

# NORTH NORFOLK Local Development Framework



## Core Strategy

Incorporating  
Development Control Policies

September 2008

## **Important Information**

Please note that many of the studies and reports referred to throughout this Core Strategy document can be viewed or downloaded from our website.

**[www.northnorfolk.org/ldf](http://www.northnorfolk.org/ldf)**

All documents referred to can also be viewed at the Council Office  
(Cromer office only) during office hours.

If you are unable to access the web or find the document/link you are looking for please contact the Planning Policy team for further information and guidance.

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**All of the LDF Documents can be made available in Braille, audio, large print or in other languages. Please contact us to discuss your requirements.**

## Foreword

We are privileged to live and work in a beautiful area. The things we enjoy about North Norfolk result, of course, from the interaction of local communities and the environment. Sometimes features are incidental, sometimes they have evolved over a very long time and sometimes they are planned; whatever the case we need to try and ensure that future communities have the opportunity to enjoy all that is best about North Norfolk, as we do. That is not to say that things will remain the same; the area faces many pressures and challenges that can only be addressed by looking at the problems afresh. We must, for example, find ways of meeting people's housing needs, enabling the provision of 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, consulting with a wide range of organisations, commissioning specialist studies and considering existing evidence. This process has allowed us to discuss the issues affecting the District with many people and has provided a solid foundation on which to develop the document now before you.

This **Core Strategy**, including **Development Control Policies**, provides a clear vision for how new development can address the challenges we face and identifies where, when, how much and how new development will take place in North Norfolk up to 2021. This vision will guide other documents in the North Norfolk Local Development Framework such as the Site Specific Proposals document which will outline the detailed allocations for land for different uses.

I would like to thank all those who have contributed to the development of this Plan and hope it provides the basis for the provision of new development in North Norfolk to address the needs of the local communities in a sustainable and locally distinctive manner.



**Councillor Clive Stockton**

Cabinet Portfolio holder

Member of North Norfolk District Council for Waterside Ward

# Foreword

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# Introduction and Background Information 1

## 1 Introduction and Background Information

### 1.1 The Local Development Framework

**1.1.1** The Planning and Compulsory Purchase Act 2004 established a new system of local development planning in England, replacing local plans with Local Development Frameworks (LDF). The LDF is a series of documents which together provides the planning policy context for North Norfolk. These will be produced over time and will eventually comprise:

- Core Strategy Development Plan Document (including Development Control Policies)
- Site Specific Proposals Development Plan Document (allocations for new development)
- Proposals Map (showing the areas where policies and designations apply)
- Development Briefs for Major Allocations
- Planning Obligations Supplementary Planning Document
- North Norfolk Design Guide Supplementary Planning Document
- Landscape Character Assessment Supplementary Planning Document

**1.1.2** Details of these documents and the timescale for their preparation can be found in the Council's Local Development Scheme.

**1.1.3** This document is the **Core Strategy and Development Control Policies** and sets out the key elements of the planning framework for North Norfolk that will be used when considering individual planning proposals. It will cover the period to 2021, but can be reviewed on a regular basis during that time if necessary.

**1.1.4** The Core Strategy and Development Control Policies Development Plan Document (DPD) replaced all 'saved' Local Plan policies.

**1.1.5** A particular feature of the new system is the requirement for local planning authorities to adopt a *spatial planning* approach to the preparation of LDFs. Spatial planning aims to bring together and integrate policies for the development and use of land with other strategies and programmes which influence the nature of places and how they function <sup>(i)</sup>. Details on how this was undertaken are provided in the section overleaf 'Preparation of the Core Strategy'.

**1.1.6** The Core Strategy 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 <sup>(ii)</sup>. That part of the District is covered by the Broads Core Strategy.

#### The purpose of this document

**1.1.7** The **Core Strategy** provides the overarching approach for development in North Norfolk. It sets out a long-term spatial vision, objectives and policies to guide public and private sector investment up to 2021. The second part of the document provides a set of **Development Control policies** which will be used in assessing individual planning applications. Finally, the last section on implementation and monitoring shows how the objectives will be achieved in practice and how development will be phased to address infrastructure constraints.

**1.1.8** A **Proposals Map** is also published as part of the Core Strategy. This sets out on an Ordnance Survey map base the areas where policies will apply. The Proposals Map will be updated whenever a new Development Plan Document is adopted.

i LDF information can be found in the Government's Planning Policy Statement on Local Development Frameworks (PPS 12).

ii The area covered by the North Norfolk LDF is referred to as 'North Norfolk' throughout the rest of this document.

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**1.1.9** A number of supporting documents have been prepared to support the Core Strategy including; a Sustainability Appraisal Report, an Appropriate Assessment, a Statement of Consultation and Background Papers on Housing, Retail and Employment. These are all available to view / download from our website.

**1.1.10** The Core Strategy also sets the context for the preparation of all other Development Plan Documents, which have to be in conformity with the Core Strategy. These are listed in paragraph 1.1.1 and further details are provided in the Local Development Scheme<sup>(iii)</sup>.

## 1.2 Preparation of the Core Strategy

**1.2.1** The significant stages in the Council's preparation of the Core Strategy can be summarised as follows:

- evidence gathering, development and appraisal of options in consultation with a variety of stakeholders - Regulation 25 (April 2005 to July 2006);
- public participation on preferred options - Regulation 26 (25 September to 6 November 2006);
- submission of the draft Core Strategy to the Secretary of State and public participation on its contents Regulation 28 and 29 (18 June to 30 July 2007);
- independent examination of the draft Core Strategy by the Planning Inspectorate (4 December 2007 to 18 Jan 2008);
- receipt of the Inspector's report, which will be binding upon the Council (July 2008); and
- adoption of the Core Strategy by the Council (September 2008).

**1.2.2** The Core Strategy has been prepared following a series of informal and formal consultation exercises. At the 'issues and options' stage a series of workshops with stakeholders were held in each of the towns to discuss issues and future aspirations for the towns and rural areas. This work built on the 'Whole Settlement Strategies' (prepared in 2001) which identified visions for each of the settlements and helped identify how new development could be used to address specific issues in each place.

**1.2.3** Meetings and correspondence were also held with statutory bodies, utility providers and other organisations. National, Regional and local policy was also considered, as well as a series of background evidence studies commissioned by the Council. Further details of the consultation undertaken is provided in the Consultation Statement<sup>(iv)</sup>. A series of options were subject to Sustainability Appraisal which assessed the economic, social and environmental implications. The Sustainability Appraisal report is available as a key background document to this Core Strategy.

**1.2.4** Figure 1 'Core Strategy Preparation Process' shows the stages involved in the preparation of the Core Strategy and further details are provided in the next sections.

### Sustainability Appraisal (SA)

**1.2.5** All development plan documents must contribute to sustainable development and sustainability appraisal is a process carried out during the preparation of the plan to assess the economic, social and environmental impact of emerging policies. The preferred options report published in September 2006 was subject to this process and the draft SA report assessed the strategic options and identified how the preferred options could be made more sustainable by introducing mitigation measures to improve the options and reduce any adverse effects. The process of

iii North Norfolk Local Development Scheme: Version 3 (2007)

iv Consultation Statement: a document prepared by NNDC summarising the consultation process.

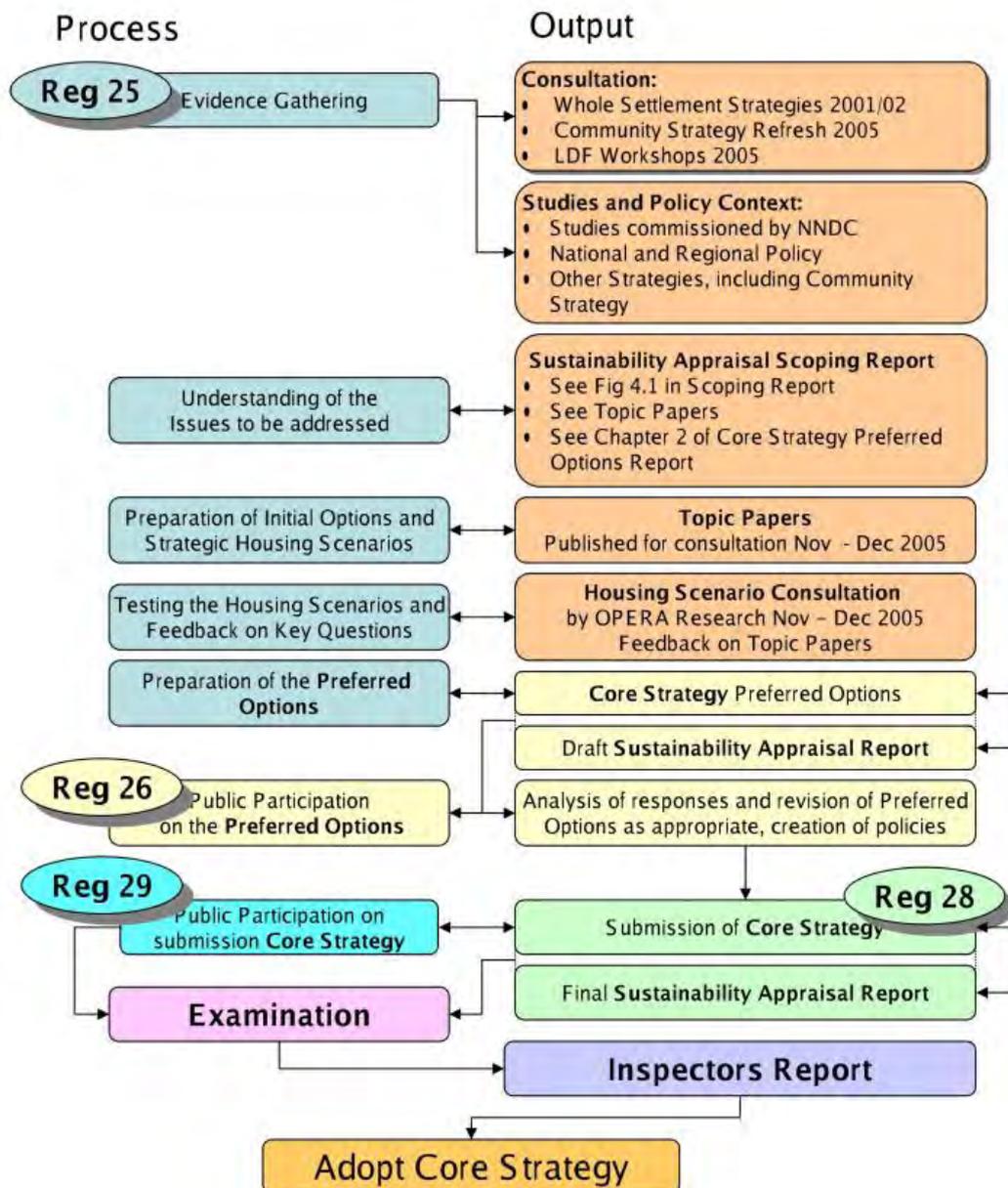
# Introduction and Background Information 1

assessing social, environmental and economic effects has been repeated through the development of preferred options into policies. The Sustainability Appraisal report for this document is available separately and can be viewed or downloaded from the LDF website ([www.northnorfolk.org/ldf](http://www.northnorfolk.org/ldf)).

## Appropriate Assessment (AA)

**1.2.6** Appropriate Assessment is an assessment of the potential effects of a plan on European Sites (Special Areas of Conservation, Special Protection areas and Offshore Marine Sites) and a plan should only be approved after determining that it will not adversely effect the integrity of such sites. The Appropriate Assessment report is available as a background document to the Core Strategy and can be viewed or downloaded from the Council's LDF website.

**Figure 1 Core Strategy Preparation Process**

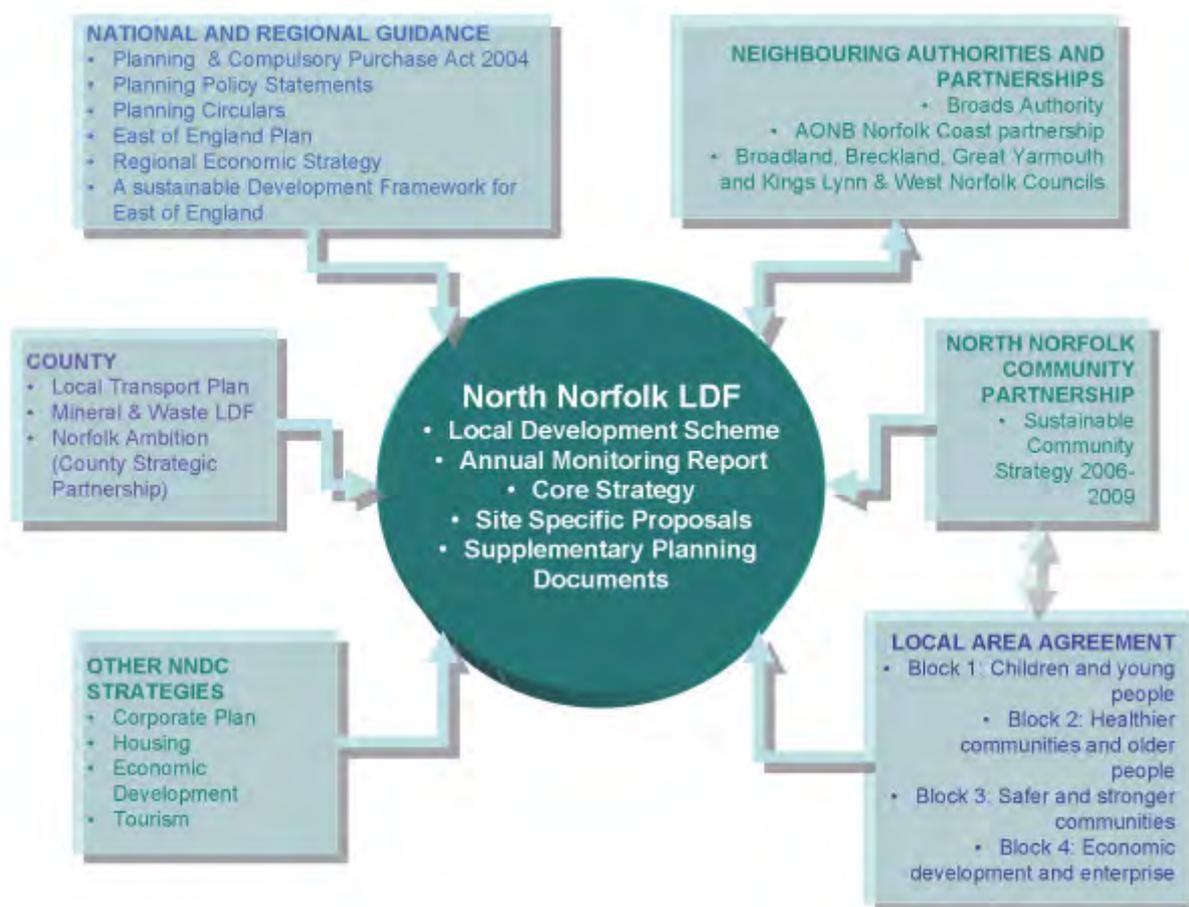


# 1 Introduction and Background Information

## Policy Context

**1.2.7** This Core Strategy has been prepared in the context of national and regional policy (The East of England Plan), as well as other local strategies and programmes as shown in the diagram below. All of these strategies and policies informed the development of the Preferred Options report and the subsequent policies in this document.

**Figure 2 Policy context for the LDF**



**1.2.8** The North Norfolk Sustainable Community Strategy was adopted by the North Norfolk Local Strategic Partnership in May 2006 and was the result of market research to identify the key issues of concern to the people of North Norfolk. This was undertaken at the same time as the Core Strategy consultation on issues and options during the Spring / Summer of 2005 and the results fed into each other, ensuring that the Core Strategy and the Sustainable Community Strategy are well aligned. The key aims of the Community Strategy are:

- Providing more affordable housing to meet local needs;
- Developing the local economy to provide better job, career and training opportunities for local residents; and
- Providing more leisure and recreation opportunities for all ages, particularly young people.

**1.2.9** These aims have been incorporated into the Core Strategy aims and policies, and the Strategic Partnership has been involved in the preparation of the Core Strategy.

**1.2.10** The Local Area Agreement (LAA) between public sector bodies within Norfolk and Central Government is intended to improve specific outcomes under four themes <sup>(v)</sup> across Norfolk

<sup>v</sup> The themes are: children and young people, healthier communities and older people, safe and stronger communities and economic development and enterprise.

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through partnership working. The Core Strategy addresses these outcomes through housing, leisure and employment policies and LAA Indicators and Targets will be used to monitor Core Strategy policies (see Chapter 4 'Implementation & Monitoring').

- 1.2.11** The Core Strategy has also been prepared having regard to neighbouring authorities. North Norfolk District is bounded by Kings Lynn and West Norfolk, Breckland, Broadland and Great Yarmouth local authority areas and 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 Council also works closely with the Norfolk Coast Partnership promoting the Norfolk Coast Area of Outstanding Natural Beauty. The Broads Authority and Norfolk Coast Partnership both have management plans that have been taken into account. All districts are in the process of preparing LDF Core Strategies, but at this time only the Broads Authority has submitted its plan for examination in Norfolk. Neighbouring councils, Norfolk County Council and the East of England Regional Assembly have been consulted at all stages in the preparation of the Core Strategy.
- 1.2.12** Other Council strategies have also informed the Core Strategy and these have been referenced in the Topic Papers that were prepared in 2005 and the preferred options report published in September 2006. Other strategies, such as Parish Plans, have also informed the Core Strategy.

## Other organisations strategies and plans

- 1.2.13** 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 and achieved. This has been achieved by the measures set out above and also by gathering information from utility and service providers, Local Area Partnerships and statutory bodies such as the Environment Agency. Details of these exercises are contained in the Consultation Statement and the results have particularly informed the phasing of development shown in 4 'Implementation & Monitoring'.

## Background Studies

- 1.2.14** A number of studies were commissioned as part of the preparation of the Core Strategy and these are available on the North Norfolk LDF website or on request:

### Spatial Strategy

- **Settlement Planning for North Norfolk: A report of work based on travel to work analysis to inform the RSS and LDF;** Land Use Consultants (Oct 2005)

### Housing

- **Rural East Anglia Partnership Strategic Housing Market Assessment;** Sub Regional Report, Fordhams (2007)
- **Norfolk Coast Area of Outstanding Natural Beauty: The Housing Market and Affordable Housing - A study of affordable housing provision in a protected area;** Three Dragons for the Norfolk Coast Partnership, the Countryside Agency and North Norfolk District Council (2005)
- **Urban Housing Capacity Study for North Norfolk District;** North Norfolk District Council (2005)

### Economy

- **North Norfolk Tourism Sector Study,** Scott Wilson Kirkpatrick & Co (2005)

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- **North Norfolk Rural Economy Study**, Acorus Rural Property Services (2005)
- **North Norfolk Review of Employment Land**, NNDC, (2006)
- **Norfolk Employment Study**, Roger Tym & Partners (2005)
- **North Norfolk District Retail and Commercial Leisure Study**, DTZ Piedad Consulting (2005)

## Environment

- **Strategic Flood Risk Assessment Stage 1** - JBA Consulting (October 2006)
- **Strategic Flood Risk Assessment Stage 2** - Millard Consulting (Spring 2008)
- **North Norfolk Open Space and Recreation Study** - Atkins (2006)
- **Landscape Character Assessment of North Norfolk** - North Norfolk District Council (Draft 2005)

## Development of visions, objectives and policies

**1.2.15** The evidence gathering and early consultation gave a thorough understanding of the issues facing North Norfolk and enabled the following to be set out before preparing policies:

- A **spatial portrait** outlining the attributes of North Norfolk
- The **issues** arising from the spatial portrait that need to be addressed by the LDF
- A **spatial vision** of North Norfolk in the future; and
- A set of **objectives** that cover the identified issues and fit the vision

**1.2.16** A series of strategic and development control policies were then prepared in order to achieve the objectives and the vision. Both types of policy can be traced back to the objectives and vision, and this is set out in Chapter 2 'Core Strategy'. Table 3 'Implementation Plan' also sets out how each policy will be implemented, and by whom, and how the policies will be monitored to see if they are having the desired effect.

## 1.3 Spatial Portrait

**1.3.1** North Norfolk is a large rural area of some 87,040 hectares (340 square miles) (excluding Broads Authority Area) situated on the northern periphery of the East of England Region. The nearby urban area and major economic, social and cultural centre of Norwich (approximate population nearly 280,000), situated some 35 km (22 miles) to the south of Cromer, exerts a significant influence over parts of the district. The towns of Kings Lynn (pop. 33,730), situated 34 km (20 miles) to the west of Fakenham and Great Yarmouth (pop. 46,780), situated 25 km (16 miles) to the south-east of Stalham, are the other principal neighbouring settlements, but their impact on the district is more limited. Despite the close proximity of the district to Norwich, (a third of working residents of North Walsham and Stalham commute to the Norwich area for jobs) there is a high degree of live/work self-containment in the district overall with 73% of the economically active residents employed within the District.

**1.3.2** The District has 73 km (45 miles) of North Sea coastline between Holkham in the west and Horsey in the south-east. The vast majority of this is very attractive and parts of the coast and surrounding rural landscapes are nationally recognised in the designation of the Norfolk Coast Area of Outstanding Natural Beauty (AONB) and the North Norfolk Heritage Coast. The east of the District surrounds and provides a gateway to the Norfolk Broads, a unique area of internationally recognised wetlands. North Norfolk is also important for its biodiversity and areas of nature conservation interest. In particular, the north coast stretching from Weybourne in the east, westwards along to the boundary with the Borough Council of Kings Lynn and West Norfolk in the west is of international importance for wildlife habitats.

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- 1.3.3** Whilst the coastal area plays a major role in creating North Norfolk's distinctive environment and is important to the economy through tourism, it also presents two significant challenges. The first emanates from the fact that North Norfolk's cliffed coastline between Kelling Hard (near Weybourne) and Cart Gap (near Happisburgh), which is made of soft glacial deposits, has been eroding since the last Ice Age. The second concerns the low-lying coastline either side of the cliffs, which is at risk from tidal flooding.
- 1.3.4** The varied landscape and geology of North Norfolk has led to the development of local architectural styles and traditions such as flint, pantiles and thatch roofs which are still prevalent today. The quality and distinctive character of the built environment derived from these architectural styles and traditions is particularly apparent in the areas' town centres, small villages and older farm buildings; and has been recognised in the large number of Listed Buildings (2250)<sup>(vi)</sup> and Conservation Area designations (82).
- 1.3.5** North Norfolk District had an estimated resident population of 100,600 in mid 2006<sup>(vii)</sup>. The main settlements in the District are its seven towns (Cromer, Fakenham, Holt, North Walsham, Sheringham, Stalham and Wells-next-the-Sea) and three large villages (Briston / Melton Constable, Hoveton & Mundesley). These settlements are distributed more or less evenly across the district, and accommodate half of the population. The other half lives in the large number of smaller villages, hamlets and scattered dwellings which are dispersed throughout the rural area. The District is the most rural in the East of England and one of the most rural Districts in lowland England.
- 1.3.6** As well as underpinning a strong and diverse tourism industry, North Norfolk's attractive and distinctive coastal and rural environments have proved popular retirement locations. This was reflected in the findings of the Mid 2003 population estimates which show that 55% of the population of North Norfolk was over 45 compared with 40% in England and Wales. Indeed, retirement has been a major cause of the net inward migration which has fuelled population growth in the area over the last thirty years or so (in spite of the fact that deaths have exceeded births in the area during this period). This attractiveness to retired incomers is an economic resource supporting a range of local services and businesses, however it can also raise challenges.
- 1.3.7** The 2001 Census found that overall 8% of homes in North Norfolk are second homes. However this is not uniform across the district and in some settlements it is far higher, for example 44% in Cley next the Sea and 31% in Weybourne<sup>(viii)</sup>. House prices have more than doubled since 2001, rising from £91,560 to £189,375 for an average house, creating acute housing shortage for local people, most of whom are not able to access the private housing market<sup>(ix)</sup> based upon the relatively low average incomes in the District.
- 1.3.8** Although overall the area appears affluent, there are pockets of social deprivation, especially in the east of the district. Unemployment within the area is low, as are rates of economic activity, due to the high numbers of retired residents. Rates of pay / household income in the District are only 70% of regional and national averages (£20,766 compared with £28,988 in England), reflecting the dependence of employment on low value-added sectors – i.e. agriculture, tourism and social care. Rural poverty is often exacerbated by lack of transport to access jobs and local services.
- 1.3.9** The economy of North Norfolk remains fairly narrow with a relatively high dependence upon employment in the agriculture, manufacturing and tourism sectors – all of which face significant structural change and operate in a global context. The local economy is particularly

vi The listings are as follows: Grade I Listed (95), Grade II Listed (1,956), Grade II\* Listed (199)

vii This figure is for North Norfolk District as a whole; i.e. including that part of the Broads LDF area lying within its administrative boundary. Office for National Statistics (ONS).

viii Norfolk Coast AONB Housing Market and Affordable Housing Study, 3 Dragons 2005.

ix Rural East Anglia Partnership Strategic Housing Market Assessment, Fordhams 2007 (SMHA 2007)

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characterised by the fact that the majority of employees (84%) work in small businesses. Whilst there has been a change in the business base of the manufacturing sector with business closures / rationalisations in the food processing and engineering sectors in recent years, there has been a growth in employment in the manufacture of plastic and timber products and marine engineering / boat-building which continue to perform strongly.

- 1.3.10** Today, significant numbers of employees in the District are engaged in the provision of education, health and social care, public administration, retailing and tourism. In recent years the tourism sector has enjoyed growth through investment in quality accommodation and attractions, and a move to year-round operations capturing short breaks and specialist markets in addition to the traditional summer holiday.
- 1.3.11** Whilst most of North Norfolk's towns have small industrial estates, the main concentration of manufacturing employment is in Fakenham and North Walsham. Cromer, Mundesley, Sheringham and Wells-next-the-Sea are traditional seaside resorts, and Hoveton acts as an important centre for Broads-based tourism.
- 1.3.12** Over the last fifteen years or so, the traditional role of North Norfolk's seven resort or market towns as local employment and service centres have been subject to increasing competition from Norwich. The Council has for some years recognised that additional measures are necessary to sustain the viability and secure the revitalisation of the District's towns thereby forming the basis for a more sustainable area-wide community. Accordingly, Cromer, Fakenham, and North Walsham have experienced regeneration initiatives, including town centre environmental enhancement schemes financed by the District and County Councils with support from the Regional Development Agency, the Heritage Lottery Fund and the European Union. Each town also now has an Area Partnership working to foster wider community involvement in decisions on regeneration initiatives in the towns.
- 1.3.13** The District can usefully be divided into three smaller sub-areas. The west of the District is very rural, with problems of rural transport poverty, high property prices and a high level of second homes. The main centre is Fakenham (population 7,300), an historic market town on the upper reaches of the River Wensum, which has an attractive central market place and square, medieval church, and weekly market. The racecourse to the south of the town lies in the wildlife rich Wensum valley. Fakenham acts as a local centre for employment, particularly in food-manufacturing, and for retailing and services. Wells-next-the-Sea (population 2,500) with its working harbour, salt-marshes and wide beaches is an attractive town and important tourist destination. The town also acts as a local service centre, but its remote location, in addition to the high price of housing, pushed up by second-home ownership, has created problems in terms of retaining local services (there is no petrol filling station in the town and there is currently spare capacity at local schools) and in providing for affordable housing for local people including key workers.
- 1.3.14** The central area represented by the cluster of Cromer, Holt and Sheringham has a strong tourist and retirement character. Cromer (population 7,900) is an attractive Victorian resort town, dominated by its medieval church tower and pier. Cromer's popularity as a holiday resort began in the Georgian era, and expanded greatly as a result of the coming of the railway in 1877. As well as its tourist role, it acts as a local centre for retail, local government and health services, and the town's hospital is planned to be redeveloped to provide better facilities for residents of the town and wider district. Holt (population 3,600) is a charming small Georgian town with a good range of specialist gift shops and galleries and a Country Park to the south. It is home to Gresham's independent school and provides a significant level of employment opportunities in the Central North Norfolk area. Sheringham (population 7,200) is an attractive resort town nestling between the sea and the Cromer ridge and is a popular location for retirement. The Victorian town developed from a small fishing village as a result of the railway arriving in 1887 and quickly attracted a number of fine hotels and a golf course. As well as its continuing tourist role, it acts as a local centre for retail, leisure and other services.

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- 1.3.15** The east of the district forms part of the Norwich travel to work area, with pockets of social deprivation and the coastal area suffering potential blight due to coastal erosion. North Walsham (population 12,100) which is the largest settlement in the district, is an historic market town with a large number of listed buildings and was once rich from the medieval wealth of the wool trade. The town has a solid manufacturing base, but this has been in decline in recent years suffering from poor road transport links to Norwich in addition to the constraints of the railway bridges in the town making HGV access to employment areas difficult. However, North Walsham is served by both passenger and freight rail services, providing good rail links to Cromer, Sheringham, Norwich and beyond. North Walsham's location has increasingly meant that it acts partly as a dormitory town to Norwich, with large numbers of commuters travelling to the Norwich area. North Walsham contains a sixth form college and is set in attractive countryside. Hoveton (population 2,000) and Wroxham sit astride the River Bure and together are the main gateway to the Norfolk Broads . Although Hoveton is a village, rather than a town, its size, particularly taken with Wroxham (in Broadland District), means that it acts as a local retail and service centre. Stalham (population 3,000) is an attractive market town lying on the northern edge of the Norfolk Broads and has the largest boat hire business on the Broads. It is a tight linear settlement on the Yarmouth to Cromer Road and on the Weavers Way long-distance path. It is in need of regeneration and has high levels of commuting into the Norwich area, owing to the limited employment opportunities available locally.
- 1.3.16** North Norfolk's peripheral location is reflected in the fact that it has no trunk roads or motorways. Only the A140 (Cromer to Norwich), the A148 (Cromer to King's Lynn - via Holt and Fakenham but also serving Sheringham) and the A1065 (Fakenham to Mildenhall) are regarded as part of the national 'primary route network'. Other important routes are the A1067 (Fakenham to Norwich), the A149 (Cromer to Great Yarmouth – via North Walsham and Stalham) and the A1151 (linking the A149 at Smallburgh to Norwich via Hoveton). The only public rail service is the 'Bittern Line', operated by National Express, linking Sheringham with Norwich. This is part of the regional rail network and includes stations at Cromer, North Walsham and Hoveton as well as several rural halts. The 'Poppyline' provides a tourist attraction rail link from Sheringham to Holt. There is also the Bure Valley Railway in Broadland which provides a tourist / leisure link between Aylsham and Hoveton / Wroxham. Most of North Norfolk's villages are served only by very limited public bus services and two of the seven towns, Holt and Stalham, are deemed by the County Council not to benefit from the desired level of service for their respective populations. The 'Coast Hopper' bus service runs from Hunstanton to Cromer providing an increasingly popular regular service for locals and visitors along the coast. Related to the modest level of public transport services across the area is the finding from the 2001 Census that 82% of households in North Norfolk owned at least one car and 33% owned two or more.

## 1.4 Key Issues and Challenges

- 1.4.1** From the Spatial Portrait outlined above it is clear that North Norfolk faces many challenges - a peripheral location, limited job opportunities and high house prices fuelled by retirement incomers, second home owners and holiday homes have resulted in an increasingly ageing population whose needs must be addressed along with supporting the provision of more jobs and facilities for younger people. The Sustainable Community Strategy for North Norfolk identifies that the three top challenges facing the district are providing more affordable housing, better job, career and training opportunities for local residents and providing more leisure and recreation opportunities for all ages, particularly young people. In addition to the three priorities in the Sustainable Community Strategy set out above, protection of the environment and the challenge of climate change and coastal erosion and flood risk, whilst global phenomena, are of particular concern in North Norfolk. These issues are discussed further below.

# 1 Introduction and Background Information

## **Affordable Housing**

**1.4.2** Since the late 1990s, strong demand for housing generated by local people and those seeking either a retirement or second-home as well as loss of social housing under 'Right to Buy', has contributed to a dramatic increase in house prices and created an acute need for affordable housing for local people across North Norfolk, particularly for those in low-paid employment. In some areas, especially the smaller villages, concerns have been expressed about a population imbalance skewed towards the elderly, and the consequences for local communities if younger households are unable to access housing. In terms of the North Norfolk economy, there are fears that a lack of affordable housing will make it difficult to attract and retain young employees and 'key workers'. The 2007 Housing Market Assessment indicates that there is an annual requirement of some 921 additional affordable dwellings over the period 2006-2011. The Fordham Research Affordable Housing Index, (based on housing need divided by households) indicates that North Norfolk now has the worst housing need after London and higher than any other region in the UK. This need has been influential in proposing a spatial strategy aimed at maximising the amount of affordable housing achieved through the planning system and via public subsidy.

## **Local Economy**

**1.4.3** The economy of North Norfolk is dominated by tourism and the service sector and has seen a decline in jobs in manufacturing and agricultural employment in recent years. It is a low-wage economy dominated by small businesses. The District is strongly influenced by the Norwich Area with a wider range of jobs and strong retail offer. The closure of defence establishments at Coltishall, Neatishead, Sculthorpe and West Raynham has also drawn jobs away from the area, with limited subsequent investment. Decisions on the re-use of the technical area and vacant housing at the former RAF West Raynham Airbase, surplus parts of the radar base at the RAF Neatishead and the technical area at RAF Coltishall Airbase, present significant challenges.

**1.4.4** Given its peripheral location and extensive coastline, the economic prosperity of North Norfolk is irrevocably linked to the success of its tourism sector (although E-commerce may present opportunities to overcome problems of peripherality). A recent tourism study of North Norfolk <sup>(x)</sup> noted that the area had one of the most distinctive and diverse tourism offers in the East of England, with the main appeal being its 'unique environmental assets' of coastline and beaches, the Broads and inland areas of countryside, which *'therefore represent the core foundation for the future development of tourism within North Norfolk'*.

**1.4.5** Structural changes to agriculture generated by, for example, revisions to European policy on funding, farm amalgamation, increased mechanisation and the use of subcontractors, are likely to provoke further losses of employment and precipitate changes to the character of the rural landscape. However, these changes will also create new rural employment opportunities, such as the re-use of redundant farm buildings for a variety of other purposes. There is therefore a need to encourage farming to diversify into new agricultural and non-agricultural business activities which are compatible with protecting and, where possible, enhancing North Norfolk's most valued landscapes and environmental resources.

## **Leisure facilities and Town centres**

**1.4.6** It is important to ensure that leisure, retail and service facilities are provided locally in order to reduce car travel and to allow access for all. This is a difficult challenge in the face of centralisation of services and competition from the concentrations of retail in fewer, larger

# Introduction and Background Information 1

centres. However, town centres are at the heart of the Government's vision for developing and supporting successful, thriving, safer and inclusive communities and are seen to underpin the Spatial Strategy for the District. As the retail study <sup>(xi)</sup> makes clear, North Norfolk's retail centres offer an important role in meeting the day-to-day shopping and service requirements of their local resident populations, local businesses and the broader needs of day-trippers and tourists. Whilst the visitor and tourist market helps to underpin the vitality and viability of a number of the District's towns it also creates significant fluctuations in catchment populations and spend throughout the year. The increasing centralisation of service provision makes it more difficult for those without a car to access essential services, made worse by the lack of public transport provision.

## Climate Change

**1.4.7** It is widely accepted that increasing emissions of greenhouse gases from human activity has contributed substantially to the climate change experienced across the globe in the past 100 years. It is expected that our climate will continue to change and, consequently, North Norfolk - along with the rest of the East of England Region - will experience hotter and drier summers, milder and wetter winters, flooding and more extreme climate events. In addition some areas will suffer increasing risk of coastal flooding and erosion due to rising sea levels. Climate change will create both opportunities and threats. For example, warmer summers may lead to water shortages but also an increased demand for leisure and tourism-related facilities and services and new challenges for agricultural production; whilst wetter winters will increase pressure on drainage systems. Climate change, sea level rise and coastal erosion will also have impacts on biodiversity and coastal geology and measures need to be taken to enable wildlife to adapt to future changes. The challenge for the Core Strategy is to devise ways to ensure that the carbon footprint of existing and new development is reduced and to build new developments in a way that adapts to inevitable changes to the climate.

## Areas at risk from coastal erosion and flooding

**1.4.8** The full length of North Norfolk's coastline is either at risk from tidal flooding or subject to cliff erosion. In addition, much of the inland area at the south-eastern end of North Norfolk, around the Rivers Ant, Bure and Thurne and their associated broads, and including all or parts of a number of villages such as Hoveton, Hickling and Ludham, is at risk from either fluvial (river) or tidal flooding.

**1.4.9** A draft Shoreline Management Plan (SMP) <sup>(xii)</sup> for the coastline lying between Kelling Hard and Lowestoft proposes changes in coastal defence policy which will cover the period up to 2105. It has identified areas within which *coastal erosion* is likely to occur over the next 100 years and also areas currently at risk from tidal flooding that could suffer permanent inundation as a result of its policy of managed retreat of the shoreline. This identifies that several properties and community facilities, as well as parts of the A149, are at risk from coastal erosion. A separate SMP will be prepared for the coastline between Kelling Hard to Hunstanton (cell 3a) over the period 2007-2009.

xi North Norfolk District Council: Retail and Commercial Leisure Study, DTZ Pleda Consulting 2005

xii Kelling to Lowestoft Ness Shore line Management Plan, Consultation Draft November 2004 (A SMP is a non-statutory policy document for coastal defence management planning which forms an important part of the Department for Environment, Food and Rural Affairs (Defra) strategy for flood and coastal defence)

# 1 Introduction and Background Information

# Core Strategy 2



## 2 Core Strategy

### 2 Core Strategy

#### 2.1 Vision for North Norfolk

- 2.1.1** The following vision and aims provide a clear direction for development in North Norfolk to 2021. It is derived from the Spatial Portrait and Key issues outlined in previous sections. Most change and development will take place in the towns, and a vision has been prepared for each settlement to emphasise their unique identity and provide a basis for developing spatial policies for each. The vision and aims are translated into action via the Strategic and the Development Control policies.
- 2.1.2** **In 2021 North Norfolk will be an area with strong local distinctiveness where the unique coastal and rural environment will be protected for its own sake. The District will have a diverse, high-value economy with attractive and vibrant towns and villages that act as employment and service centres for the surrounding rural hinterland. Residents will have a high quality of life, and there will be an increased range of housing and job opportunities for all, to help maintain socially-balanced and sustainable communities.**
- 2.1.3** North Norfolk's seven **towns** (Cromer, Fakenham, Holt, North Walsham, Sheringham, Stalham & Wells-next-the-Sea) and the large village of Hoveton will be the focus of the majority of development activity. Particular emphasis will be placed on residential development that maximises the provision of affordable housing and facilitates both the creation of new business activity and the expansion of established businesses.
- 2.1.4** **Sustainable tourism**, building on the unique natural assets of the countryside and coast, will be a major source of local income and employment and will be supported by an enhanced network of long-distance paths and cycle routes such as the North Norfolk Coastal Path and Weavers Way. Important open spaces will be protected and new opportunities for leisure and recreation will have been provided, for example by enhancing links between settlements and the surrounding countryside. Walking and cycling will have increased in all settlements and the use of public transport will have increased between larger settlements in the District.
- 2.1.5** In the wider **countryside**, development will be focused on particular settlements that offer a range of local facilities to serve their local area. New development will have reinforced this role and existing services such as local schools will have been retained and improved. The priority for North Norfolk's other settlements and large areas of open countryside is to protect the character and provide support for rural communities. Development to support the rural area and maintain sustainable rural communities will be permitted by allowing development such as affordable housing, recreation and tourism, community services and facilities and other employment generating proposals, such as renewable energy plants.
- 2.1.6** The **coastal area** will be actively managed so as to maintain the quality of life and cultural heritage of communities in the area; the quality of enjoyment of local residents and visitors, support a thriving local economy and remain an attractive landscape within which nature can flourish. The coastline is dynamic and subject to inevitable change, the consequences of which cannot be fully predicted. Therefore plans for the future of the area and coastal communities such as Mundesley, Happisburgh and Overstrand will be both precautionary (in relation to *new* development) and responsive (in relation to *existing* communities and habitats). Management Plans will address the long term consequences and ensure that the areas affected by the changing coastline are able to adapt without detriment to their overall sustainability.
- 2.1.7** Development will be located and designed so as to be better adapted to future **climate change** implications, including increased risks of flooding and will minimise resource and energy use.

## Core Strategy 2

Renewable energy generation will have increased and a proportion of all energy used will be created from local renewable sources such as from bio-fuels, biomass, offshore and onshore wind.

- 2.1.8** Overall, the diversity and **environmental quality** of the natural resources, coastline and countryside, and built heritage will have improved. The challenges presented by climate change will have been embraced and all new development will be far more resource and energy efficient.

- 2.1.9 Cromer** will be a characterful and attractive seaside town sustaining a good quality of life for local residents and drawing many visitors. Its roles as a tourist resort and as a centre for retailing and other services - meeting the day-to-day needs of its residents and those of a wide rural hinterland, including the nearby towns of Holt and Sheringham - will have been strengthened. There will be a good range of tourist accommodation and additional housing, to help meet the needs of local people, and other development will have been provided without compromising the sensitive landscape setting of the town, especially the AONB, or its built heritage.



- 2.1.10 Fakenham** will provide employment, retailing and other services to a wide catchment area and a significantly larger resident population of the town. The town centre will have been expanded and enhanced by exploiting opportunities for retail development. Significant new residential development will function as part of the town and will be well connected by pedestrian and cycle links. It will have been accompanied by investment in new educational and recreational facilities and employment opportunities. The attractions in and around the town will be well coordinated and mutually supportive, drawing visitors into the town. The special character, important wildlife habitats and recreational potential of the Wensum Valley will have been protected and enhanced.



- 2.1.11 Holt** will thrive as a visitor destination based on its reputation as a 'niche' retail centre. The town's strategic location will be attractive to employers wishing to establish or expand on new serviced employment sites, meeting the employment needs of a wide catchment, including the towns of Cromer and Sheringham and a large part of the AONB. Additional housing will have been provided to help meet the needs of local people without compromising the setting of the town within the Glaven Valley Conservation Area and AONB.



## 2 Core Strategy

**2.1.12 Hoveton** will be an attractive location for residents and visitors. It will thrive not only as a local service centre but also as a centre for holidays on the Broads, and support a wide range of leisure, retail and service businesses. Opportunities for employment development will have been exploited, and additional housing will have been provided to help meet the needs of local people while protecting the landscape setting and environmental quality of The Broads.



**2.1.13 North Walsham** will have a vibrant town centre with a broader range of shops and services meeting the needs of a wide catchment and adding to the attractions of the town as a tourist destination. The town will also fulfil a role as an employment, learning and training centre for a wide area, supported by the links provided by the Bittern Line Railway. New development will have enhanced the historic market town character and aided regeneration, ensuring that community needs are met. Additional housing that helps to meet the needs of local people will have been provided in locations that are well related to the existing built-up area.



**2.1.14 Sheringham** will prosper as a local service centre and resort town. These roles will have been secured by protecting and enhancing the appearance, character and function of its town centre, especially the range of small shops, and the environmental assets and opportunities for outdoor recreation within and around the town. Additional housing will have been provided as small-scale developments without compromising the sensitive landscape setting of the town or its built heritage.



