3 Site Selection

### Consideration of Alternatives

- 3.1.5** Many sites were suggested to the Council as having potential for development and the Council has identified further sites that may have the potential to provide housing through the preparation of a Strategic Housing Land Availability Assessment<sup>(6)</sup>. Not all of these sites are suitable or available for development and the Council therefore needed to assess the options in order to make choices about which of the sites should be allocated.
- 3.1.6** The selection process is informed by a combination of Sustainability Appraisal, Appropriate Assessment, public and stakeholder consultation, and assessments of site availability and deliverability. All sites suggested for development were considered and recommendations on site selection were taken to Council committees for approval by elected Members prior to inclusion in this document.

### 3.2 Sustainability Appraisal

- 3.2.1** Sustainability Appraisal (SA) is a process used to appraise the likely social, economic and environmental implications of development and is used throughout plan preparation to ensure that sustainability principles are embedded in the Plan rather than being considered as a 'bolt on' extra. It ensures that the Plan addresses locally identified needs in a manner that accords with the principles of sustainability. Sustainability is a cornerstone of the Government's approach to new development and it follows that unsustainable sites should not be selected for development.
- 3.2.2** As a first step in the process a Scoping Report<sup>(7)</sup> was prepared to describe the social, environmental and economic characteristics of North Norfolk, identify the issues facing the district and establishing a series of sustainability objectives that would be used to appraise the Core Strategy and Site Allocations documents.
- 3.2.3** A series of criteria were used to appraise or 'score' the social, economic and environmental consequences of each allocation. In summary, they cover the following issues and the scoring system adopted weighs in favour of sites that have been previously developed, are well integrated, have minimal environmental impact and provide a safe and suitable location for new development.
- an assessment of flood risk and coastal erosion risk;
  - the existence of any other significant constraints such as proximity to hazardous installations, etc;
  - consideration of public transport accessibility;
  - suitability of local infrastructure (e.g. highways, water supply, drainage, etc);
  - consideration of any other designations or physical constraints that would materially affect the proposal;
  - an assessment of how well integrated the site is within the settlement, taking account of pedestrian and cycle routes to key facilities and the relationship with and proximity to existing residential areas, public open space and other services;
  - an assessment of the environmental impact of the proposed site with reference to landscape, townscape, land drainage, biodiversity and other factors; and
  - consideration of possible alternative uses of each site including retaining sites in their current use.

6 North Norfolk Strategic Housing Land Availability Assessment, NNDC, June 2009 and June 2010

7 North Norfolk Sustainability Appraisal Scoping Report, NNDC, 2005

## Site Selection 3

- 3.2.4** Further details of this process, including results of individual site appraisals, is outlined in the Sustainability Appraisal Report that accompanies this document.

### 3.3 Appropriate Assessment

- 3.3.1** The Habitats and Birds Directives protect sites of exceptional importance in respect of rare, endangered or vulnerable natural habitats and species within Europe. These sites are referred to as 'European Sites', or 'Natura 2000 sites', and consist of Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Offshore Marine Sites (OMSs).
- 3.3.2** Appropriate Assessment (AA) is required of any plan or project likely to have a significant effect on a European Site, both within and adjacent to the Plan area. The intention is that a plan or project should only be approved after determining that it will not adversely affect the integrity of any European Site. If, in spite of a negative assessment of the implications for the development, and in the absence of alternative solutions, a plan or project must be carried out for reasons of overriding public interest, compensatory measures must be incorporated to ensure that the overall coherence of a European Site is protected.
- 3.3.3** An Appropriate Assessment has been completed for North Norfolk<sup>(8)</sup> which identifies a number of mechanisms by which new development could indirectly impact on European Wildlife Sites, and specifies measures to ensure that any actual adverse effect is avoided.
- 3.3.4** These specified measures include a monitoring programme to assess, and respond to, any impacts arising from increased visitation to designated sites, and further work on the potential to affect water quality through discharge of increased nutrient levels if appropriate controls are not first put in place to avoid this. The Council has prepared a Water Infrastructure Statement<sup>(9)</sup> that provides information on the capacity of water resources to accommodate the proposed growth and this will be kept under review. Work will also be published on the impacts of visitors on European Wildlife Sites and details of potential mitigation measures, including those funded by developer contributions, will be provided in a Developer Contributions Supplementary Planning Document (SPD).
- 3.3.5** More details are contained in the Monitoring and Implementation section of this document and the policies relating to each site identify where there is a need to agree mitigation works or further study prior to development taking place.

### 3.4 Deliverability

- 3.4.1** The allocations made in this plan are intended to contribute to meeting the housing requirements of the Core Strategy and to fulfil a number of locally identified needs for other types of development. It is expected that each of the sites, particularly those relating to housing provision, will be developed within the next 10-15 years. In each case the Council has considered if the proposals would represent a suitable use of the site, if the site is likely to be available for the development suggested, and if not, what measures need to be taken, and by whom, to ensure that allocations are deliverable.
- 3.4.2** In many instances the deliverability of an allocation will be dependant upon the actions of others. For example, the Council may grant planning permission for a particular development but land owners, developers and others will decide if they wish to build. Prior to building it may also be necessary to gain other consents and licenses, for example, rights to connect

8 North Norfolk Site Specific Proposals Appropriate Assessment, Royal Haskoning, April 2009 and Feb 2010

9 North Norfolk Water Infrastructure Statement, NNDC, March 2010

























































