**2.1.15 Stalham** will perform a stronger role as a local service centre providing jobs, shops, services and community facilities for residents of the town and nearby villages, as well as for visitors. New investment will have focused on revitalising the town centre, providing job opportunities and achieving high-quality development which improves the image of the town and its attractiveness as a tourist destination.



## Core Strategy 2

**2.1.16 Wells-next-the-Sea** will thrive as a local service centre and coastal resort town within the AONB. Its residents will enjoy a good quality of life and throughout the year visitors will be drawn by the natural beauty of the surrounding area and diversity of the Town's social, economic and environmental activity. The Town's unique character and that of its surrounding beaches, woodlands, marshlands and countryside will have been protected and further enhanced. Housing to help meet the needs of local people will have been provided in locations well related to the built-up area. Essential supporting community facilities including primary and secondary education and health facilities will have been protected and improved. Retention and investment in employment activities and the creation of new enterprise opportunities will also have been advanced to support the town's longer term sustainability.



## 2.2 Core Aims & Objectives

- 2.2.1** This chapter sets out the core aims and objectives which will guide the development of North Norfolk. The overriding aim of land-use planning is to achieve sustainable development which is defined as: *“The process which aims to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations.”*<sup>10</sup>
- 2.2.2** In addition, the spatial portrait identifies issues which are of particular concern in North Norfolk. These key issues to be addressed are a combination of those outlined in the North Norfolk Sustainable Community Strategy 2006-09 , issues raised during preparation of the Core Strategy and environmental objectives relating to the impacts of climate change.
- 2.2.3** Consideration of all of these has led to a series of Core Aims and related objectives which will be achieved through the strategic spatial policies and detailed development control policies. Section 4 ‘Implementation & Monitoring’ outlines the implementation and monitoring proposed, covering these objectives in more detail and shows how the aims relate to particular policies.

### Core Aim 1

#### To address the housing needs of the whole community

- To provide a variety of housing types in order to meet the needs of a range of households of different sizes, ages and incomes and contribute to a balanced housing market.
- To meet the needs of specific people including the elderly, the disabled and the Gypsy and Traveller community.

## 2 Core Strategy

### Core Aim 2

#### To provide for sustainable development and mitigate and adapt to climate change

- To concentrate development in the settlements that have the greatest potential to become more self-contained and to strengthen their roles as centres for employment, retailing and services.
- In the rural area:
  - to retain and reinforce the role of selected villages that act as local centres for the surrounding areas
  - to provide for housing in selected villages and to provide for affordable housing in other locations; and
  - to promote economic activity which maintains and enhances the character and viability of the rural area
- To mitigate and adapt to the effects of climate change and minimise demand for resources by:
  - promoting sustainable design and construction in all new development
  - ensuring new development is designed and located so as to be resilient to future climate change
  - encouraging renewable energy production; and
  - ensuring new development encourages use of a choice of sustainable travel modes

### Core Aim 3

#### To protect the built and natural environment and local distinctive identity of North Norfolk, and enable people's enjoyment of this resource

- To provide for the most efficient use of land without detriment to local character and distinctiveness
- To ensure high quality design that reflects local distinctiveness
- To protect and enhance the built environment
- To protect, restore and enhance North Norfolk's landscape, biodiversity and geodiversity and improve ecological connectivity
- To improve river water quality and minimise air, land and water pollution

## Core Strategy 2

### Core Aim 4

#### To mitigate and adapt to impacts of coastal erosion and flooding

- To restrict new development in areas where it would expose people and property to the risks of coastal erosion and flooding
- To establish a sustainable shoreline management policy which takes account of the consequences of the changing coast on the environment, communities, the economy and infrastructure
- To enable adaptation to future changes

### Core Aim 5

#### To develop a strong, high value economy to provide better job, career and training opportunities

- To ensure there is a range of sites and premises available for employment development and encourage the growth of key sectors
- To improve education and training opportunities building on existing initiatives and institutions
- To maximise the economic, environmental and social benefits of tourism and encourage all year round tourist attractions and activities
- To improve the commercial health of town centres and enhance their vitality and viability consistent with their role and character.

### Core Aim 6

#### To improve access for all to jobs, services, leisure and cultural activities

- Protect and improve existing infrastructure, services and facilities
- To improve access to key services by public transport and facilitate increased walking and cycling
- Ensure adequate provision to meet open space and recreation needs and encourage creation of a network of accessible greenspaces.

## 2 Core Strategy

### 2.3 Strategic Policies

- 2.3.1** The strategic policies in this section define when, where and how much development will take place in North Norfolk up to 2021. The Figure 3 'Key Diagram' shows the settlement hierarchy outlined in the Spatial Strategy, which has developed from a thorough understanding of the issues and key priorities in North Norfolk.
- 2.3.2** Before developing the settlement hierarchy a large amount of evidence gathering and community consultation was undertaken, which is detailed more thoroughly in the Consultation Statement and the Topic Papers<sup>(ii)</sup>. Previous evidence included the 'Whole Settlement Strategies' prepared for each of the towns in 2001 and more recent work included analysis of the travel to work data from the 2001 Census which looked at levels of self-containment of the settlements and movements between them<sup>(iii)</sup>. A flowchart summarising how the evidence gathering led to the spatial strategy is contained in the Sustainability Appraisal report.
- 2.3.3** Stakeholder workshops were held in 2005 to assess community views of the towns and villages and the particular roles that each plays. Other work included the Retail and Commercial Leisure Study<sup>(iv)</sup> that looked at the retail capacity of the towns and analysis of national, regional and local strategies and policy. This clearly indicated a functional connection between Cromer, Holt and Sheringham in the centre of the District and a more Norwich focus for the settlements in the east of the District (North Walsham, Stalham and Hoveton). In the west, owing to the remoteness from other centres, Fakenham is relatively self-contained.
- 2.3.4** The main options for the settlement hierarchy related to the location of housing development, and following the earlier stakeholder workshops a questionnaire consultation was carried out in Autumn 2005 with a wide range of interest groups. This outlined three housing distribution scenarios and how far they might achieve the objectives identified at the earlier stages and in the Sustainable Community Strategy, such as providing for affordable housing and protecting the character of villages. The consultation responses indicated that the best option for addressing the key priorities was a concentration of new development in existing towns and larger villages. Alternative spatial strategy options were then subject to Sustainability Appraisal which considered the social (including housing needs), economic and environmental impacts of the different options. The preferred option scored well in terms of meeting social needs and supporting the economy by locating new development in those places that are well connected and already have a range of support services. It also had environmental benefits in terms of reducing car movements.
- 2.3.5** The North Norfolk Sustainable Community Strategy recognises that affordable housing and more employment and leisure opportunities are the priorities for the District. The Spatial Strategy seeks to maximise affordable housing provision, in sustainable locations. Restricting development in the Countryside and smaller villages will enable new housing allocations to be made in the towns and larger villages, and specific policies require that a significant proportion of this will be affordable housing. In order to boost employment opportunities, reduce out-commuting and reduce the need to travel, the strategy also seeks to maximise opportunities for job growth, particularly within the main settlements.
- 2.3.6** The Spatial Strategy also accords with national and regional policy which advises that most new development in rural areas should be located in market towns and thereafter in key service centres that offer a good range of local services. The strategy is therefore intended to provide the most sustainable pattern of development, given the rural context of the district.

ii *Five Topic Papers were prepared in 2005 to summarise the evidence gathering and the main issues on five topic areas: development strategy, economy, environment, transport and housing.*

iii *Settlement Planning for North Norfolk, Land Use Consultants 2005*

iv *North Norfolk Retail and Commercial Leisure Study, DTZ Pleda Consulting 2005.*

## 2.4 Spatial Strategy

**2.4.1** The role of the Spatial Strategy is to provide a broad indication of the overall scale of development in the District. In preparing the Strategy the Council has sought to recognise the uniqueness of North Norfolk and the diversity of individual places within it. The Strategy has evolved from consideration of specific needs in different parts of the District and the capacity of places to meet these needs, as well as national and regional policy and local objectives identified through early consultation and the North Norfolk Sustainable Community Strategy. The 'settlement hierarchy' is designed to ensure that the type and quantity of development planned reflects the role and character of each settlement, and it is supported by the Strategic policies for each settlement and the strategic Housing and Economy policies. To ensure that the plan is truly spatial and reflects local needs the policies have all had regard to:

- settlement character;
- the role played by each settlement in meeting housing, employment, service and other needs;
- local housing need;
- the availability of employment opportunities, shops and commercial and public services;
- the capacity of utilities and other infrastructure including roads;
- the availability of previously developed land and buildings;
- the recommendations of the North Norfolk Retail and Commercial Leisure Study;
- the presence of environmental constraints;
- the potential for securing improvements to local services and facilities; and
- the priorities identified in the North Norfolk Sustainable Community Strategy

**2.4.2** The Sustainability Appraisal Report provides information on the facilities, services and characteristics of each place and outlines the methodology that informed the selection of settlements and the scale of growth in each. The intention has been to use development to address the particular issues in each settlement in the context of infrastructure or environmental constraints.

**2.4.3** The East of England Plan states that development in rural areas will be focused in market towns and thereafter in key service centres. The spatial strategy for North Norfolk therefore seeks to provide the 8,000 dwellings required in the most sustainable locations given the rural context of the district.

**2.4.4** The North Norfolk Sustainable Community Strategy identified that affordable housing, better jobs and more leisure opportunities are the priorities for the district. The spatial strategy therefore seeks to maximise housing allocations on large sites in the towns and larger villages, as these are most likely to deliver high proportions of affordable housing. Windfall development in many villages across the District is restricted, as allowing this would mean that a significant amount of the housing allocation would be provided in small schemes in dispersed rural areas which would be unlikely to provide affordable housing and would reduce the ability to make allocations in the main settlements. Larger allocations will enable affordable housing to be cross subsidised by market housing and also enable improvements to local infrastructure (such as roads, sewers, open space etc) to be secured. Affordable housing schemes will also be permitted in the Countryside on sites that would not normally get permission for housing - therefore enabling land to be purchased at lower cost.

**2.4.5** Concentrating development in the towns will also boost employment opportunities, reduce out-commuting and reduce the need to travel. New leisure facilities will be close to existing centres of population and therefore easily accessible and new homes will also be built in locations that provide a range of leisure opportunities. The large scale housing allocations will also result in contributions towards, and provision of, open space.

## 2 Core Strategy

- 2.4.6** The strategy seeks to achieve social, environmental and economic benefits, such as those outlined above. Further information on the background evidence gathered during Core Strategy preparation that informed the strategy and the methodology used that informed the selection of settlements and the scale of growth in each, and the results of the Sustainability Appraisal are contained in the Sustainability Appraisal Report.
- 2.4.7** The strategy recognises the major role played by Cromer, Fakenham and North Walsham as larger service centres, and the complementary roles of Cromer, Sheringham and Holt in relation to the provision of employment, retailing and services for the central area of North Norfolk. The smaller settlements of Hoveton, Stalham, Sheringham and Wells-next-the-Sea also play a significant role as local centres within the rural area. Many of the villages and hamlets distributed across North Norfolk have very few or non-existent local services and are dependent on the larger settlements for everyday needs. Therefore in such small settlement and in the Countryside development will generally be constrained, except to support rural communities and rural economic diversification. There are however a number of villages that perform a limited role as local service centres that collectively help to sustain the wider rural community. In order to support these roles and help meet local employment and housing needs, sixteen Service Villages that are evenly distributed across North Norfolk have been identified as suitable for accommodating limited residential and other types of development. The Service Villages were selected on the basis of presence of a primary school, a level of public transport and a range of services (e.g. village shop) that can meet basic day-to-day needs. The Service Village methodology is explained fully in the Sustainability Appraisal report.
- 2.4.8** In order to address the issues facing coastal communities as a result of coastal erosion and flooding, resulting from changing Government policies toward sea defences, Coastal Service Villages are identified where a different approach may be taken to development so as to ensure the future well-being of these communities. Adaptation initiatives may be implemented to address the loss of properties and potential blight caused by erosion and provide for opportunities for relocation of property and services where appropriate.
- 2.4.9** The Appropriate Assessment which examines the impact of a strategy on wildlife designations (Natura 2000 sites) also informed the location and scale of future development and highlighted particular concerns such as water quality around the Broads Special Area of Conservation (SAC) that have been addressed in the individual town strategies.
- 2.4.10** Within all of the selected settlements particular land uses will be designated and protected, such as Residential and Employment Areas, Open Land Areas and important car parks. Policies for their protection are contained in the Development Control section of the Core Strategy.
- 2.4.11** The combined effect of the Strategic policies and the Development Control policies is to support the vitality and viability of town centres, protect the character of villages, maintain the vitality of rural communities, achieve sustainable development and minimise carbon emissions through a variety of measures including:
- reducing the need to travel, especially by car;
  - improving access for all to housing, jobs and services;
  - reducing energy use;
  - reducing carbon emissions;
  - promoting renewable energy sources; and
  - promoting high quality and inclusive design, designed for the climate it is likely to experience over its intended lifetime

## Policy SS 1

### Spatial Strategy for North Norfolk

The majority of new development in North Norfolk will take place in the towns and larger villages, dependent on their local housing needs, their role as employment, retail and service centres and particular environmental and infrastructure constraints.

- Cromer, Holt, Fakenham and North Walsham are defined as **Principal Settlements** where the majority of new commercial and residential development will take place (approximately 75% of new employment land and 50% of new homes).
- Hoveton, Sheringham, Stalham and Wells-next-the-Sea are defined as **Secondary Settlements** in which a more limited amount of additional development will be accommodated (approximately 25% of employment land allocations and 20% of new homes).

The distribution of development will also have regard to the complementary roles played by the three towns of Cromer, Holt and Sheringham in the central part of North Norfolk.

The overall housing provision for North Norfolk will be distributed in accordance with the settlement hierarchy and will seek to achieve the visions for each place. The strategic policy for each settlement sets out the range of housing and employment provision and other land use considerations.

A small amount of new development will be focused on a number of designated Service Villages and Coastal Service Villages to support rural sustainability.

#### The Service Villages are:

- Aldborough
- Briston & Melton Constable
- Catfield
- Corpusty & Saxthorpe
- Horning
- Little Snoring
- Walsingham
- Ludham
- Roughton
- Southrepps

#### The Coastal Service Villages are:

- Bacton
- Blakeney
- Happisburgh
- Mundesley
- Overstrand
- Weybourne

Development in these Coastal Service Villages will support local coastal communities in the face of coastal erosion and flood risk. Land may be identified in or adjacent to these settlements to provide for new development or relocation from areas at risk.

The rest of North Norfolk, including all settlements not listed above, will be designated as **Countryside** and development will be restricted to particular types of development to support the rural economy, meet affordable housing needs and provide renewable energy.

**2.4.12** The North Norfolk countryside, and the many small villages and hamlets that are not selected settlements, are designated as Countryside. This countryside area is a principal element in the rural character of North Norfolk and is enjoyed by residents and visitors. The quality and character of this area should be protected and where possible enhanced, whilst enabling those

## 2 Core Strategy

who earn a living from, and maintain and manage, the countryside to continue to do so. Therefore while some development is restricted in the Countryside, particular other uses will be permitted in order to support the rural economy, meet local housing needs and provide for particular uses such as renewable energy and community uses.

**2.4.13** New market housing in the Countryside is restricted in order to prevent dispersed dwellings that will lead to a dependency on travel by car to reach basic services, and ensure a more sustainable pattern of development. However affordable housing may be permitted.

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#### Development in the Countryside

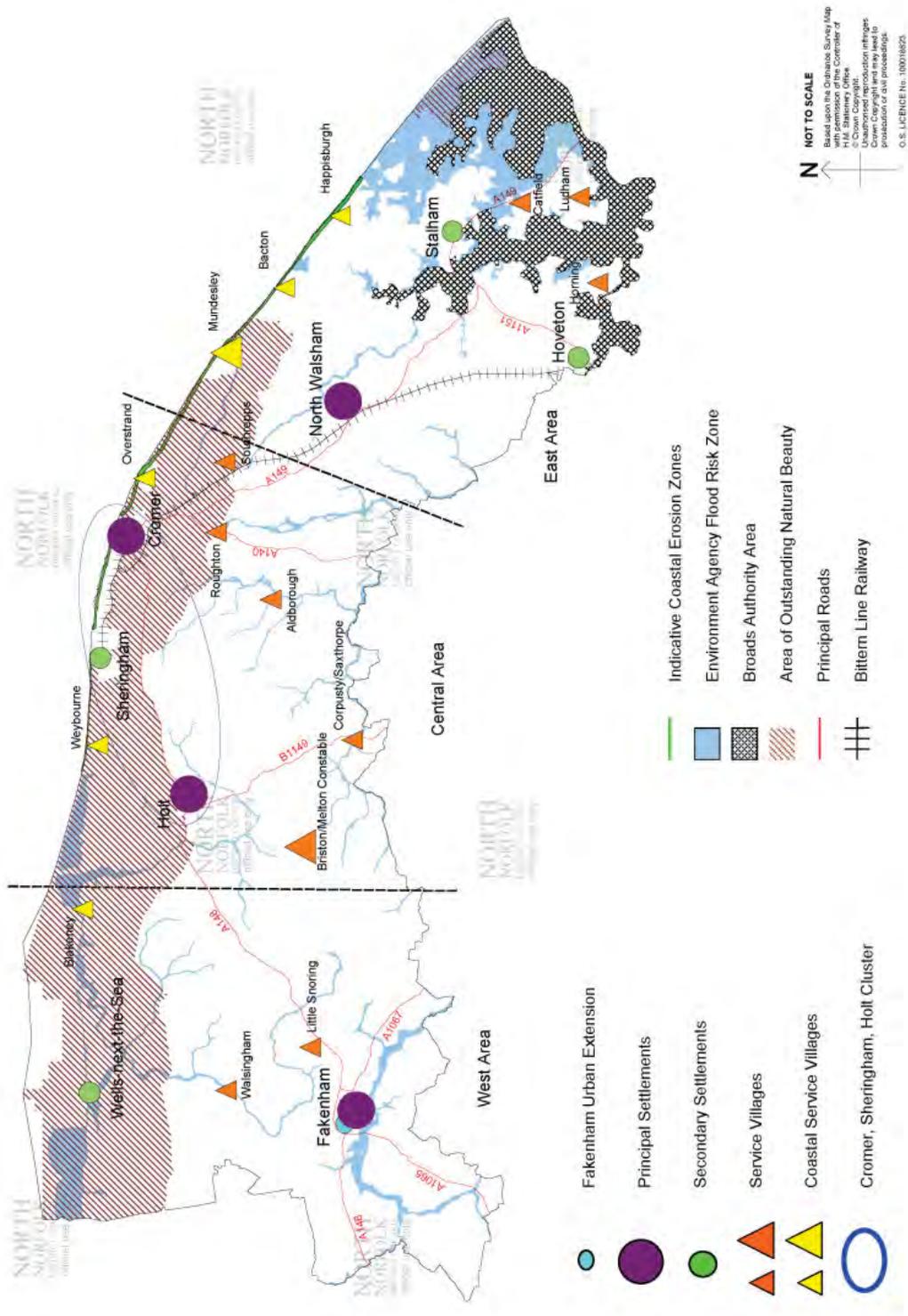
In areas designated as **Countryside** development will be limited to that which requires a rural location and is for one or more of the following:

- agriculture;
- forestry;
- the preservation of Listed Buildings;
- the re-use and adaptation of buildings for appropriate purposes;
- coastal and flood protection;
- affordable housing in accordance with the Council's ' rural exception site policy';
- the extension and replacement of dwellings;
- extensions to existing businesses;
- sites for Gypsies and Travellers and travelling showpeople;
- new-build employment generating proposals where there is particular environmental or operational justification;
- community services and facilities meeting a proven local need;
- new build community, commercial, business and residential development where it replaces that which is at risk from coastal erosion, in accordance with Policy EN 12 ' Relocation and Replacement of Development Affected by Coastal Erosion Risk' ;
- development by statutory undertakers or public utility providers;
- recreation and tourism;
- renewable energy projects;
- transport;
- mineral extraction; and
- waste management facilities

Proposals which do not accord with the above will not be permitted.

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Figure 3 Key Diagram



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### 2.5 Housing

**2.5.1** The strategic housing policy is designed to ensure that over the remainder of the plan period sufficient housing will be built in the right places and of the right type to maximise the contribution it makes towards meeting identified needs. The key priority is to increase the supply of affordable housing and the Council will take every opportunity through its policies on housing numbers, distribution and housing types to maximise affordable housing provision.

#### Quantity and Supply of Housing

**2.5.2** The number of dwellings to be built in North Norfolk is set at a regional level via the East of England Plan. The housing provision in the Consultation East of England Plan <sup>(v)</sup> recognised that North Norfolk should be an area of housing constraint, owing to its' environmental constraints and the attractiveness of the district for retirement in-migrants as well as the rural and peripheral nature of the district in relation to areas of job growth, thereby increasing long-distance car-commuting. However, as confirmed by the Strategic Housing Market Assessment <sup>(vi)</sup> there is a high demand and need for housing in the District. In the context of the high level of affordable housing need, the Council requested a higher housing allocation, increasing the number proposed from 6,400 to 8,000 dwellings in the twenty year period between 2001 and 2021. At that time, the East of England Plan housing numbers were regarded as a net requirement, not a minimum provision, and, prior to the publication of PPS3 (in November 2006, after consultation on Preferred Options), estimates of windfall housing were included in the total housing provision. The Local Plan included no housing allocations as the housing requirement was able to be met through windfall development alone, with an average annual house completion rate of 380. On this basis, the higher number in the East of England Plan was requested in order to allow for larger allocations that would bring forward a higher level of affordable housing than could be achieved through windfall development alone and not simply to increase the overall housing number.

**2.5.3** By March 2007 approximately 2,060 dwellings had been built and a further 1,510 already had planning permission (assuming a 10% lapse rate). This Core Strategy therefore proposes that land is allocated to accommodate an additional 2,700 to 3,400 dwellings and suitable sites will be identified in the Site Specific Proposals document. Thus the Core Strategy provides for nearly 7,000 dwellings from commitments and allocations. It is anticipated that at least 1,000 dwellings will come forward as windfall, in the form of small in-fill plots in the selected settlements, as affordable housing exception schemes and as barn conversions in locations adjacent to the selected settlements. In practice, based on past trends, windfall development is expected to be considerably higher than this figure. A Housing Trajectory for the District illustrating the main sources of housing and when it is expected to be provided is included in Figure 8 'Housing Trajectory 2001 - 2021'. Until adoption of the Site Specific Proposals document the district's five year housing land supply is reliant on existing commitment and other windfall development. Further information is provided in 4.3 'Housing Trajectory - 5 Year Land Supply'. Housing completions are monitored each year with results published in a Housing Land Availability Assessment and Annual Monitoring Reports. Existing housing commitment and the scale of proposed allocations seeks to ensure a regular supply of housing throughout the plan period bringing forward an average of 430 dwelling completions per year as required by the East of England Plan. The Housing Strategy provides for the erection of 9,488 dwellings on the basis that at least 8,000 of these will be built by 2021 and development rates will continue at annual average rates for at least the following three years thereafter.

v *East of England Plan, Draft revision to the RSS for the East of England, EERA, December 2004*

vi *Rural East Anglia Partnership Strategic Housing Market Assessment, Fordham Research 2007 (SHMA)*

## Distribution and Phasing

**2.5.4** The distribution of housing development will comply with the Spatial Strategy which aims to ensure that development takes place in the most sustainable locations in the District whilst addressing local needs. Individual sites will be identified in the Site Specific Proposals Development Plan Document. In some cases the level of growth proposed will not be possible without improvements in infrastructure, particularly utility provision, and development may therefore need to be delayed until improvements are made. Section 4 provides further details on the phasing of development.

## Types of Site

**2.5.5** In accordance with the national targets <sup>(vii)</sup> the Strategy seeks to ensure that a minimum of 60% of dwellings are built on previously developed land. Where brownfield sites are available and the development of these will not prejudice other strategic objectives (such as the retention of an adequate supply of employment land) the Council will favour the identification of brownfield sites before the allocation of greenfield land. However in many of the Districts towns suitable large scale brownfield sites are not available and therefore greenfield releases will be necessary. Furthermore the Council considers that the proportion of affordable housing which could be delivered on greenfield allocations is likely to exceed that on brownfield land, where higher development costs may reduce the viability of providing affordable housing.

**2.5.6** Historically a large proportion of housing development in the district has taken place on small scale development sites, many comprising developments of less than five dwellings. These developments have made little, if any, contribution towards addressing affordable housing needs or improvements to community facilities. By allocating sites that are large enough to accommodate ten or more dwellings the strategy will ensure that a greater proportion of new development contributes towards providing essential facilities (see Policy CT 2 'Developer Contributions' ). Sites of this size may not be available or suitable for development in some locations where smaller allocations may be more appropriate.

## Types of Accommodation

**2.5.7** North Norfolk is part of the Rural East Anglia Housing Sub-Market and a Strategic Housing Market Assessment (SHMA) of the sub-region has been undertaken by Fordhams Research. The study identifies the housing market in North Norfolk as being characterised by a high demand for housing, particularly from older and retired in-comers, creating high house prices in comparison with relatively low average wages. This is particularly pronounced in the coastal zone, to the west of the district. It notes that in North Norfolk 87% of the housing stock is market housing and that the stock is dominated by larger properties, (45% of properties are detached compared with only 22.5% for England as a whole), and a high proportion of bungalows, relative to other areas.

**2.5.8** The North Norfolk Housing Needs Study 2007 identifies a District-wide need for some 921 affordable dwellings per year for five years (2007 - 2011), a figure which is more than double the required annual completion rate (for all types of dwelling) for the district as identified in the East of England Plan. It is therefore essential, if any meaningful contribution is to be made to address this need, that a high proportion of all new dwellings are affordable. The Study also indicates that by far the greatest need will be for social rented properties. The affordable housing percentage figures referred to in policy SS 3 are targets related to the total amount of new development in the District. The contribution that individual development proposals will

## 2 Core Strategy

make to affordable housing provision will vary from proposal to proposal (for example, single dwellings are not subject to affordable housing requirements). Individual site requirements are identified in policy HO 2.

### Gypsy and Traveller Accommodation

- 2.5.9** Government policy <sup>(viii)</sup> requires local authorities to allocate sites to meet any identified accommodation needs of Gypsies and Travellers and set out the criteria for the assessment of sites that are not allocated. The East of England Plan will provide a strategic framework for provision, however in the meantime government guidance requires that pitch provision and decisions on planning applications should be based on the latest available information on need within the region and the local area.
- 2.5.10** A study published by the East of England Regional Assembly in February 2007 to support the East of England Plan review of accommodation needs of Gypsies and Travellers found that there is no need for permanent caravan pitches in North Norfolk in the period to 2011. It is however recognised that needs may change during the plan period. The study did not however look at pitch provision for Transit (short stay) sites and said that it is for local authorities to consider this need based on local circumstances.
- 2.5.11** North Norfolk has traditionally experienced low levels of Gypsy and Traveller activity compared with other Districts in Norfolk, however Gypsies and Travellers do visit the area for short periods of time as they are passing through, visiting religious festivals, looking for work or for recreational purposes in the summer period. Typically these activities have occurred in the Fakenham, Walsingham and Cromer / Sheringham areas.
- 2.5.12** The Norfolk Protocol for the Consideration of Unauthorised Encampments, October 2005, to which North Norfolk District Council is a signatory partner, recommends that unauthorised encampments should be tolerated where they occur wherever possible. Occasionally however Gypsies and Travellers stop on pieces of land which are unacceptable due to operational use, proximity to sensitive uses etc. On such occasions there is often a need to seek to move the Gypsies and Travellers to a more suitable location, and sites need to be identified that will be reserved for these situations. These should be located in areas where they are likely to be required, as indicated by previous incursions and evidence on Gypsy and Traveller needs.
- 2.5.13** Current evidence indicates that two 'Short Stay Stopping Places' should be identified – one in the Fakenham area and one in the Cromer / Sheringham area in order to meet the needs for alternative facilities when inappropriate unauthorised encampments are established. Access to these sites will be controlled and they will be managed by the Council and will only be used on an occasional temporary basis as required. The need may however change over time and in light of the East of England Plan review of Gypsy and Traveller accommodation provision.
- 2.5.14** Government funding is available for the provision of Gypsy and Traveller sites, and the Council will submit bids to deliver the sites required.

## Core Strategy 2

## Policy SS 3

## Housing

At least 8,000 dwellings will be built between 2001 and 2021 in accordance with the East of England Plan . These dwellings will be built in locations which accord with the Spatial Strategy having regard to the needs of each location and their capacity to support additional development. Development will be phased to ensure that it does not occur until appropriate infrastructure is available and sites will be released in order to ensure a consistent delivery of housing. Allocations for new residential development will be identified in the Site Specific Proposals Development Plan Document in accordance with the range of dwelling numbers identified below.

Settlement	Built at April 2007	Commitment at April 2007	Allocation (range)	Windfall Estimate*	Total (upper allocation) 2001-2021
Cromer	234	223	400-450	225	1,133
Fakenham	179	145	800-900	206	1,430
Holt	157	105	250-300	137	700
North Walsham	203	174	400-550	244	1,170
<b>All Principal Settlements</b>	<b>774</b>	<b>647</b>	<b>1,850 - 2,200</b>	<b>812</b>	<b>4433</b>
Hoveton	28	14	100-150	20	212
Sheringham	219	63	200-250	164	696
Stalham	64	86	150-200	67	417
Wells-next-the- Sea	45	59	100-150	52	306
<b>All Secondary Settlements</b>	<b>356</b>	<b>221</b>	<b>550 - 750</b>	<b>303</b>	<b>1631</b>
16 Service Villages	480	370	300-450	395	1,695
Non Service Villages	452	274	0	0	725
Barn conversions, and rural housing exception schemes			0	1,004	1,004
<b>All other areas</b>	<b>932</b>	<b>644</b>	<b>300 - 450</b>	<b>1399</b>	<b>3,424</b>
<b>TOTAL ALL AREAS</b>	<b>2,062</b>	<b>1,512</b>	<b>2,700-3,400</b>	<b>2,514</b>	<b>9,488</b>
Cumulative total	<b>2,062</b>	<b>3,574</b>	<b>6,974</b>	<b>9,488</b>	

*\*Estimate based on half the historical rates of completions (from 1997 to 2007) and applied to the 10 year period 2011 to 2021.*

Allocations in the **Service Villages** and **Coastal Service Villages**, on one or more sites, will be for a maximum of 26 dwellings, except for Briston / Melton Constable and Mundesley where allocations for up to 50 dwellings will be considered.

## 2 Core Strategy

Allocations will be made to ensure that over the plan period at least 65% of new dwellings will be located in the towns and that at least 60% of all development within the plan period is accommodated on brownfield land.

At least 30% of housing built between 2008 and 2021 will be affordable, of which approximately 70-80% will be for social rented accommodation with the remainder comprising intermediate / affordable housing.

The accommodation needs of a range of households of different sizes, ages and incomes will be met by ensuring that the type of housing built contributes to meeting identified needs.

Accommodation will be provided to meet the needs of specific groups of people including the elderly, the disabled and the identified needs of Gypsies and Travellers.

In designated **Residential Areas** appropriate residential development and compatible non-residential development including small-scale business, community, leisure and social uses will be permitted.

### 2.6 Environment

**2.6.1** North Norfolk is an attractive rural and coastal area which supports a thriving tourism industry and provides a valuable leisure and recreation resource for residents. Core Strategy policies aim to protect and enhance the character of the countryside, landscape and the built environment and the rich biodiversity and geological assets. Particular features that contribute to the unique quality of North Norfolk include the Norfolk Coast AONB, The Broads, Conservation Areas and a large number of Listed Buildings, and many international and national wildlife designations such as the North Norfolk Coast Special Protection Area (SPA). Natural environmental designations are shown on the Proposals Map and detailed in the 'Schedule of Natural Environmental Designations' available to view on the Council's LDF website.

**2.6.2** Regional policy requires that local authorities seek to provide networks of accessible greenspace linking urban areas to the countryside and to set targets for the provision of green space in new development. Therefore Core Strategy policies:

- protect existing open space and areas designated for environmental purposes;
- require that new development includes open space to meet locally defined targets (see Appendix A: 'Open Space Standards')
- requires that development makes links to the surrounding countryside; and
- seeks to create an ecological network

**2.6.3** The countryside that surrounds North Norfolk's settlements is attractive and will be protected for its own sake. It also supports a healthy agricultural economy and Government policy <sup>(ix)</sup> states that the presence of best and most versatile agricultural land should be taken into account alongside other sustainability considerations when determining planning applications.

**2.6.4** A Landscape Character Assessment <sup>(x)</sup> has been prepared which identifies and describes distinctive landscape character areas in North Norfolk and incorporates biodiversity and historic landscape features. This will be used to implement Policy EN 2 'Protection and Enhancement of Landscape and Settlement Character'.

ix PPS7: Sustainable Development in Rural Areas, ODPM 2004

x North Norfolk Landscape Character Assessment, NNDC, 2005, updated 2007

## Core Strategy 2

- 2.6.5** The built environment and public realm has an impact on everyday life and will be protected and enhanced. Public realm comprises spaces such as churchyards, market squares, roads and pavements, beaches, promenades and piers and high quality design and effective management will be encouraged in these areas.
- 2.6.6** As well as protecting the local environment, new development must also seek to limit the impact on the global environment by minimising resource use, increasing energy efficiency and reducing carbon emissions. The Spatial Strategy locates development in settlements that provide a range of services and facilities, therefore reducing the need to travel (and therefore carbon emissions). Other Core Strategy policies seek to increase the energy efficiency of buildings and increase production of renewable energy.
- 2.6.7** There is also a need to ensure that wildlife and habitats can adapt to future climate changes. Many habitats in North Norfolk which used to be widespread, are now fragmented and isolated. This has significant consequences for the long term protection and adaptability of biodiversity and the ability of wildlife and habitats to respond to climate change and there is therefore a need to expand and re-connect existing areas and restore habitats. The Norfolk Wildlife Trust and Norfolk Biodiversity Partnership have prepared Ecological Network maps which identify core areas for biodiversity where protection, enhancement and expansion of the existing resource will be a priority. These include increasing woodland, heathland and wood pasture in the Cromer ridge area and management of the Broads margins to develop semi-natural habitats including heathland. The North Norfolk Ecological Networks map and associated report is contained in Appendix B: 'North Norfolk Ecological Network'.
- 2.6.8** Much of the coastal area, particularly in the east of the District, is at risk from coastal erosion and flooding and there is a need to prevent inappropriate development in areas at risk. This risk is likely to increase in the future due to climate change induced sea level rise. A restrictive approach is therefore applied to new development in areas at risk and the relocation of development that is at risk from erosion will be enabled through exceptions to general policy. Appropriate surface water drainage arrangements, such as Sustainable Drainage Systems, will be required to help control surface water flooding. The Council will (either on its own or in partnership) prepare plans, strategies and other measures as appropriate to ensure that the areas affected by the changing coastline are able to adapt without detriment to the overall sustainability of the coast or the wellbeing of coastal communities. These will address;
- the long-term spatial vision for the coastal area;
  - the means by which local communities can adapt to the effects of the changing coastline;
  - the means of sustaining the local economy;
  - the means by which the local environment can adapt to the changing characteristics of the coast;
  - infrastructure;
  - tourist accommodation and facilities;
  - archaeology and historic environmental assets; and
  - issues relating to public access to the coast.

## 2 Core Strategy

### Policy SS 4

#### Environment

All development proposals will contribute to the delivery of sustainable development, ensure protection and enhancement of natural and built environmental assets and geodiversity and be located and designed so as to reduce carbon emissions and mitigate and adapt to future climate change.

Renewable energy proposals will be supported where impacts on amenity, wildlife and landscape are acceptable.

Opportunities to improve river water quality and minimise air, land and water pollution will be taken where possible.

Open spaces and areas of biodiversity interest will be protected from harm, and the restoration, enhancement, expansion and linking of these areas to create green networks will be encouraged through a variety of measures such as:

- maximising opportunities for creation of new green infrastructure and networks in sites allocated for development;
- creating green networks to link urban areas to the countryside;
- the designation of Local Nature Reserves and County Wildlife Sites ;
- appropriate management of valuable areas, such as County Wildlife Sites;
- minimising the fragmentation of habitats, creation of new habitats and connection of existing areas to create an ecological network as identified in the North Norfolk ecological network report;
- progress towards Biodiversity Action Plan targets; and
- conservation and enhancement of Sites of Special Scientific Interest (SSSI) in accordance with the Wildlife and Countryside Act

New development will incorporate open space and high quality landscaping to provide attractive, beneficial environments for occupants and wildlife and contribute to a network of green spaces. Where there is no conflict with biodiversity interests, the quiet enjoyment and use of the natural environment will be encouraged and all proposals should seek to increase public access to the countryside.

The Built Environment and designated **Public Realm** areas will be conserved and enhanced through the protection of buildings and structures which contribute to their surroundings, the encouragement of high quality maintenance and repair and enhancement of public spaces. Innovative and locally distinctive design will be encouraged in all new development.

The Council will minimise exposure of people and property to the risks of coastal erosion and flooding and will plan for a sustainable shoreline in the long-term, that balances the natural coastal processes with the environmental, social and economic needs of the area. Sustainable Drainage Systems will be encouraged, to reduce flood risk, promote groundwater recharge and improve water quality, enhance biodiversity and provide amenity benefit.

## 2.7 Economy

- 2.7.1** The North Norfolk Economic Development Strategy <sup>(xi)</sup> identifies ten key objectives a number of which have land use implications including, supporting business start ups and business growth, broadening tourism, and retaining a flexible supply of employment land and buildings. If these objectives, and the overall aim 'to promote the diversification and development of the local economy through the creation of an environment which allows businesses to succeed and to provide a wide variety of employment opportunities for the residents of North Norfolk', are to be met, it is essential that planning policies provide a positive and supportive framework for employment related development.
- 2.7.2** Research <sup>(xii)</sup> undertaken in support of the East of England Plan forecasts that the North Norfolk District could anticipate a growth of 4,000 jobs over the period to 2021. The East of England Plan therefore includes an 'indicative' jobs growth target in North Norfolk of 4,000 extra jobs by 2021 and requires that Local Development Documents should facilitate delivery of this.
- 2.7.3** It is anticipated that much of this employment growth will be in retail, personal services and social care sectors and the Economic Strategy and other policies of this Plan provide for growth in these sectors. In accordance with the East of England Plan the Council has identified a 'range, quantity and quality' of sites which will be reserved for employment generating developments. The selection of sites is informed by the Employment Land in North Norfolk Study <sup>(xiii)</sup> which considers the level of employment land supply, historical development patterns and likely future requirements.
- 2.7.4** North Norfolk has a narrow economic base, with much employment in the agricultural, manufacturing, tourism and social care sectors. Traditional industries such as fishing also continue to play a role. Whilst rates of unemployment in the district are low <sup>(xiv)</sup> there is a seasonal dimension to unemployment and employment opportunities in terms of choice and quality, remain limited.
- 2.7.5** Rates of economic activity are low compared to national and regional averages, reflecting the large numbers of retired people living in the district and its rural character. With many young people leaving the district for increased employment prospects and because of the high cost of local housing, there is a growing concern that businesses will be unable to recruit and attract staff. There is therefore an aspiration to broaden the economy so as to offer a wider choice of employment opportunities and achieve a more balanced economy and population in the future.
- 2.7.6** The Rural Economy Study <sup>(xv)</sup> identified three main trends in the rural area; further rationalisation of farm businesses, a broadening of farm based operations to add value to primary produce and further farm diversification. These are likely to lead to an increased requirement for small specialist enterprises producing high value products and diversification into tourist accommodation, outdoor pursuits and the equine industry.
- 2.7.7** Whilst there has been a change in the manufacturing base of the district in recent years, with a number of business closures and down-sizing in the traditionally strong sectors of food-processing and engineering, there has been a growth of employment in the plastics, boat-building and marine engineering and wooden products sectors. Many of these are "home-grown" businesses started by North Norfolk residents and it is important to provide land allocations to support future investments of this type.

xi *North Norfolk Economic Development Strategy, NNDC 2007*

xii *Norfolk Employment Study, Roger Tym & Partners 2005*

xiii *Employment Land in North Norfolk, NNDC 2007*

xiv *Nov 2006 – 2% North Norfolk against a UK figure of 2.9%*

xv *North Norfolk Rural Economy Study, Acorus Rural Property Services, 2005*

## 2 Core Strategy

- 2.7.8** Historically the commercial property market in North Norfolk, in common with many peripheral rural areas of the country, has been relatively weak, with modest rates of employment related development on green-field sites in recent times. However there has been an intensification of uses within established industrial areas and a turnover of commercial property to the point that many industrial estates / areas are now fully developed. This has informed the Council in seeking to retain redundant employment sites in the expectation that they offer opportunities for future re-use for business related activity.
- 2.7.9** Limited capacity in basic infrastructure, such as water and power supply, in certain towns is an important constraint to the economy, and in the past grant funding has been received from EEDA to overcome power supply problems and deliver employment development in North Walsham. Chapter 4 'Implementation & Monitoring' provides further details on infrastructure capacity in North Norfolk.
- 2.7.10** Analysis of 'Travel to Work' patterns in the District as undertaken on behalf of the Council by Land Use Consultants identified three distinct job search / employment areas as detailed below.
- 2.7.11 East of the District:-** covering North Walsham, Stalham and Hoveton and their surrounds. This area has historically had high levels of employment in agriculture, the defence sector, manufacturing (concentrated in North Walsham, Catfield and Hoveton) and Broads based tourism. This area also accommodates the Bacton Gas Terminal site. As discussed previously there has been a decline in manufacturing but a growth in the plastics and boat building and marine engineering sectors – with investment and employment growth in these sectors in North Walsham and Catfield. More recently 2500 jobs have been lost from the defence sector with the closure of the RAF Coltishall airbase and significant run-down of the RAF Neatishead Air Surveillance and Control Centre. There are few public service sector jobs in this part of the District. Levels of employment in the tourism sector in this part of the district remain stable but with a change from Broads based boating related activity to small scale land-based accommodation and attractions. The proximity of this part of the district to Norwich has meant that there is increasing levels of out-commuting.
- 2.7.12** Looking forward, it is anticipated that this part of the district will continue to see a turnover of manufacturing employment, with indigenous businesses being the largest source of jobs growth resulting in a turnover of sites and premises as evidenced over many years. In order that opportunities exist to support this it is important that a choice of sites and premises is provided in locations across the area. This part of the district might also benefit from investment related to the development of the Eastport proposal at Great Yarmouth. Further opportunities may also exist at the former RAF Coltishall site, although at this point in time there is uncertainty as to its future use, and it is somewhat remote from main settlements / centres of population.
- 2.7.13** In this part of the district the Core Strategy seeks to retain current employment land designations at Catfield, Hoveton and North Walsham and makes small additional allocations at Stalham. The North Norfolk Local Plan made a large greenfield employment land allocation (26 hectares) in North Walsham, however, this was dependent on infrastructure development which is no longer planned. It is therefore proposed that the future supply of employment land in North Walsham is provided through a choice of brownfield and greenfield site opportunities.
- 2.7.14 Central area of the District:-** covering the towns of Cromer, Holt and Sheringham, this part of the district has a high degree of self-containment for employment. Tourism is the dominant sector with the resort towns of Cromer and Sheringham and the Area of Outstanding Natural Beauty providing a large number of jobs in the hospitality sector. Traditional industries such as fishing also continue to offer employment and add to the character of the area. There is also a large number of jobs in retailing and public administration - with Cromer being the

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administrative centre of North Norfolk District Council, and having a small district hospital, job centre, magistrates court. With a large retired population, there is also a growth of employment in social care.

- 2.7.15** Further there are a number of private schools operating in this part of the district - namely Greshams at Holt, Beeston Hall School and Wood Dene and children's outdoor activity centres at Sheringham, Overstrand and West Runton. All three towns have small industrial estates, although employment in this sector is considerably lower than in the other two parts of the district.
- 2.7.16** The analysis of 'Travel to Work' patterns undertaken by Land Use Consultants identified that the towns of Cromer, Holt and Sheringham function as a network in terms of movement for employment within and between these towns; with Sheringham being seen as a dormitory settlement with fewer people travelling into the town for employment than is the case for either Cromer or Holt. The Council's approach for the future employment related development of these towns and their hinterlands is to support their roles as tourist destinations and as retail / local service centres. Most of the employment land allocations made in the Local Plan continue to be allocated and at Holt, based upon its relatively good strategic location on the A148 road corridor, the association with Gresham School and the cachet of the NR25 postcode area, it is proposed to identify further employment land for B1 business uses in an attempt to broaden the economic base of the area and indeed the wider district.
- 2.7.17 West of District:-** covering Fakenham and Wells-next-the-Sea. Fakenham provides employment for 4,800 people and is the dominant centre of employment for a large rural area of north-west Norfolk, extending beyond the district boundaries. The town has a high degree of self-containment for employment, probably reflecting its somewhat remote location from many other centres of employment. Although strategically being in the west of the district Fakenham occupies the most accessible location in terms of access to the national road network. As a result Fakenham has a strong manufacturing base and presence of distribution companies, and is seen as an attractive location for investment. The town has seen some change in its manufacturing base with the loss of some jobs in the food processing sector, although this remains the single largest employment sector in the town. Traditional industries, such as boat building at Morston and fishing at Wells-next-the-Sea, also continue in this area.
- 2.7.18** Given the strategic location of Fakenham, it is anticipated that the Fakenham area will enjoy continued economic growth in the future. The Core Strategy proposes significant new housing at Fakenham and this requires the provision of additional employment land to support the balanced development of the town. Beyond Fakenham, the existing workshop space at Wells-next-the-Sea will be retained to support local business growth and development. Further land will be identified at the former RAF Sculthorpe Technical Site to the west of Fakenham as a location for specialist industrial / distribution uses recognising the good access the site enjoys on to the main A148 road to Kings Lynn.

### Tourism

- 2.7.19** Tourism makes a vital contribution to the economy of North Norfolk. Figures from East of England Tourist Board show that in 2003 total direct tourism spend in North Norfolk was over £357 million and supported over 7,000 full time equivalent jobs. The Sustainable Community Strategy recognises that all year round tourist attractions are essential to the prosperity and well being of the area and the local economy. However, the main tourism appeal in North Norfolk is based on the unique natural environmental assets and it is also important to protect these. Therefore activities such as cycling, walking and heritage tourism that can be shown to have a minimal effect on the environment will be particularly supported.

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**2.7.20** The Tourism Study undertaken by Scott Wilson Associates <sup>(xvi)</sup> identified the following gaps in accommodation provision and niche markets for future development. Any proposals for these will be considered in accordance with Policy EC 7 'The Location of New Tourism Development',

- high quality (4-5\*) hotels including spa and health facilities;
- hotels with the capacity and appeal to attract groups, conferences and special occasions;
- accommodation space within pubs;
- woodland lodge-style developments;
- a budget accommodation operation;
- cycling tourism;
- walking;
- water-sports ;
- nature and wildlife;
- outdoor activity;
- health and wellness; and
- heritage and cultural tourism

### Retail

**2.7.21** The Government is committed to strengthening the role of market towns and other service centres and increasing the viability and vitality of such centres. The Sustainable Community Strategy found that a good range of shops emerge as extremely important to residents and one of the areas that is most lacking in many parts of North Norfolk. Consequently 'better and more varied shops' is one of the key issues in the Community Strategy. The retail study <sup>(xvii)</sup> undertaken to inform the Core Strategy noted the strong influence of Norwich as a regional shopping centre. It undertook "health checks" on the district's town centres and identified the need to regenerate and update retail and leisure provision, to increase the range of goods and improve the pedestrian environment in order to maintain the attractiveness of these centres. The study considered that there was no *quantitative* need for further allocations for convenience floor-space up to 2016 and as such no allocations for convenience floor space are proposed. However, in respect of comparison goods, the Study concludes that there was potential for some 13,300 - 19,900sqm (net) floor-space to be provided. Taking account of permissions since the study was completed of nearly 5,000sqm in Cromer and North Walsham, the potential is approximately 8,400sqm to 15,000sqm distributed as follows:

- Fakenham / Wells-next-the-Sea: 4,000 - 6,000sqm
- Cromer / Holt / Sheringham: 2,000 - 5,000sqm
- Hoveton / North Walsham / Stalham: 2,500 - 4,000sqm

**2.7.22** Local food production and sales direct from farms and at farmers markets and weekly town markets add to the choice and local distinctiveness of the retail offer and the Council wishes to support these activities. National sales of local produce also contributes to recognition of the 'North Norfolk' brand which contributes to the tourism economy.

**2.7.23** The strategic economic policy has been informed by all the background information and aims to broaden the employment base across North Norfolk through policies that support local businesses through identification of sufficient employment land and support the tourist industry and farm diversification as well as promotion of town centre vitality and viability. The key role that the Districts market towns play in providing employment opportunities across the area is recognised by the strategy which seeks to improve levels of self containment by providing good quality jobs close to where people live.

xvi North Norfolk Tourism Sector Study, Scott Wilson Kirkpatrick & Co 2005

xvii North Norfolk Retail and Commercial Leisure Study, DTZ Pleda Consulting 2005

## Policy SS 5

### Economy

At least 4,000 additional jobs will be provided between 2001 and 2021 in line with the indicative targets set out in the East of England Plan. Job growth will be achieved via policies for tourism, retail and the rural economy as well as provision of employment land. A range of sites and premises will be made available for employment development, through designation of existing employment sites in all Principal Settlements, Secondary Settlements and some Service Villages and Coastal Service Villages and the allocation of new sites in order to increase the choice of sites available and to address the self-containment of settlements in terms of homes / jobs balance.

In **Employment Areas**, as designated on the Proposals Map, only employment generating development proposals <sup>(xviii)</sup> will be permitted. Retail warehousing and hotels may be permitted provided that there is no sequentially preferable site available. Allocations for new employment land or as part of mixed-use schemes, will be made in Fakenham, Holt and Stalham. One or more employment allocations will be identified for employment uses that cannot be accommodated on other identified employment land owing to environmental or operational requirements. (e.g. noise etc).

The distribution of employment land will be approximately as follows:

Area	Total
<b>Eastern Area</b>	<b>91 ha</b>
North Walsham	65
Stalham	5
Hoveton	10
Catfield	12
<b>Central Area</b>	<b>50 ha</b>
Cromer	20
Holt	15
Melton Constable	8.5
Sheringham	6
<b>Western Area</b>	<b>62 ha</b>
Fakenham	59
Wells-next- the-Sea	3
<b>TOTAL</b>	<b>204 ha</b>

The tourist industry will be supported by retaining a mix of accommodation and encouraging new accommodation and attractions which help diversify the offer and extend the season. Proposals should demonstrate that they will not have a significant detrimental effect on the environment, and cycling, walking and heritage tourism will be encouraged by promoting and enhancing long distance walking and cycling routes and heritage trails.

xviii Use Class B1, B2 and B8, petrol filling stations, car / vehicle hire, the selling and display of motor vehicles and builders yards

## 2 Core Strategy

The rural economy and farm diversification will be supported including extensions to existing businesses of an appropriate scale and re-use of existing buildings, including appropriate re-use of the operational land at redundant defence establishments.

The role of town centres as a focus for a broad range of shopping, commercial, cultural and other uses will be supported. Other than on identified Retail Opportunity Sites <sup>(xix)</sup>, residential proposals will be permitted where they do not result in the loss of shops or other main town centre uses <sup>(xx)</sup> located within a defined **Primary Shopping Area**. Proposals should also have regard to the integration of public transport in town centres and seek to provide pedestrian friendly environments. A retail hierarchy guides decisions on the scale of new retail and leisure development that will be permitted. The retail hierarchy is;

- **Large town centres:** Cromer, Fakenham and North Walsham
- **Small town centres:** Holt, Hoveton, Sheringham, Stalham and Wells-next-the-Sea

Proposals for large scale developments will be located in Large Town Centres with schemes in the Smaller Town Centres limited to those that meet local needs and support their roles as visitor and tourist destinations.

**Primary Shopping Areas** and **Primary Retail Frontages** are defined in order to concentrate retail development in central areas of towns. Retail opportunity sites will be identified in the Site Specific Proposals document to allow for between 13,300 - 19,900sqm additional comparison goods retailing and leisure floor space. This floor space will be distributed in the large town centres in these approximate amounts: Fakenham 4,000 to 6,000sqm, Cromer 2,000 to 5,000sqm and North Walsham 2,500 - 5,000sqm.

### 2.8 Access and Infrastructure

**2.8.1** New development places additional burdens on local infrastructure and facilities, be it transport services, water supplies, health services or provision of school places. The purpose of the access and infrastructure strategic policy is two-fold:

- to ensure that new development does not take place without adequate provision of infrastructure; and
- to ensure that development supports the aim of reducing reliance on car-travel and provides opportunities for access by a choice of travel modes.

#### Infrastructure

**2.8.2** Infrastructure relates to water supply, waste water disposal, sewerage, the transport network, and energy. The Environment Agency has recently highlighted the often "hidden" costs of such infrastructure provision <sup>(xxi)</sup>. Other public services and facilities, such as open space, education, health, public transport services, cultural and civil protection services required to enable a good quality of life - are covered under Policy CT 2 'Developer Contributions' and further guidance on the detailed nature of any financial or other contributions will be provided in a Developer Contributions Supplementary Planning Document (SPD). The Norfolk Primary Care Trust (PCT) is currently consulting on proposals for revised service delivery, and there will be a need to ensure that any proposals meet local needs whilst making the best use of resources. Particular infrastructure constraints have been taken into account in the formulation

xix To be identified in the Site Specific Proposals Development Plan Document

xx Retail, leisure, entertainment, offices, arts, culture and tourism (as defined in para 1.8 of PPS6)

xxi Hidden Infrastructure, Environment Agency 2007

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of the Spatial Strategy and Strategic Housing Policy and are outlined in more detail in Section 4 'Implementation & Monitoring'. The requirements in the strategic policy will be proportional to the size of the development proposed and will be applied to the local circumstances. Development Control Policy CT3 seeks to ensure protection of existing local facilities and services.

### Open Space

**2.8.3** Regional policy requires that networks of accessible greenspace are provided, linking developed areas with the countryside. Development control policy Policy CT 1 'Open Space Designations' protects existing formal and informal recreation opportunities, and this, along with new provision and other initiatives, will form the basis for such networks. This objective will contribute to a range of Council priorities including health, quality of life and protection of the environment and also provide opportunities for biodiversity enhancement.

**2.8.4** The Open Space and Recreation Study <sup>(xxii)</sup> assessed open space provision and indoor and outdoor sports needs in North Norfolk. It found that sport and recreation provision within the District is generally adequate to meet the needs of the District to 2016, with a few shortfalls identified. The following are required to satisfy predicted future demand, and the Council is preparing an 'Open Space and Play Space Strategy' to help achieve the necessary identified level of provision:

- provision of pitches at existing fields in community use which have physical potential for additional pitches, or diverting use of pitches from full size football, to provide an additional 8.64 hectares of playing pitches (4 mini football, 3 cricket and 1 hockey).
- provision of 1 artificial turf pitch for hockey use at a sports centre or school site in the Fakenham area.
- upgrades of 3 tennis courts (within the Principal and Secondary Settlements, but outside the catchment of Cromer Lawn Tennis Club)
- 1-2 health and fitness centres

**2.8.5** In terms of open space it found that 27 hectares of parks are required to be provided within the main settlements to meet needs. Locally based Open Space Standards have been developed based on the assessment of needs in the Open Space and Recreation Study and proposals for new residential development should contribute to provision of open space in areas where the standards are not met. Further details are provided in Policy CT 2 'Developer Contributions'. The standards are set out in Appendix A: 'Open Space Standards'. Provision should look beyond the immediate site and see how it can connect to open space in the surrounding area to contribute to creation of green networks. Initiatives such as the Environment Stewardship scheme which rewards farmers and land managers for caring for the countryside, conserving wildlife and providing public access can also assist in creating a network of accessible greenspace and providing increased recreational opportunities.

### Transport

**2.8.6** Access to facilities and services relates not only to where they are located but also to provision of transport to access those services. Responsibility for transport strategy lies primarily with Norfolk County Council as Highway Authority and implementation of many of the transport objectives will be via the Local Transport Plan for Norfolk (2006-11). Although public transport provision is generally poor in the district, Cromer, Hoveton, North Walsham and Sheringham benefit from an hourly rail service on the Bittern Line railway, which is an award-winning community rail partnership. In relation to new development planned within and adjoining

## 2 Core Strategy

settlements served directly by the Bittern line, opportunities to help improve the frequency, timings and passenger carrying capacity of the line, and associated interchange facilities, will be examined and, where environmentally acceptable, supported and promoted.

- 2.8.7** Limited public transport in North Norfolk means that those without access to a car find it difficult to access jobs, services and other facilities. This can exacerbate rural poverty and social disadvantage. The Housing Market Assessment found that in rural parts of the district 27% of households with an income under £20,000 found access to grocery shops quite or very difficult. The County Council has identified a number of 'Transport Accessibility Action Areas' where public transport accessibility is poor and car ownership is low. Within North Norfolk an area from Blakeney down to Briston and another larger area to the west of, and including, Wells-next-the-Sea and to the south and west of Fakenham are identified.
- 2.8.8** The Spatial Strategy is designed to reduce the need to travel by car through locating new development in larger settlements. However, it is unrealistic to expect that car dependency can be eliminated as even the larger towns do not provide the full range of services, such as the range of comparison shopping, hospitals, cultural activities etc. Developments in vehicle technology may enable car travel to become less environmentally damaging and there is potential for agricultural operations in Norfolk to diversify into growth of crops for bio-fuels which can help with aims of reducing carbon emissions.
- 2.8.9** Increasing walking and cycling has multiple benefits in terms of the population's health and in reducing traffic impacts. North Norfolk is ideally placed to take advantage of the increase in popularity of walking and cycling holidays and improvements to strategic walking and cycling routes form a key element of the sustainable tourism economy. The Norfolk Local Transport Plan includes strategies for the Broads and the Norfolk Coast to promote alternatives to car-based tourism, by for example, support for the Coasthopper bus service along the A149, building on the ' Quiet Lanes' initiative and promoting awareness of travel options available to visitors. The District Council is also seeking to increase provision of footpath and cycle links, and the North Norfolk Community Partnership is coordinating grant funding for such provision. This will assist in the creation of a network of accessible greenspaces and provision of a series of footpath or cycle routes linking important green spaces and picking out areas, features and buildings of historical or other importance will support tourism, encourage healthy activity and help create ecological networks. There is also a need to improve the environment of town centres, by reducing traffic impact and encouraging walking and cycling.

### Policy SS 6

#### Access and Infrastructure

New development should be supported by, and have good access to, infrastructure, open space, public services and utilities.

Permission for development will not be granted unless there is sufficient capacity in existing local infrastructure<sup>(xxiii)</sup> to meet the additional requirements arising from the new development, or suitable arrangements having been put in place for necessary improvements.

Adequate provision of infrastructure, services, community facilities and open space will be provided through:

- Protection and enhancement of existing provision / facilities where possible.

xxiii U tility services; water supply, foul sewerage networks, sewage treatment works, drainage / flood protection, energy provision and the transport network

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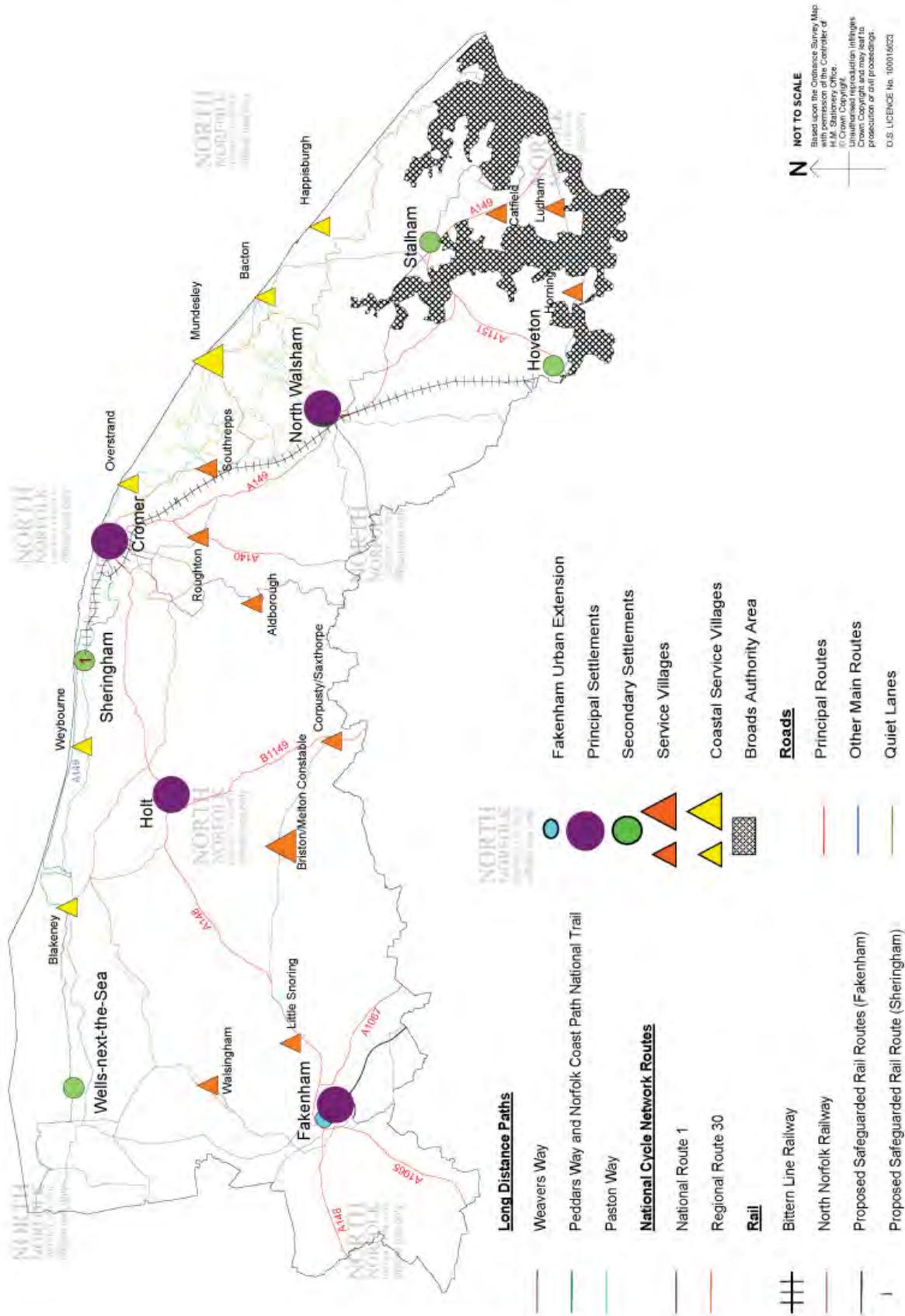
- Improvements through Council initiatives and other agencies and service providers development programmes.
- Provision and protection of Open Space to strive towards meeting the Open Space standards and create a network of accessible greenspace.
- Developer Contributions and planning obligations supported by Policy CT 2 'Developer Contributions' and a Supplementary Planning Document (SPD).

The transport strategy for North Norfolk is to maximise the use of non-car modes, within the context of a rural area where, for many trips, there are limited alternatives to the car. This will be achieved through promotion of walking and cycling for local trips, particularly within towns and villages, through traffic management schemes and parking regimes to reduce the impact of traffic on the rural and urban environment, and by promoting public transport and sustainable tourism including by supporting increased use of the Bittern Railway line. Walking and cycling networks and Public Rights of Way will be protected, enhanced and promoted. New development should create convenient and attractive links within development and to the surrounding area, assist with creation of a network of accessible greenspace and provide links to public transport and walking and cycling networks.

**2.8.10** The following map (Figure 4) shows long distance footpaths and national cycle routes in North Norfolk in the context of the road and rail network.

# 2 Core Strategy

Figure 4 Transport designations



## 2.9 Town Strategies

**2.9.1** Each of the towns in North Norfolk have distinct characteristics in terms of their existing roles, character, needs, and their capacity to accommodate additional development. Based on these characteristics the Council has developed visions for the future of each town. These Visions aim to ensure that, where possible, identified needs are met in ways which are consistent with protecting the identified role and character of each settlement. The strategic policies for each town identify the key developments that will be necessary to ensure that these visions are fulfilled. The visions and strategic town policies should be read together and, with the other strategic policies, provide the framework for the preparation of other development plan documents, particularly the Site Specific Proposals, which should conform with this Core Strategy.

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### Cromer

**2.9.2** Cromer has the highest recorded housing need of all North Norfolk's towns with a net annual need of 159 affordable dwellings. Substantial housing growth would therefore be required to make a meaningful contribution to addressing this need. There are no large under-used sites but there is scope for further infill development, and redevelopment within the town boundary. It would, however, be necessary to identify opportunities for large scale greenfield development in order to make a significant contribution towards addressing identified housing needs. There is community resistance to large scale expansion of the town into surrounding countryside, much of which is within the Norfolk Coast Area of Outstanding Natural Beauty, and the Council considers that such expansion would have an adverse impact on the sensitive landscape setting of the town, possibly undermining the attractiveness of the town as a major tourist destination. Furthermore the level of infrastructure that is available, particularly the limited scope to increase capacity at local schools and sewerage disposal facilities, would make large scale housing development difficult to accommodate, particularly in the short term. Nevertheless it is important to address housing needs and therefore the town policy seeks to balance addressing these needs whilst minimising environmental impacts.

**2.9.3** Historically there has been demand for employment land in the Cromer area and the majority of the existing designated areas are now developed. Cromer is a net importer of employees, and ideally additional employment land should be identified to strengthen the towns employment role. However, Cromer's economy is not so reliant on industrial development with large numbers of jobs in the growing retail, tourism and the public administration sectors. As with housing, further employment land allocations would encroach into the wider countryside and consequently in order to protect the landscape setting of the town no additional employment allocations are suggested, but efforts will be made to retain existing designations on the western approach to the town.

**2.9.4** Cromer has the second largest retail centre in the District and shop vacancy rates are generally lower than the national average. Cromer town centre offers a wide choice of shopping and services, serving residents, a seasonal influx of tourists, and residents of a large rural hinterland. It has benefited recently from a regeneration scheme which has enhanced the core retail area through traffic calming and an improved pedestrian environment. There is an identified need for additional comparison goods shopping (non food) within Cromer. This should be provided either within, or as close to, the town centre as possible to enhance its vitality and viability. Cromer town centre is designated as a Conservation Area and there are many Listed Buildings and consequently, large scale development sites are not readily available but there are some opportunities for redevelopment which would improve the appearance of the town centre.

## 2 Core Strategy

- 2.9.5** The North Norfolk Recreation and Open Space Study <sup>(xxiv)</sup> identifies a deficiency of informal recreation space to meet the needs of the southern part of the town which currently lacks suitable facilities within convenient walking distance from residential areas.
- 2.9.6** In the summer months there is a very high level of demand on car parking in Cromer; however, for the majority of the year the overall supply of car parking space in the town is adequate. Even in the summer months the overflow car park at Runton Road affords the flexibility for overall demand to be met. The public car parks are all to the west of the town and there is the perception that the vitality and viability of the eastern end of the town centre is adversely affected through a lack of parking in this part of the town. In order to provide for greater flexibility in car parking and to encourage greater footfall and accessibility to the east of the town centre the Council considers that a new car park should be provided.

### Policy SS 7

#### Cromer

Cromer is designated as a **Principal Settlement** with a **Large Town Centre**. The following developments are proposed.

- Between 2001-2021 a total of between 1,000 and 1,150 dwellings will be built. This will include 400-450 dwellings on newly identified development sites well related to the built up area where encroachment into the wider countryside setting of the town is minimised. New greenfield development will be limited in scale (200-350 dwellings).
- Development will not be permitted unless it has been demonstrated that there is adequate capacity in sewage treatment works (upgrades programmed for post-2011).
- Suitable sites for the development of new retail floor-space will be allocated in the Site Specific Proposals Development Plan Document in locations in, or as close as possible to the town centre, of sufficient size to accommodate approximately 5,000sqm of comparison goods floor space.
- Approximately 20 hectares of land will be protected for employment generating development.
- A **Public Realm** designation is defined to co-ordinate the use of areas where pedestrian access, informal recreation and appearance are crucial to the town's attractiveness to residents and visitors i.e. town centre, historic cliff top parks and Promenade.
- **Important Approach Routes** are designated to protect and enhance the setting and approaches into the town.
- The car parking needs of the east of the town will be addressed by allocating an appropriate site that meets the needs of visitors to the town without damage to the town's environment.
- The district hospital will be redeveloped on the existing site providing local health care facilities for the wider area.
- Opportunities for informal recreation will be enhanced in accordance with the North Norfolk

Open Space and Recreation Study including the provision of a new neighbourhood / Local Park serving the southern part of the town. A suitable site will be identified in the Site Specific Proposal Document.

- The Site Specific Proposals Document will identify a suitable site for a new school.

## Fakenham

**2.9.7** The Settlement Planning for North Norfolk Report <sup>(xxv)</sup> identifies that Fakenham has the highest levels of self containment in respect of travel to work journeys of all towns in North Norfolk with around 60% of the resident working population travelling to work within the town. In part this is due to the towns location some distance from both Kings Lynn and Norwich but is mainly due to the high number and range of jobs available. Whilst there have been some recent business closures, the local economy remains relatively healthy. Land for the erection of new employment buildings is available on the town's main industrial estate and at Clipbush Lane (adjacent to Morrisons).

**2.9.8** Fakenham has one of the larger town centres in the District and with a good mix of retail and leisure uses it remains relatively healthy, retaining a number of key chain stores. However, the Retail and Commercial Leisure Study identifies certain weaknesses in its retail offer and a need (in the western area of the District including the towns of Fakenham and Wells) for additional comparison goods (non-food) floorspace of between 4,070 and 8,600 square metres. A significant proportion of people within the Fakenham catchment go elsewhere to do most of their non-food shopping. In order to improve the prospects of the town centre and “claw back” some of this lost trade, it is important to identify opportunities for retail development, and to ensure that these support the existing retail offer, rather than compete with it. There is no identified need for additional food retailing in the town. Fakenham town centre is focused around the historic core of the Market Place and Corn Exchange. The historic town centre together with the town’s markets is a major part of its attraction. Whilst the need for expansion of the town centre is acknowledged as beneficial to the centre overall, this should not be at the expense of losing its identity or diluting its character. However there are areas where the townscape of the town centre could be improved.

**2.9.9** Parts of the town do not have access to small local parks or neighbourhood parks. The recent housing development to the south of Barber’s Lane has introduced some new open space; however, further opportunities to increase the open space provision (particularly to the east of the town) should be sought. The Council will promote opportunities to improve access to the countryside for informal recreation particularly to the Wensum Valley, provided this is consistent with protecting sensitive wildlife habitats. There is also a strong desire for improved community facilities including a resource centre in the town to enable the voluntary sector to continue to serve the local population and its expected increase over the next few years.

**2.9.10** As with the rest of North Norfolk there is significant demand and need for new housing. Growth of the town to the south and west is constrained by the River Wensum, its flood plain and sensitive wetland habitats. However, for a number of years there has been a public expectation of further development to the north of the town between the edge of the current built up area and the A148 (bypass). This area comprises agricultural land but is not formally designated as an important landscape or wildlife habitat.

## 2 Core Strategy

**2.9.11** Of all North Norfolk's towns, Fakenham provides the best opportunity to accommodate significant development in a sustainable manner and consequently the Council is promoting a mixed use urban expansion to the north of the town.

### Policy SS 8

#### Fakenham

Fakenham is designated as a **Principal Settlement** with a **Large Town Centre**. Provision will be made for a major urban expansion to the north of the town, including housing, employment land, community facilities and open space. The following developments are proposed;

- Between 2001-2021 a total of between 1,300 and 1,400 dwellings will be built. This will include 800-900 dwellings on newly identified development sites, including a mixed use urban expansion scheme on a greenfield allocation to the north of the town suitable for approximately 800 dwellings.
- Development will not be permitted unless it has been demonstrated that there is adequate capacity in sewage treatment works (upgrades programmed for post-2016) and should ensure no adverse effects on European sites.
- Suitable sites for development of new retail floor-space will be allocated in the Site Specific Proposals Development Plan Document of sufficient size to accommodate up to 6,000sqm of comparison goods net sales floor space. These sites will be within, or as close to the town centre as possible.
- Approximately 52 hectares of land already in use for employment purposes will be identified and retained for employment generating development and a further 7 hectares will be made available as part of the northern expansion of the town.
- A **Public Realm** designation is defined within the town centre to co-ordinate the use of areas where pedestrian access, informal recreation and appearance are crucial to the town's attractiveness to residents and visitors.
- In the Wensum Valley public access will be enhanced where possible through a network of public paths, cycleways and open spaces linking the Wensum Valley with the centre of Fakenham and other nearby settlements. Any additional access will be achieved with the agreement of relevant landowners and having due regard to ecologically sensitive areas.
- All new major development in Fakenham will address storm water run off to ensure no adverse impact on the River Wensum and the Broads system catchment.
- The Site Specific Proposals Document will identify a suitable site for a primary school as part of the northern expansion of the town.

#### Holt

**2.9.12** Holt is a significant net importer of employees from the surrounding area including Sheringham and Cromer and 55% of the town's working population work in the town. A wide range of jobs

## Core Strategy 2

are available. Development of the towns industrial estate at Hempstead Road has been slower than anticipated, and concerns have been expressed about the availability of the designated site. It is considered that providing a choice of possible development sites may be beneficial to the local economy particularly for business-park style developments which would enhance employment opportunities for the cluster of towns and villages in the central part of the district.

**2.9.13** Holt has established a reputation as a niche market shopping centre and jobs in retailing constitute a significant proportion of total employment. A range of shops (including a small supermarket) and other services are available in the town centre which acts as both a local service centre and a visitor destination. The success of the town centre results in acute parking problems with both the lack of sufficient spaces and the location of existing car parks creating town centre congestion and conflict with pedestrians. This issue should be addressed in advance of any significant increase in retail development.

**2.9.14** As with the rest of North Norfolk there is significant demand and need for new housing. Holt retains a 'small market town' character with development contained within a limited area which avoids urban sprawl into the wider countryside. As there are few, if any, significant opportunities for brownfield redevelopment it would be necessary to identify new greenfield development sites if substantial house building were proposed. The Council considers that new development must respect the scale and character of the town and protect the surrounding AONB and Glaven Valley Conservation Areas.

### Policy SS 9

#### Holt

Holt is designated as a **Principal Settlement** with a **Small Town Centre**. The following development is proposed:

- Between 2001-2021 a total of between 650 and 700 dwellings will be built. This will include 250-300 dwellings on newly identified greenfield development sites which are well integrated with the established built up area of the town and minimise the impact on the countryside, particular the A.O.N.B and the Glaven Valley Conservation Area.
- Approximately 15 hectares of land will be identified for employment generating development comprising 10 hectares already in use or designated for this purpose and a further 5 hectares with suitable vehicular access onto the A148, focusing on business park style uses.
- Opportunities to improve the pedestrian environment of the town centre will be identified in the Site Specific Proposals document and the provision of additional car parking, with high quality pedestrian links to the town centre will be sought.
- A **Public Realm** designation is defined to co-ordinate the use of areas where pedestrian access, informal recreation and appearance are crucial to the town's attractiveness to residents and visitors.
- All major new development must demonstrate no adverse impact on the hydrology of Norfolk Valley Fens Special Area of Conservation (Holt Lowes), and developments within the groundwater catchment of this site must fully mitigate the impact of all hard surfacing to minimise storm run-off.

## 2 Core Strategy

### North Walsham

**2.9.15** North Walsham is the largest town in the District providing a range of employment. It has strong links to Norwich strengthened by an improving rail service on the Bittern Line serving Norwich, Hoveton, Cromer and Sheringham providing an alternative to car commuting. Historically, this has encouraged net outward commuting for jobs with the corresponding potential to attract inward investment impeded by factors including infrastructure uncertainties. Employment-related development is however taking place helping to offset the degree to which the town's economy was traditionally dependent on large-scale manufacturing where jobs have been lost in the past decade. The future of the former RAF Coltishall, following its closure, will also be significant to the provision of employment to residents of the town and neighbouring local settlements. Paston College is an important resource bringing benefits to the town as well as providing a broad range of educational opportunities to the wider area. It is considered that large scale housing growth which is not matched with the provision of good quality job opportunities and enhanced services would do little to improve the sustainability of the town. There is a good current supply of employment land which, together with lower land prices than those in Norwich, creates the potential for attracting new employers to the town. The proposed construction of the Norwich Northern Distributor Road could also make North Walsham a more attractive location for investment.

**2.9.16** North Walsham town centre would benefit from an increase in the range of retail units and leisure activities but opportunities for further town centre development are limited by the historical nature of the town centre, which is both a Conservation Area and home to one of the largest concentration of Listed Buildings in the district. Alongside enhanced shopping facilities there is a strong desire for a cinema. Paston College which currently occupies two town centre sites has explored the possibility of relocating and if this occurs these sites may become available for alternative uses which strengthen or compliment the town centre.

**2.9.17** Remaining infrastructure constraints in respect of energy supply and the foul sewerage network capacity may not be fully addressed until after 2016. The pace of further development will need to take account of this.

**2.9.18** The Education Authority has identified a possible need for improved school provision to support the level of new development proposed for the town.

#### Policy SS 10

##### North Walsham

North Walsham is designated as a **Principal Settlement** with a **Large Town Centre**. The following developments are proposed:

- Between 2001-2021 a total of between 900 and 1,100 dwellings will be built. This will include 400-550 dwellings on newly identified development sites well related to the built up area.
- Development will not be permitted unless it has been demonstrated that there is adequate capacity in sewage treatment works (upgrades programmed for post-2016) and electricity provision.
- Approximately 65 hectares of employment land will be retained, reducing the existing provision by approximately 15 hectares, recognising the railway bridges create access difficulties for HGVs into the town from the Norwich direction.

- Suitable sites for development of new retail floor-space will be allocated in the Site Specific Proposals Development Plan Document in locations in, or close to the town centre, of sufficient size to accommodate approximately 4,000sqm of comparison goods floorspace.
- A suitable site will be identified in the Site Specific Proposal document for the relocation of Paston College.
- A **Public Realm** designation is defined to co-ordinate the use of areas where pedestrian access, informal recreation and appearance are crucial to the town's attractiveness to residents and visitors.
- All major new development in North Walsham will address surface water run off and ensure no adverse impact on the Broads Special Area of Conservation (SAC).
- The Site Specific Proposals Document will identify a suitable site for a new primary school.

## Hoveton

- 2.9.19** Hoveton and Wroxham are two large villages on either side of the River Bure; together they form one of the most important boating and tourism centres of the Broads area. The significance of the boating industry to the local economy can be gauged from the large number of boat hiring and building yards, particularly downstream of Wroxham Bridge. The middle Bure, downstream of Wroxham Bridge, is administered by the Broads Authority and is amongst the most heavily used stretches of the Broads waterway system.
- 2.9.20** Since the early 1980s, significant changes have occurred on the riverside in Hoveton and Wroxham, with a number of sites changing from boatyard related uses to residential or holiday accommodation. These changes, which reflect changing trends in the boat hire industry, have led to concern about the effect on Hoveton and Wroxham, particularly amongst some local residents.
- 2.9.21** The commercial and shopping centre of Hoveton extends principally from the bridge area along Norwich Road and to some extent along Station Road. The centre is dominated by the Riverside Road. Unusually for a settlement of its size the villages support the 'Roys' retail complex, including a supermarket, department store and toy shop. Whilst Hoveton provides a wide range of shopping and other services for visitors and residents, there is an acknowledged need to enhance the character and appearance of the village centre. In the summer months, Hoveton and Wroxham suffer from traffic congestion.
- 2.9.22** Hoveton has a limited supply of allocated employment land, a small site on the Stalham Road is fully developed whilst a site on the Tunstead Road (Norfolk Fruit Growers) is currently undergoing redevelopment. Whilst there are diverse employment opportunities in the village, retailing and the boat building / hiring industries are significant sectors. As with other settlements in this part of the District the close proximity of Norwich acts as a discouragement to inward investment.
- 2.9.23** The nature of Hoveton's facilities, including a popular retail centre, justify its treatment as a Secondary Settlement, recognising its role, with Wroxham, as a centre for the Norfolk Broads. There are no significant brownfield development sites and new greenfield development would be necessary to accommodate anything other than limited development. Given its village character only small scale new housing is considered appropriate.

## 2 Core Strategy

**2.9.24** There are infrastructure constraints in respect of energy supply and growth should be delayed until provision is upgraded unless local energy sources can be used.

### Policy SS 11

#### Hoveton

Hoveton is designated as a **Secondary Settlement** with a **Small Town Centre**. Development will be limited in scale to meet locally identified needs. The following development is proposed:

- Between 2001-2021 a total of between 130 and 200 dwellings will be built. This will include 100-150 dwellings on newly identified development sites well related to the built up area.
- Approximately 10 hectares of land will be identified and retained for employment generating development.
- All development must ensure no adverse effects on the Broads Special Area of Conservation (SAC).

### Sheringham

**2.9.25** Sheringham is an attractive seaside town, with fine beaches and many tourist attractions, both in the town and nearby. It attracts visitors throughout the year on day-trips, short breaks and longer stays and has a range of accommodation, from high quality hotels to budget self-catering. Tourism is a major source of income and employment for the town. It is set amongst some of the most attractive landscape in Norfolk and is a naturally-contained town situated between the Cromer Ridge and the sea, and is surrounded by woodland, parkland, heaths and commons, which together provide a rich habitat for wildlife.

**2.9.26** Sheringham's attractive and safe environment, coupled with the facilities the town possesses and the range of accommodation available, make it a desirable place to live. The area is an increasingly popular location for retirement and for second-home ownership. A great deal of housing development has taken place in Sheringham over the past 10 years or so, resulting in the loss of open countryside. Whilst there is a good mix of house types and tenure in the town as a whole, much of the recent development has been expensive, up-market development catering for retired people from beyond the area.

**2.9.27** Sheringham retains its traditional employment sectors of fishing and tourism deriving from its seaside location. Partly because of its location it has never developed a firm industrial base.

**2.9.28** Sheringham has a good range of facilities catering for the needs of residents of the town and its hinterland, including schools, healthcare facilities and a wealth of leisure and recreational opportunities. In addition, the area benefits from a host of outdoor recreational opportunities associated with the countryside and the coast as well as having a top-quality golf course.

**2.9.29** The centre of the town has a distinctive architectural character with historic street patterns and attractive open spaces. Sheringham is both a market town and a resort town. It has a vibrant town centre providing a variety of shops, banks, cafés etc. meeting most of the needs

## Core Strategy 2

of the local catchment and attracting people from further afield. The town does not have a modern supermarket and many people go to Cromer or elsewhere for their weekly food shopping. For clothes, furniture and major goods residents of the area tend to go to Norwich.

**2.9.30** Sheringham is accessible by a variety of means of transport. It has rail links with Norwich and beyond, via the Bittern Line, is served by convenient peak-time bus services and is well located for the main road network.

**2.9.31** Sheringham has a high level of housing demand and need, reflecting its role as a dormitory settlement with many local people travelling out of the town for work. It is surrounded by the Norfolk Coast AONB and other environmental constraints and has infrastructure constraints notably the foul sewerage network has no spare capacity and therefore development should be phased until this is rectified (estimated 2011). Further growth of the town into its sensitive landscape setting should be avoided and hence the towns potential to accommodate large scale housing development is regarded as limited.

### Policy SS 12

#### Sheringham

Sheringham is designated as a **Secondary Settlement** with a **Small Town Centre**. The following development is proposed:

- Between 2001-2021 a total of between 600 and 700 dwellings will be built. This will include 200-250 dwellings on newly identified development sites well related to the built up area where encroachment into the wider countryside setting of the town is minimised.
- Development will not be permitted unless it has been demonstrated that there is adequate capacity in sewage treatment works (upgrades programmed for post-2011).
- Between 500-750 sqm of new comparison goods floor-space will be accommodated, respecting the small-shop nature of the town. Suitable sites for development of new retail floor-space will be allocated in the SSP and a suitable central site for the market will be safeguarded.
- Approximately 6 hectares of land will be identified for employment generating development comprising 6 of the 8 hectares already in use or designated for this purpose.
- A **Public Realm** designation is defined to co-ordinate the use of areas where pedestrian access, informal recreation and appearance are crucial to the town's attractiveness to residents and visitors.
- **Important Approach Routes** are designated to protect and enhance the setting and approaches into the town.
- All major new development in Sheringham must demonstrate no adverse impact on the hydrology of Norfolk Valley Fens Special Area of Conservation (Sheringham and Beeston Reegis Common) and developments within the groundwater catchment of this site must fully mitigate the impact of all hard surfacing to minimise storm run-off.

## 2 Core Strategy

### Stalham

- 2.9.32** Stalham is relatively dependant on Norwich and North Walsham for employment and new residential development is unlikely to change this. Only 35% of the working population work in the town. Therefore it is considered that further residential development in the town should meet identified local needs and should be matched with meaningful opportunities for new employment. Historically the town has had no developable employment land allocation. Investments in nearby Catfield suggest that if land was available in the town there may be demand. Fulfilling this demand in the town rather than elsewhere is clearly a desirable objective in order to improve local job opportunities.
- 2.9.33** Stalham has limited local services and large scale housing developments would be inappropriate, but some housing in addition to employment opportunities in the form of serviced land, would assist in creating a more balanced and self-contained community.
- 2.9.34** There are also major infrastructure constraints in respect of energy supply and the sewerage treatment works are at capacity, and significant growth should be delayed until provision is upgraded. This could be 2016.
- 2.9.35** Stalham is identified as a Secondary Settlement, recognising its role as a gateway to the Norfolk Broads and a local retail and service centre. Stalham is defined as having a Small Town Centre.

### Policy SS 13

#### Stalham

Stalham is designated as a **Secondary Settlement** with a **Small Town Centre**. The following development is proposed:

- Between 2001-2021 a total of between 300 and 400 dwellings will be built. This will include 150-200 dwellings on newly identified development sites well related to the built up area.
- Development will not be permitted unless it has been demonstrated that there is adequate capacity in sewage treatment works (upgrades programmed for post-2016) and electricity provision, and should ensure no adverse effects on European Wildlife sites.
- Approximately 5 hectares of land will be identified for employment generating development including 3.5 hectares on new allocations in locations with good access to the A149.
- Retail, service, community facilities and other appropriate town centre uses, of an appropriate scale only, will be encouraged within the town centre to help revitalise it and strengthen its particular and wider role as a service centre for the Broads and surrounding rural catchment area.
- All new major development in Stalham will address storm water run off to ensure no adverse impact on the Broads Special Area of Conservation (SAC).

## Wells-next-the-Sea

- 2.9.36** Wells-next-the-Sea is the smallest Town in the District and is a gateway town to the AONB. It acts as an essential service centre for residents and visitors for the town and the surrounding rural area. Its built heritage and natural beauty of the surrounding countryside give it an intrinsic charm that has diminished little over the years. Wells still operates as an active fishing harbour and commercial port with increasing use by offshore energy related vessels and yachts. The Town supports a thriving year round tourist industry but it is over-dependent upon it resulting in a largely low-paid, seasonal workforce. This imbalance is beginning to be addressed through new small business development and growth in the live work sector, attracted by the provision of local services, quality of the environment and development of communications systems. However, in order for this to continue, and to ensure the Town's longer term vitality and viability, a positive framework to encourage greater economic diversity and social enterprise is required.
- 2.9.37** Wells-next-the-Sea is a desirable place to live. The attractiveness of the town has led to a significant pressure from those seeking second and retirement homes. This has contributed to rapid increases in house prices in recent years, which in turn has led to a shortage of affordable housing for local people. Growth of the local workforce has consequently been restricted as it is difficult to attract key-workers and retain young people and families in the Town resulting in a demographic imbalance of the area. Despite the large percentage of social housing in Wells there are significant numbers of households in immediate housing need. In order to overcome this, greenfield sites will be allocated for part market and part affordable housing, providing a mixture of 'affordable' tenures. In addition to this, other currently unidentified sites that would not normally be released for housing, because of restraint policies for example, will be allowed to come forward as rural exception sites, to meet the housing needs of local people.
- 2.9.38** Considering its size, the town provides a good range of shops, services and community facilities such as healthcare, including a community hospital, and education, catering for the needs of a rural catchment area. The leisure and recreational needs of the Town are being met through a large number of clubs and organisations but these are mainly for adults and older people. There is community support for the creation of young people's projects and the development of related facilities, particularly sport in line with the designation of the local high school as a Sport with Science College. Currently, residents rely on the larger Towns (notably Fakenham and Kings Lynn) for petrol and non-food shopping while visitors have inadequate car parking facilities in Wells to meet seasonal demand. There is therefore a need for better public transport links and connectivity to other mainline services, particularly Fakenham, Kings Lynn and Norwich.
- 2.9.39** There is a limited supply of employment land in Wells. However, there are opportunities to attract workshops and facilities suitable for a wide variety of uses such as fishing related activities, marine and outdoor recreation, art, craft and nature based activities with scope for small scale renewable energy schemes. Employment land will be identified and protected to help diversify the local economy away from its current reliance on tourism related jobs.

## 2 Core Strategy

### Policy SS 14

#### Wells-next-the-Sea

Wells is designated as a **Secondary Settlement** with a **Small Town Centre**. The following development is proposed:

- Between 2001-2021 a total of between 200 and 300 dwellings will be built. This will include 100-150 dwellings on newly identified greenfield development sites well related to the built up area.
- Approximately 3 hectares of land will be identified for employment generating development comprising 3 hectares already in use or designated for this purpose.
- A site for a new car park with good access from the main approach roads and to the town centre will be allocated in the Site Specific Proposals document. This allocation should demonstrate no adverse impact on the North Norfolk Coast Special Protection Area.
- A **Public Realm** designation is defined to co-ordinate the use of areas where pedestrian access, informal recreation and appearance are crucial to the town's attractiveness to residents and visitors.
- **Important approach routes** are designated to protect and enhance the setting and approaches into the town.

# Development Control Policies 3



## 3 Development Control Policies

### 3 Development Control Policies

#### 3.1 Development Control: General Principles

##### Determination of Planning Applications

- 3.1.1** Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that all planning applications must be determined in accordance with the development plan unless ‘material considerations’ indicate otherwise. Material considerations may be all sorts of factors relating to the location of the proposal, specifics of the application, or its surroundings. The personal circumstances of the applicant, however, are rarely considered to be material to the determination of applications.
- 3.1.2** Applicants for planning permission should be prepared to demonstrate how the provisions of all relevant development plan policies have been taken into account. The Council will publish a range of informal advice notes and supplementary planning guidance<sup>(i)</sup> to provide further detailed advice. Additionally, many types of application will need to include a Design and Access Statement<sup>(ii)</sup> These statements usually comprise a short written report with appropriate illustrative material which explain and justify the design approach adopted and how accessibility issues have been addressed. Additional supporting material may be required for major or more complex schemes.
- 3.1.3** The appearance of all types of development, its accessibility, the degree to which it incorporates sustainable construction, makes efficient use of resources, prevents crime, protects and enhances biodiversity, and ensures that those who live nearby are not adversely affected, are all critical components of securing high quality development. Good design which addresses all of these issues will be more readily accepted by local communities and should be the aim of all of those involved in development. All buildings should be designed for the purpose for which they are intended and applicants should be prepared to justify the design and specification of the proposed development.
- 3.1.4** North Norfolk has a distinctive architectural heritage and attractive rural landscapes and the Council wishes to ensure that development proposals conserve and enhance these features wherever possible. This does not mean that only traditional buildings will be supported. The Council recognises the positive impact that modern innovative design can have when sited in the right location, particularly where it incorporates sustainable, energy efficient construction, and builds on local distinctiveness.

#### 3.2 Housing

- 3.2.1** The Strategic Housing policy aims to ensure that the right amount of housing is built, in the right places, and that the housing that is provided is of the right type to meet identified needs, particularly for smaller house types and affordable housing, including accommodation for key workers. This section incorporates the necessary detailed policies to ensure the strategy is delivered.

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i *Supplementary Planning Documents (SPD's) contain detailed guidance on various planning matters and expand on the policies in the Development Plan. Whilst SPD's do not have the same status as adopted Development Plan policies, they are a material consideration in determining planning applications.*

ii *Design and Access Statements are documents that explain the design thinking behind a planning application. For example, they should show that the applicant applying for permission has thought carefully about how everyone, including disabled people, older people and very young children, will be able to use the places they want to build.*

## Development Control Policies 3

### Dwelling Mix and Type

- 3.2.2** The Strategic Housing Market Assessment (SHMA) <sup>(iii)</sup> identifies a preponderance of larger, detached dwellings in the existing housing stock and a higher than average proportion of households in higher council tax bands. In the private sector the number of lower-cost market houses is limited by lack of supply. The Strategic Housing Market Assessment <sup>(iv)</sup> analyses the demand for and supply of housing by tenure and size. Assuming that housing supply is constrained to the East of England housing requirement, it suggests that there is almost no demand for more three and four bedroom homes, but a high level of need for private rented one bedroom flats and two bedroom houses in all tenure types. At present the proportion of two bedroom houses in recent housing developments in North Norfolk is only 38%. It is therefore important to use new housing development to address this shortage of smaller starter homes and this is proposed by requiring a high proportion of all new homes to be smaller property.
- 3.2.3** The need for affordable housing in the District is acute. The large gap between house prices and average incomes, the demand for second homes, the limited supply of new affordable properties in recent years and the loss of existing social housing through 'Right to Buy' / 'Right to Acquire' provisions have all contributed to this problem. The evidence in the SHMA suggests that even if all of the proposed new housing that will be built up to 2021 were to be affordable it is unlikely that affordable housing needs will be met in full. Public funding for affordable housing is limited and housing provided by Housing Associations and other affordable housing providers using public funding is unlikely to meet the identified needs over the period of the Plan. Given the high levels of need and the limited opportunities to address it, it is important to adopt a flexible approach to provision and ensure that a high proportion of future housing meets these needs. Consequently, the Council will support the provision of affordable housing in locations where other types of housing will not be permitted and will require that far more market development schemes contribute towards affordable housing provision without the need to use public funding, where it is economically viable to do so.
- 3.2.4** Aside from meeting the need for affordable housing the Council believes it is important to meet the demand for a variety of market housing created by different household types. The Housing Market Assessment suggests that a high proportion of newly forming households leave the District whilst more established households move into the area. Over the years this has contributed to much higher proportions of elderly and retired people being resident in North Norfolk. Furthermore, nationally, the number of elderly people is expected to rise significantly in the period up to 2021, and it is considered that the impact of this growth will be especially evident in a popular retirement location such as North Norfolk. This trend is likely to continue and, accordingly, increasing provision needs to be made for the particular housing requirements of older people, especially in light of the wider community benefits that can be derived from releasing under-occupied housing back into both the public sector stock and general housing market. The Council will therefore aim to ensure that a proportion of all new houses that are built are suitable, or easily adaptable, for occupation by the elderly and infirm (Lifetime Homes Standard or equivalent).
- 3.2.5** Some types of housing proposal are designed to meet the needs of particular groups in society whose accommodation needs cannot be met in general purpose housing schemes. These include sheltered schemes for the elderly, disabled, and other groups where developments include an element of communal facilities, wardens accommodation and / or on site management / medical support. It is recognised that it may not always be appropriate to include other types of housing within such proposals.

iii *Rural East Anglia Partnership Strategic Housing Market Assessment, Fordham Research 2007*  
 iv *see SHMA table 8.9*

## 3 Development Control Policies

### Policy HO 1

#### Dwelling Mix and Type

Unless it is demonstrated that a proposal will address a specific identified local need for sheltered / supported accommodation, all new housing developments, including the conversion of existing buildings to dwellings, shall meet the following criteria:

- On schemes of three or four dwellings at least one dwelling shall comprise not more than 70sqm internal floor space and incorporate two bedrooms or fewer; and on schemes of five or more dwellings at least 40% of the total number of dwellings shall comprise such dwellings; and
- On schemes of five or more dwellings at least 20% of dwellings shall be suitable or easily adaptable for occupation by the elderly, infirm or disabled.

Where this policy would result in the requirement relating to part of a dwelling the calculation will be rounded upwards.

The provision of purpose built and/or specialist accommodation for the elderly, in appropriate locations within selected settlements in accordance with Policy SS1, and well served by public transport and local services, will be supported provided that it does not detract from the character of the surrounding area or involve the use of land safeguarded for employment purposes where the need for such safeguarding remains.

### Provision of Affordable Housing

- 3.2.6** The Government has made clear that a community's need for a mix of housing types, including affordable housing <sup>(v)</sup> <sup>(vi)</sup> is a material consideration which should be taken into account in formulating development plan policies and in deciding planning applications involving housing. Where there is a demonstrable lack of affordable housing to meet local needs - as assessed by up-to-date surveys and other information - LDFs should include a policy for seeking affordable housing in suitable housing developments.
- 3.2.7** Recent evidence indicates that there is a significant need for affordable housing across North Norfolk which will continue for some time. The 2007 Housing Needs Assessment identifies that in North Norfolk the affordable need is for 921 dwellings per annum over the next five years, of which 199 is intermediate need.
- 3.2.8** Both the Regional Housing Strategy for the East of England and the draft Sub-Regional Housing Strategy for Rural East Anglia have highlighted the need to recognise that there is generally no guarantee of Government subsidy for affordable housing requirements. Consequently, both emphasise the importance of maximising the provision of affordable housing through seeking contributions from market housing developments.

v PPS3 defines affordable housing by stating that it 'includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market'.

vi Social-rented housing is defined as: 'Rented housing owned and managed by local authorities and registered social landlords for which guideline target rents are determined through the national rent regime'. Intermediate affordable housing is defined as: 'Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (e.g. HomeBuy), other low cost homes for sale and intermediate rent.'

## Development Control Policies 3

### Site-size threshold

**3.2.9** Current national policy provides for a reduction of site-size thresholds to below the Government's 'indicative national minimum' of 15 dwellings where it can be justified by local circumstances and, in rural areas, where it contributes to the creation of mixed and sustainable rural communities. Given the findings of the Rural White Paper, the updated Housing Needs Survey, the study of affordable housing in the AONB, the large number of dwellings which historically have been developed on sites in the District accommodating less than 15 dwellings and other considerations, there is sound justification in North Norfolk for adopting site-size thresholds that are below the indicative national minimum, particularly outside the seven towns and Hoveton.

**3.2.10** For practical purposes, it is reasonable to provide for a financial contribution in lieu of on-site provision in all schemes of 3 or fewer dwellings. Flexibility is also appropriate in respect of proposals for retirement housing that may be complicated by the need for future occupants to make significant annual management charges that could be well beyond the means of those occupying affordable units.

### Target proportions

**3.2.11** The Housing Needs Assessment 2007 suggests targets of between 40 - 50% would be justified given both the high level of need and demand. The Secretary of State's proposed changes to the East of England Plan requires that at a regional level some 35% of housing coming forward after adoption of the Plan should be affordable. Some developments will not provide affordable housing and therefore to ensure compliance with the East of England Plan higher percentages will be necessary on those sites where affordable housing provision is possible to ensure that this target is met.

**3.2.12** The total amount of housing proposed for the remainder of the plan period is smaller than the identified need for affordable housing in the District. To make any significant contribution towards addressing needs it is therefore necessary to set high targets. Therefore, whilst the proportion of affordable housing sought on each site will depend on the assessment of need in the District and the viability of making provision, in towns it will not be less than 45% and in villages 50% of the total number of dwellings proposed. Applicants seeking to justify a lower proportion of affordable housing will be required to demonstrate why it is not economically viable to make provision.

## Policy HO 2

### Provision of Affordable Housing

Planning permission for the erection of new dwellings or conversion of existing buildings to dwellings will be permitted provided that, where it is viable to do so, the scheme provides affordable housing in accordance with the following:

- On all schemes of 10 or more dwellings or sites of more than 0.33 hectares in Principal and Secondary Settlements, not less than 45% of the total number of dwellings proposed are affordable;
- On schemes of 2 or more units or on sites larger than 0.1 hectares in Service Villages and Coastal Service Villages, not less than 50% of the total number of dwellings proposed are affordable;

## 3 Development Control Policies

- All affordable housing contributions shall enable the provision of the required number of affordable dwellings without the need for public subsidy;
- Provision is made on the application site except for developments of 3 dwellings or fewer where financial contributions in lieu of on-site provision will ensure the same number of dwellings can be built without the need for public subsidy;
- The mix of tenure and size of affordable housing provided reflects the identified housing needs at the time of the proposal as demonstrated in the Strategic Housing Market Assessment and waiting list information and contributes to the Council's target of providing 80% of affordable housing as social rented accommodation;
- The affordable housing provided is made available solely to people in housing need at an affordable cost for the life of the property. (The Council will ensure that any planning permission granted is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity); and
- The affordable housing shall be provided in phases as the development progresses and shall be mixed within the development in groups of not more than eight units within each group.

Where this policy would result in a requirement that part of a dwelling should be affordable a financial contribution of equivalent value will be required. In meeting the requirements of this policy, proposals should comply with the provisions of the Planning Obligations Supplementary Planning Document adopted by the Council.

### Housing Developments in the Countryside

**3.2.13** It will normally be the case that housing will be built within the boundaries of designated settlements. There are, however, a few exceptional circumstances where housing in the countryside is the only way to address a particular housing need. These include when accommodation is essential to enable agricultural, forestry or other workers to live at, or in the immediate vicinity of, their place of work; housing to meet the needs of Gypsies and Travellers; and housing which is proposed to meet identified needs for affordable housing in the rural area. The guiding principle in considering such proposals is that it should be clearly demonstrated that the housing is needed on the specific site and that it is not possible for it to be located within an area designated for residential development. Permission for such housing is an exception to normal policies and each case should be rigorously justified.

### Affordable Housing in Rural Areas

**3.2.14** The Government has made clear that all local planning authorities that have small rural communities should include a 'rural exception site policy'. Much of the District is subject to policies of development restraint. The Countryside, including a large number of smaller villages, is not regarded as an appropriate location for new house building. However, in order to contribute to balanced communities in rural areas affordable housing will be permitted outside selected settlements as rural exception sites.

## Development Control Policies 3

### Policy HO 3

#### Affordable Housing in the Countryside

Proposals for affordable housing development within the area designated as **Countryside** will be permitted only where:

- the proposal would help to meet a proven local housing need for affordable housing as demonstrated in the Strategic Housing Market Assessment and waiting list information, and
- for schemes of 10 or more dwellings the site is situated within 100m of the boundary of a Principal or Secondary Settlement or one of the defined Service Villages or Coastal Service Villages, or,
- for schemes of 10 dwellings or fewer the site adjoins an existing group of ten or more dwellings; and is not situated within a 1 kilometre radius of any other scheme which has been permitted under this policy, and
- the affordable housing provided is made available to people in local housing need at an affordable cost for the life of the property (the Council will ensure that any planning permission granted is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity).

For the purposes of this policy 'local housing need' means the need in the Parish and adjacent Parishes as evidenced by the Strategic Housing Market Assessment and the Council's waiting list, or a Local Housing Needs Survey.

### Accommodation for Gypsies and Travellers

- 3.2.15** The accommodation needs of Gypsies and Travellers should be considered alongside the housing needs of the whole community. Gypsies are protected by the 1976 Race Relations Act and the Council has a duty to seek to eliminate unlawful discrimination and to promote equality of opportunity and good race relations in everything it does.
- 3.2.16** Government policy in Circular 01/2006 requires local authorities to allocate sites to meet any identified accommodation needs and set out the criteria for the assessment of applications on sites that are not allocated, as many Gypsies, Travellers and travelling showpeople prefer to buy and manage their own sites. It is recognised that the location of sites needs to meet the working and living patterns of Gypsies and Travellers and that this may include locations in the Countryside. However it is also important to ensure that locations allow for access to essential services, are not damaging to the character of the area, and foster good community relations.
- 3.2.17** Whilst proposals for Gypsy and Traveller sites may be permitted within the Countryside this does not set a precedent for permanent built dwellings which will not be permitted outside settlement boundaries.
- 3.2.18** Organised groups of travelling showpeople are excluded from the planning definition of 'Gypsies and Travellers' but their accommodation requirements are similar. While it is therefore considered appropriate to address their requirements within the same policy approach, one site could not be used to accommodate the different groups. The Showmen's Guild of Great Britain have confirmed that there is currently no requirement for a site for travelling showpeople in North Norfolk.

## 3 Development Control Policies

### Policy HO 4

#### Sites for Gypsies and Travellers, and for Travelling Showpeople

Development to meet the needs of Gypsies and Travellers and of Travelling Showpeople will be permitted provided it is of an appropriate scale and nature and the following criteria are met:

- the intended occupants meet the definition of Gypsies and Travellers <sup>(vii)</sup> or the description of travelling showpeople <sup>(viii)</sup>; and
- development minimises impact on the surrounding landscape; and
- safe vehicular access to the public highway can be provided; and
- the movement of vehicles to and from the site will not cause significant disturbance; and
- there is adequate space for parking, turning and servicing on site; and
- the site is on the outskirts of, or within a reasonable distance of, a settlement which offers local services and community facilities; and
- suitable landscaping and boundary enclosures are provided to give privacy, minimise impact on the surrounding area and provide a safe and acceptable living environment.

### Agricultural, Forestry and Other Occupational Dwellings in the Countryside

**3.2.19** It will almost always be the case that those employed in agriculture, forestry or other rural based occupations will be able to meet their accommodation needs in existing houses either on the site or nearby. Very occasionally it will be essential for a worker to have accommodation in close proximity to the business and none will be available. The construction of new dwellings in the countryside to meet these needs will, in exceptional circumstances, be justified. Annex A of PPS7 <sup>(ix)</sup> provides detailed advice in respect of these circumstances. If permission is granted for such dwellings it is important that they are occupied as intended and the Council will therefore impose restrictive occupancy conditions to ensure that any dwelling remains available to meet the needs of the particular business.

### Policy HO 5

#### Agricultural, Forestry and Other Occupational Dwellings in the Countryside

Proposals for development in the **Countryside** to meet the housing needs of full-time workers in agriculture, forestry and other essential workers connected with that land will be permitted only where they comply with the following criteria:

- there is a demonstrated essential need for one or more full time workers to be readily available at most times for the enterprise to function properly; and
- the functional need could not be met by another existing dwelling on the site of the enterprise or in the immediate vicinity; and

vii *Circular 01/2006 defines Gypsies and Travellers as 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such'*

viii *Consultation on revised planning guidance for Travelling Showpeople, DCLG Jan 2007 defines travelling showpeople as 'Members of an organised group of travelling showpeople or circus people (whether or not travelling together as such). They include such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excluding Gypsies and Travellers'.*

ix *PPS7 Sustainable Development in Rural Areas, ODPM 2004*

## Development Control Policies 3

- the enterprise has been established for at least three years and is, and should remain, financially viable; and
- the proposal does not represent a replacement of another dwelling on the site that has been sold on the open market in the last five years; and
- the proposed dwelling is no larger than that required to meet the functional needs of the enterprise, nor would it be unusually expensive to construct in relation to the income that the enterprise could sustain in the long term.

Where accommodation is required in relation to a newly created enterprise where there has been insufficient time to demonstrate financial soundness, permission may be granted for a temporary dwelling in the form of a caravan or wooden structure which can easily be dismantled and removed from the site.

**3.2.20** It is accepted that there will be circumstances where such dwellings are no longer required for the purpose for which they were originally intended. However it is important to ensure that the concession that the planning system makes for these types of dwellings is not abused. Applications for the erection of dwellings and the subsequent removal of restrictive occupancy conditions will therefore require robust justification. Where it is concluded that a dwelling is no longer required for the approved purpose and applications are made to remove conditions the Council will require that the dwelling is occupied in a way which would otherwise be appropriate in a countryside location. Consequently applicants should demonstrate that the property has been made available, on suitable terms, to others in need of rural housing, including those in need of affordable housing. In these cases the dwelling that should be offered is taken to mean the building itself and an appropriate residential curtilage.

### Policy HO 6

#### Removal of Agricultural, Forestry and Other Occupancy Conditions

Proposals for the removal of an agricultural or forestry worker's or essential worker's occupancy conditions will only be permitted if the applicant has demonstrated that:

- the dwelling has been occupied in accordance with the occupancy condition for a minimum of 12 years, and
- there is no long-term need for the dwelling on the particular holding / business on which the dwelling is situated, nor in the surrounding area, and
- the dwelling has been made available to one or more Registered Social Landlords operating locally on terms which would allow it to be occupied as an affordable dwelling and that option has been rejected.

### Making Effective and Efficient Use of Land

**3.2.21** National policy requires local planning authorities to avoid the inefficient use of land in accommodating new residential development and, thereby, help to reduce the loss of greenfield sites to development on the edge of settlements. Accordingly, it encourages housing to be developed at a net minimum density of 30 dwellings per hectare (30 dw/ha). Building at higher densities in the seven towns can also help to improve access to, and sustain, local services and public transport and minimise the need to travel. A more flexible approach is appropriate in the Service Villages and Hoveton (which is a village) and for exception schemes in the

## 3 Development Control Policies

Countryside. In assessing what density is appropriate priority will be given to ensuring that making efficient use of land does not result in development that detracts from the character of the area. The precise density will therefore be determined having regard to the sites immediate context, on-site constraints, the type of development proposed and the need to provide an appropriate mix of house types and sizes to meet the community's needs.

### Policy HO 7

#### Making the Most Efficient Use of Land (Housing Density)

Proposals for residential development will be permitted provided that the development optimises the density of the site in a manner that protects or enhances the character of the area. The Council will aim to achieve the following minimum indicative densities:

- In Principal and Secondary Settlements (excluding Hoveton) the density is not less than 40 dwellings per hectare, and
- In Service Villages, Coastal Service Villages and Hoveton the density is not less than 30 dwellings per hectare.

### House Extensions and Replacement Dwellings in the Countryside

**3.2.22** To help protect the character of North Norfolk's countryside there is a need to control the amount of new built development. The erection of replacement dwellings and extensions to existing houses can individually, and cumulatively over a period of years, have an adverse impact both on the character of individual properties and their surroundings. It is also important to ensure that where small, and comparatively cheaper housing is available in the rural area, that this is retained to provide opportunities for those on lower incomes to access housing in the local community.

### Policy HO 8

#### House Extensions and Replacement Dwellings in the Countryside

Proposals to extend or replace existing dwellings within the area designated as **Countryside** will be permitted provided that the proposal:

- would not result in a disproportionately large increase in the height or scale of the original dwelling, and
- would not materially increase the impact of the dwelling on the appearance of the surrounding countryside.

In determining what constitutes a 'disproportionately large increase' account will be taken of the size of the existing dwelling, the extent to which it has previously been extended or could be extended under permitted development rights, and the prevailing character of the area.

For the purposes of this policy 'original dwelling' means the house as it was built, or as existed on the 1st July 1948, whichever is the later.

## Development Control Policies 3

### Conversion & Re-use of Rural Buildings as Dwellings

- 3.2.23** North Norfolk has a rich heritage of rural buildings many of which are no longer suitable for their original purpose and may be suitable for alternative uses. Housing development across the whole of the countryside, whether in the form of new build proposals or the conversion of existing buildings, would not comply with the Core Strategy. However, it is recognised that there is a balance to be struck between protecting the countryside from development pressure and promoting sustainable rural communities. Many rural settlements have some but not a full range of services / facilities which would be of benefit to and benefit from a modest amount of new residential development. The re-use of good quality existing buildings as dwellings in such locations, would offer the potential of meeting dual aims of supporting the sustainability of rural communities and services and securing the future of traditional rural buildings that positively contribute to the local distinctiveness of North Norfolk.
- 3.2.24** The Proposals Map indicates the locations in the district where residential conversion may be acceptable. The policy will only apply to buildings of historic, architectural or landscape value that are suitable for re-use without substantial re-build, extension or alteration. These buildings are worthy of retention, often vacant or under utilised, and residential conversion may offer a sustainable future. Poorly constructed buildings, those which have a negative visual appearance and those that have recently been constructed for another purpose will not be eligible. It is envisaged that the policy would not normally apply to the sub-division of existing residential properties, to outbuildings providing an ancillary domestic function or purpose built holiday accommodation.
- 3.2.25** Buildings that have been previously converted and are subject to holiday occupancy conditions will continue to be subject to these restrictions. However, where they lie within the area defined by the new policy, where full residential permission may be permitted, then an application for the removal of those conditions is likely to be permitted providing that the building meets the building type criteria, the requirements of Policy EC8 are met, and where applicable and viable to do so, a contribution towards the provision of affordable housing is made in accordance with Policy HO9.
- 3.2.26** In the case of Listed Buildings or buildings that would meet this Council's criteria for Local Listing, residential conversion may be allowed irrespective of location, provided such a use was demonstrated to be the optimum to secure the future of the building. Planning applications submitted on this basis would need to include a supporting statement justifying why the building is of such importance that its retention would be in the public interest, and include a robust consideration of why re-use of the building for economic purposes was not viable or appropriate for the building.
- 3.2.27** In all cases conversion schemes would be expected to be of the very highest quality and ensure that the qualities of the building and its setting are maintained. The North Norfolk Design Guide provides detailed advice on the conversion of agricultural and historic buildings. In addition applicants are referred to guidance produced by English Heritage 'The Conversion of Traditional Farm Buildings: A guide to good practice' (October 2006). Where appropriate, a condition may be attached to any planning permission removing any permitted development rights the building would qualify for under the Town and Country Planning (General Permitted Development) Order 1995, as amended, following its change of use.
- 3.2.28** Evidence indicates that there is a significant need for affordable housing across North Norfolk which will continue for some time. Extending the opportunity for residential conversions in the countryside requires consideration of how such development should contribute to the delivery of affordable housing. Although it is recognised that it may be difficult and in some cases not practical for such schemes to provide for affordable housing on site, it is considered entirely

## 3 Development Control Policies

consistent with national planning policy and Core Strategy policies to seek a contribution where viable to do so. A Supplementary Planning Document (SPD) will provide further guidance on the detailed nature of any financial or other contribution.

**3.2.29** It is anticipated that the schemes likely to come forward under this policy will comprise individual and small groups of dwellings. Development proposals resulting in a level of residential use which would raise concerns over sustainability and the impact of the proposal on the rural character of an area will not normally be supported.

**3.2.30** The objective of creating and maintaining sustainable rural communities will be the primary consideration when assessing individual planning applications. Safeguarding employment opportunities is integral to achieving such aims. Where buildings were last or presently used for commercial purposes and provide a significant number of jobs, residential conversion will not normally be supported.

**3.2.31** Planning proposals will need to comply with all other relevant policies in the Core Strategy.

### Policy HO 9

#### Conversion & Re-use of Rural Buildings as Dwellings

The conversion and re-use of suitably constructed buildings in the countryside for permanent residential purposes will be permitted provided that:

1. the building is located within an area identified on the Proposals Map for that purpose<sup>(x)</sup>, and
2. the building is worthy of retention due to its appearance, historic, architectural or landscape value, and
3. the building is structurally sound and suitable for conversion to a residential use without substantial rebuilding or extension and the alterations protect or enhance the character of the building and its setting, and
4. the scheme is of an appropriate scale in terms of the number of dwellings proposed for the location, and
5. where it is viable to do so, on all schemes resulting in two or more units, not less than 50% of the total number of dwellings proposed are affordable<sup>(xi)</sup>, or an equivalent contribution is made in accordance with the requirements of Policy HO2.

Outside the locations identified, residential uses will not be permitted unless the building is of exceptional historic, architectural or landscape value<sup>(xii)</sup> and it is demonstrated that a residential use would best secure the future of the building and the above criteria 3 to 5 are met.

Proposals that would result in the loss of a significant number of jobs will not normally be supported.

x Rarely the outer edge of the policy area may dissect a single building or established group of closely related buildings. Where this clearly is the case the policy will apply to the whole building or group.

xi This may take the form of a financial contribution in lieu of on-site provision to ensure the required number of affordable dwellings can be built without the need for public subsidy.

xii Listed Building or a building (including a building Listed by association) that would meet North Norfolk criteria for Local Listing. In the case of a building that lies within the curtilage of a Listed Building, it would need to be demonstrated that the building makes a positive contribution to the Listed entity as a whole. The key objective would remain that of identifying the optimum viable use, compatible with the fabric, interior, and setting of the historic building. In this context, optimum refers to the conservation of the building. The optimum use may not be the most profitable use if that would entail more destructive alterations than other viable uses.

## Development Control Policies 3

### 3.3 Environment

#### The Norfolk Coast Area of Outstanding Natural Beauty and The Broads

- 3.3.1** Government policy <sup>(xiii)</sup> affords nationally designated areas the highest status of protection in relation to natural beauty. The Norfolk Coast AONB and The Broads are valuable assets for North Norfolk, in terms of sustainable tourism, quality of life and also as wildlife habitats. The importance of protecting these resources is stated in the Core Strategy aims, the North Norfolk Sustainable Community Strategy and the Management Plans of the respective areas.
- 3.3.2** The Norfolk Coast AONB Management Plan provides guidance for the conservation and enhancement of the areas special qualities and should be taken into consideration in all development proposals that could affect the area.
- 3.3.3** The Broads have a status equivalent to a National Park and include several European wildlife designations. The Broads Authority is the local planning authority for the Broads Area and policies in the Broads LDF apply there. Development in North Norfolk can however affect the Broads in a variety of ways such as through light pollution, noise, landscape impact and run off affecting water quality. Proposals should therefore carefully consider any direct or indirect effects on The Broads.
- 3.3.4** National policy advises that major developments should not take place in nationally designated areas such as AONBs except in exceptional circumstances. However other smaller developments can also be harmful and development proposals that, by virtue of their scale, design, and/or location, might cause significant adverse impacts on the Norfolk Coast AONB or The Broads will not be permitted. Small scale developments that are essential for meeting local needs, such as affordable housing, or other uses which are necessary to sustain the area such as employment and community uses may be acceptable, especially where they are well related to existing settlements. Part of the Norfolk Coast AONB is within existing built up areas and proposals will be considered having regard to their setting and impact on the surrounding area.
- 3.3.5** Policy EN12 'Relocation and replacement of development affected by coastal erosion risk' outlines the circumstances in which development can be permitted in the Countryside where it replaces that threatened by coastal erosion. Many of the areas that are likely to experience erosion are either within or in close proximity to the Norfolk Coast AONB. In order for the objectives of Policy EN12 to be met, development that complies with Policy EN12 is considered acceptable in principle within the AONB.



## Development Control Policies 3

### Policy EN 1

#### Norfolk Coast Area of Outstanding Natural Beauty and The Broads

The impact of individual proposals, and their cumulative effect, on the **Norfolk Coast AONB**, **The Broads** and their settings, will be carefully assessed. Development will be permitted where it;

- is appropriate to the economic, social and environmental well-being of the area or is desirable for the understanding and enjoyment of the area;
- does not detract from the special qualities of the Norfolk Coast AONB or The Broads; and
- seeks to facilitate delivery of the Norfolk Coast AONB management plan objectives.

Opportunities for remediation and improvement of damaged landscapes will be taken as they arise.

Proposals that have an adverse effect will not be permitted unless it can be demonstrated that they cannot be located on alternative sites that would cause less harm and the benefits of the development clearly outweigh any adverse impacts.

Development proposals that would be significantly detrimental to the special qualities of the Norfolk Coast AONB or The Broads and their settings will not be permitted.

### Protection and Enhancement of Landscape and Settlement Character

- 3.3.6** The visual character of North Norfolk's landscapes, seascapes, townscapes, and the separation of settlements, both within and outside of designated areas, is highly valued by residents and visitors. High priority is given to the protection, conservation and enhancement of this landscape character and new development should be well-designed and help sustain and/or create landscapes and townscapes with a strong sense of place and local identity.
- 3.3.7** A Landscape Character Assessment has been prepared which identifies and describes distinctive Landscape Character Areas and Types throughout North Norfolk and incorporates details on biodiversity and historic landscape features. This information should be used, along with other studies that provide part of the evidence base about landscape and the character of towns and villages in the District, to ensure that development proposals reflect the distinctive character, qualities and sensitivities of the area. Other such studies include historic landscape characterisations, Urban Archaeological Surveys, Conservation Area Appraisals, Town/Village Design Statements and Parish Plans prepared by local communities.
- 3.3.8** The setting of, and views from, designated areas are protected by policy, however a particular designation is made around Sheringham Park where the setting has particular importance. In many other historic parks and gardens, such as Felbrigg Hall, the settings are such that woodland or topography limits views to the surrounding area, and therefore development in the surrounding landscape has limited impact on the park itself. In contrast, however, Sheringham Park estate is quite modest in size and its design relies upon important views into the surrounding countryside and seascape for much of its beauty. Sheringham Park is particularly susceptible to development pressure in the surrounding area of Sheringham and therefore an area of influence has been defined on the Proposals Map. Development proposals within the defined setting of Sheringham Park must have particular regard to their impact on the surrounding landscape and long views from the Park.

## 3 Development Control Policies

### Policy EN 2

#### Protection and Enhancement of Landscape and Settlement Character

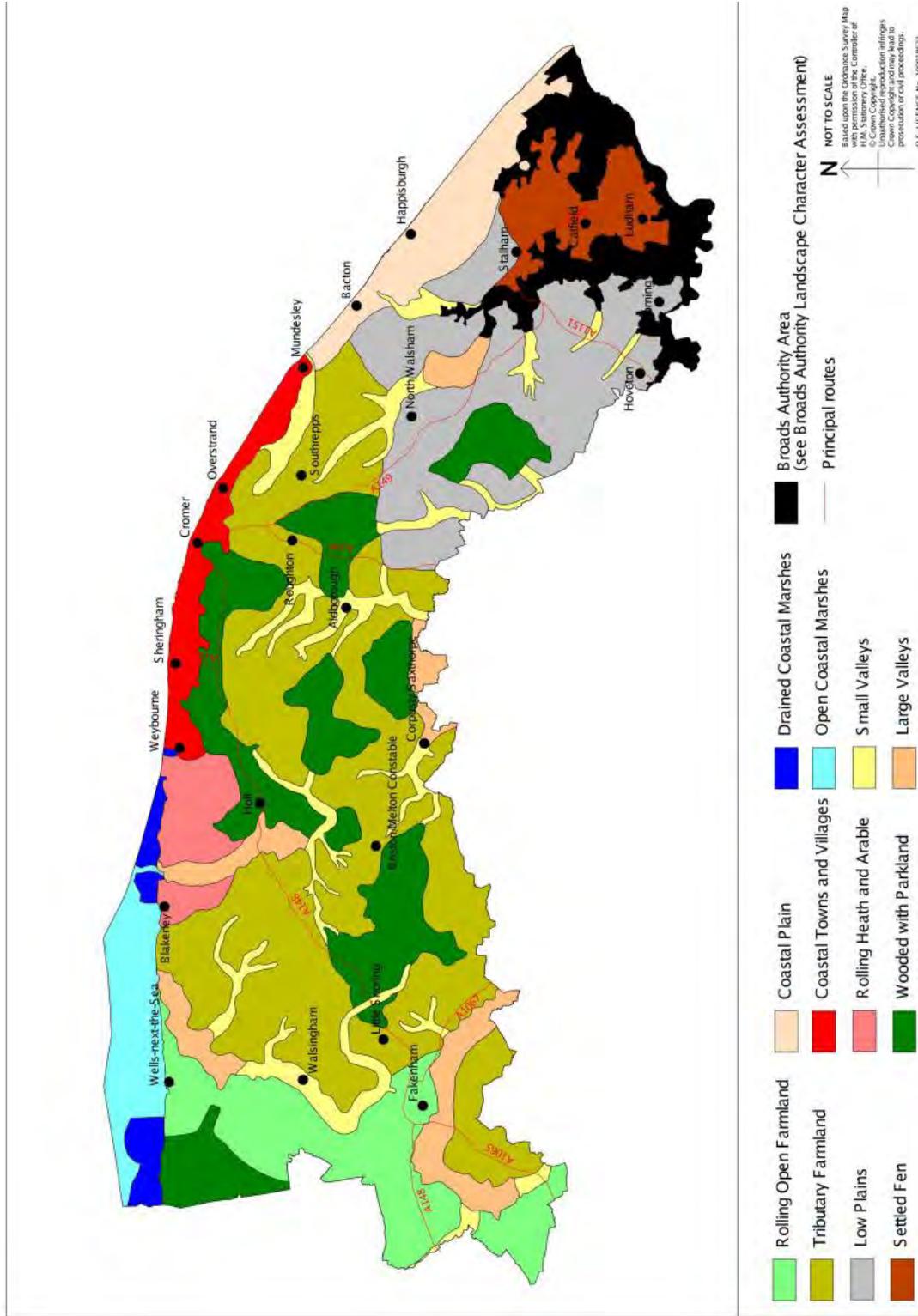
Proposals for development should be informed by, and be sympathetic to, the distinctive character areas identified in the North Norfolk Landscape Character Assessment and features identified in relevant settlement character studies.

Development proposals should demonstrate that their location, scale, design and materials will protect, conserve and, where possible, enhance:

- the special qualities and local distinctiveness of the area (including its historical, biodiversity and cultural character)
- gaps between settlements, and their landscape setting
- distinctive settlement character
- the pattern of distinctive landscape features, such as watercourses, woodland, trees and field boundaries, and their function as ecological corridors for dispersal of wildlife
- visually sensitive skylines, hillsides, seascapes, valley sides and geological features
- nocturnal character
- the setting of, and views from, **Conservation Areas** and **Historic Parks and Gardens**.
- the defined **Setting of Sheringham Park**, as shown on the Proposals Map.

# Development Control Policies 3

Figure 5 Landscape character types



## 3 Development Control Policies

### The Undeveloped Coast

- 3.3.9** Large parts of the North Norfolk coast are protected by the Norfolk Coast AONB, SSSI and Natura site designations, and this sensitivity presents a constraint in certain areas, however the whole of the coast has a special undeveloped character and appeal which is critical to North Norfolk's distinctiveness and tourism economy. Non-essential development in a coastal area can have cumulative effects on landscape, biodiversity and recreation. Government policy <sup>(xii)</sup> states that development that does not require a coastal location should not normally be provided within the coastal zone and it is reasonable to expect provision for housing, employment and other activities to be made elsewhere. Therefore, in North Norfolk development permitted in the 'Countryside' but that does not require a coastal location should be directed to appropriate sites inland, for example around the Principal Settlements of Fakenham or North Walsham, rather than in the undeveloped coastal strip.
- 3.3.10** The North Norfolk Landscape Character Assessment (LCA) identifies areas that have a coastal character, however this is based on landscape considerations only. The Undeveloped Coast designation is designed to minimise the wider impact of general development, additional transport and light pollution on the distinctive coastal area. The area is designated on the Proposals Map and is shown below. Whilst in substantial areas of the District this overlaps with those areas of coastal character identified in the LCA their purpose and basis for assessment is different.
- 3.3.11** Policy EN 12 'Relocation and Replacement of Development Affected by Coastal Erosion Risk' outlines the situations where development will be permitted in the Countryside where it re-locates that which is threatened by coastal erosion, and these exceptions will be allowed in the Undeveloped Coast.

#### Policy EN 3

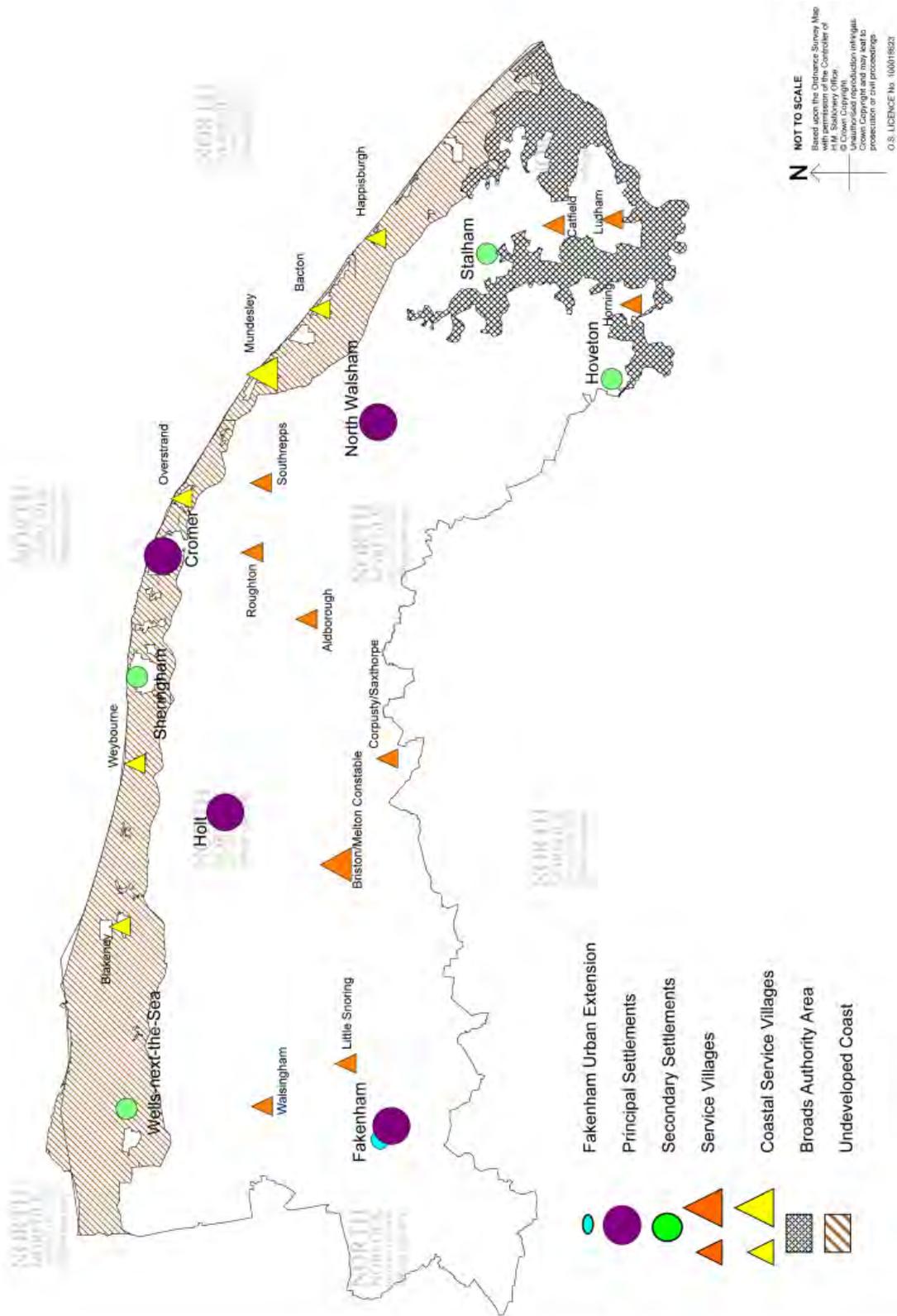
##### Undeveloped Coast

In the **Undeveloped Coast** only development that can be demonstrated to require a coastal location and that will not be significantly detrimental to the open coastal character will be permitted.

Community facilities, commercial, business and residential development that is considered important to the well-being of the coastal community will be permitted where it replaces that which is threatened by coastal erosion.

# Development Control Policies 3

Figure 6 Undeveloped Coast



## 3 Development Control Policies

### Quality of Design

- 3.3.12** In addition to the natural environment, the quality and local distinctiveness of the built environment in North Norfolk is an important asset for the area and has a significant impact on everyday life. The importance of new development complementing and relating to its surroundings, while being safe and accessible for all, is established in the Core Strategy Vision and Aims. The aims also seek to mitigate the impacts of climate change, and the environmental performance of new buildings is particularly important in this context.
- 3.3.13** Policy EN 6 ' Sustainable Construction and Energy Efficiency ' requires that development proposals consider energy efficiency and sustainable design from the outset. Whilst many of these principles can be incorporated within existing building materials and forms it is also acknowledged that non-traditional materials and designs may be necessary in order to achieve very low carbon or carbon neutral developments and meet Government targets for reducing carbon emissions.
- 3.3.14** In most of the towns and some villages, there has been concern about the loss of residential gardens to development and the resultant impact on biodiversity and character. The definition of previously developed land <sup>(xiii)</sup> does include gardens, however it states that there is no presumption that land that is previously developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed. The Council is concerned about any possible detrimental effects of developing gardens and proposals for such development will therefore be considered against their impact on biodiversity and character and in the context of the landscape and density of the surrounding area.
- 3.3.15** Design and Access Statements are required to be submitted with most planning applications and these should demonstrate how a proposal is functional, attractive and accessible to all. The criteria in 'Building for Life' published by CABI are useful for considering character, public space, design and construction and the surrounding environment and community, and developers are encouraged to incorporate these principles in proposals. Important approach routes have been identified on the Proposals Map which provide important views while travelling into a settlement. These have been selected on the basis of their 'gateway' function for visitors to the towns. Providing a first impression is important in protecting or enhancing the townscape of the wider settlement. Development proposals along these routes should have particular regard to their setting. The Government publication 'Manual for Streets' <sup>(xiv)</sup> aims to assist in the creation of high quality residential streets and should be used in such proposals. Developers are also encouraged to go beyond minimum access standards set out in Building Regulations and provide higher standards of accessibility for all within public spaces as well as individual buildings.
- 3.3.16** The North Norfolk Design Guide provides guidance on how design should complement local architectural traditions and how sustainable construction techniques can be incorporated within the context of the quality and character of the existing built heritage. Conservation Area Appraisals, the Landscape Character Assessment and Town and Village Design Statements provide a more detailed local context for the consideration of development and should also be taken into account where they have been produced. There will be reviews of such statements during the lifetime of the Local Development Framework and the most up to date material should be referred to. Further information on general design principles is available in 'By Design' produced by CABI and DTLR <sup>(xv)</sup>.
- 3.3.17** Developments should be safe and take account of crime prevention and community safety considerations. Developers should therefore contact Norfolk Constabulary to ensure that

xiii As defined in PPS3; Housing 2006

xiv Manual for Streets, DCLG and Dept for Transport 2007

xv By Design; Urban Design in the Planning System - Towns better practice, CABI / DTRL 2005

## Development Control Policies 3

'Secured by Design' principles are incorporated within all schemes. This will require particular consideration to layout of the development to increase natural surveillance, layout of roads and footpaths, appropriate planting, specific consideration of the use / misuse of open space and secure standards of doors and windows for example. Further advice on 'Secured by Design' is available from Norfolk Constabulary. In town centres covered by CCTV systems, developers will be required to consider these facilities in their design and / or contribute to the siting / re-siting of cameras where appropriate.

### Policy EN 4

#### Design

All development will be designed to a high quality, reinforcing local distinctiveness. Innovative and energy efficient design will be particularly encouraged. Design which fails to have regard to local context and does not preserve or enhance the character and quality of an area will not be acceptable.

Development proposals, extensions and alterations to existing buildings and structures will be expected to:

- Have regard to the North Norfolk Design Guide;
- Incorporate sustainable construction principles contained in policy EN6;
- Make efficient use of land while respecting the density, character, landscape and biodiversity of the surrounding area;
- Be suitably designed for the context within which they are set;
- Retain existing important landscaping and natural features and include landscape enhancement schemes that are compatible with the Landscape Character Assessment and ecological network mapping;
- Ensure that the scale and massing of buildings relate sympathetically to the surrounding area;
- Make a clear distinction between public and private spaces and enhance the public realm;
- Create safe environments addressing crime prevention and community safety;
- Ensure that places and buildings are accessible to all, including elderly and disabled people;
- Incorporate footpaths, green links and networks to the surrounding area;
- Ensure that any car parking is discreet and accessible; and
- Where appropriate, contain a variety and mix of uses, buildings and landscaping.

Proposals should not have a significantly detrimental effect on the residential amenity of nearby occupiers and new dwellings should provide acceptable residential amenity.

Development proposals along entrance routes into a settlement should have particular regard to their location. **Important Approach Routes** are identified on the Proposals Map which should be protected and enhanced through careful siting, design and landscaping of any new development.

## Public Realm

**3.3.18** North Norfolk's towns provide a valuable function for residents and they provide an attraction for visitors, based to a large extent on the quality of the built and natural environment. Over

## 3 Development Control Policies

recent years their traditional role has been subject to increasing competition from Norwich and their attraction for tourism needs careful protection. The Council has recognised that additional measures are therefore necessary to sustain their viability, and Cromer, Fakenham and North Walsham have been the subject of projects to promote their social, economic and environmental well-being. This has included town centre enhancement schemes funded by the District and County Councils with support from the Regional Development Agency, Heritage Lottery Fund and the European Union.

- 3.3.19** The identification and designation of certain areas within settlements as Public Realm is intended to continue these efforts of revitalising the settlements, by identifying areas which are particularly important for the function and attractiveness of the town, and seeking to ensure that all proposals in such areas (including highway works, shop front alterations, provision of public seating and landscaping etc) have regard to the appearance and usability of the area. A co-ordinated approach between developers, service providers and those who work within the area will be encouraged to achieve this.

### Policy EN 5

#### Public Realm

Within areas designated as **Public Realm** proposals will be expected to enhance the overall appearance and usability of the area, and a co-ordinated approach to management will be encouraged.

## Sustainable Construction and Energy Efficiency

- 3.3.20** The Spatial Strategy for the location of new development is designed to minimise the need to travel, especially by car, thereby reducing carbon emissions. The design of new development is also important, as energy use in buildings accounted for nearly half of UK carbon dioxide emissions in 2004 and more than a quarter of these came from the energy used to heat, light and run homes <sup>(xvi)</sup>.
- 3.3.21** Climate change will have major implications on the UK's environment and could result in more extreme weather events, including hotter and drier summers, flooding and rising sea levels leading to coastal realignment. This has severe consequences for North Norfolk which is subject to coastal erosion, has areas at risk of flooding and has an important agricultural economy. Evidence on climate change implications is available from the Tyndall Centre, based at the University of East Anglia.
- 3.3.22** North Norfolk District Council have signed the Nottingham Declaration on climate change which is a public statement of intent to work with the local community and businesses to respond to the challenges of climate change. This includes cutting greenhouse gas emissions such as carbon dioxide and preparing for the changes climate change will bring.
- 3.3.23** The Council is seeking to ensure that all new development contributes towards sustainable development, reduces or minimises carbon emissions, is resilient to future implications of climate change and protects residents from the effects of fuel poverty. New dwellings are likely to comprise the majority of new development in North Norfolk and The Code for Sustainable

## Development Control Policies 3

Homes<sup>(xvii)</sup> is a national standard used to assess the sustainability of new dwellings. Particular Code for Sustainable Homes ratings should be met in order to ensure that the housing requirement is provided in a sustainable manner. The Code looks at dwellings in a holistic way and certain standards in terms of water consumption, environmental impact of materials used, provision of outside space and protection of existing ecological features need to be met to reach a particular 'score'.

**3.3.24** An interim Code for Sustainable Homes certificate issued by an accredited assessor stating the sustainability rating should be submitted with all proposals for new dwellings. The final certificate of compliance will be provided to the authority on completion of the development. In the event that the Code for Sustainable Homes is replaced by another method of assessment dwellings should meet at least the equivalent standards set out in the policy. Energy efficiency of new and existing dwellings is very important and the Council provides advice on sources of grant funding to improve the efficiency of existing dwellings as well as advice on implementing the requirements of this policy.

**3.3.25** Policy EN6 seeks to achieve greater efficiency in use of natural resources, minimise energy demand and increase the use of renewable resources. This should reduce the running costs of buildings and create attractive and healthy places for people to live and work by use of natural light and ventilation. The Government's expectations for water efficiency in new buildings are set out in the DCLG publication 'Water Efficiency in New Buildings' and should be implemented in all schemes. When looking at re-use of previously developed land, developers should seek to renovate existing buildings where appropriate rather than demolition and rebuilding. Recovered building materials should also be used where possible. This will reduce energy used in construction and will also contribute to protecting the built heritage.

### Policy EN 6

#### Sustainable Construction and Energy Efficiency

All new development will be required to demonstrate how it minimises resource consumption, minimises energy consumption compared to the current minimum required under part L of the Building Regulations, and how it is located and designed to withstand the longer term impacts of climate change. All developments are encouraged to incorporate on site renewable and / or decentralised renewable or low carbon energy sources, especially in those areas with substation capacity issues. The most appropriate technology for the site and the surrounding area should be used, and proposals should have regard to the North Norfolk Design Guide.

All new dwellings will be required to achieve at least a two star rating under the Code for Sustainable Homes. This requirement will rise over the plan period and by 2010 new dwellings will achieve at least a three star rating and by 2013 new dwellings will achieve at least a four star rating. These standards require consideration of issues such as:

- orientation to maximise solar gain;
- use of low water volume fittings and grey water recycling;
- high levels of insulation; and
- adequate provision for separation and storage of waste for recycling

Development proposals over 1,000 square metres or 10 dwellings (new build or conversions)

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will be required to include on-site renewable energy technology to provide for at least 10% of predicted total energy usage. By 2013 this requirement will rise to at least 20%. These proposals will be supported by an energy consumption statement <sup>(xviii)</sup>.

Where site conditions are particularly suitable, and for developments over 100 dwellings, on-site renewable energy should provide for at least 20% of predicted total energy usage, rising to at least 30% by 2013, and provision of zero carbon dwellings <sup>(xix)</sup> will be encouraged.

- 3.3.26** The East of England Plan contains targets that 14% of total electricity consumption in the East of England (or 10% excluding offshore wind) shall be from renewable energy by 2010, and 44% (17% excluding offshore wind) by 2020.
- 3.3.27** The target for particular developments to provide at least 10% of their energy needs from renewable sources is supported by the East of England Plan and government policy on climate change <sup>(xx)</sup>, and has been set having regard to other requirements on developers and the North Norfolk Sustainable Community Strategy that identifies the delivery of affordable housing as the key priority. Climate change issues were recognised in the Community Strategy as being important, however only after short term basic needs such as housing were met.
- 3.3.28** The requirement increases to 20% by 2013 in order to reflect rising targets and the likely fall in costs of renewable technology and increase in best practice over time. The Government consultation, 'Building a Greener Future', sets out a timescale for achieving zero carbon dwellings by 2016 and suggests that by 2013 homes will be required to be 44% more energy / carbon efficient as compared to 2006 levels. This will require some form of low or zero carbon energy use and therefore a rising target for production of renewable energy supports this aim. Much improvement will be sought via Building Regulations and it is likely that these will be strengthened to improve energy / carbon performance. Energy Performance Certificates are also required for new buildings through the Energy Performance of Building Directive.
- 3.3.29** Large allocations and development sites will provide particular opportunities for exceeding the targets and achieving low or zero carbon development through comprehensive community wide schemes. Higher levels of renewable energy may also be used to overcome energy supply problems in parts of the District such as North Walsham. There are a wide variety of measures that can be used to achieve the energy and sustainable design requirements, and all proposals should consider the most appropriate for the particular site, having had regard to the North Norfolk Design Guide.
- 3.3.30** Achieving these targets may be challenging for developers but they should be achievable, depending on site-specific and economic viability considerations. Actual provision will be determined through negotiation, taking account of factors such as site characteristics and viability of development, and in exceptional circumstances, where it can be shown to not be viable, a reduced rate or off-site provision may be acceptable provided it can be traced to a permanent renewable source nearby (a green tariff will not be acceptable).
- 3.3.31** Developers should submit a checklist to show how the proposal minimises energy and resource consumption, how it is adapted to current and potential future climate impacts and how it reduces carbon emissions. An example of a sustainable construction checklist is contained within the North Norfolk Design Guide. Further guidance can also be provided on request.

xviii Advice on what should be included in an energy consumption statement is provided in the glossary the North Norfolk Design Guide and the London Renewables Toolkit; see *Integrating renewable energy into developments: Toolkit for planners, developers and consultants*, Faber Maunsell September 2004

xix Defined in *The DCLG Consultation on 'Building a Greener Future: towards Zero Carbon Development'* as 'over a year the net carbon emissions from energy use in the home would be zero'. Therefore the amount of energy taken from the national grid is less than or equal to the amount put back through renewable technologies .

xx Supplement to PPS1; *Planning and Climate Change*, December 2007

## Development Control Policies 3

**3.3.32** Renewables East<sup>(xxi)</sup>, a private, not-for-profit company working to enable the East of England meet its target for the production of energy from renewable sources, can advise on best practice. Further advice on methods and costs of incorporating renewable energy is available in The Energy Saving Trust publication 'Meeting the 10 per cent target for renewable energy in housing'. An example of the procedure that could be applied in integrating renewable energy technology and preparing the energy consumption statement is contained in the London Renewables Toolkit<sup>(xxii)</sup>.

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### Renewable Energy

**3.3.33** Government policy<sup>(xxiii)</sup> states that planning policies should promote and encourage, rather than restrict, the development of renewable energy resources, and Core Strategy aims include mitigating and adapting to the effects of climate change and encouraging renewable energy production. The East of England Plan contains targets for renewable energy production.

**3.3.34** The North Norfolk Sustainable Community Strategy recognises that the use of natural resources and assets of the local area could be optimised, for example to boost the economy through the production of bio-fuels and there is potential for future growth in this area. Policy EN7 is intended to increase the supply of renewable energy production in North Norfolk and contribute to regional targets. The production of renewable energy could also help alleviate energy supply problems in parts of the District.

**3.3.35** There is, however, a need to ensure sufficient protection for the distinctive and sensitive landscape and environment in North Norfolk. Studies have looked at the impact of different technologies<sup>(xxiv)</sup> and energy crops<sup>(xxv)</sup> on the Norfolk Coast AONB and found that particular technologies such as micro and small scale wind could be suitable and that careful siting, choice and scale of production of energy crops is important to ensure landscape integrity is not affected. Therefore large scale renewable energy developments will not be permitted in nationally designated areas unless it can be proven that the objectives of the designation are not compromised. All proposals should complement the particular characteristics of the surrounding landscape and the Landscape Character Assessment will assist in assessing the impact of individual proposals.

**3.3.36** There is considerable potential for offshore wind power to contribute to renewable energy production, and while offshore proposals are not subject to planning consent, permission is required for the associated on-land infrastructure. These applications will be determined in line with the criteria contained in the policy below.

**3.3.37** Further information is contained in PPS22: Renewable Energy and the associated Companion Guide which give detailed information on specific renewable energy technologies, possible environmental, economic and social community benefits and methods for effective community involvement. Further information on community benefits is also contained in 'Delivering Community Benefits from Wind Energy Development', a report for the Renewables Advisory Board and DTI, May 2007.

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xxi See [www.renewableseast.org.uk](http://www.renewableseast.org.uk)

xxii *Integrating renewable energy into new developments: Toolkit for planners, developers and consultants. Faber Maunsell September 2004*

xxiii *PPS22; Renewable Energy 2004*

xxiv *Renewable energies for the Norfolk Coast AONB. Norfolk County Council and Mott Macdonald, March 2006*

xxv *Norfolk Coast AONB Energy Crop Landscape and Biodiversity Assessment. Chris Blandford Associates March 2007*

## 3 Development Control Policies

### Policy EN 7

#### Renewable Energy

Renewable energy proposals will be supported and considered in the context of sustainable development and climate change, taking account of the wide environmental, social and economic benefits of renewable energy gain and their contribution to overcoming energy supply problems in parts of the District.

Proposals for renewable energy technology, associated infrastructure and integration of renewable technology on existing or proposed structures will be permitted where individually, or cumulatively, there are no significant adverse effects on;

- the surrounding landscape, townscape and historical features / areas;
- residential amenity (noise, fumes, odour, shadow flicker, traffic, broadcast interference); and
- specific highway safety, designated nature conservation or biodiversity considerations.

In areas of national importance <sup>(xxvi)</sup> large scale <sup>(xxvii)</sup> renewable energy infrastructure will not be permitted unless it can be demonstrated that the objectives of the designation are not compromised. Small-scale developments will be permitted where they are sympathetically designed and located, include any necessary mitigation measures and meet the criteria above.

Large scale renewable energy proposals should deliver economic, social, environmental or community benefits that are directly related to the proposed development and are of reasonable scale and kind to the local area.

### Protecting and Enhancing the Historic Environment

**3.3.38** The quality of the built environment and the presence of historic assets contribute to the appeal of North Norfolk. However there is concern that inappropriate materials and alterations, including replacement of windows and doors and unsympathetic signs, are affecting the built environment. Therefore, the Core Strategy aims to ensure that North Norfolk's built heritage is conserved and enhanced and that new development is of high quality design.

**3.3.39** The Council has prepared a number of Conservation Area Form and Character Assessments and Conservation Area Appraisals and Management Plans which look at the boundaries, general conditions, identity and character of individual Conservation Area designations. Guidance will be developed for the preservation and enhancement of their particular character. High quality maintenance and repair of historic assets will also be encouraged. Where necessary, the Council will employ measures to maintain and enhance the quality of Conservation Areas such as Urgent Works and Repairs Notices, Section 215 Notices and Article 4 Directions.

**3.3.40** Government policy <sup>(xxviii)</sup> gives provision for local authorities to draw up lists of locally important

xxvi SSSIs, National Nature Reserves, the Norfolk Coast AONB, the Heritage Coast and Conservation Areas

xxvii 'Large scale' is defined as those energy developments listed in Schedule 2 of the EIA Regulations 1999, including installations for the harnessing of wind power where the development involves the installation of more than 2 turbines and/or the hub height of any turbine or any structure exceeds 15 metres. Industrial installations for the production of electricity, steam and hot water where the area of the development exceeds 0.5 ha. Installations for hydroelectric energy production designed to produce more than 0.5 megawatts.

xxviii PPG15; Planning and the Historic Environment, 2004

## Development Control Policies 3

buildings which make a valuable contribution to the local scene or local history, but which do not merit national listing. These will be given additional protection and their status will be a material consideration, however they will not enjoy the full protection of statutory listing. A local list will be developed by the Council in conjunction with local amenity groups.

- 3.3.41** Certain proposals affecting Conservation Areas and Listed Buildings are subject to specific consent procedures and PPG15 sets out the detailed considerations that must be followed in these applications.
- 3.3.42** Where proposals affect archaeological sites and other designated assets, preference will be given to preservation in situ unless it can be shown that the recording of remains, assessment, analysis, report, publication and deposition of archive is more appropriate.

### Policy EN 8

#### Protecting and Enhancing the Historic Environment

Development proposals, including alterations and extensions, should preserve or enhance the character and appearance of designated assets<sup>(xxix)</sup>, other important historic buildings, structures, monuments and landscapes<sup>(xxx)</sup>, and their settings through high quality, sensitive design. Development that would have an adverse impact on their special historic or architectural interest will not be permitted.

The re-use of Listed Buildings and buildings identified on a Local List will be encouraged and the optimum viable use that is compatible with the fabric, interior and setting of the building will be permitted. Evidence supporting this should be submitted with proposals. New uses which result in harm to their fabric, character, appearance or setting will not be permitted.

Demolition of Listed Buildings and those identified on a Local List will only be permitted in exceptional circumstances where it can be demonstrated that all reasonable efforts had been made to sustain existing uses or find viable new uses.

Proposals involving the demolition of non-listed buildings will be assessed against the contribution to the architectural or historic interest of the area made by that building. Buildings which make a positive contribution to the character or appearance of an area should be retained. Where a building makes little contribution to the area, consent for demolition will be given provided that, in appropriate cases, there are acceptable and detailed plans for any redevelopment or after-use.

Where required, development proposals affecting sites of known archaeological interest will include an assessment of their implications and ensure that provision is made for the preservation of important archaeological remains. The character and appearance of **Conservation Areas** will be preserved, and where possible enhanced, and, in consultation with all relevant stakeholders, area appraisals and management plans will be prepared and used to assist this aim and to encourage the highest quality building design, townscape creation and landscaping in keeping with the defined areas.

xxix Conservation Areas, Listed Buildings, Scheduled Ancient Monuments, historic parks and gardens and historic battlefields  
xxx Locally important buildings identified by NNDC on a 'Local List' and other known historic environment assets recorded on the Norfolk Historic Environment record maintained by Norfolk Landscape Archaeology.

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### Biodiversity & Geology

- 3.3.43** North Norfolk contains a wealth of biodiversity and natural environmental assets and the protection and enhancement of designated areas such as SSSIs and Ramsar Sites is paramount. Such sites are identified on the Proposals Map. Sites identified through international conventions and European directives are shown, however since these sites have statutory protection they do not require LDF policy protection.
- 3.3.44** The Core Strategy was subject to an Appropriate Assessment to assess the potential effects on European Sites <sup>(xxxii)</sup> both within and adjacent to North Norfolk which found that the policies would have no adverse affect <sup>(xxxii)</sup>.
- 3.3.45** The Natural Environment and Rural Communities Act 2006 imposed a legal duty on local authorities to protect and enhance biodiversity. The policy seeks to assist this obligation, and the Council will also undertake additional initiatives such as appropriate management of designated areas.
- 3.3.46** All proposals should consider protection and enhancement of biodiversity from the outset and seek to protect features such as trees, hedgerows, ponds, and woodland, design buildings to include roosting or nesting spots and include landscaping within sites and along boundaries which can provide feeding and nesting opportunities as well as acting as habitat corridors aiding the passage of wildlife between sites.
- 3.3.47** Proposals should particularly seek to contribute towards the objectives for priority habitats and species identified in the Norfolk Biodiversity Action Plan (BAP) and to the protection, enhancement and linking of core areas identified in the Ecological Network maps <sup>(xxxiii)</sup>. Many habitats in North Norfolk, such as heathland, which used to be widespread are now fragmented and isolated. This has significant consequences for the long term protection and adaptability of biodiversity and the ability of wildlife and habitats to respond to climate change. There is a need to expand and re-connect the existing areas and restore habitats where they have been destroyed. The North Norfolk Ecological Network map identifies core areas for biodiversity where protection, enhancement and expansion of the existing resource will be a priority. In North Norfolk these include increasing woodland, heathland and wood pasture in the Cromer ridge and management of the Broads margins to develop semi-natural habitats including heathland. Appendix B: 'North Norfolk Ecological Network' contains further information on these priorities. The Integrated Landscape Character Assessment also provides guidance on appropriate landscape and habitat creation.
- 3.3.48** Development proposals should be accompanied by sufficient information to assess the effects of development on protected sites, species, biodiversity or geology, together with any proposed prevention, mitigation or compensation measures. The Norfolk Biological Records Centre can provide general species distribution data for development sites and further information is also available from the Norfolk Wildlife Trust and the Norfolk Biodiversity Partnership.
- 3.3.49** The Shoreline Management Plan (SMP) identifies areas that could become permanently flooded under different options for long-term coastal realignment. If this occurs then opportunities for creating new habitats in these areas will be taken where possible and replacement habitats may need to be provided to ensure no net loss of important habitats. This is especially important for The Broads which contains habitats of international significance.

xxxii *Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Offshore Marine Sites.*

xxxiii *Core Strategy Appropriate Assessment, NNDC June 2007*

xxxiii *The Ecological Networks Map for North Norfolk has been produced by Norfolk Wildlife Trust and the Norfolk Biodiversity Partnership and is contained in Appendix B: 'North Norfolk Ecological Network'. Detailed maps for particular habitats are available from the Council or Norfolk Wildlife Trust.*

## Development Control Policies 3

### Policy EN 9

#### Biodiversity & Geology

All development proposals should:

- protect the biodiversity value of land and buildings and minimise fragmentation of habitats;
- maximise opportunities for restoration, enhancement and connection of natural habitats; and
- incorporate beneficial biodiversity conservation features where appropriate.

Development proposals that would cause a direct or indirect adverse effect to nationally designated sites <sup>(xxxiv)</sup> or other designated areas <sup>(xxxv)</sup> or protected species <sup>(xxxvi)</sup> will not be permitted unless;

- they cannot be located on alternative sites that would cause less or no harm;
- the benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats; and
- prevention, mitigation and compensation measures are provided.

Development proposals that would be significantly detrimental to the nature conservation interests of nationally designated sites will not be permitted.

Development proposals where the principal objective is to conserve or enhance biodiversity or geodiversity interests will be supported in principle.

Where there is reason to suspect the presence of protected species applications should be accompanied by a survey assessing their presence and, if present, the proposal must be sensitive to, and make provision for, their needs.

### Development and Flood Risk

**3.3.50** Areas within North Norfolk are at risk of coastal, river or surface water flooding and it is likely that climate change and rising sea levels will lead to increased risks. It is therefore important to take a precautionary approach to new development.

**3.3.51** National policy in PPS25 <sup>(xxxvii)</sup> sets out the following zones of flood risk:

- Zone 1 (low probability),
- Zone 2 (medium probability),
- Zone 3a (high probability), and
- Zone 3b (functional floodplain).

**3.3.52** These Flood Zones are defined in Table D.1 of PPS25 and are illustrated by the flood maps produced by the Environment Agency (EA), which are available on their website

xxxiv SSSIs, The Broads, the Norfolk Coast AONB and National Nature Reserves.

xxxv Regionally Important Geological Sites, Local Nature Reserves, County Wildlife Sites, Ancient Woodland and Roadside Nature Reserves.

xxxvi Those identified in the Natural Environment and Rural Communities Act 2006 Section 40 and in the UK and Norfolk Biodiversity Action Plans.

xxxvii PPS25: Development and Flood Risk, 2006

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([www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)). It should be noted that the Environment Agency advise that this information is intended for guidance only. Developers or landowners should contact the EA at an early stage where more detailed information is required for individual properties.

- 3.3.53** PPS25 states that the overall aim should be to steer new development to Flood Zone 1 (low risk), however it does set out a flood risk vulnerability classification for different land uses and provides a 'compatibility' table for allowing particular land uses in the different flood zones (including 3a and 3b) in certain circumstances. Within North Norfolk there is a substantial amount of land available in the Principal and Secondary Settlements and Service Villages within Flood Zone 1 and development should generally be steered to these locations. Development in higher risk flood zones will be restricted to certain categories where an identified need for that type of development in that location exists. The Exception Test allows for development in high risk areas but is only to be applied where there is no other option i.e. where there are large areas of land in Flood Zones 2 and 3 and the sequential test cannot deliver acceptable sites, but where some continuing development is necessary.
- 3.3.54** A Strategic Flood Risk Assessment (SFRA)<sup>(xxxviii)</sup> for North Norfolk further refines the flood risk areas and takes into account other sources of flooding, future climate change impacts such as rising sea levels and other strategies such as the Broadland Rivers Catchment Flood Management Plan and the Shoreline Management Plan. The SFRA distinguishes between Flood Zones 3a and 3b in particular areas around settlements, and the maps are available to view on the Council website ([www.northnorfolk.org](http://www.northnorfolk.org)). Where the SFRA does not identify these areas the EA flood zone maps will be used to apply the sequential test. The Practice Guide Companion to PPS25 (Feb 2007) makes it clear that all areas within Zone 3 should be considered as Zone 3b (functional floodplain) unless, or until, an appropriate FRA shows to the satisfaction of the EA that it can be considered as falling within Zone 3a (high probability).
- 3.3.55** PPS25 sets out the situations where site specific Flood Risk Assessments should be submitted with planning applications and also provides recommended contingency allowances for net sea level rises and increases in peak rainfall intensity, river flow, offshore wind speed and extreme wave heights that should be used to ensure a precautionary approach to climate change.
- 3.3.56** The Shoreline Management Plan (SMP) identifies areas in the eastern part of the district that could become permanently flooded under different options for long-term coastal realignment. These are broadly covered by EA Flood Zone 3, and therefore a restrictive approach to new development in these areas is necessary at this time. While options for relocation of existing properties may be necessary in the future these cannot be determined at this stage as a decision has not been made on the extent of the area at risk and the timing of any realignment.
- 3.3.57** The Environment Agency advises that land in Flood Zone 1 that is surrounded by Flood Zone 2 or 3 ('dry islands') should be treated in the same way as the surrounding land. Each area will have its unique characteristics and a site specific Flood Risk Assessment will be required to prove that safe access / egress exists for the development or that the land will be sustainable for the duration of the flood period. This could be a number of days in some locations so it will depend on the facilities available in that area.
- 3.3.58** The use of Sustainable Drainage Systems (SuDS) to manage water flows can be an important tool in minimising flood risk by increasing permeable surfaces in an area which allows water to seep into the ground rather than running off into the drains system and reduces the impact of diffuse pollution from run-off and flooding. Broad locations in North Norfolk where particular SuDS techniques may be appropriate are shown in the SFRA. The effective use of permeable surfaces, soakaways and water storage areas should be incorporated in all new development

## Development Control Policies 3

where technically possible. Early consideration of SuDS is required in order that a range of techniques can be considered and developers are encouraged to enter into early discussions with the Council. Infiltration SuDS might not be acceptable on some sites due to contamination associated with past uses, and the production of a risk assessment in line with PPS23 will therefore be important in informing the design on the surface water drainage system on many brownfield sites. Further information on SuDS is available in 'Model agreements for sustainable water management systems. Model agreements for SuDS' (CIRIA C625, 2004).

- 3.3.59** PPS25 sets out the responsibilities of owners / developers in flood risk areas and these should be considered as early as possible when preparing development proposals in order that the implications are fully understood. All terms used in the policy are defined in PPS25 and its companion guide.

### Policy EN 10

#### Development and Flood Risk

The sequential test will be applied rigorously across North Norfolk and most new development should be located in **Flood Risk Zone 1**. New development in **Flood Risk Zones 2 and 3a** will be restricted to the following categories:

- water compatible uses
- minor development <sup>(xxxix)</sup>
- changes of use (to an equal or lower risk category in the flood risk vulnerability classification) where there is no operational development <sup>(xli)</sup>; and
- 'Less vulnerable' uses where the sequential test has been passed.

New development in **Flood Zone 3b** will be restricted to water compatible uses only.

The Strategic Flood Risk Assessment defines zones 2, 3a and 3b in parts of North Norfolk and this will be used to inform the application of the sequential test. Where this information is not available, the Environment Agency Flood Risk Zones and a site specific Flood Risk Assessment will be used to apply the sequential test .

A site-specific Flood Risk Assessment which takes account of future climate change must be submitted with appropriate planning applications <sup>(xlii)</sup> in Flood Zones 2, 3a and 3b and for development proposals of 1 hectare or greater in Flood Zone 1.

Land in Flood Zone 1 that is surrounded by areas of Flood Zones 2 or 3 will be treated as if it is in the higher risk zone and a Flood Risk Assessment will be required to prove that safe access / egress exists for the development or that the land will be sustainable for the duration of the flood period.

Appropriate surface water drainage arrangements for dealing with surface water run off from new development will be required. The use of Sustainable Drainage Systems will be the preference unless, following an adequate assessment, soil conditions and / or engineering feasibility dictate otherwise.

xxxix *Minor development is defined in PPS25 as: 'Minor non-residential extensions: industrial / commercial / leisure etc extensions with a footprint less than 250 m<sup>2</sup>. Alterations: development that does not increase the size of buildings, e.g. alterations to external appearance. 'Householder' development e.g. sheds, garages, games rooms etc within the curtilage of the existing dwelling in addition to physical extensions to the existing dwelling itself. This definition excludes any proposed development that would create a separate dwelling within the curtilage of the existing dwelling (eg subdivision of houses into flats).'*

xl *For the purpose of this policy 'operational development' is defined as 'the carrying out of building, engineering, mining or other operations in, on, over or under land', in line with the Town and Country Planning Act 1990.*

xli *As outlined in PPS 25.*

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### Coastal Erosion

- 3.3.60** North Norfolk's coast is in places low-lying and in others it is characterised by cliffs comprising soft sandstone, clays and other material that is susceptible to erosion. Natural processes will thus increasingly affect the coastline and the extent of coastal defences will determine the consequences of this for coastal communities, the local economy, the environment and infrastructure of the area.
- 3.3.61** Decisions about investment in coastal defences are made in the light of studies that are undertaken for sections of the coast (termed Shoreline Management Plans (SMP's). Two SMP's affect North Norfolk's coastline, Sub cell 3a (to the West of Kelling Hard) and Sub cell 3b (to the east of Kelling Hard). These Plans are based on studies of the physical effects of coastal process on the shape of the coastline and they are used to decide the approach to be followed for managing different sections of the coastline.
- 3.3.62** A revision of the SMP for Sub cell 3a commenced in early 2007, led by the Environment Agency, and a revision of the SMP for Sub cell 3b was published in the autumn of 2006. It is this latter Plan that has received most attention in recent years, because the coastal management regime it advocates would expose large areas of the coastal cliffs to increased rates of erosion and (in the longer-term) flood risk in the low lying areas. There are therefore serious concerns about the impacts of coastal erosion and related flooding in North Norfolk, both in terms of properties immediately affected and also the impact on the local economy, local communities, the environment and infrastructure.
- 3.3.63** The areas at risk of coastal erosion are identified on the Proposals Map (as the Coastal Erosion Constraint Area). Policy EN11 seeks to restrict development in areas at risk of coastal erosion and only development that does not increase the risk to life or significantly increase in risk to property will be permitted. Certain types of minor development and temporary uses are likely to be acceptable in order to help alleviate blight and maintain the vitality of coastal communities.

#### Policy EN 11

##### Coastal Erosion

In the **Coastal Erosion Constraint Area** <sup>(xlii)</sup> new development, or the intensification of existing development or land uses, will not be permitted, except where it can be demonstrated that it will result in no increased risk to life or significant increase in risk to property.

In any location, development proposals that are likely to increase coastal erosion as a result of changes in surface water run-off will not be permitted.

### Replacement for Development Affected by Coastal Erosion Risk

- 3.3.64** In view of the likely effects of coastal erosion on coastal communities and the local economy of those areas at risk it is considered necessary to enable adaptation to take place in advance of the actual loss of property. Allowing replacement development to take place in the Countryside policy area is intended to assist in minimising the blighting effects resulting from

xlii *The Coastal Erosion Constraint Area shown on the Proposals Map extends from the mean low water mark to the indicative area at risk of erosion up to 2105.*

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the predictions of erosion (included in Shoreline Management Plans) and from the loss of investment due to the restriction on new development in the coastal erosion constraint area. Limitations are put on the circumstances in which such new development is allowed in order to help secure the long-term future sustainability of coastal areas and safeguard their sensitive environments. Restrictions relating to the interim use of abandoned properties - in advance of their eventual loss - are intended to safeguard the economic and social well-being of the settlements affected and secure environmental gains. The future use of such sites or buildings should be secured (by legal agreement) in perpetuity, and in relation to vacated dwellings interim use as affordable housing will be considered beneficial to the well-being of the local community, however, the occupancy will be time-limited to ensure no risk.

**3.3.65** Policy EN12 attempts to facilitate the 'rolling-back' of development in risk areas to 'safer' inland areas. There may, however, be instances where the proposal accords with policy EN11 (i.e. development that does not increase risk to life or significantly increase risk to property - for example community infrastructure). In such cases new development may be permissible within the Coastal Erosion Constraint Area.

### Policy EN 12

#### Relocation and Replacement of Development Affected by Coastal Erosion Risk

Proposals for the relocation and replacement of community facilities, commercial and business uses that are considered important to the well-being of a coastal community affected by coastal erosion will be permitted, provided that:

- the development replaces that which is affected (or threatened) by erosion within 50 years of the date of the proposal;
- the new development is beyond the **Coastal Erosion Constraint Area** shown on the Proposals Map and is in a location that is well related to the coastal community from which it was displaced;
- the site of the development / use it replaces is either cleared and the site rendered safe and managed for the benefit of the local environment, or put to a temporary use that is beneficial to the well-being of the local community, as appropriate; and
- taken overall (considering both the new development and that which is being replaced) the proposal should result in no detrimental impact upon the landscape, townscape or biodiversity of the area, having regard to any special designations.

Proposals for the relocation and replacement of dwellings affected by erosion will be permitted, provided that:

- the development replaces a permanent dwelling (with unrestricted occupancy), which is affected (or threatened) by erosion within 20 years of the date of the proposal;
- the new dwelling is comparable in size to that which it is to replace;
- the relocated dwelling is within or adjacent to a selected settlement and is beyond the **Coastal Erosion Constraint Area** shown on the Proposals Map;
- the site of the dwelling it replaces is either cleared, and the site rendered safe and managed for the benefit of the local environment, or put to a temporary use that is beneficial to the well-being of the local community, as appropriate. The future use of the site should be secured (by legal agreement) in perpetuity. Interim use as affordable housing will be

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considered beneficial to the well-being of the local community in interpreting this clause; and

- taken overall (considering both the new development and that which is being replaced) the proposal should result in no detrimental impact upon the landscape, townscape or biodiversity of the area, having regard to any special designations.

### Pollution and Hazard Prevention and Minimisation

- 3.3.66** New development should minimise all kinds of pollution and where possible seek to reduce emissions and other pollution in order to protect the natural environment. Appendix A to PPS23: Planning and Pollution Control sets out the relevant matters that should be considered when examining individual planning applications. The weight given to each criteria will depend on the particular circumstances and relevant pollution control authorities will be consulted as necessary.
- 3.3.67** The policy is intended to restrict polluting development, and not cover general amenity issues around small scale uses such as hot food take-aways that will be covered by planning conditions and Environmental Health regulations.
- 3.3.68** Air quality in North Norfolk is generally good and monitoring shows that pollutants are within target values and there are no Air Quality Management Areas where air quality objectives cannot be met. One nitrogen dioxide hotspot was identified at Hoveton due to the high levels of traffic and congestion in the village centre and further monitoring is keeping this under review.
- 3.3.69** Many water courses in North Norfolk have national or international environmental designations and it is particularly important that water quality standards are met. New development must ensure that any effects such as increases in sewage effluent discharges can be achieved without detriment to water quality. The Implementation and Monitoring chapter describes particular constraints in relation to Sewage Treatment Work capacity. The Water Framework Directive has an aim of preventing deterioration in water status and improving water quality and developers must strive to achieve the objectives contained within it.
- 3.3.70** Light and noise pollution arising from new development can, individually and cumulatively, have a significantly damaging impact on the countryside and settlements in North Norfolk where many places do not have street lights and where the tranquil environment is highly valued. These are therefore important considerations. Government policy on planning and noise is set out in PPG24; Planning and Noise, 1994.
- 3.3.71** Contaminated land is also a consideration. The most frequent cases of contaminated land in North Norfolk are old quarries that have been filled with unknown material, old brickworks, old town gas sites, ochre, previous landfill sites and bio-contamination from animals. Redundant RAF bases are a potential source of contaminated land that may come forward as new uses are considered. Some of these have already been made suitable for use through the planning system, and future development will continue to present opportunities for remediation. It is important that these issues are identified and addressed early in the preparation of proposals for a site. Remediation should remove unacceptable risk and make the site suitable for its new use. As a minimum, after carrying out the development and commencement of the new use, the land should not be capable of being determined as contaminated land under the relevant Regulations.
- 3.3.72** Further information on pollution issues is provided in PPS23, the Environmental Protection

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Act 1990 and Defra Circular 01/2006. The Environment Agency and the HSE welcome pre-application enquiries from developers to seek to ensure that contaminated land / pollution issues are resolved before an application is submitted.

### Policy EN 13

#### Pollution and Hazard Prevention and Minimisation

All development proposals should minimise, and where possible reduce, all emissions and other forms of pollution, including light and noise pollution, and ensure no deterioration in water quality. Proposals will only be permitted where, individually or cumulatively, there are no unacceptable impacts on;

- the natural environment and general amenity;
- health and safety of the public;
- air quality;
- surface and groundwater quality;
- land quality and condition; and
- the need for compliance with statutory environmental quality standards

Exceptions will only be made where it can be clearly demonstrated that the environmental benefits of the development and the wider social and economic need for the development outweigh the adverse impact.

Development proposals on contaminated land (or where there is reason to suspect contamination) must include an assessment of the extent of contamination and any possible risks. Proposals will only be permitted where the land is, or is made, suitable for the proposed use.

Development that increases the risk to life or property, except for that which is necessary to the operation of the use causing the hazard, will not be permitted:

- **Major Hazard Zones** <sup>(xliii)</sup>; and
- in the vicinity of existing developments that require particular conditions for their operation or that are authorised or licensed under pollution control or hazardous substances legislation (including hazardous pipelines) where new development would be likely to impose significant restrictions on the activities of the existing use in the future.

## 3.4 Economy

**3.4.1** The nature of employment in North Norfolk is changing and it is predicted that the number of jobs in manufacturing will continue to decline. Whilst unemployment levels are low the jobs that are available tend to be in lower paid sectors. The East of England Plan suggests that approximately 4,000 extra jobs could be created in the District by 2021. Forecasts indicate that most of these are likely to be in the service sectors such as tourism, retailing and public services. The Economic Strategy aims to promote employment creating opportunities and ensure that as many people as possible have access to good quality, well paid jobs close to where they live.

**3.4.2** Whilst there is a need to provide good quality jobs it is important to ensure that the environmental quality of the District is not damaged. Consequently, it is necessary to limit the

## 3 Development Control Policies

amount of new development in rural parts of the District. This not only serves to protect the appearance of the countryside but is likely to minimise the use of the car by ensuring that jobs are provided close to larger settlements. In order to support business investment opportunities while preventing inappropriate building in the Countryside, the Council will retain and allocate an adequate supply of employment land in the main towns, encourage farm diversification, support the re-use of rural buildings for commercial purposes and support the appropriate re-use of redundant defence establishments.

### Farm Diversification

**3.4.3** The Council is keen to encourage farm enterprises to diversify into new agricultural and non-agricultural business activities that will not only help to sustain North Norfolk's rural economy but also are compatible with protecting and, where possible enhancing, its rural character and environmental resources. Details of possible schemes are provided in the Rural Economy Study <sup>(xliv)</sup>.

**3.4.4** Farm diversification may involve various types of enterprise, including the introduction of different methods of agricultural production, the use of new crops, adding value to farm products, tourism, recreation, farm shops and leasing land or buildings to other non-agricultural businesses. Some of these schemes do not require planning consent; however, where consent is required, it is important to ensure that proposals for diversification would bring long-term and genuine benefits to individual farm operations and the wider rural area. This policy seeks to make the best possible use of existing buildings, either through their re-use or redevelopment. New build development will be discouraged except where it is regarded as the only viable option, or enables the clearance and replacement of poorly-sited buildings. Where new building on undeveloped sites is necessary, the intention is to ensure that the size of any such development is limited. Where farm diversification includes re-use of existing buildings in the Countryside, proposals should also comply with policy EC2.

#### Policy EC 1

##### Farm Diversification

Proposals for development in the **Countryside** for the purposes of farm diversification <sup>(xlv)</sup> will be permitted provided that:

- it can be demonstrated that the proposal would make an ongoing contribution to sustaining the agricultural enterprise as a whole; and
- the proposal would not involve new-build development on undeveloped sites <sup>(xlvii)</sup> unless:
  - it is directly related to the agricultural business, and
  - the re-use and / or redevelopment of existing buildings on the holding for the intended use, in whole or in part, is not feasible; or
  - an opportunity exists to demolish an existing structure and re-build in a more appropriate location; and
  - in all cases the proposed floor space is less than 250sqm

xliv *Rural Economy Study, Acorus Rural Property Services, 2005*

xlv *The introduction of non-agricultural enterprises or novel agricultural enterprises into existing farm business / complex to support the agricultural enterprise.*

xlvii *An 'undeveloped site' is defined as land upon which no building or the substantial remains of a building currently stand(s).*

## Development Control Policies 3

### Re-use of Buildings in the Countryside for Non-Residential Use

- 3.4.5** Government policy has focused on encouraging the re-use of rural buildings for either business or community purposes as a means of supporting the diversification of farming enterprises (through charging rent for premises) and the general vitality of rural communities without necessitating the development of new buildings. Complementing this approach, isolated dwellings in the countryside are generally regarded as unsustainable and require special justification for planning permission to be granted. The particular circumstances where re-use of buildings for permanent residential use will be permitted are set out in Policy HO 9 'Conversion & Re-use of Rural Buildings as Dwellings'. Particular uses that will be permitted in the Countryside are set out in Policy SS 2 'Development in the Countryside' and below.
- 3.4.6** A structural survey may be required to demonstrate that a building is soundly built and suitable for re-use without substantial rebuilding or extension.

#### Policy EC 2

#### The Re-use of Buildings in the Countryside

The re-use of buildings in the **Countryside** for non-residential purposes will be permitted in accordance with the following:

- economic uses (including holiday accommodation) <sup>(xlvii)</sup> must be appropriate in scale and nature to the location.
- it can be demonstrated that the building is soundly built and suitable for the proposed use without substantial rebuilding or extension and the proposed alterations protect or enhance the character of the building and its setting;
- the proposal is in accordance with other policies seeking to protect biodiversity, amenity and character of the area.

This approach does not prevent proper consideration being given to the optimum viable use of Listed Buildings, and locally listed buildings, that is compatible with the fabric, interior and settings of these buildings.

### Extensions to Existing Businesses in the Countryside

- 3.4.7** North Norfolk contains many local companies as well as national firms and their expansion to support the economy will be encouraged where this does not have a detrimental effect on the surrounding area. Extensions to existing businesses within selected settlements will be determined against the relevant land use designation policies, such as residential areas or employment land areas. Applications for extensions to existing businesses in the Countryside will be determined in accordance with the policy below.
- 3.4.8** Bacton Gas Terminal is one of the largest gas terminal complexes in the UK. The pipeline can

xlvii This criterion will cross-reference to Policy EC 9 'Holiday and Seasonal Occupancy Conditions' which restricts holiday use to short-term lets / occupancy.

## 3 Development Control Policies

import up to 23.5 billion cubic metres of gas per annum, enough to supply 15 million homes. It is a major local employer and occupies a large site which does have an impact on the surrounding area. Any future development at the site should be contained within the existing site boundaries in order to limit the impact on the surrounding countryside.

### Policy EC 3

#### Extensions to Existing Businesses in the Countryside

Extensions to existing businesses in the **Countryside** will be permitted where it is of a scale appropriate to the existing development and would not have a detrimental effect on the character of the area.

Development at **Bacton Gas Terminal** that is ancillary to the terminal use will be supported within the defined area as shown on the Proposals Map.

### Redundant Defence Establishments

- 3.4.9** The District contains four redundant defence establishments: Coltishall Airbase, Neatishead (part), Sculthorpe Airbase (part), and West Raynham, which include large areas of brownfield land and have a certain place in North Norfolk's history, and where appropriate the heritage of the site will be respected. Sculthorpe, West Raynham and Coltishall provide significant levels of existing housing but lack the key services which would make them suitable locations for new housing development. Although these sites existed for particular institutional purposes they are generally in locations not well served by transport networks and are remote from resident populations and local services. Development at these locations is likely to increase the need to travel by car. Further development at these locations could undermine the spatial strategy approach of focusing new development on the eight main settlements which can provide a more sustainable pattern of new development. Although the scale of existing building on these sites would normally be regarded as inappropriate in countryside locations, they nevertheless represent a significant under-used resource and the Council wishes to support their re-use for appropriate purposes. It is also desirable to enhance the overall appearance and character of the sites.
- 3.4.10** Under the Core Strategy policies, proposals for commercial re-use of existing buildings in the Countryside and for new-build employment generating proposals where there is a particular environmental or operational justification, would be permissible. In order to address the specific issues at redundant defence establishments, the Proposals Map shows areas defined as the former "technical area" for each site where development will be focused. The non-technical areas (such as the former airfields) are defined as Countryside.
- 3.4.11** There is concern that water supply infrastructure on redundant defence establishments may have been de-commissioned or may no longer be fit for purpose due to the age of supply pipes. Therefore proposals will need to ensure that adequate water supply is available to enable the provision of sprinkler protection systems in new development.
- 3.4.12** Sculthorpe Airbase, being the best located in relation to the highway network, is considered to offer opportunities for employment uses which would for environmental or operational

## Development Control Policies 3

reasons not be acceptable on employment sites in the towns. Development here, however, should be used to facilitate removal of unsightly redundant buildings, including the former barrack blocks.

### Policy EC 4

#### Redundant Defence Establishments

Development proposals on the former defence establishments will allow for re-use of existing buildings or development of replacement buildings within the defined '**technical areas**' provided that there is no overall increase in gross floor space of the existing permanent buildings. All proposals should seek to protect the surrounding environment and ensure no degradation of the site itself. Owing to the proximity of the River Wensum Special Area of Conservation (SAC) development at Tattersett Business Park (Sculthorpe Airbase) must demonstrate, as a minimum, no net negative impact on the environment and nature conservation.

Proposals for renewable energy uses on redundant defence sites will be permitted where they comply with the criteria in Policy EN7.

New build employment generating proposals will be permitted in the areas designated as **Countryside** where there is particular environmental or operational justification.

On the **technical area** at Sculthorpe Airbase new employment development may be permitted, subject to the removal of an equal amount of floor space represented by the former barrack blocks and other unsightly buildings in the open area X as identified on the Proposals Map.

## Town Centres and Retail and Commercial Leisure Development

**3.4.13** The Council recognises the importance of retailing to the local economy, it is the largest sector, providing approximately 17% of jobs in the District and makes a major contribution to the role and character of the District's towns. The Retail and Commercial Leisure Study<sup>(xlviii)</sup> identifies a need for additional shopping facilities particularly for comparison goods. It is important to meet these needs in ways which enhance the vitality and viability of town centres.

**3.4.14** The District's seven towns and the large village of Hoveton all contain town centres offering a range of shopping, leisure and local services to residents living locally and in surrounding rural communities. These town centres are also important sources of employment and tourism and act as a focus for public transport provision. The role and function of these town centres were influential in the formulation of the Council's Spatial strategy since, for example, providing additional housing in locations both within and in close proximity to the various services and facilities available in town centres will help to minimise the need to travel, especially by car.

**3.4.15** The Government is committed to strengthening the role of market towns and other appropriate rural settlements as service centres through, amongst other things, enhancing the vitality and viability of their centres. By doing so, further opportunities for accessing services and facilities by means other than the car and generally minimising the need to travel will be created. In order to promote town centre vitality and viability, it is necessary to:

- define the Town Centre areas in which suitable types of new development will be focused;

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- set out a general framework (retail hierarchy) for governing decisions on the scale of developments that would be appropriate to each town centre - in the light of the Council's vision for each of the Principal and Secondary Settlements.
- define Primary Shopping Areas in which additional retail development is to be focused; and,
- define Primary Retail Frontages, the purpose of which is to protect the particular attractiveness to shoppers afforded by existing high concentrations of retail facilities. The intention of the proposed 30% of non-retail frontage is to limit the amount of complementary uses, particularly food and drink and financial services, to a level that will serve to support, rather than detract from, the retail function of the primary frontage.

**3.4.16** The District has a well established shopping hierarchy with large town centres (Cromer, Fakenham and North Walsham) providing for a significant proportion of shopping, service and leisure needs, and smaller town centres providing varying levels of facilities and serving smaller local catchment areas. The vast majority of residents within the District live within a ten minute drive time of one of the eight town centres. Improving the quantity and quality of shopping facilities in all town centres would enhance the self containment of towns by ensuring that shopping and other services are available locally and thus reducing the need to travel elsewhere.

**3.4.17** It is the Council's view that Cromer, Fakenham and North Walsham are the most appropriate locations for any large scale new retail and leisure developments. These towns are geographically spread across the District, are the main centres of population, have better quality public transport, the critical mass to encourage joint shopping trips, and opportunities for development or redevelopment within their centres. They are therefore well placed to meet the shopping and service needs of a significant proportion of North Norfolk's population and visitors to the area and should be the focus of any large scale new development.

**3.4.18** In contrast the smaller towns in the District serve smaller catchments and to varying degrees have developed a particular niche market role, are remoter and poorly served by roads and public transport, are dependant upon the seasonal influx of tourists, and retain their locally distinctive small shop character. Disproportionately large scale development in these smaller towns may have an adverse impact on their character and thus diminish their attractiveness as tourist destinations. Furthermore such developments may encourage unnecessary car journeys from the larger towns. Consequently it is considered that developments here should be smaller in scale and should be designed to meet identified needs in the town and its immediate surroundings.

**3.4.19** In most cases it is considered that shops and commercial leisure premises above 750sqm should be located in one of the District's three large town centres. Exceptionally it may be appropriate to provide shops larger than this in one of the small town centres but this would require special justification to demonstrate that the facility was only serving local needs and it would not be more appropriately provided in one of the larger towns. In all cases, large and small, the proposal should protect or enhance the character of the town.

**3.4.20** This policy approach is concerned with ensuring that significant proposals for retail and commercial leisure developments<sup>(xlix)</sup> on unallocated and allocated sites are focused on North Norfolk's eight town centres<sup>(l)</sup>, thereby helping to maintain and enhance the vitality and viability of the town centres and minimise the need to travel.

**3.4.21** When suitable sites in Primary Shopping Areas or Town Centres (depending on the type of

xlix Commercial leisure facilities include cinemas, theatres, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, bingo halls and large scale indoor sports facilities.

l For the purpose of retail policies, Hoveton performs the function of a town centre, although it is a village and not a town.

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development) do not exist and there is a need for the development, the intention is to secure the most sustainable alternative location in order to minimise any adverse impact on North Norfolk's town centres.

**3.4.22** Outside the Principal and Secondary Settlements the main objective is to provide for local shopping needs in the Service Villages, where limited residential growth is proposed. Providing for local needs in the wider rural area will, in the main, be limited to existing buildings in order to support the general restriction on new-build development in the Countryside policy area, and will complement the preferred policy approaches towards Farm Diversification (EC1) and the Re-use of Buildings in the Countryside (EC2) elsewhere in the Core Strategy.

**3.4.23** Many of the towns have weekly markets and farmers markets which make an important contribution towards extending choice and adding to the character of the town. The Council will support the retention of these markets where possible.

### Policy EC 5

#### Location of Retail and Commercial Leisure Development

New retail and commercial leisure proposals in Principal and Secondary Settlements will be permitted, provided that their location and size complies with the following, or, it can be demonstrated that the size of the proposal addresses a specific quantitative or qualitative need within the catchment area<sup>(ii)</sup> served by the town.

#### Retail Proposals

Size of retail unit	Net sales area of 750sqm or greater.	Net sales area of 500 – 749sqm	Net sales area of less than 500sqm
Acceptable location	Within a defined <b>Primary Shopping Area</b> of a Large Town Centre <sup>(iii)</sup>	Defined <b>Primary Shopping Area</b> of a Large or Small Town Centre <sup>(iii)</sup>	Within the development boundary on the best sequentially available site.

#### Commercial Leisure Proposals

Size of leisure unit	Gross floor area of 750sqm or greater	Gross floor area of 500 – 749sqm	Gross floor area of less than 500sqm
Acceptable location	Within a Large Town Centre	Within a Large or Small Town Centre.	Within the development boundary on the best sequentially available site <sup>(iv)</sup> .

For proposals that do not comply with the above it should be demonstrated that:

- ii For the purposes of this policy catchment area is defined as the area covered by a 20 minute drive time for a Large Town Centre, and those areas within a ten minute drive time for a Small Town Centre excluding those areas which are closer to an adjacent town.
- liii Holt, Hoveton, Sheringham and Wells-next-the-Sea
- lii Cromer, Fakenham and North Walsham
- liv As defined in PPS6 giving priority to town centre, followed by edge of centre, then out of centre sites.

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- a need exists within the catchment area for the scale and type of development proposed; and
- no sequentially preferable site is available, suitable and viable (starting with town centre, edge of centre sites, then out-of-centre locations), and
- the proposed development would not, individually or cumulatively, have a significant adverse impact on the vitality and viability of existing town centres or nearby Service Villages or Coastal Service Villages; and
- and the proposed development would be accessible by a choice of means of transport, including public transport, walking, cycling and the car.

Within **Primary Retail Frontages** as defined on the Proposals Map, proposals that would result in more than 30% of the defined frontage being used for non A1 uses (as defined in the Town and Country Planning (Use Classes) Order 1987, as amended) will not be permitted.

Proposals that would have an adverse impact on the operation of established weekly or farmers markets will not be permitted unless appropriate replacement provision is made as part of the proposal.

Proposals for retail development in the **Countryside** will not be permitted unless they comply with other Development Plan policies. Within the defined development boundaries of Service Villages and Coastal Service Villages proposals for shops up to 250sqm may be permitted provided the proposed development would not, individually or cumulatively, have a significant adverse impact on the vitality and viability of existing town and Service Village and Coastal Service Village centres.

### Public Car Parking Provision

**3.4.24** Given the important role which the Town Centres and Service Villages play in providing a variety of facilities and services to an extensive rural community with limited public transport provision, as well as being focal points for North Norfolk's tourism economy, it is considered that maintaining parking provision in the selected settlements at present levels is essential. It is therefore necessary to include a policy to protect car parking provision in such settlements.

#### Policy EC 6

##### Public Car Parking Provision

Designated **Car Parks** identified on the Proposals Map will be protected. Elsewhere, development proposals that would result in the loss of public car parking facilities which makes an important contribution to the local parking provision will not be permitted unless alternative equivalent provision is made available in a suitable location prior to the commencement of development.

### Location of New Tourism Development

**3.4.25** The tourism economy in North Norfolk is heavily dependent on the quality of the natural environment, and many visitors come to enjoy the Norfolk Coast AONB, the beaches, coastal

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birdlife, the Broads and the character and tranquility of the open countryside. The towns also contain many attractions and act as a focus for visitors and accommodation, particularly around Cromer and Sheringham. To support the tourism economy, and provide facilities that will also benefit the local community, new tourist accommodation and attractions will be permitted in areas that can accommodate additional visitor numbers without detriment to the environment. All proposals should also demonstrate that they will have minimal effect on the environment and not conflict with traditional industries e.g. fishing. The Principal and Secondary Settlements are the preferred locations for new development in order that new facilities are accessible to existing visitors and that new accommodation is provided where visitors can access a range of services by a choice of travel modes. New hotels will also be permitted on designated employment land, providing larger areas of land required by larger operators, however this will not permit ancillary development such as self-catering units.

**3.4.26** Within the Service Villages and the Countryside policy area proposals should first look to re-use of existing buildings and extensions to existing businesses in order to protect the countryside from development that could erode the character of the area. New build attractions and serviced accommodation could however be permitted in certain areas of the Countryside if there are no sequentially preferable sites or buildings. This will enable particular development that could help extend the tourism season and provide benefit to the local community. New build un-serviced accommodation will not be permitted in the Countryside however, to protect the area from private holiday homes being built across the District. The approach accords with the advice in the Good Practice Guide on Planning for Tourism, DCLG, May 2006. Extensions to existing caravan sites and holiday parks may be permitted under policy EC10.

**3.4.27** Visitor pressures can particularly give rise to concerns in environmentally sensitive locations such as the Norfolk Coast AONB, the coastal Natura 2000 sites, North Norfolk Heritage Coast and The Broads, and related strategies <sup>(iv)</sup> and studies <sup>(vii)</sup> confirm that policy needs to recognise the more restricted capacity of these areas.

**3.4.28** The Tourism Sector study <sup>(viii)</sup> identified four asset zones within the District which have different ability to accommodate new development. These have informed the hierarchy for new tourism development, although the boundaries have been amended to reflect environmental designations and the hierarchy of towns. The four Core Strategy asset zones are:

- 'Resorts and hinterlands', including Cromer, Sheringham and Mundesley. This is the priority location for new tourism related development to support the role of the tourist resorts.
- 'Rural', including Fakenham, North Walsham and Stalham. This zone has capacity to absorb some visitor pressure away from sensitive coastal areas and to provide additional capacity where key gaps have been identified.
- 'The Broads and their setting'. Conversion and improvements to existing facilities, rather than new build will be encouraged here.
- 'Coastal', including Wells-next-the-Sea. An increase in the development of tourism could threaten the environment that is of international importance, therefore only small scale tourism-related development will be permitted here.

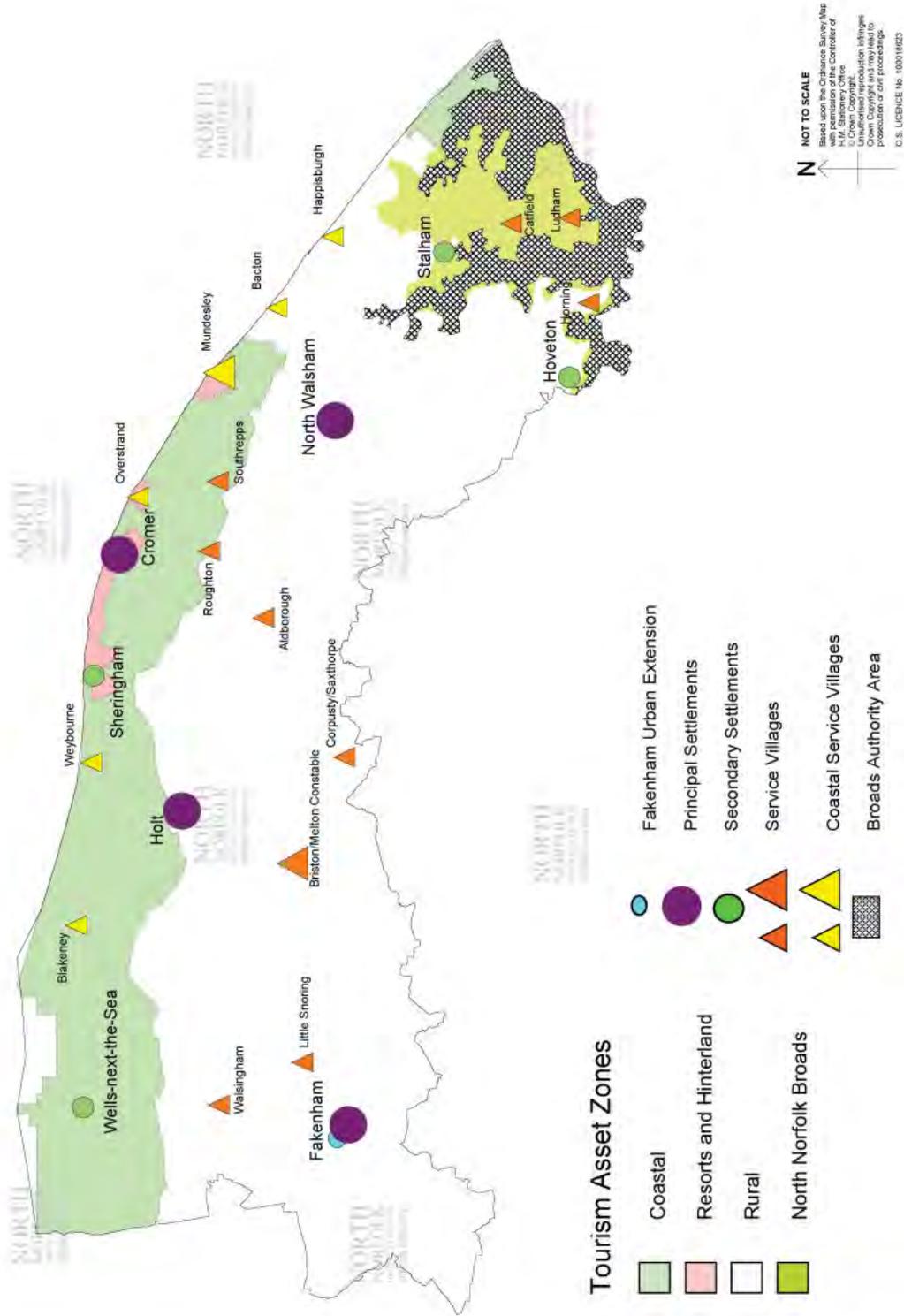
iv *The primary aim of the Broads Strategy for Sustainable Tourism is 'To develop, manage and promote the Broads as a high quality sustainable tourism destination, in keeping with its status as an internationally renowned environment'.*

vi *The AONB Tourism Impact Analysis found that tourism in the AONB should be controlled and managed to mitigate negative impacts.*

vii *North Norfolk Tourism sector Study, Scott Wilson consultants, 2005*

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Figure 7 Tourism Asset Zones



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**3.4.29** New attractions and serviced accommodation permitted in the Countryside should therefore be located in the ‘resorts and hinterlands’ and ‘rural’ zones, where there is capacity to absorb new visitors. Proposals will then be considered against other policies designed to protect the environment and landscape character

### Policy EC 7

#### The Location of New Tourism Development

New tourist accommodation and attractions <sup>(viii)</sup> should be located in accordance with the sequential approach below:

- Proposals for new build tourist accommodation and attractions should be located within the Principal and Secondary Settlements.
- Within the Service Villages, Coastal Service Villages and the **Countryside** proposals for new tourist accommodation and attractions will be permitted in accordance with other policies for **Employment Areas**, the Re-use of Buildings in the Countryside, and Extensions to Existing Businesses in the Countryside.
- Where it can be demonstrated that there are no sequentially preferable sites, no suitable buildings for re-use and that a rural location is necessary, then new build attractions and serviced accommodation may be permitted in the ‘resorts and hinterland’ and ‘rural’ **Tourism Asset Zones** of the Countryside where they are in close proximity and have good links to, the Principal and Secondary Settlements.

Proposals for new build unserviced holiday accommodation in the Countryside will be treated as though they are permanent residential dwellings and will not be permitted.

### Retaining an Adequate Supply and Mix of Tourist Accommodation

**3.4.30** A mix and sufficient level of accommodation is required to provide a choice for a range of visitors to North Norfolk. The Tourism Sector Study included an audit of serviced and unserviced accommodation in the District and found that the sector is in good health, with levels of occupancy generally comparable to the rest of Norfolk. However, the study identified a number of key issues that need to be addressed:

- The loss of serviced accommodation
- Monitoring the level of self catering units
- Quality standards and accessibility for all
- The loss of touring provision
- Gaps in accommodation provision

**3.4.31** Over recent years there have been several applications for change of use from hotels to other uses, normally residential. Whilst some of these losses may be seen as natural ‘wastage’ of unsuitable or outmoded properties or due to a change in lifestyle of owners, some large establishments are being lost to private residential developments. There have also been several applications granted for conversion of touring caravan pitches into static units. The Tourism Study found that 92% of static caravans are in private ownership, which limits the

<sup>lviii</sup> Excluding large scale sports facilities and commercial leisure (see Policy EC 5 ‘Location of Retail and Commercial Leisure Development’)

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supply of accommodation available for new or infrequent visitors. If these situations are allowed to continue the characteristics of accommodation in the District will change. Some method of controlling this loss is therefore required in order to assess the impact on the tourism sector and the wider community.

**3.4.32** The Tourism Study contains an audit of bedspaces by accommodation type in each postcode area and detailed surveys provide information on the number of different accommodation types, quality rating, and bedspaces / units by town. This information will assist in determining if there is adequate alternative provision in an area, in terms of size, type and quality of accommodation.

**3.4.33** The purpose of the policy is to retain a mix of all types of tourist accommodation. The requirement for a viability test prevents premature closure of facilities where demand still exists, however would allow for redevelopment if the use is no longer viable. A threshold has been applied for serviced accommodation and caravan / camping sites as there are several very small scale uses that may come in and out of the accommodation stock without significant overall impact and to reflect the Caravan Club and Caravan and Camping Club allowance for up to 5 units on certificated location sites.

### Policy EC 8

#### Retaining an Adequate Supply and Mix of Tourist Accommodation

Development proposals that would result in the loss of sites or premises currently, or last used for, tourist accommodation <sup>(lviii)</sup> will be permitted provided that:

- alternative provision of equivalent or better quality and scale is available in the area or will be provided and made available prior to commencement of redevelopment; and,
- the facility does not provide an important local facility or service <sup>(lix)</sup> to the community; or
- it can be demonstrated that there is no reasonable prospect of retention at its current site; and that an independent viability test has demonstrated that the use is no longer viable and that all reasonable efforts have been made to sell or let the property at a realistic price for a period of at least 12 months.

### Holiday and Seasonal Occupancy Conditions

**3.4.34** There is demand for self-catering holiday cottages across North Norfolk, and when new units are created it may be necessary, due to the design, surroundings or location of the building, to apply conditions limiting their use to holiday use only. The re-use of existing buildings in the Countryside is permitted under two policies: Policy HO 9 'Conversion & Re-use of Rural Buildings as Dwellings' allows for residential use where they are within the areas identified on the Proposals Map for that purpose, and Policy EC 2 'The Re-use of Buildings in the Countryside' allows for holiday accommodation in the Countryside. The intention of these policies is that new permanent dwellings are only created in those areas that are close to designated settlements. Conditions will therefore be placed on new holiday accommodation to ensure the correct balance between encouraging tourism and other policy aims of controlling

lviii *Hotels and other serviced establishments which provide 5 or more bedrooms, all self-catering units and touring / static caravans / camping sites that provide more than 5 units.*

lix *Public house / bar, restaurant or leisure facility where this is within the Countryside or is the last of its kind within a Principal or Secondary Settlement or Service Village.*

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development in the countryside. Conditions will also be used where the building is only suitable for holiday accommodation, i.e. there is limited space around the building for parking, outdoor amenity etc. The intention of the conditions is to create a clear distinction between residential dwellings (which may or not be used as second or holiday homes) and properties that are used as commercial holiday lets and therefore bring economic benefit to the area. While the levels of activity generated from permanent households and a property that is commercially let 100% of the time may not be that different, there will be less pressure on local services such as schools, and the economic benefits commercial lettings bring justify allowing such use in the Countryside where permanent residential would not be permitted.

- 3.4.35** The conditions therefore require that properties are available as commercial holiday lets, which can support the rural economy through servicing and visitor spend at attractions and facilities (although they can also be used for non-commercial holiday use in addition to being commercially available). The conditions are in accordance with the Valuation Office definition of self-catering accommodation that the accommodation must be available for commercial letting for short periods totalling 140 days a year. The Valuation office advises that letting for 'short periods' means letting for periods of a month or less, to different individuals on each occasion <sup>(ix)</sup>. It must be demonstrated that the property has been marketed in appropriate publications at an appropriate price in order to comply with the criteria for commercial letting.
- 3.4.36** The use of holiday occupancy conditions is supported by the Good Practice Guide on Planning for Tourism which advises that they should be used to ensure that premises are only used by visitors and do not become part of the local housing stock for the following reasons:
- In order that policies on development in the Countryside are not compromised - holiday accommodation provides a means to retain rural buildings without introducing a level of activity that would occur with permanent households;
  - to avoid permanent occupation that would put pressure on local schools, health and social services; and
  - ensure there is a wide range of properties available that will encourage visitors and strengthen the tourism industry.
- 3.4.37** The conditions will only be applied to new properties being built / converted to holiday accommodation and there are many existing holiday properties without any time restriction on their use. The Tourism Study found that the self catering sector is generally in good health with occupancy of around 30 weeks which is comparable to Norfolk and above the level of other districts in the East of England. The Study also recommended that a clear definition should be provided for what is acceptable holiday use in order to provide a measurable and enforceable approach to controlling holiday occupancy.
- 3.4.38** Conversions of existing buildings to holiday lets can be a costly and complicated exercise and therefore applicants are advised to seek advice from tourist organisations and local agents about the marketability and conversion costs associated with a particular proposal. This should help establish if there are prospects of a reasonable return from the investment.
- 3.4.39** Chalets and caravans are also capable of being occupied as permanent homes, however the Council nevertheless recognises that there may be some caravan and holiday park sites where an alternative approach to restricting occupation may be appropriate. For example, many sites close for certain periods of the year or have separate management arrangements in place to prevent year-round occupation and / or ensure a regular turnover of guests. Holiday occupancy conditions will still need to be placed on any new provision to ensure that it is used for holiday purposes only, however applicants may be able to demonstrate why the particular circumstances relating to the proposal justify a departure from the Council's standard conditions.

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### Policy EC 9

#### Holiday and Seasonal Occupancy Conditions

Holiday occupancy conditions will be placed on new unserviced holiday accommodation requiring that:

- It is used for holiday purposes only and shall not be occupied as the sole or main residence of the occupiers; and
- It shall be available for commercial holiday lets for at least 140 days a year and no let must exceed 31 days<sup>(lxii)</sup>; and
- A register of lettings / occupation and advertising will be maintained at all times and shall be made available for inspection to an officer of the local planning authority on request.

A seasonal occupancy condition will be attached where the accommodation is not suitable for year-round occupation by nature of its location, design or proximity to a habitat that needs extra protection at certain times of the year.

### Static and Touring Caravan and Camping Sites

**3.4.40** Static caravan sites can have a significant impact on the landscape and this is particularly felt in the main resort areas of Cromer, Mundesley and Sheringham where a series of adjoining sites are prominent in an otherwise largely undeveloped coast. The Council has an aspiration to relocate these sites away from the cliff-tops, and therefore as an exception to the general presumption against new static caravan sites, they may be permitted where they directly result in the removal of an existing cliff-top caravan site to a site with a lesser landscape impact or away from an area at risk of erosion or flooding. Proposals permitted under this exception should seek to relocate to the 'rural' and 'resorts and hinterland' Tourism Asset Zone (Policy EC7), however on occasion it may be appropriate for an existing site within the North Norfolk Coast AONB to relocate to another site in the AONB that has less impact than the current site. In these cases the direct and indirect impact of the proposal must be carefully considered (the AONB Tourism Impact Analysis report found that tourism growth must be sufficiently controlled and managed to mitigate any negative impacts).

**3.4.41** Touring caravan sites have a lower impact as they are not permanently occupied and in winter months there may be little evidence of activity. However in summer months they can be intrusive in the landscape and may add to visitor pressure on particular areas if not controlled. Therefore new sites will not be permitted within the Norfolk Coast AONB or Undeveloped Coast. Inland, where visitor pressures are less they may be suitable, subject to other environmental considerations.

**3.4.42** The replacement of static caravan sites with woodland-lodge style developments will be permitted where it improves the appearance and landscaping of the site or relocates a prominent or at-risk static caravan site. However within the cliff-top zone the priority is to relocate these existing sites rather than consolidate their use. As with all development, proposals for any accommodation will only be allowed after it has been demonstrated that no adverse impact on the integrity of Natura Sites will result.

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### Policy EC 10

#### Static and Touring Caravan and Camping Sites

Proposals for new static caravan sites or woodland lodge holiday accommodation<sup>(lxiii)</sup> will only be permitted where they result in:

- the removal of an existing cliff-top static caravan site; or
- the re-location of existing provision which is within the **Coastal Erosion Constraint Area** or Environment Agency **Flood Risk Zone 3**.

Proposals permitted under this exception should result in no significant intensification of the use and, if appropriate, comply with the criteria in Policy EN 11 'Coastal Erosion'. Proposals should seek to re-locate to the 'rural' and 'resorts and hinterland' **Tourism Asset Zones** in preference to the 'coastal' or 'North Norfolk Broads' zones.

Extension of, or intensification of, existing static caravan sites (including replacement with woodland lodges) and touring caravan / camping sites will only be permitted where the proposal:

- conclusively demonstrates a very high standard of design and landscaping and minimal adverse impact on its surroundings;
- is appropriate when considered against the other policies of the plan.

New touring caravan and camping sites will not be permitted within the **Norfolk Coast AONB**, **Undeveloped Coast** or Environment Agency **Flood Risk Zone 3**. Elsewhere proposals will be judged against other Core Strategy policies. Temporary permission may be granted within the **Coastal Erosion Constraint Area**.

## 3.5 Community and Transport

**3.5.1** The provision and protection of open space, community facilities and public transport is important for day to day life in North Norfolk and the Sustainable Community Strategy recognises that better leisure facilities and improved public transport are high priorities.

### Open Space Designations

**3.5.2** There are many valuable open spaces across North Norfolk and those that are within settlement boundaries may be subject to pressure for residential development. Important open spaces within settlements have therefore been designated to protect their current use and the visual and amenity contribution they make.

**3.5.3** Government policy in PPG17; Planning for Open Space, Sport and Recreation, provides guidance on provision and protection of open space. An Open Space and Recreation Study for North Norfolk<sup>(lxiv)</sup> has been carried out which assessed open space provision and indoor and outdoor sports needs in North Norfolk. Existing provision has been mapped and areas that do not meet the locally based Open Space standards can be identified. These Open Space Standards (see Appendix A) should be used when looking at proposals for redevelopment of existing open space and also to identify areas where additional open space provision is required, which can often be provided through new development. A Developer

lxiii *Single storey chalet / lodge style development for holiday purposes*

lxiv *North Norfolk Open Space and Recreation Study, Atkins 2006*

## 3 Development Control Policies

Contributions SPD will give detailed guidance on the nature of financial or other contributions required. Contributions and provision should also have regard to the regional requirement to provide networks of accessible greenspace and look beyond the development site to other open space in the surrounding area.

### Policy CT 1

#### Open Space Designations

Within these areas designated on the Proposals Map the following will apply:

**Open Land Areas**<sup>(lxv)</sup>; Development will not be permitted except where it enhances the open character or recreational use of the land.

**Education and Formal Recreation Areas**<sup>(lxvi)</sup>; Development will not be permitted except where:

- it enhances the open character or recreational use of the land, or
- alternative provision is made or it has been demonstrated that the facility is surplus to requirements.

Any replacement provision should take account of the needs of the area and current standards of open space provision but should generally be equivalent, or an improvement, in terms of size, usefulness, attractiveness, quality and accessibility.

Elsewhere, development proposals which result in the whole or partial loss of open space<sup>(lxvii)</sup> will not be permitted unless:

- the space does not contribute to the character of the settlement; and
- is surplus to requirement (taking account of all the functions it can perform), or
- where provision of equal or greater benefit is provided in the locality.

### Developer Contributions

**3.5.4** Development can place additional demands upon physical infrastructure and social facilities, and it is a well-established principle that new development should contribute to these additional demands. Policy SS 6 ' Access and Infrastructure ' requires that sufficient capacity be available in utility infrastructure before permission for development is granted and Planning Obligations Standards have been prepared by Norfolk County Council to secure contributions for education, library, fire hydrant and social service provision.

**3.5.5** Where existing infrastructure is inadequate to meet the needs of new development, conditions or planning obligations will be used to ensure that proposals are made acceptable through securing the provision of necessary improvements to facilities, infrastructure and services.

**3.5.6** The nature and scale of any planning requirements sought for this purpose will be related to the type of development and its potential impact upon the surrounding area. A threshold of 10 dwellings has been applied in the policy in line with the definition of major development and other thresholds in the Core Strategy (for affordable housing and renewable energy for

lxv Areas of open space which make an important contribution to the appearance of an area or opportunities for informal recreation.

lxvi Outdoor sports facilities including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields and other outdoor sports areas

lxvii Open space is defined in PPG17: Planning for Open Space, Sport and Recreation.

## Development Control Policies 3

example). This is a recognised threshold of where developments can raise more than local concerns, and developments of this size are more likely to place additional demands on local facilities.

- 3.5.7** Detailed guidance on the nature of financial or other contributions towards necessary infrastructure will be provided in a Developer Contributions Supplementary Planning Document (SPD). The SPD will address the full range of potential infrastructure and service requirements, including affordable housing, education, transport, library and other community provision together with any potential environmental improvements needed either on or off site arising from new development. If supported by legislation or other local arrangements (for example standard charges for transport or revised Planning Obligation Standards initiated by the County Council) it will address specific issues relating to the cumulative impact of new development on infrastructure and service delivery and consider how best to deal with individual / small scale windfall development. This SPD will be reviewed and updated as necessary, and in light of any national changes to the way in which planning obligations operate.
- 3.5.8** Contributions should have regard to other Core Strategy aims and policies and make appropriate provision, such as ensuring that open space can contribute to a wider network of greenspace rather than focusing solely on the development site. Further guidance on planning obligations and the tests that they must meet are provided in ODPM Circular 5/05 and the DCLG Planning Obligations Practice Guide, July (2006).

### Policy CT 2

#### Developer Contributions

On schemes of 10 or more dwellings and substantial commercial development where there is not sufficient capacity in infrastructure <sup>(lxviii)</sup>, services, community facilities or open space <sup>(lxix)</sup>, improvements which are necessary to make that development acceptable will be secured by planning conditions or obligations, and these must be phased so as to be in place in accordance with an agreed time frame or prior to the occupation of an agreed number of units.

Planning obligations may also be required for maintenance payments, to meet the initial running costs of services and facilities and to compensate for loss or damage caused by development.

The Council will work with developers to secure the necessary improvements and determine the appropriate range and level of provision / contributions. A Supplementary Planning Document (SPD) will provide further guidance on the detailed nature of any financial or other contributions.

### Provision and Retention of Local Facilities and Services

- 3.5.9** New or improved services and facilities will be required over time to serve communities across North Norfolk, however these should be provided in accessible sustainable locations, and to meet particular local needs in the Countryside. It is also important to protect existing facilities, because in a large rural area, such as North Norfolk, the loss of the last remaining convenience

lxviii *Utility services; water supply, foul sewage networks, sewage treatment works, drainage / flood protection, energy provision and the transport network*

lxix *Provision / contributions may be necessary in respect of some or all of the following: affordable housing, open space and recreation, environment (including landscape improvement, protecting or examining and recording archaeological remains and habitat replacement), drainage / flood prevention, waste recycling and / or transport (including footpaths, cycle-ways, highways and public transport), education, health and other public services and social service provision.*

## 3 Development Control Policies

store, public house or important facility in a village, or even a small town, can have a significant impact upon the ability of local residents to access services. As well as increasing the need to travel, the loss of services can threaten the viability and vitality of rural communities, and severely affect some groups such as the low paid, young, elderly and those without a car.

**3.5.10** Policy CT 3 ‘Provision and Retention of Local Facilities and Services’ is intended to allow new community facilities or services in sustainable locations and prevent the premature loss of important local facilities where their continued use is still a viable prospect. Proposals for redevelopment of a local facility will therefore be carefully assessed. Where there is no alternative provision planned applications for redevelopment or change of use will need to carry out a viability test. As a minimum this should consider the demand for the use, demonstrate if there is a reasonable prospect of the use being retained and show that the property has been subject to appropriate marketing for a period of at least 12 months in order to ascertain whether another operator is interested in running the facility / service. Developers should not seek to demonstrate that the age or poor condition of a facility makes it no longer viable to maintain, or reduces demand for it, as these can be addressed and the facility can continue successfully.

**3.5.11** There is public support for local health care facilities and the existing health care facilities at Cromer (Cromer & District Hospital and Benjamin Court), Fakenham (Cranmer House), Kelling, North Walsham and Wells-next-the-Sea are identified on the Proposals Map and will be protected unless alternative local provision is made.

### Policy CT 3

#### Provision and Retention of Local Facilities and Services

New or improved community facilities or services will be permitted within the Principal and Secondary Settlements, Service Villages and Coastal Service Villages, or within the **Countryside** where they meet the identified needs of the local community.

Development proposals that would result in the loss of sites or premises currently, or last used for, important local facilities and services<sup>(lxx)</sup> will not be permitted unless:

- alternative provision of equivalent or better quality is available in the area or will be provided and made available prior to commencement of redevelopment; or
- it can be demonstrated that there is no reasonable prospect of retention at its current site; and if it is a commercial operation, that a viability test has demonstrated that the use is no longer viable and that all reasonable efforts have been made to sell or let the property at a realistic price for a period of at least 12 months.

Proposals on designated **Health Care Campuses** at Cromer, Fakenham, Kelling, North Walsham and Wells-next-the-Sea that would otherwise accord with Development Plan policies but would result in the loss of health care facilities will not be permitted unless a replacement facility of equal or greater community benefit is provided for that immediate locality and made available prior to the commencement of development.

lxx *Important local facilities and services include a primary school, convenience store, bank, post office, public house, petrol filling station, public hall or indoor sports facility, theatres and cinemas and other cultural facilities and small scale health care facility where the facility is within the Countryside or is the last of its kind within a Principal or Secondary Settlement or Service Village.*

## Development Control Policies 3

### Telecommunications

- 3.5.12** Modern telecommunications have grown rapidly in recent years and mobile phones are an important part of everyday life for many people and businesses. Policy Policy CT 4 'Telecommunications' is designed to facilitate the growth of telecommunications systems while keeping the environmental impact to a minimum. Therefore the sharing of existing telecommunication infrastructure and use of existing buildings and structures to accommodate new equipment is strongly encouraged where it represents the optimum environmental solution. However, in the Norfolk Coast AONB using electricity pylons could prejudice or further complicate the undergrounding programme for overhead lines that is being funded by EDF Energy in this area and therefore installations will not be permitted on existing pylons.
- 3.5.13** The policy seeks to guide the siting, design and appearance of telecommunication development to ensure the protection of the special landscape and townscape character of North Norfolk, particularly within those areas designated for their special qualities. Operators will be expected to develop innovative solutions in terms of design, structure, materials and colouring to achieve these requirements.
- 3.5.14** Operators may be required to provide evidence regarding the need for the proposed development, and conditions will be applied to permissions requiring the removal of any mast / apparatus and reinstatement of the site to its former condition if the equipment becomes redundant.
- 3.5.15** It is currently the Government's firm view that the planning system is not the place for determining health safeguards, and that if a proposed mobile phone base station meets the ICNIRP <sup>(lxxi)</sup> guidelines for public exposure it should not be necessary for the planning authority to consider the health aspects or any concerns about them. Local precautionary principles, e.g. imposing a ban on new telecommunications development or insisting on minimum distances between them and other uses, should not be applied. However, if new evidence on health becomes available that proves otherwise this may trigger a review of policy.
- 3.5.16** Further information on telecommunication development is available in PPG8: Telecommunications. Operators should also have regard to The Code of Best Practice on Mobile Phone Networks Development, ODPM 2002.

#### Policy CT 4

##### Telecommunications

Proposals for telecommunications development (including radio masts), equipment and installations will only be permitted provided that:

- there is a justifiable need for the development in terms of contributing to the operator's national network;
- no reasonable possibilities exist to share existing telecommunication facilities;
- existing buildings and structures are used where possible to site new antennas rather than erection of new masts;
- the development is sited and designed so as to minimise impact on the open character of the North Norfolk landscape and respect the character and appearance of the surrounding townscape;

## 3 Development Control Policies

- where applicable, impact on the building on which equipment is installed is minimised; and
- within the **Norfolk Coast AONB**, it can be demonstrated that the benefits of the scheme outweigh the landscape or visual impacts.

Equipment should not be sited on an existing pylon in areas where there is a programme for under-grounding existing overhead lines .

When applying for a determination as to whether prior approval of the siting and appearance of the development is required, details of the siting and design will be required if the proposal is within or would affect the **Norfolk Coast AONB**, **The Broads**, a **Conservation Area**, a Listed, or locally Listed Building, an **Historic Park or Garden**, a site of archaeological importance, a site designated for its nature conservation importance or if it would have an adverse impact elsewhere.

### Transport

- 3.5.17** A primary planning consideration is to ensure that development proposals achieve a suitable connection to the highway that is safe for pedestrians, cyclists and occupants of vehicles. Equally important is the need to ensure that road safety is not jeopardised by allowing proposals that would generate levels of traffic beyond the capacity of the surrounding road network.
- 3.5.18** All new development is required to address the transport implications of that development and larger schemes are required to prepare transport assessments to illustrate how the amount of trips generated will be accommodated and how accessibility to the site by all modes of transport will be achieved. For non-residential proposals that are likely to have significant transport implications, the Government also requires the submission of travel plans, the purpose of which is to promote more sustainable forms of transport in relation to the activities of a particular development (e.g. encouraging reductions in car usage and increased use of public transport, walking and cycling).
- 3.5.19** The Principal Routes shown on the Proposals Map accord with the principal routes identified in the County Council route hierarchy, and proposals that involve a new direct access (proposals where the only access is directly onto the road ) onto these roads will not be permitted in order to assist with traffic flow and reduce risk. Exceptions will only be made where the type of development is such that it requires a principal route location, such as road side service stations.

### Policy CT 5

#### The Transport Impact of New Development

Development will be designed to reduce the need to travel and to maximise the use of sustainable forms of transport appropriate to its particular location. Development proposals will be considered against the following criteria:

- the proposal provides for safe and convenient access on foot, cycle, public and private transport addressing the needs of all, including those with a disability;
- the proposal is capable of being served by safe access to the highway network without detriment to the amenity or character of the locality;

## Development Control Policies 3

- outside designated settlement boundaries the proposal does not involve direct access on to a **Principal Route**, unless the type of development requires a **Principal Route** location.
- the expected nature and volume of traffic generated by the proposal could be accommodated by the existing road network without detriment to the amenity or character of the surrounding area or highway safety; and
- if the proposal would have significant transport implications, it is accompanied by a transport assessment, the coverage and detail of which reflects the scale of development and the extent of the transport implications, and also, for non-residential schemes, a *travel plan*.

### Car Parking for New Developments

**3.5.20** The availability of car parking can have a significant effect on people's choice of transport. Accordingly, Government policy seeks to restrict levels of parking associated with new development in order to reduce the use of the car and promote more sustainable modes of transport. Car parking can also occupy a great deal of space and therefore impact upon the appearance of development and the efficient use of land. Given the rural nature of North Norfolk and the limited availability of public transport, it is considered inappropriate to under-provide for parking. Insufficient parking associated with new development can lead to inappropriate parking on streets and verges creating highway safety problems and unsightly environments. Flexibility is therefore required to reflect the availability of non-car alternatives which might impact on the requirement for parking spaces. Proposed standards for parking are set out in Appendix C: 'Parking Standards'. Commuted payments may be sought if on-site provision of the standards is deemed inappropriate.

**3.5.21** The Government publication 'Manual for Streets'<sup>(bxxii)</sup> contains guidance on design of streets and roads and encourages a shift of priority away from motorists and towards pedestrians, cyclists and public transport. It makes a distinction between roads and streets in that streets should be inclusive for all and attractive places in their own right rather than just corridors for traffic. Developers should have regard to these principles and seek to create environments that are attractive and that encourage travel by modes other than the car.

### Policy CT 6

#### Parking Provision

Adequate vehicle parking facilities will be provided by the developer to serve the needs of the proposed development. Development proposals should make provision for vehicle and cycle parking in accordance with the Council's parking standards, including provision for parking for people with disabilities. In exceptional circumstances, the application of these standards may be varied in order to reflect the accessibility of the site by non-car modes, or if reduced provision would enhance the character of Conservation Areas in town or village centres. In such cases commuted payments may be required.

## 3 Development Control Policies

### Safeguarding Land for Sustainable Transport Uses

- 3.5.22** The likely availability and use of public transport is a very important element in determining planning policies designed to reduce the need for travel by car. To this end, national policy requires local planning authorities to explore the potential, and identify any proposals, for improving public transport by rail, including the re-opening of rail lines. Such routes could also provide walking and cycle routes as an interim measure prior to the introduction of rail services.
- 3.5.23** Whilst the Government recognises that road transport is likely to remain the principal mode for many freight movements, it considers that planning policies can help to promote more sustainable distribution, including where feasible, the movement of freight by rail and water. Accordingly, it also requires local planning authorities to identify and, where appropriate, protect sites and routes, both existing and potential, which could be critical in developing infrastructure for the movement of freight (such as freight interchange facilities allowing road to rail transfer).
- 3.5.24** A potential link between the privately-run North Norfolk Railway and the national network across Station Road in Sheringham is protected. Such a scheme could enable railway services to operate between the outskirts of Holt and Norwich and would provide for a longer platform and improved customer facilities at Sheringham Station. Although the scheme is not identified in the Norfolk Local Transport Plan 2006-11, it would provide tourism as well as transport benefits.
- 3.5.25** The current Norfolk Railfreight Strategy promotes the re-use of the former rail corridor linking Fakenham with the Mid-Norfolk Railway at County School in Breckland District and beyond for both rail-passenger and rail-freight transport use. The route of this corridor insofar as it relates to North Norfolk District is protected from prejudicial development. The Norfolk Railfreight Strategy identifies sites in Cromer, Fakenham, Great Ryburgh, Hoveton and North Walsham where it wishes land to be safeguarded for use as rail-freight terminals through planning policy; the sites at Fakenham and Great Ryburgh being dependent on the previously mentioned reinstatement of the railway line between Fakenham and County School. Only the site at North Walsham, presently operates as a freight terminal. The land at Hoveton has more recently been taken off the protected list due to poor road access to the site and lack of facilities. Therefore this land is not protected by planning policy.

#### Policy CT 7

### Safeguarding Land for Sustainable Transport Uses

Former railway trackbeds, and other railway land will be protected from development that would be prejudicial to the re-use of railway, or sustainable transport links and facilities in the following locations:

- Sheringham;
- Fakenham to the District Council boundary (to the south of Great Ryburgh); and
- sites currently in use as, or with potential for, rail freight terminal facilities in the following settlements:
  - Cromer
  - Fakenham
  - Great Ryburgh
  - North Walsham

# Implementation & Monitoring 4



## 4 Implementation & Monitoring

### 4 Implementation & Monitoring

This chapter outlines how the Core Strategy policies will be implemented in the context of infrastructure constraints and how the aims and objectives will be monitored.

#### 4.1 Infrastructure Constraints

**4.1.1** A key factor in the successful implementation of Core Strategy policies is the infrastructure required to bring forward development. There is widespread acknowledgement that past public under-investment has led to pressure on a range of public utilities across the country. In North Norfolk key infrastructure constraints include poor public transport, limited sewage treatment works capacity, energy supply, education and health provision. The issues raised by infrastructure providers have been taken into account in the development of the Core Strategy, however there remain outstanding issues that lead to a requirement to phase new development in order to ensure that it is not built / occupied until the infrastructure is available to support it.

##### Water Supply

**4.1.2** Anglian Water has a statutory obligation to meet the growth for North Norfolk and is working on a 25 year plan to improve water supply in Norfolk. With exception to a small area to the south east of the District which is served by the Broads, North Norfolk's water resources are entirely dependent on the North Norfolk Coast Cromer Ridge chalk aquifer. Currently bore hole levels are about 70% full which is adequate, however if the next few winters are very dry hosepipe bans may have to be introduced.

**4.1.3** To serve new development, developers make a formal request to Anglian Water for water supply to be provided to new properties and then pay the difference between the cost of the scheme and the income that Anglian Water expect to receive from water rates over a 12 year period. Anglian Water has indicated that the water supply networks have capacity available, and therefore no constraints are anticipated.

##### Foul Sewerage Networks

**4.1.4** Anglian Water has indicated that there is either limited, or no, spare capacity in the foul sewerage networks for all of the main settlements. Therefore this constraint will need to be overcome before development can proceed.

##### Sewage Treatment Works (STWs)

**4.1.5** While infrastructure associated with water supply and sewers can be provided and funded by developers, upgrades to Sewage Treatment Works (STWs) can only be provided by Anglian Water, and this work is dependent on their funding programme which works on five year cycles.

**4.1.6** Anglian Water has identified several settlements where there is either limited or no capacity at existing STWs. Whilst brownfield sites can be brought forward in these areas if the proposed flow rate is no greater than the current / previous flow rate, greenfield allocations will need to be phased so that development does not occur ahead of improvements to the STWs. Anglian Water's funding is fully committed up to 2010, and therefore 2011 is the earliest that any improvements can be made in the area. Development in particular locations will therefore need to be phased until the sewage treatment works are upgraded. Anglian Water has indicated

## Implementation & Monitoring 4

that the low levels of development in the Service Villages would not cause concern except for at Little Snoring and Corpusty where limited capacity means that development should be delayed until improvements are made.

- 4.1.7** Anglian Water has indicated the timescale at which they would be able to do the necessary upgrading works and these are an important constraint to development in the early years of the plan period. The improvement works are dependent on sufficient funding and Anglian Water's priority listing of works in the Anglian region. The suggested timescales are shown in Table 1 'Capacity restrictions' along with other infrastructure constraints.
- 4.1.8** Private Sewage Treatment Works (or package plants) are occasionally a solution to limited capacity, however the Environment Agency indicate that these are only really an option in small villages or remote areas that are not on mains sewerage and that it will not be acceptable for developments within seweraged areas to go to non-mains drainage. There could be concerns about the quality of discharges from private plants, and they are not likely to be acceptable within the Broads system catchment unless Anglian Water can cater for the development within the restrictions imposed by their current consent.
- 4.1.9** There could be severe consequences for nature conservation sites downstream of development if sufficient infrastructure is not in place, and there is particular concern about development proposed in areas that ultimately discharge their treated foul water into the Broads system<sup>69</sup>. Each sewage treatment work discharge has a legal consent from the Environment Agency which states the limit of each pollutant allowed to enter the river from the works. However, the EA also looks at 'river needs' and what quality a discharge should be so that water quality is not significantly affected. It must be ensured that the required standards can be achieved despite the levels of growth proposed. The STWs at Briston, Northrepps, Sculthorpe and Southrepps have been identified as those where if the quality of discharge was reduced this would still be within the legal consent, however it would affect the water quality within the river. Large scale development is not planned at these locations, however any proposals for development would need to demonstrate that any additional foul water flows to the STWs or package plants at these locations would not lead to any decreases in water quality.
- 4.1.10** The Water Framework Directive will also impose certain standards of water quality which may mean that improvements are needed to existing STWs even if no extra flows are received. Anglian Water will need to include these works in their funding programme as necessary. The 2007 'hidden infrastructure' report by the Environment Agency highlights the pressure on environmental infrastructure such as Sewage Treatment Works and Waste Water.

### Drainage

- 4.1.11** Some areas of North Norfolk suffer from poor drainage, however this is generally on a small scale. There is opportunity to address this through provision of Sustainable Drainage Systems (SUDS) in new development, however these are not appropriate in all geological conditions. The Strategic Flood Risk Assessment will provide details on drainage issues and broad geological conditions that can indicate likely SUDS requirements. Run off of surface water is a particular problem in relation to the soft cliffs along the North Norfolk coast which can add to coastal erosion problems and therefore development must demonstrate that changes in surface water drainage created by development does not exacerbate erosion.

### Energy Provision

- 4.1.12** Many areas of North Norfolk are without mains gas which leads to reliance on oil and electricity creating issues of fuel poverty in some parts of the district. This is despite Bacton Gas Terminal

<sup>i</sup> *Stalham, Hoveton, Fakenham, Catfield, Horning, Ludham, Southrepps, Aldborough, Briston, Roughton, Corpusty and Saxthorpe.*

## 4 Implementation & Monitoring

which imports a significant proportion of the UK's gas being located in the District. Existing and proposed off-shore wind farms in Norfolk will not necessarily feed directly into local energy supply. EDF Energy is the electricity supplier for North Norfolk and the area is fed from three distinct parts of the EDF distribution network which have particular issues as follows:

- The west of the district is supplied from a major grid substation at Hempton, near Fakenham, which is approaching maximum capacity. However there is sufficient capacity at the primary substation at Fakenham to meet predicted residential expansion in Fakenham and the immediate area. Any significant development of the former Sculthorpe Airbase will require the replacement of the transformers at the Coxford Primary Substation. Development in Wells-next-the-Sea will require works to the Primary Substation at Egmere.
- The central area of the District is supplied from a major grid substation near Cawston (in the Broadland District Council area). There are no issues regarding the capacity available, however works will be required to the Cromer Primary Substation before the existing capacity can be utilised to serve new development in Cromer.
- The eastern part of the District is supplied from the Cawston substation and another at Thorpe in Norwich. At times of peak load these circuits are operating very close to their maximum capacity and major reinforcement works would be required to these stations, and also to the Scarborough Hill switching station near North Walsham, to meet any significant growth in the area which includes the main settlements of Hoveton, North Walsham, Stalham, and Service Villages of Ludham, Catfield and Horning. This project would involve a multi-million pound investment and would take at least three to four years to implement. In addition, before any significant increase in electricity demand in North Walsham itself can be met further works at the North Walsham primary substation are also required. The electricity capacity which was released by the closure of HL Foods in North Walsham has recently been utilised by the expansion of other businesses in the town and is no longer available to be used at this site.

**4.1.13** The relatively low levels of growth proposed in the villages can be accommodated within existing capacity unless there is a significant cumulative effect. However capacity problems need to be addressed before growth can occur in Cromer, Stalham, Wells-next-the-Sea and particularly North Walsham. EDF Energy have indicated that the works required at Cromer and Wells-next-the-Sea would take about 12 to 18 months from instruction however the works required at North Walsham will take approximately three to four years. These are indicated in the constraints table shown on the following page. EDF Energy do not carry out the upgrades required until they are certain that development will occur, therefore in all events developers should contact EDF Energy directly at the earliest possible opportunity to determine the capacity available and the lead in time for any works required.

**4.1.14** While electricity demands from residential development are relatively easy to assess, this is not the case with employment areas as electricity demand can vary widely depending on the nature of the businesses which may choose to locate there. Therefore EDF cannot give assurance that there will be sufficient power available for employment areas without having specific details of the nature and size of the businesses and sufficient lead in time. Therefore businesses interested in occupying employment land should also contact EDF Energy directly at the earliest possible opportunity to determine the capacity available and the lead in time for any works required.

**4.1.15** In light of these constraints, and in light of Government targets for zero carbon development, on-site renewable sources of energy are encouraged for all developments, especially those in areas with substation capacity issues. See Policy EN 6 ' Sustainable Construction and Energy Efficiency '.

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### Health Services

- 4.1.16** Norfolk Primary Care Trust (PCT) has consulted upon proposals for revised service delivery. The PCT will need to strike a balance of service provision that reflects the local area, within available budgets, and responds to changing service needs, such as an increasingly elderly population.

### Education

- 4.1.17** Norfolk County Council is the local education authority and is currently reviewing education provision in the District, based on revised pupil forecasts. High Schools serving the area are in Aylsham, Cromer, Fakenham (including sixth form centre), Hoveton, North Walsham (including separate post 16 college), Reepham, Sheringham (including sixth form centre), Stalham and Wells-next-the-Sea. The number of primary school aged children in the area has been steadily declining and this fall in pupil numbers is now beginning to impact on local secondary schools. However, the decline in primary pupil numbers now appears to be stabilising. Norfolk County Council has indicated that the pupils emerging from the levels of housing proposed in the Service Villages could be accommodated within existing provision, however in some of the towns there may be problems with lack of capacity. Particular problems identified by Norfolk County Council are listed below and shown in the constraints table, however pupil number forecasts change over time and do not extend beyond 2012 - as such the combined impact of new housing and declining pupil numbers cannot be accurately quantified.
- 4.1.18 Cromer** : All three schools are located on the same campus and expansion would be extremely difficult as the site and playing fields fall below DfES recommended size standards. High school pupil numbers are predicted to steadily decline which could create additional surplus spaces, however the number of primary aged pupils is predicted to increase. Given the restricted nature of the sites there is a risk that the additional pupils emerging from new housing may not be able to be accommodated through an expansion of the existing schools and an additional site might need to be identified to ensure there is long term flexibility to deliver additional local school places if required.
- 4.1.19 Fakenham** : A housing allocation of 800 dwellings would generate sufficient pupils to support a new 210 space primary school and a site for this should be identified, however a review of school provision in Fakenham would be required in order to establish whether a new school is needed. High school pupil numbers are forecast to decline which may create spare capacity and small scale expansion at the High School should also be achievable.
- 4.1.20 Holt** : Holt is served by Sheringham High School and new development in Holt would lead to additional places being required at Sheringham High School. This is currently at capacity and operates from a restricted site and the playing fields already fall below DfES guidelines, meaning that there may be significant difficulties in accommodating additional pupils. High school pupil numbers are predicted to decline slightly which could create some additional capacity, however the combined effect of housing at Holt and Sheringham will place the High School under pressure and expansion of the school playing fields may be necessary. There is spare capacity at Holt Primary School and some limited capacity for further expansion in situ.
- 4.1.21 Hoveton** : Broadland District Council's housing allocations for the Wroxham / Salhouse / Coltishall area, which is within the Broadland High School catchment area, are not known so it is difficult to determine the impact of proposals, however pupil numbers in this area are declining and there is some scope for expansion of the existing sites, so it should be achievable to accommodate pupils generated from the proposed levels of housing.

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- 4.1.22 North Walsham** : The high school site is restricted and landlocked which would make future expansion in situ difficult, however there is some spare capacity at the high school and pupil numbers are forecast to decline. There is some scope to expand the primary school in situ to accommodate the additional pupils, however pupil numbers will need to be closely monitored and an additional school site identified to ensure additional school places can be delivered if required.
- 4.1.23 Sheringham** : Sheringham High School, Woodfields Special School and Sheringham Primary School share a site which is restricted and expansion in situ would be very difficult. Primary and High school numbers are predicted to decline slightly up to 2012 which could create additional capacity, however the combined effects of housing in Holt and Sheringham will place the high school under pressure. Declining pupil numbers may provide sufficient flexibility to meet this need, however the impact beyond 2012 is not known. Pupil numbers at the primary and high school will need to be closely monitored and if high numbers do emerge from new housing expansion of the school playing fields may be necessary.
- 4.1.24 Stalham** : It is anticipated that pupils from the housing proposed could be accommodated within existing provision, however limited expansion and adaptations could be required at the High School and Infants School.
- 4.1.25 Wells-next-the-Sea** : There is spare capacity at the High School and primary school and pupils generated from the housing proposed could be easily accommodated within existing school provision.

**Table 1 Capacity restrictions**

Settlement	Sewage Treatment Works	Energy supply	Education	Suggested phasing
Cromer	Limited capacity	Capacity available, however works required (1 year).	May be capacity problems. Site for new school to be identified	2011-2021
Fakenham	Limited capacity	Capacity	New primary school may be required.	Not before 2016
Holt	Capacity available	Capacity	Problems with High School capacity at Sheringham.	No restrictions
Hoveton	Limited capacity	Capacity	No restrictions	No restrictions
North Walsham	No spare capacity	No capacity, significant investment required over at least 3 to 4 years.	Site for primary school to be identified	Not before 2016
Sheringham	Limited capacity at Cromer STW which serves Sheringham	Capacity	Problems with High School and primary school capacity.	2011-2021
Stalham	No spare capacity	No capacity, significant	No restrictions	Not before 2016

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Settlement	Sewage Treatment Works	Energy supply	Education	Suggested phasing
		investment required over at least 3 to 4 years.		
Wells-next-the-Sea	Capacity available	Further work required to Primary Substation (1 year).	No restrictions	2008/09
Corpusty	No spare capacity	Capacity	No restrictions	2011-2021
Little Snoring	Scheduled for major expenditure in next couple of years	Capacity	No restrictions	2011
Other Service Villages	Capacity	Capacity	Capacity	No restrictions

### Highways and Transport

**4.1.26** Norfolk County Council is the Highways and Transport Authority for North Norfolk, with responsibility for preparation of the Local Transport Plan (LTP). This includes transport policies and a five year programme of transport improvements. The Second Local Transport Plan runs from 2006/7-2010/11. There are no major schemes identified in the LTP for North Norfolk. Owing to the rural nature of North Norfolk, the transport problems relate mainly to issues of poor public transport provision; speed of traffic, particularly on country lanes; and road safety issues for cyclists and pedestrians where there is no footway. The Norfolk Coast Transport Strategy aims to encourage more tourist trips by non-car modes and manage car parking provision at tourist honey-pot locations. The LTP also includes a programme of studies to consider transport strategies for market towns, but as yet no programme has been agreed for towns in North Norfolk.

**4.1.27** Owing to the rural nature of the district, congestion is not generally a significant reason for the refusal of planning permissions and there are no strategic highway capacity schemes required for development to take place. However, there are localised problems and additional development, such as the proposed urban extension in Fakenham will need close liaison with the Highway Authority to ensure that the development maximises opportunities to increase travel choice. A further concern of the Highway Authority is development in locations with poor public transport services and it is for this reason that the spatial strategy concentrates most development on the towns and larger villages which have a reasonable level of bus or rail services to other centres.

## 4.2 Phasing of Development

**4.2.1** As a result of the above, there is a need to phase residential development in order to ensure that the supporting infrastructure is available. However, if the situation alters there may be opportunity to bring development forward earlier than anticipated. Further, there may be instances where the developer is able to address deficiencies to overcome the problem. For example, if the issue is energy supply, and the developer can ensure that sufficient energy can be provided by alternative means, such as on site generation, then the development may be able to be brought forward earlier than currently proposed.

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- 4.2.2** The table below shows the approach taken to the phasing of new residential development. However, this does represent a "worst case" scenario, as in reality allocations may come forward earlier than shown if the infrastructure issues outlined above can be overcome. Employment development is subject to the same restrictions outlined in the sections above (apart from Education), however energy supply requirements are much harder to predict without knowing the precise details of business needs.
- 4.2.3** The table assumes that for the next four years dwelling completions will comprise mainly the development that already has planning permission (reduced by a 10% lapse rate). A fuller explanation of the housing completion numbers included in the table is available in the Housing Background Paper 2007.

**Table 2 Phasing of residential development**

	Estimated Housing completions - commitments, allocations and windfall by location		
	2007-2011 (existing commitment plus part of allocation in Holt, Wells-next-the-Sea and Service Villages)	2011-2016 (50% of annual windfall average and allocations)	2016-2021 (50% of annual windfall average and allocations)
<b>Cromer</b>	223	413	263
<b>Fakenham</b>	145	503	603
<b>Holt</b>	255	219	69
<b>Hoveton</b>	14	110	60
<b>North Walsham</b>	174	172	622
<b>Sheringham</b>	63	232	182
<b>Stalham</b>	86	33	233
<b>Wells-next-the-Sea</b>	159	76	26
<b>Service Villages and Countryside</b>	938	777	777
<b>District total</b>	<b>2,056</b>	<b>2,535</b>	<b>2,835</b>

### 4.3 Housing Trajectory - 5 Year Land Supply

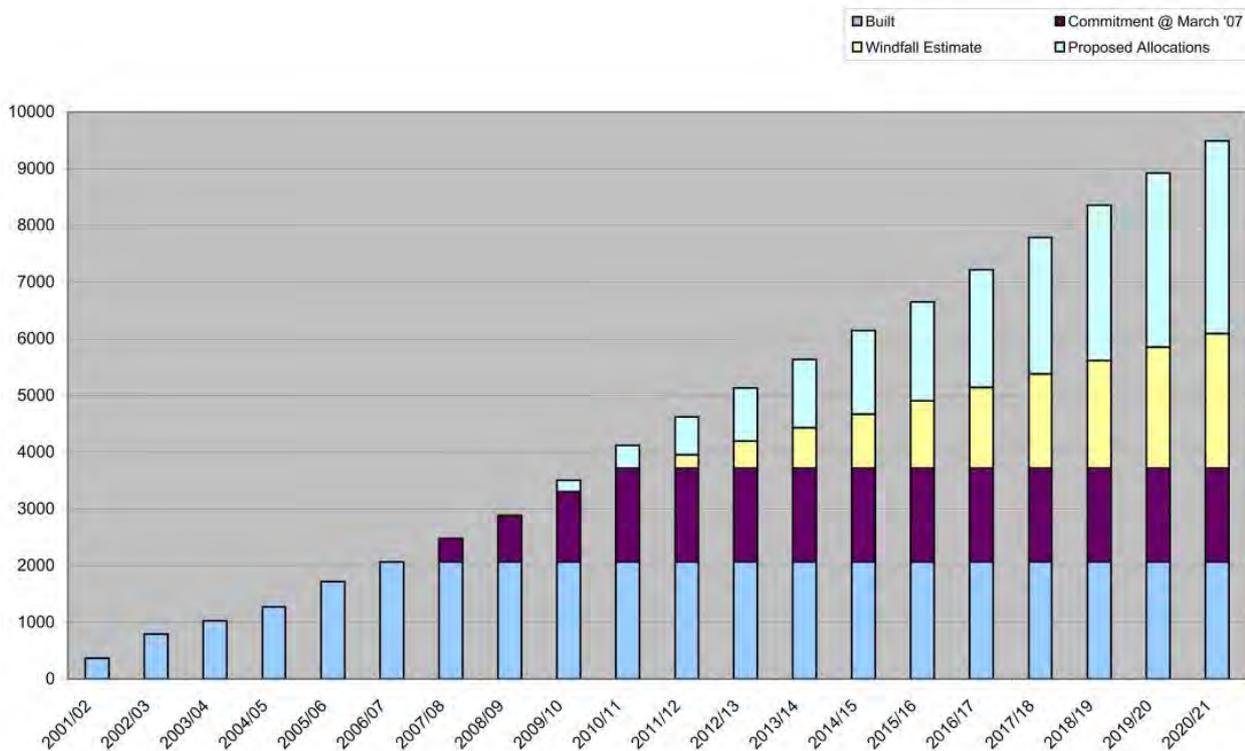
- 4.3.1** Housing provision, particularly affordable housing, is a key priority of this plan. In order to ensure that a minimum of 8,000 dwellings are built in the District by 2021 it is necessary to identify the varying sources of additional housing and devise policies and proposals which will facilitate its provision.
- 4.3.2** Under the North Norfolk Local Plan all new housing comprised of 'windfall' sites. These are sites that are not formally identified for release for housing but are in locations where housing would be permitted within defined settlement limits (developments in large gardens or redevelopment of vacant former industrial sites in towns are typical examples). This type of housing provided an average of 343 dwellings per year since 2001. Windfall development will continue to take place in future years, although under the Core Strategy the locations where

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it would be acceptable will be fewer. The average number of dwellings required each year, to enable 8,000 dwellings to be built will need to increase to approximately 430. The Council is required to publish a Housing Trajectory as part of the Annual Monitoring process. The trajectory below illustrates how various sources of housing supply will contribute to provision and when it is expected that development will occur. Annual review allows the Council to monitor progress and identify any need to intervene. The Trajectory below illustrates the position as of March 2007. Further details are available in the Housing Background Paper 2007.

**4.3.3** PPS3 requires that Local Authorities should ensure that at any point in time there are sufficient available, suitable and achievable housing sites for the next five years. Local Authorities should not rely on 'windfall' development to make up this five year land supply unless it is clear that such development is achievable. In North Norfolk a five year supply equates to approximately 2,000 dwellings. Windfall sites which have planning permission can comprise part of a five year supply. In March of 2007 there were 473 dwellings recorded as under construction in the District and the Council had granted planning permission for a further 1,193. Allowing for a 10% lapse rate in permissions, these 'commitments' represent a 3.8 year supply of dwellings, not accounting for additional completions that will take place in the next five years. It is anticipated that residential land allocations will be made in 2009 when the Site Specific Proposal Document is programmed for adoption. On the basis of the projection in Table 4.2. the five year supply between April 2007 and March 2012 is 2,486 dwellings.

**Figure 8 Housing Trajectory 2001 - 2021**



## 4.4 Implementation

**4.4.1** Table 3 'Implementation Plan' shows how particular policies will be implemented and which agencies will contribute towards this. In many cases the detailed implementation of the policies

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will be via allocations in the Site Specific Proposals DPD. In other instances Supplementary Planning Documents will provide more detailed implementation of the policies, for example an SPD on planning obligations. However in many other cases the delivery depends on integrated working with other agencies and partnerships. The Council is actively involved in many key delivery partnerships such as the North Norfolk Community Partnership and the Norfolk Local Area Agreement which bring together service providers to work in a co-ordinated way. The value placed on joint working with these agencies is also shown by the inclusion of joint indicators and targets in Table 4 'Monitoring of Core Aims'.

- 4.4.2** A key factor to the delivery of the Core Strategy policies is the provision of vital infrastructure required for new development. Infrastructure providers have indicated a range of constraints in North Norfolk (detailed in the previous section) and development has been phased in accordance with the likely funding and programme of works anticipated at this time. If infrastructure is able to be provided ahead of anticipated timescales, or alternative supply such as renewable energy can be provided, then development may be able to be provided earlier than shown in the housing trajectory.
- 4.4.3** The policy on Developer Contributions is key to infrastructure provision. However, in some cases utility providers need to complete a programme of facility upgrading before development can take place. At present the planning obligations protocol administered by Norfolk County Council applies a set formula for contributions to social infrastructure on residential development of over 20 dwellings. This provides for funding for education, library, fire hydrants and social service provision. Transport infrastructure improvements are negotiated individually, based on the transport impacts of the development. The County Council is considering amendments to this approach, to lower the threshold so that a wider proportion of development contributes to infrastructure provision. The Government is also considering the introduction of a community infrastructure levy which would require the uplift of value in land on obtaining planning permission to be used for community benefits. At present the details of how such a scheme might work in practice are unclear. However, the Core Strategy acknowledges that the way planning obligations, community benefits and infrastructure improvements are provided is likely to change during the lifetime of the plan. These changes will be reflected in updates to the SPD on Planning Obligations, which will include affordable housing contributions. This may have an impact in relation to the timing of large scale infrastructure upgrading programmes.

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Table 3 Implementation Plan

DC Policy	Implementation Mechanism	Responsible Agencies
<b>Spatial Strategy</b>		
	<ul style="list-style-type: none"> <li>• SSP; development allocations</li> <li>• Provision of adequate infrastructure to meet new demands</li> <li>• Provision of new commercial and residential development</li> </ul>	NNDC, North Norfolk Community Partnership, Norfolk Primary Care Trust, Norfolk County Council, Utility and Infrastructure agencies, private developers, Local Area Partnerships
<b>Housing Strategy</b>		
	<ul style="list-style-type: none"> <li>• SSP; housing allocations</li> <li>• NNDC Housing Strategy</li> <li>• NNDC Empty Homes Strategy</li> <li>• County Council strategies for older people and disabled people</li> <li>• Disabled facilities grants</li> <li>• Local Area Agreement; outcome 3.9 improved housing provision</li> <li>• NNDC Corporate Plan housing targets</li> <li>• Private sector renewal grants</li> <li>• Government funding for Gypsy &amp; Traveller provision</li> </ul>	NNDC, private sector, Registered Social Landlords, Housing Corporation, Norfolk County Council, Norfolk Strategic Partnership
Housing Mix and type	<ul style="list-style-type: none"> <li>• SSP housing allocations and windfall development</li> </ul>	Private developers
Provision of affordable housing	<ul style="list-style-type: none"> <li>• SSP housing allocations and windfall development</li> <li>• Planning obligations SPD</li> <li>• NNDC Corporate Plan housing targets</li> <li>• Local Area Agreement; outcome 3.9 improved housing provision</li> </ul>	Private developers, Registered Social Landlords and NNDC negotiations. Norfolk Strategic Partnership
Affordable Housing in the Countryside	<ul style="list-style-type: none"> <li>• Strategic Housing Market Assessment, housing waiting lists and local housing needs surveys</li> <li>• Local Area Agreement; outcome 3.9 improved housing provision</li> <li>• Exception sites</li> </ul>	Registered Social Landlords, NNDC, Norfolk Strategic Partnership
Sites for Gypsies, Travellers and travelling show people	<ul style="list-style-type: none"> <li>• Bid for Government funding for provision of sites</li> <li>• NNDC planning application for short stay sites</li> <li>• SSP allocation</li> </ul>	Government, NNDC, Norfolk County Council

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DC Policy	Implementation Mechanism	Responsible Agencies
Agricultural, forestry and essential worker dwellings in the Countryside	<ul style="list-style-type: none"> <li>Demonstrated essential need for the accommodation</li> </ul>	Private developers
Making the most efficient use of land (housing density)	<ul style="list-style-type: none"> <li>SSP housing allocations and windfall development</li> </ul>	Private developers
House extensions and replacement dwellings in the Countryside	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	Private developers
Re-use and adaptation of buildings in the Countryside	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	Private developers
<b>Environment Strategy</b>		
	<ul style="list-style-type: none"> <li>Ecological Networks map and projects</li> <li>Environment Agency Habitat Recreation Programme</li> <li>Environmental Stewardship Schemes</li> <li>Designation of County Wildlife Sites and Local Nature Reserves</li> <li>Progress towards BAP targets</li> <li>Local Area Agreement; indicator 3.83 and 3.84 Ecological networks</li> <li>Coastal Management Plans</li> <li>Management of protected areas</li> <li>Countryside &amp; parks initiatives</li> <li>DC policies</li> <li>Development control decisions</li> </ul>	NNDC, Environment Agency, Norfolk Wildlife Trust, Norfolk Biodiversity Partnership (and their action groups), Norfolk Geological Partnership, Norfolk Geological Society, other organisations, private developers, Defra, farmers and landowners, Norfolk Strategic Partnership
Norfolk Coast Area of Outstanding Natural Beauty and The Broads	<ul style="list-style-type: none"> <li>Development control decisions</li> <li>Initiatives for improvement</li> </ul>	NNDC, Norfolk Coast Partnership, The Broads Authority, Natural England, Private developers
Protection and enhancement of landscape and settlement character	<ul style="list-style-type: none"> <li>Landscape Character Assessment</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Undeveloped Coast	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers
Design	<ul style="list-style-type: none"> <li>North Norfolk Design Guide</li> <li>Design and Access Statements</li> <li>Local Area Agreement block 3: Safer and stronger communities</li> <li>Development control decisions</li> </ul>	NNDC, North Norfolk Safer Communities Partnership, North Norfolk Community Partnership, Norfolk County Strategic Partnership, Norfolk Constabulary, Norfolk Fire Service

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DC Policy	Implementation Mechanism	Responsible Agencies
Public Realm	<ul style="list-style-type: none"> <li>• Joint working with businesses and organisations</li> <li>• Local Area Agreement block 3: To reduce crime and fear of crime</li> <li>• Development control decisions</li> </ul>	NNDC, local businesses, Town Councils, Local Area Partnerships, North Norfolk Community Partnership, Norfolk Strategic Partnership
Sustainable construction and energy efficiency	<ul style="list-style-type: none"> <li>• Code for Sustainable Homes assessment</li> <li>• Energy Consumption Statements and Climate Change Checklists</li> <li>• North Norfolk Design Guide</li> <li>• Assessment of individual applications.</li> <li>• Requirements in the SSP</li> <li>• Energy efficiency grants</li> <li>• Building Regulations</li> </ul>	NNDC, North Norfolk Environment Forum, Code for Sustainable Homes assessors, advice from Renewables East
Renewable energy	<ul style="list-style-type: none"> <li>• Development control decisions</li> <li>• Provision within allocated commercial and residential sites</li> <li>• Government / EEDA grants</li> </ul>	NNDC, North Norfolk Environment Forum, renewable energy developers, advice from Renewables East, EEDA Private developers
Protecting and enhancing the historic environment	<ul style="list-style-type: none"> <li>• Conservation Area appraisals and management plans</li> <li>• North Norfolk Design Guide</li> <li>• Local listing</li> <li>• Conservation Area powers such as Urgent Works &amp; Repairs Notices</li> <li>• Village Design Statements</li> <li>• Development control decisions</li> </ul>	NNDC, Norfolk Landscape Archaeology, local amenity groups, English Heritage
Biodiversity and geology	<ul style="list-style-type: none"> <li>• Ecological networks map and proposals</li> <li>• Protected species surveys</li> <li>• Environment Assessment</li> <li>• Local Area Agreement; indicator 3.83 and 3.84 Ecological networks</li> <li>• Inclusion of landscaping , geodiversity and biodiversity features in new development</li> <li>• Development control decisions</li> </ul>	NNDC, Norfolk Wildlife Trust, Norfolk Biodiversity Partnership, Norfolk Strategic Partnership
Flood Risk	<ul style="list-style-type: none"> <li>• Strategic and site specific flood risk assessments</li> <li>• Flood defences</li> <li>• Development control decisions</li> </ul>	NNDC, Environment Agency, private developers, Anglian Water
Coastal Erosion	<ul style="list-style-type: none"> <li>• Coastal Management Plans</li> </ul>	NNDC, Environment Agency, Defra

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DC Policy	Implementation Mechanism	Responsible Agencies
	<ul style="list-style-type: none"> <li>Shoreline Management Plan</li> <li>Development control decisions</li> </ul>	
Replacement for development that is affected by coastal erosion risk	<ul style="list-style-type: none"> <li>Allocation of land in SSP</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Pollution and hazard prevention and minimisation	<ul style="list-style-type: none"> <li>Pollution control legislation</li> <li>Air and water quality assessments</li> <li>Remediation of contaminated land</li> <li>Development control decisions</li> </ul>	NNDC, HSE, Environment Agency, private developers
<b>Economic Strategy</b>		
	<ul style="list-style-type: none"> <li>SSP development allocations</li> <li>Proposals Map designations</li> <li>Provision of infrastructure on employment land</li> <li>North Norfolk Economic Strategy</li> <li>Corporate Plan targets for employment advice and training</li> <li>DC policies</li> <li>Development control decisions</li> </ul>	NNDC, Rural Business Advice Service, North Norfolk Business Forum, North Norfolk Skills Partnership, EEDA
Employment land designations	<ul style="list-style-type: none"> <li>Proposals Map designations</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Farm diversification	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers, the farming industry, Rural Business Advice Service, Rural Community Council, EEDA
The re-use of buildings in the Countryside	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers, the farming industry, Rural Business Advice Service, Rural Community Council
Extensions to existing businesses	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers, Bacton gas terminal, HSE
Redundant defence establishments	<ul style="list-style-type: none"> <li>NNDC Position Statements / Planning Briefs</li> <li>Development control decisions</li> </ul>	NNDC, private developers, Defence Estates
Location of retail and commercial leisure development	<ul style="list-style-type: none"> <li>Application of the sequential test</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Town centre car parks	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers
Primary shopping frontages	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers

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DC Policy	Implementation Mechanism	Responsible Agencies
The location of new tourism development	<ul style="list-style-type: none"> <li>Use of the 'Tourism asset zones' map</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Retaining and adequate supply and mix of tourist accommodation	<ul style="list-style-type: none"> <li>Use of the Tourism study audit of accommodation.</li> <li>NN Economic Strategy</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Holiday and Seasonal occupancy conditions	<ul style="list-style-type: none"> <li>Application of conditions to planning permission, and monitoring of conditions</li> </ul>	NNDC, private developers
Static and touring caravan and camping sites	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers
<b>Access &amp; Infrastructure Strategy</b>		
	<ul style="list-style-type: none"> <li>Open space standards</li> <li>Local Transport Plan</li> <li>Planning obligations</li> <li>Consultation with utility and service providers</li> <li>Planning briefs for major allocations</li> </ul>	NNDC, private developers, utility providers, service providers, transport providers, Norfolk County Council
Open space designations	<ul style="list-style-type: none"> <li>Proposals Map</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Developer contributions	<ul style="list-style-type: none"> <li>SPD on planning obligations</li> <li>Planning obligations protocol</li> <li>Development control decisions</li> </ul>	NNDC, private developers, Norfolk County Council
Provision and retention of local facilities and services	<ul style="list-style-type: none"> <li>Assessment of viability</li> <li>Proposals map</li> <li>Development control decisions</li> </ul>	NNDC, private developers, Norfolk PCT, service providers
Telecommunications	<ul style="list-style-type: none"> <li>Development control decisions</li> </ul>	NNDC, private developers
The transport impact of new development	<ul style="list-style-type: none"> <li>Development control decisions</li> <li>Transport assessments and Travel plans</li> <li>Local Transport Plan</li> </ul>	NNDC, private developers, Norfolk County Council, transport providers
Parking provision	<ul style="list-style-type: none"> <li>Car parking standards</li> <li>Local Transport Plan</li> <li>Development control decisions</li> </ul>	NNDC, private developers
Safeguarding land for sustainable transport uses	<ul style="list-style-type: none"> <li>Local Transport plan</li> <li>Development control decisions</li> </ul>	NNDC, private developers, Norfolk County Council, transport providers

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### Risks

- 4.4.4** There are a number of risks to delivery of the Core Strategy aims, objectives and policies, not least because delivery of most new development is dependent on market conditions. In North Norfolk, the Strategic Housing Market Assessment indicates that demand for housing is high and is likely to continue to be so, so that it can be expected that the housing requirement will be delivered. However, delivery of affordable housing will be dependent on public funding as well as on the willingness of developers to adopt the affordable housing targets set out in the plan. Further, delivery of sustainable construction objectives will depend on the willingness of developers to embrace energy efficiency technologies. More significantly, objectives regarding employment growth will depend on economic conditions and the relative attractiveness of North Norfolk as a place for business investment.
- 4.4.5** One of the most significant risks is that the necessary infrastructure to enable housing development is not provided. Infrastructure providers have provided information based on best possible knowledge, and the proposed development has been phased accordingly, however future provision will inevitably rely on funding for such works. In some cases this needs to be looked at in a regional context where infrastructure providers have competing demands for funding and works from other locations in the region, including the growth points of Norwich and Thetford.

### Flexibility and Contingency

- 4.4.6** One of the tests of soundness of a development plan document is that of flexibility. In providing flexibility there needs to be a balance between providing certainty for the local community and for the development industry and allowing for changes in circumstances so that policies do not become quickly out of date. A number of policies in the Core Strategy are criteria based, thus allowing for variations for individual circumstances within an overarching policy approach. Some policies also make reference to viability tests, which also allow for flexibility. All planning applications are subject to negotiation, for example in relation to planning obligations, to meet the the specific needs of each development.
- 4.4.7** In relation to housing provision, the housing policy provides for a housing allocation range in each of the selected settlements, so as to ensure that there is an element of choice when identifying allocations in the Site Specific Proposals document. The range of settlements where development is acceptable also aims to provide choice and flexibility in the context of a sustainable settlement hierarchy. The employment land policy also creates flexibility and choice in the range of potential sites for employment development.
- 4.4.8** The policies will be monitored via the Annual Monitoring Report (AMR) which will gather information on each of the indicators shown in the table below. The information in the AMR will show whether targets are being met. Where targets are not met over a sustained period this will trigger a review of either the Core Strategy policies, the Site Specific proposals document or indicate that a Supplementary Planning Document may need to be prepared to give extra guidance on the implementation of a particular policy. In particular, based on the principle of "Plan, Monitor, Manage", if the AMR indicates that the housing requirement is not being met, a review of housing policies will be undertaken.

### Delivering housing beyond 2021

- 4.4.9** The Housing Trajectory shown previously shows permissions up to 2021. PPS3 requires local planning authorities to plan for continuous delivery of housing for at least 15 years from the date of adoption i.e. to 2023. The East of England Plan states that LDDs should assume the

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continuation of planned annual average rates from 2006-2021 beyond 2021 and where it is not possible to identify specific developable sites, it will be sufficient to indicate broad areas for growth after 2021. The housing trajectory shows that based on estimated windfall assumptions and proposed allocations 9,490 dwelling will be completed, (i.e. an additional 3.7 years of provision). In relation to allocations, the urban extension at Fakenham has the potential for additional development beyond 2021, and further greenfield allocations may be acceptable in other Principal or Secondary Settlements. However, it would be wrong to identify further development sites at this stage, without an understanding of the future needs and constraints across the District.

### 4.5 Monitoring

- 4.5.1** The monitoring and review of the effectiveness of local development documents (LDDs) are key aspects of the new planning system, and should be undertaken on a continuous basis. By identifying appropriate indicators and targets, the effectiveness of policies and implementation measures can be monitored. The results of such monitoring will then identify which policies and implementation measures are succeeding, and which need revising or replacing because they are not achieving the intended effect.
- 4.5.2** Chapter 2.2 'Core Aims & Objectives' shows how the Core Strategy aims and objectives will be delivered through the Strategic and Development Control Policies. The table below sets indicators and targets for each aim and objective in order to measure if they are being achieved. In many cases the Core Strategy policies have identified targets which should be achieved, such as a % of affordable housing. These will be monitored on an annual basis via the Annual Monitoring Report (AMR) which is submitted to Government in December each year. The AMR includes comprehensive information on housing completions and contains a housing trajectory to demonstrate past and likely future performance in housing provision.
- 4.5.3** The indicators seek to provide a consistent basis for monitoring the performance of the Core Strategy policies against the aims and objectives, and where possible repeat national, regional and local indicators and targets identified by the Government, EERA, the North Norfolk Corporate Plan, Local Area Agreements (LAAs) or Sustainability Appraisal (SA).

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Table 4 Monitoring of Core Aims

Objectives	CS Policy	Indicator	Target	Indicator source
<b>To address the housing needs of the whole community</b>				
To provide a variety of housing types in order to meet the needs of a range of households of different sizes, ages and incomes and contribute to a balanced housing market	SS3, H01, H02, H03, HO9	Number of empty homes brought back into use	25 per year	NNDC Corporate Plan target
		Number of houses built over the plan period	at least 8,000 420 per year	CS and East of England Plan. National Core Indicator
		Number of affordable housing units completed	90 per year	National Core Indicator NNDC Corporate Plan Target
		Amount of affordable housing comprising social rented accommodation	80%	CS
		Number of applications for 10 or more dwellings not securing at least 45% affordable housing in towns and at least 50% on schemes of 2 or more dwellings in Service Villages.	0	CS
		Number of people on Housing Needs Waiting List	Minimise	CS, Housing

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Objectives	CS Policy	Indicator	Target	Indicator source
		Number of households re-housed from the housing register	350 per year	NNDC Corporate plan target
		% additional dwellings completed containing 2 or less bedrooms.	at least 40% of completions on schemes of 5 or more dwellings during 2009-2021	CS
		Number of homes meeting the Decent Homes Standards	See LAA targets	LAA
To meet the needs of specific people including the elderly, disabled and the Gypsy and Traveller community.	SS3, H01, H04, H05, H06	Amount of provision for Gypsies and Travellers	To provide a short-stay site for gypsies and travellers in both the Cromer/ Sheringham and Fakenham areas.	CS
		Number of older people (aged 65+) supported in residential care (Norfolk wide)	3,742 by March 2007	LAA
		% of additional dwellings on schemes of 5 or more meeting Lifetime Homes standards or equivalent	20%	CS
<b>To provide for sustainable development and to mitigate and adapt to climate change</b>				
To concentrate development in the settlements that have the greatest potential to become more self-contained and to strengthen their roles as centres for employment, retailing and services	SS1, SS3, SS4, SS5, SS7-14, H07, H09, EC5, EC7, CT3	% of additional dwellings provided in the Principal and Secondary Settlements	at least 65% of annual completions during 2009-2021	CS
		Amount of non-affordable new build dwellings permitted in the Countryside (except for relocation of those at risk from coastal erosion)	0	CS

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Objectives	CS Policy	Indicator	Target	Indicator source
		Amount of dwellings granted permission contrary to the Spatial strategy	0	CS
		Amount of completed retail, office and leisure development in town centres	Maximise %	National Core Indicator
In the rural area: To retain and reinforce the role of selected villages that act as local centres for the surrounding areas.	SS1, SS2, SS3, H02, H08, HO9, CT3	Level of services in the selected villages	Maintain or improve upon level as surveyed in March 2006	CS
To provide for housing in selected villages and to provide for affordable housing in other locations; and	SS1, SS2, SS3, H02, H03, HO9	Number of exceptions schemes granted	Maximise	CS
To promote economic activity which maintains and enhances the character and viability of the rural area	SS1, SS2, SS5, EN1, EC2-5, EC9, EC8 CT3	Amount of floorspace developed for employment for B1a, B1b, B1c, B2 and B8 uses in the Countryside	No fixed target	CS
To mitigate and adapt to the effects of climate change and minimise demand for resources by:  promoting sustainable design and construction in all new development	SS4, EN4, EN6, EN7	Number of applications for proposals over 1,000sqm or 10 dwellings not securing 10% of their energy requirements through renewable energy, rising to 20% by 2013.	0	CS
		Code for Sustainable Homes ratings	All new dwellings to achieve at least 2 star.	CS

## Implementation &amp; Monitoring 4

Objectives	CS Policy	Indicator	Target	Indicator source
			All new dwellings to achieve at least 3 star by 2010 and by 2013 new dwellings will achieve at least 4 star	
		Number of carbon neutral homes built	maximise	CS
		Amount of domestic waste recycled	Increased to 50% by 2009	NNDC Corporate Plan target
Ensuring new development is designed and located so as to be resilient to future climate change	SS1, SS4, EN4, EN6, EN10, EN11, EC13	Permissions granted in areas at risk of flooding or coastal erosion contrary to Environment Agency or coastal protection advice	0	National Core Indicator / CS
Encouraging renewable energy production; and	SS2, SS4, EN6, EN7	Renewable energy capacity installed by type (MW).	Maximise	National Core Indicator
		The % of energy usage provided by renewable sources on proposals for over 100 dwellings	at least 30% by 2030	CS
Ensuring new development encourages use of a choice of sustainable travel modes	SS1, SS2, SS4, SS6, EC8, CT3, CT5, CT6	Number of additional dwellings completed in locations within 30 min PT time of GP, hospital, primary school, secondary school, areas of employment and a major major retail centre	Maximise %	National Core Indicator
<b>Protect the built and natural environment and local distinctive identity of North Norfolk and enable people's enjoyment of this resource</b>				
		Number of countryside events at Council-managed outdoor facilities	30 per year	NNDC Corporate Plan
To provide for the most efficient use of land without detriment to local character and distinctiveness.	SS3, SS4, H07, EN2, EN4, EC3, EC5,	% of additional dwellings completed in the towns at a net density of at least 40 dwellings per hectare (dph) and of at least 30 dph in the Service Villages and Hoveton	100%	CS and PPS3 and National Core Indicator

## 4 Implementation & Monitoring

Objectives	CS Policy	Indicator	Target	Indicator source
		% of new and converted dwellings on previously developed land	at least 60% of annual completions during 2006-2021	CS and East of England Plan and National Core Indicator
		Amount of floorspace by employment type on previously developed land	no fixed target	National Core Indicator
		Amount of completed non-residential development complying with CS car parking standards.	100%	CS and National Core Indicator
To ensure high quality design that reflects local distinctiveness.	SS4, SS7-10, SS12, SS14, H08, EN2, EN4, EN8	Number of appeals allowed following refusal on design grounds.	0	CS
To protect and enhance the built environment.	SS2, SS4, EN2, EN4, EN5, EN8, CT4	Number of Listed Buildings and Scheduled Ancient Monuments on the "at risk" register.	Decrease the number at risk	CS
		Number of buildings on a local list	No fixed target	CS
		Amount of Conservation Areas covered by CA appraisals and management plans	25% by 2009	NNDC Corporate Plan
To protect, restore and enhance North Norfolk's landscape, geodiversity, biodiversity and improve ecological connectivity	SS4, SS8, EN1, EN2, EN4, EN9, EC10, CT1, CT4	Change in areas and populations of biodiversity importance including: change in priority habitats and species by type and change in areas designated for their environmental value change in areas designated for their geology	Maximise beneficial change	National Core Indicator

## Implementation &amp; Monitoring 4

Objectives	CS Policy	Indicator	Target	Indicator source
		% of SSSIs in 'favourable' or 'unfavourable recovering' condition	95% by 2010 100% by 2021	CS
		Type of development permitted granted in the Undeveloped Coast	minimise those not requiring a coastal locations	CS
To improve river water quality and minimise air, land and water pollution	SS4, SS8, SS9, SS12, EN13	Concentrations of selected air pollutants (ug/m3) a. annual average concentration of nitrogen dioxide b. annual average particulate matter levels	a. 12.3 by 2010 b. 16.7 by 2010	SA
		Number of Air Quality management Areas	0	CS, SA
		% main rivers and watercourses rated 'Very Good' to 'Fair': <ul style="list-style-type: none"> <li>• Biologically; and</li> <li>• Chemically</li> <li>• % with 'very low' to 'moderate' levels of:</li> <li>• Nitrates; and</li> <li>• Phosphates</li> </ul>	Improvement over time	SA
<b>Mitigate and adapt to impacts of coastal erosion and flooding</b>				
To restrict new development in areas where it would expose people and property to the risks of coastal erosion and flooding	SS1, SS4, EN10, EN11, EC11	Number of planning permissions granted contrary to the Environment Agency recommendation.	0	National Core Indicator
		Number of permissions incorporating SUDS schemes	Maximise	CS

## 4 Implementation & Monitoring

Objectives	CS Policy	Indicator	Target	Indicator source
Enable adaptation to future changes	SS1, SS2, SS4, EN3, EN6, EN11-12, EC11	No. of dwellings permitted in the 100 year coastal erosion zone	0	CS
To establish a sustainable shoreline management policy which takes account of the consequences of the changing coast on the environment, communities, the economy and infrastructure.	SS1, SS2, SS4, EN3, EN11, EN12, EC11	Number of permission for relocation of property that is at risk from coastal erosion	No fixed target	CS
<b>To develop a strong, high value economy to provide better job, career and training opportunities</b>				
To ensure there is a range of sites and premises available for employment development and encourage the growth of key sectors	SS2, SS5, SS7-14, EC1-5, CT4	Amount of floorspace developed for employment for B1a, B2b, B1c, B2 and B8 uses.	Increase	National Core Indicator
		% change in VAT-registered businesses.	Maximise a % increase (Norfolk wide target of net increase of 250 per annum in 2008/09)	CS LAA
		Employment land available by type	No fixed target	National Core Indicator
		Number of Enterprise Hubs developed in Norfolk	1 per year Norfolk wide (feasibility study underway for one in North Walsham)	LAA
		Net number of new jobs created.	4,000 net job growth 2001-2021	East of England Plan, CS

## Implementation &amp; Monitoring 4

Objectives	CS Policy	Indicator	Target	Indicator source
		Earnings: a. mean per hour b. gross weekly pay for full time employees	Increase in line with regional averages	CS
To improve education and training opportunities building on existing initiatives and institutions	SS5, SS10	Number of businesses or individuals receiving advice, guidance and /or training each year	300	NNDC Corporate Plan
		Number of people improving their employment or skills from participating in training	100	NNDC Corporate Plan
		Number of completed new or improved educational or training facilities	Maximise	CS
		% of 15 year old pupils in schools maintained by the local education authority achieving 5 or more GCSEs at grades A to C (Norfolk wide)	58% by Summer 2007	LAA
		% of 16 year olds staying on in learning (Norfolk wide)	85.47% by March 2009	LAA
To maximise the economic, environmental and social benefits of tourism and encourage all year round tourist attractions and activities	SS2, SS5, EN1-3, EN5, EN7, EC2-3, EC7 - 10	Number of new tourism-related permissions with no significant adverse effects on the environment.	Maximise	CS
		number of applications for change of use from tourist accommodation	Minimise, unless comply with criteria	CS
		% of new tourism related permissions occurring within the Principal and Secondary Settlements and re-use of existing buildings	Maximise	CS

## 4 Implementation & Monitoring

Objectives	CS Policy	Indicator	Target	Indicator source
		Number of blue flags at resort beaches	at least 4	NNDC Corporate Plan
		Number of on-line bookings for accommodation via the Bookability facility	Increase to at least 500 per annum by 2009	NNDC Corporate Plan
		Number of people using Tourist information Centres	Increase to 350,000 per annum	NNDC Corporate Plan
To improve the commercial health of town centres and enhance their vitality and viability to be consistent with character	SS1, SS5, SS7-14, EN5, EC5 - 8, CT3	Amount of completed retail, office and leisure development in town centres	Maximise %	National Core Indicator
		Number of car parking spaces in towns	No fixed target	CS
		Retail occupancy figures		
		% of non-retail uses in primary shopping frontages	no more than 30%	CS
<b>To improve access for all to jobs and services, leisure and cultural activities</b>				
Protect and improve existing infrastructure, services and facilities	SS2, SS7, EC8, CT2, CT3	Number of important facilities lost per annum.	Minimise	CS
		Number of completed new or improved community facilities or transport facilities	Maximise	CS
Improve access to key services by public transport and facilitate increased walking and cycling	SS1, SS3, SS5-14, CT3-6	Number of additional dwellings completed in locations within 30 min PT time of GP, hospital, primary school, secondary school, areas of employment and a major retail centre	Maximise %	National Core Indicator

## Implementation &amp; Monitoring 4

Objectives	CS Policy	Indicator	Target	Indicator source
		% of rural households (in parishes with >3000 population) within 13 minutes walk of an hourly or better bus service	35.5% by 31 March 2007 (Norfolk wide target)	LAA
		% commuter travel by sustainable modes	Maximise	CS, SA
		Number of improvements to walking and cycling routes	Maximise	CS
		Number of visits to museums, theatres and sport and leisure facilities	Increase visits to museums to 170 per 1,000 population and other visits by 5%	NNDC Corporate Plan
Ensure adequate provision to meet the open space and recreation needs of existing and proposed residential development	SS2, SS4, SS6-8, EN4, CT1, CT2	Number of new play and leisure facilities for young people provided by the Council	7	NNDC Corporate Plan
		Number of proposals for non-recreational uses on Open Land Areas or Formal Recreation Areas or other open space.	0, unless alternative provision made	CS
		% of eligible open spaces managed to Green Flag Standard (by ha).	60% by 2021	Core Indicator

## 4 Implementation & Monitoring

# Open Space Standards A



# A Open Space Standards

## Appendix A: Open Space Standards

- A.1** A series of local open space standards based on the assessment of open space needs in North Norfolk <sup>(i)</sup> are shown below. The assessment considered the supply, quality and value of all types of open space provision and levels of demand for playing pitch and allotment provision. The standards will be used to ensure adequate levels of provision for each type of open space based on existing and future needs, by protecting existing open space where appropriate and identifying those areas where additional open space is required.
- A.2** Development sites in areas that do not meet the quality, quantity or accessibility standards for open space will be required to make appropriate provision. The SPD on developer contributions will provide further detail on this. Any new provision should have regard to the regional policy requirement to provide networks of accessible greenspace and look beyond the immediate site boundaries to the surrounding area and assess the potential to create links and networks.

**Table 5 Open Space Standards**

Open Space Type	Quantity Standard	Area required <sup>(ii)</sup>	Accessibility Standard	Quality Standard
<b>Public Parks</b> (Includes Country parks, district parks, neighbourhood parks and small local parks)	20.34 ha per 1,000 population including: 19 ha Country Park provision 1.34 ha other public park provision	n/a	All residents within the seven main towns and Hoveton should have access to an area of public park within 400m of home.  People living outside the main towns and Hoveton should have access to an area of park within 800m of home.	Proposals for new housing development should be accompanied by proposals to improve open space provision reflecting local circumstances as set out in the Open Space Study.  Open spaces identified within the Open Space Study for improvement should be prioritised.  Public parks within the District should meet the Green Flag 'good' quality standard.
<b>Children's Play</b>	0.8 ha per 1,000 population  (including a variety of types)	not specified	All residents within the seven main towns and Hoveton should have access to an area of formal and informal play provision for children and teenagers within 400m of home.  People living outside the main towns and Hoveton should have	Detailed design standards will be developed giving further details on provision to ensure these are safe, accessible and fit for purpose.

i See the Open Space and Recreation Study, Atkins, 2006

ii To meet District wide needs up to 2016

## Open Space Standards A

Open Space Type	Quantity Standard	Area required <sup>(ii)</sup>	Accessibility Standard	Quality Standard
			access to an area of formal and informal play provision for children and teenagers within 800m of home.	
<b>Playing Pitches</b>	1.90 ha of pitch space per 1,000 population	90.24 ha	All residents within the District should have access to a playing pitch within 1200 metres of home	Outdoor pitch sports facilities within the District should be of adequate quality and provide the range of facilities required to meet the needs of sports clubs. Those playing fields in secure community use identified within the Open Space Study which under-perform in terms of the range of provision provided or the quality of existing provision, should be improved consistent with the guidelines identified.
<b>Natural and semi-natural Green space</b>	1 ha per 1,000 population	n/a	Efforts should be made where possible to improve access to open spaces	Areas of natural and semi-natural green space should be of adequate quality and support local biodiversity. Areas of natural and semi-natural green space which either under-perform in terms of their value to the local community or local biodiversity should be enhanced.
<b>Allotments</b>	0.64 ha of allotment land per 1,000 population	29.6 ha	All residents within the District should have access to an allotment garden within 2.5km of home	Allotment sites should be of adequate quality and support the needs of the local community. Allotment sites which under-perform in terms of their value to the local community should be improved.

# A Open Space Standards

# North Norfolk Ecological Network B



## B North Norfolk Ecological Network

# Appendix B: North Norfolk Ecological Network

## North Norfolk Ecological Network Mapping

**B.1** Norfolk Wildlife Trust and the Norfolk Biodiversity Partnership have prepared an ecological network map for Norfolk identifying core areas for biodiversity where protection, enhancement and expansion of the existing resource will be a priority. This county level report has been taken forward at the district level and the North Norfolk ecological network mapping report seeks to:

- identify key statements contained in the county ecological report relevant to North Norfolk
- make recommendations on how these ecological network priorities can be further developed and implemented in North Norfolk.

## Summary of Key Ecological Characteristics in North Norfolk

**B.2** North Norfolk comprises several distinctive landscapes.

- Arable landscape often associated with large estates and parkland. In the west the landscape is open with the main biodiversity interest associated with the arable landscape and features such as hedgerows and shelterbelts. In the east the arable landscape comprises more woodland (including ancient woodlands) with ancient hedgerows, veteran trees and ponds being more prominent.
- The coastal plain comprising the low lying north coast with inter-tidal habitats, sand dunes and freshwater wetlands. The cliffed coastline with stretches of sand dune on the east coast merge into the Broads and still retain remnant areas of wetland and heathland despite intensive drainage
- The major river valleys are the Wensum and Bure, Glaven, Stiffkey, Ant / Dilham Canal and Thurne, along with an extensive network of tributaries. These have a range of wetland habitats in their floodplains - wet grassland, lowland meadows, wet woodland, reedbed and fen.
- Relatively extensive areas of woodland, wood pasture and heathland associated with the Cromer Ridge shelterbelts
- The juxtaposition of the Broads to the District cannot be ignored. The land uses within the District have a major impact on the wetland habitats of the Broads. It is important that actions undertaken in the District also secure the integrity of the Broads.
- The urban areas are relatively small but include Cromer and Sheringham along with North Walsham and Fakenham. These are all identified as being deficient in areas of accessible greenspace.

## BAP Habitats of County and District Importance

**B.3** The Econet Report identified the following components of the ecological network for the District

- Core area of coastal habitat including the low lying coastal plain and the cliffed and sand dune coast
- Core area based on the Cromer ridge
- Core area comprising the River Wensum, Glaven, Stiffkey and Bure

## North Norfolk Ecological Network B

- Core area centred on the Broads and the upper rivers e.g. Ant, Dilham Canal, Hundred Stream and Thurne (most within BA Executive Area).
- Zone of heath-grass-woodland creation in north and centre of the District
- Zone of general habitat enhancement in west and east of the District particularly bordering the Broads
- Area of urban greenspace deprivation based on Sheringham, Cromer, North Walsham and Fakenham

### B.4 The Econet Report identified the following extant BAP habitats as being County priorities

- Coastal habitats especially sand dune, soft cliffs, inter-tidal habitats, reedbed and coastal grazing marsh
- Lowland wet grassland, reedbed, fen and wet woodland– all these associated with the major river valleys and margins of the Broads
- Chalk rivers of Stiffkey, Glaven, Wensum and Bure
- Chalk grassland and meadows including roadside verges
- Woodland core areas centred on Cromer Ridge and Swanton Novers
- Wood pasture zone covering much of the centre of the District but primarily within the woodland core areas mentioned above
- Heathland centred on Cromer Ridge, North Walsham, Ant valley and Upper Thurne
- Parkland associated with Gunton, Barningham, Itteringham, Wolterton, Mannington and Holkham Parks
- In addition to the BAP habitats identified in the County report the Paston Barn bat site is of international importance. It is important that a large zone (6km radius), comprising mainly arable land and coastal areas, around this site is managed sympathetically.

### B.5 Amongst those components of the econet that are of District importance are:

- A large number of tributaries of the Bure and Broads rivers – Skeyton Beck and Scarrow Beck. All containing fen, reedbed, grazing marsh and wet woodland.
- Areas of woodland at Plumstead and Gunthorpe-Snoring
- Areas of parkland (often associated with grassland and woodland and Eutrophic waters) based largely on the historic parks listed above.
- Disused railway line comprising part of Weaver's Way, Wells and Walsingham Line.
- Extensive areas of grassland associated with Sculthorpe airfield

## Developing an Ecological Network for the District

### Econet priorities

### B.6 The county Econet Report recommended that the following key measures be taken within the District in order to contribute toward the establishment of an ecological network;

- Increase connectivity between Swanton Novers and Foxley core area, Cromer Ridge and other blocks of secondary woodland, for example, at Plumstead, Hunworth and Gunthorpe-Snoring
- Enhance and create wetland habitats associated with the main rivers and tributaries especially chalk rivers
- Enhance and create woodland, heathland, wood pasture in Cromer ridge and North Walsham and also grassland

## B North Norfolk Ecological Network

- Enhance and buffer Broads margins to develop semi natural habitats including heathland and wetland in the Upper Thurne
- Enhance and create coastal habitats including along the developed stretches

### Strategy for Econet Implementation

**B.7** In the table below, the above priorities are expanded to identify specific objectives. It is important to note that the strategy does not cover the actions required to protect and maintain existing BAP habitats; it refers only to actions required for habitat creation and/or buffering. The econet priorities for the District are also shown in the map below.

**Table 6 Econet implementation strategy**

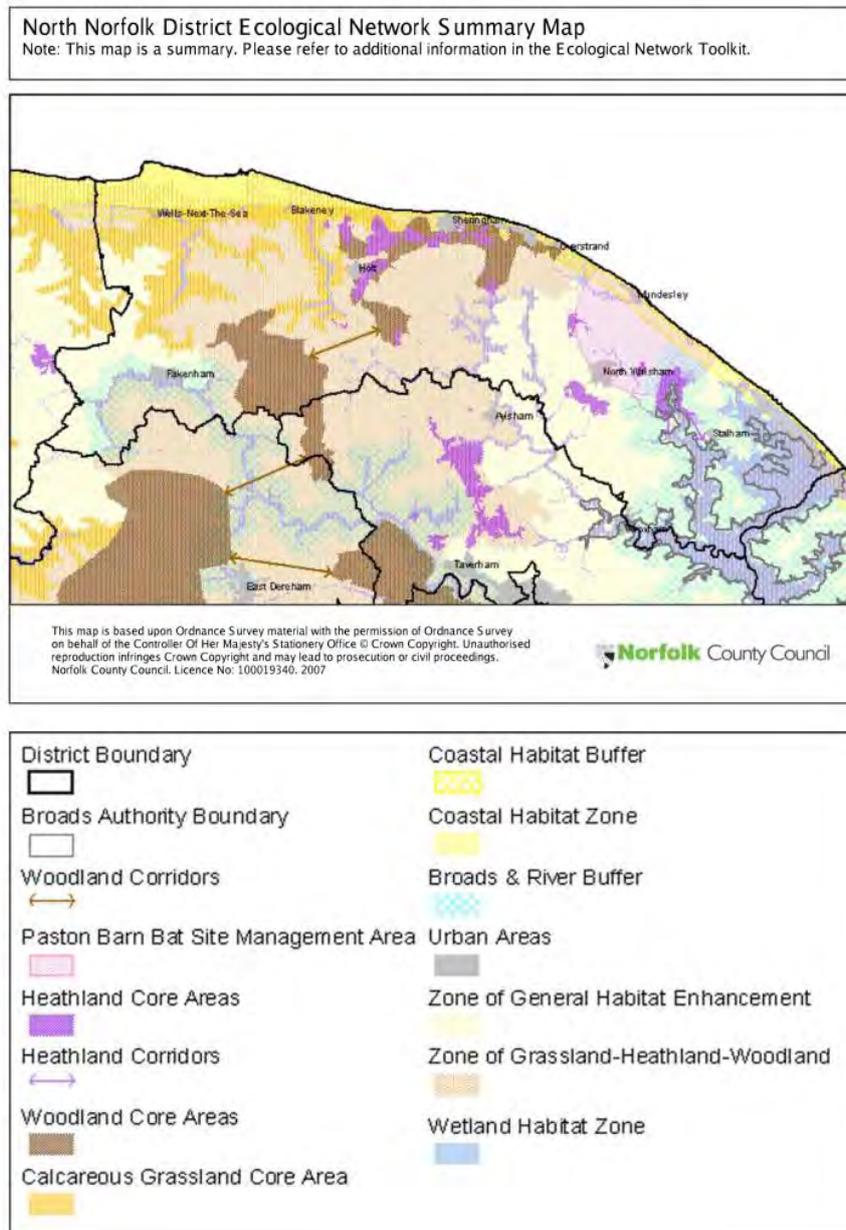
Objective	Strategy	Delivery
Restore natural functioning and wetland habitats to major rivers and tributaries	<ul style="list-style-type: none"> <li>• Produce river restoration plans.</li> <li>• Create habitat ecotones from wet to dry habitat</li> <li>• Buffer floodplains by encouragement of low input agricultural systems or semi natural habitats</li> <li>• Enhance connectivity through creating new wetland linkages and enhancing the matrix (land uses surrounding a wetland)</li> </ul>	FC Wet woodland project  S106 agreements  Environmental Stewardship
Significantly increase the connectivity of woodland core areas	<ul style="list-style-type: none"> <li>• Assess functional connectivity within woodland core areas</li> <li>• Expand existing woods, so that some are &gt;25ha and all are over 3ha.</li> <li>• Buffer woodland to 30m minimum through restoration or creation of habitats adjacent to sites or encouragement of more sympathetic land uses.</li> <li>• Enhance connectivity through creating new woodland linkages and enhancing the matrix (land uses surrounding a woodland)</li> </ul>	NCC Community Woodland Scheme  English Woodland Grant Scheme
Enhance coastal zone habitats	<ul style="list-style-type: none"> <li>• Create habitat ecotones from coastal habitats to upland</li> <li>• Enhance connectivity and buffering of habitats along coast</li> <li>• Encouraging natural processes where appropriate</li> </ul>	Shoreline Management Plans
Significant increase in area of grassland	<ul style="list-style-type: none"> <li>• Identify areas of grassland that can form the nucleus for enhancement and expansion</li> <li>• Expand existing grasslands where possible, eg, commons, verges, churchyards, pasture</li> <li>• Create new grasslands and associated habitats such as scrub close to rural communities</li> </ul>	S106 agreements  Environmental Stewardship

## North Norfolk Ecological Network B

Objective	Strategy	Delivery
	<ul style="list-style-type: none"> <li>• Buffer grassland through restoration or creation of habitats or encouragement of low input agricultural systems</li> <li>• Enhance connectivity through creating new grassland linkages and enhancing the matrix (land uses surrounding a grassland)</li> </ul>	
Increase the area of heathland - wood pasture in suitable areas.	<ul style="list-style-type: none"> <li>• Produce heath-wood pasture creation plan</li> <li>• Expand existing heathland where possible to minimum 50ha</li> <li>• Create new heathland adjacent other habitats or on former heathland sites and in association with mineral extraction restoration</li> <li>• Buffer heathland from adverse impacts of surrounding land uses</li> <li>• Enhance connectivity through creating new heath / wood pasture linkages and enhancing the matrix (land uses surrounding a heath / wood pasture)</li> </ul>	<p>S106 agreements for minerals restoration and other development</p> <p>Environmental Stewardship</p>
Enhance Broads margins to buffer from adjacent land uses and create ecotones	<ul style="list-style-type: none"> <li>• Develop greater connectivity between Broads wetlands and valley side habitats</li> <li>• Buffer Broads from adverse impacts of hinterland</li> <li>• Expand and link existing wetland habitats</li> <li>• Create new habitats on the Broads margins</li> </ul>	<p>Environmental Stewardship</p> <p>FC Wet woodland project</p> <p>River valley planning by BA</p>

# B North Norfolk Ecological Network

**Figure 9 North Norfolk Ecological Networks Summary Map**



*Note: This map is a summary. Please refer to additional information in the Ecological Network Toolkit.*

## Other actions

**B.8** There are a number of specific actions that could help establish an ecological network in the District. These are a mixture of practical projects and policy development. In particular, it is suggested that consideration be given to the following.

## Strategic measures

- Local Development Frameworks:** It is recommended that North Norfolk District Council incorporate the econet concept in its Local Development Framework. This should include

## North Norfolk Ecological Network B

specific policies in the Core Strategy as well as the identification of habitat creation areas within Site Specific Proposals and Area Action Plans based on the attached map.

- **Section 106 planning obligations:** The potential for using Section 106 agreements to promote habitat creation through development gain should be actively explored. Specific examples include the restoration of habitats in river valleys and creation of heathland and woodland. In addition opportunities for creating areas of rough grassland and scrub habitats close to villages, in order to replace historical 'lost commons', should be encouraged.
- **Landscape Characterisation:** It will be important for the District's landscape characterisation to integrate the ecological network concepts. This integration helps identify mutual objectives and possible areas of conflict.
- **Linking econet to linear routes:** There are numerous linear routes throughout the district that can act as a focus for the development of the econet at the local scale. Routes include the public footpath network, disused railway lines and cycle routes. When developing or enhancing these routes consideration should be given to the development of semi-natural habitats alongside. This will not only encourage wildlife but add to the appeal of the routes to the public.

### Gaining further information

**B.9** The following actions are considered necessary to provide information to take forward the planning and development of implementation projects:

- **Mapping of BAP habitats.** There is a need to map information on the distribution of BAP habitats in the District
- **County Wildlife Site (CWS) study.** There is a need to assess County Wildlife Sites to ascertain the opportunities for enlargement or buffering. CWS sites will occur in many core areas and throughout the District. It is important that they are considered as important biodiversity areas within the general matrix of the countryside.
- **Ecological modelling** can be used to identify where habitats need to be created in order to increase connectivity between BAP habitats. This will aid targeting of habitat creation. Initially it is suggested that a study is undertaken of a woodland core area to identify the current and desired level of connectivity.
- **A study of the Cromer Ridge.** This is an area of high biodiversity importance with a wide range of habitats. It will be necessary to look at the area and devise a habitat restoration and creation plan that looks at woodland, wood pasture and heathland and associated wetland habitats. It is recommended that a detailed study be undertaken of this area to identify habitat creation opportunities and areas of conflict.
- **River restoration plans** need to be produced identifying opportunities for the creation and expansion of habitats and how to restore natural functioning. In addition since rivers valleys represent important corridors across the county it would be beneficial to identify headwaters of rivers where there are opportunities to create a more wildlife friendly landscape. It is suggested that a study be undertaken looking at the feasibility of river restoration and the potential for connectivity across watersheds. The proposed River Wensum restoration plans would form the basis of this work but other studies are desirable.
- **Green infrastructure plans** should be developed for market towns and larger villages. These could incorporate the idea of creating an area of 'common land' adjacent each settlement thus providing biodiversity and access benefits. In addition the possibility of looking at the rights of way and highway network to assess how these can contribute toward enhancing connectivity in the landscape could be investigated.

## B North Norfolk Ecological Network

# Parking Standards C



## C Parking Standards

### Appendix C: Parking Standards

- C.1** The North Norfolk Parking Standards below supplement Core Strategy policy CT6 and are based on guidance contained in PPG13, PPS3 and the East of England Plan, policy T14 Parking. The purpose of the standards is to ensure developers are aware of the required level of parking provision for different uses and to promote good design and efficient use of land. Developers and their agents are encouraged to engage in pre-application discussion with the Planning Authority and Norfolk County Council, the Highway Authority before finalising their proposals. The standards set out are the maximum provision that will normally be permitted, except for residential uses which are a minimum and maximum requirement subject to the flexibility outlined below.
- C.2** Given the rural nature of the district it is likely that the car will continue to be the dominant form of transport in North Norfolk and so it is important that sufficient parking is provided at all new development. The 2001 Census found that over 80% of households in North Norfolk have one or more cars, and over a third have two or more. Given the limited public transport available, a car is a necessity in most parts of the district. PPS3 notes that when preparing parking standards, Local Authorities should take account of expected car ownership in different locations, the importance of promoting good design and the need to use land efficiently. In the context of North Norfolk it is only in town centres where there is sufficient local services and access to acceptable levels of public transport that a reduction in the standard parking requirements for residential uses may be considered. A reduced provision may also be appropriate in Conservation Areas if this would result in an improved building design which better enhances the character of the built environment. Variation on the standards shown to provide additional parking may also be considered where there is no realistic alternative in remote rural areas.
- C.3** Although parking is required to ensure that on-street parking, road safety and local amenity problems do not arise, developers should also consider how parking facilities can be used to aid good design and reduce the dominance of cars in public spaces. There are a number of publications developers should refer to in ensuring that parking is provided in a way that maximises good urban design, including the Norfolk Residential Design Guide<sup>9</sup>. Design issues will be covered in Design and Access Statements required for most planning applications since August 2006. Reduced provision may be considered if a travel plan clearly indicates car- alternatives are to be provided and used. In some instances it may be appropriate to consider shared use of parking facilities. Also, a limited amount of car parking in excess of the standards may be provided at retail or leisure developments in town centres, provided that the Planning Authority is satisfied that the parking facilities will genuinely serve the town centre as a whole, encourage town centre vitality and viability, the scale is in keeping with the size of the centre, and an agreement has been secured to this end before planning permission is granted.
- C.4** Developers should ensure the following principles are taken into account:
- car parking should make the most efficient use of land;
  - car parks should be well integrated with the landscaping, including adequate space for trees;
  - standard non-residential car parking spaces should be 5m x 2.5m;
  - Garages will be counted as car parking spaces where they have a minimum internal dimension of 7m x 3m;
  - pedestrian routes should be clearly defined and not restricted by vehicular movement requirements;

<sup>i</sup> *Norfolk Residential Design Guide, Norfolk County Council 1998. See also Car Parking - What Works Where, English Heritage 2005, and Manual for Streets, DCLG and Dept for Transport 2007.*

## Parking Standards C

- on-street parking should have layouts to maximise 'natural' traffic calming;
- basement car parking allows for street frontage of buildings to be maintained and should be considered in appropriate locations;
- where servicing / delivery yards are required these should be at the rear and framed with building;
- cycle parking should be secure, under effective surveillance and conveniently located to the entrance or buildings with safe and direct routes to the surrounding road network;
- Parking for motorcycles, mopeds and scooters should be provided in all new non-residential developments at a rate of 1 space per 20 car parking spaces with a minimum of one space. They should be safe, secure and convenient with fixtures so that vehicles can be locked and secured. A single parking space should measure a minimum of 2.5 m x 1.2m;
- Provision should be made for people with Disabilities as at least 6% of the maximum car parking standards, provided over and above the agreed general car parking provision for non-residential developments. All parking areas will have at least one space of people with disabilities; and
- Parking areas should be adequately drained so that they are not subject to flooding or increase the risk of flooding elsewhere. Where appropriate Sustainable Drainage Systems (SUDS) should be used.
- Where the development is a mixed-use development, the parking provision should be calculated separately for each use.
- Where it is agreed that a lower parking provision is appropriate, commuted sums may be required to contribute to transport improvements or public parking provision within the settlement.

**Table 7 Car Parking Standards**

Use Class	Car parking requirements (gross floor area unless stated otherwise)	Cycle parking requirements
<b>Class A1: Shops</b>		
Shops (including 'cash and carry' and non-food retail warehouses, but excluding free-standing food superstores with an area above 1,000sqm).	1 space / 20sqm	Visitors: 1 space / 200sqm Staff: 1 space / 100sqm
Free-standing food superstore with an area above 1,000sqm.	1 space / 14sqm	Visitors: 1 space / 100sqm Staff: 1 space / 100sqm
<b>Class A2: Financial and Professional Services</b>		
Financial services: banks, building societies & bureau de change. Professional services (other than health or medical services): estate agents & employment agencies. Other services which it is appropriate to provide in a shopping area: betting shops. (Where the	1 space / 20sqm	Visitors: 1 space / 200sqm Staff: 1 space / 100sqm

# C Parking Standards

Use Class	Car parking requirements (gross floor area unless stated otherwise)	Cycle parking requirements
services are provided principally to visiting members of the public.)		
<b>Class A3: Restaurants and Cafes</b>		
Restaurants & cafés (i.e. places where the primary purpose is the sale and consumption of food and light refreshment on the premises).	1 space / 5sqm public area	Visitors: 1space / 25sqm public area Staff: 1space / 4 staff
<b>Class A4: Drinking Establishments</b>		
Public House, Wine Bar or other Drinking Establishments (i.e. premises where the primary purpose is the sale and consumption of alcoholic drinks on the premises).	1 space / 5sqm public area	Visitors: 1 space / 25sqm public area Staff: 1 space/4 staff
<b>Class A5: Hot Food Take-away</b>		
Take-aways (i.e. premises where the primary purpose is the sale of hot food to take away).	1 space / 3sqm public area	Visitors: 1 space / 25sqm public area Staff: 1 space / 4 staff
<b>Class B1: Business</b>		
a) Offices, other than a use within Class A2 b) Research and development of products and processes c) Light industry	1 space / 30sqm	Visitors: 1space / 100sqm Staff: 1space / 50sqm
<b>Class B2: General Industrial</b>		
General Industry: use for the carrying out of an industrial process other than one falling within Class B1.	1 space / 50sqm	Visitors: 1 space / 200sqm Staff: 1 space / 50sqm
<b>Class B8: Storage and Distribution</b>		
Storage or Distribution Centres: Wholesale warehouses, Distribution Centres & Repositories.	1 space / 150sqm	Visitors: 1 space / 400sqm Staff: 1 space / 100sqm

## Parking Standards C

Use Class	Car parking requirements (gross floor area unless stated otherwise)	Cycle parking requirements
<b>Class C1: Hotels</b>		
Use as a Hotel, Boarding House or Guesthouse, where no significant element of care is provided.	1 space / bedroom (guest or staff)	Visitors: 1 space / 10 beds Staff: 1 space / 4 staff Residents: 1 space / 10 beds
<b>Class C2: Residential Institutions</b>		
Hospitals, Nursing Homes and Education and Training Centres and other uses for the provision of residential accommodation and care to people in need of care (excluding hospitals and nursing homes).	1 space / 3 beds or dwelling units plus 1 space / resident staff and 1 space / 4 staff	Visitors: 1 space / 20 beds Staff: 1 space / 4 staff Residents / students: 1 space / 10 beds
<b>Class C3: Dwelling Houses</b>		
Use as a Dwelling House (whether or not as a sole or main residence)	Average of 1.5 spaces / 1 bedroom unit 2 spaces / unit for 2 or 3 bedroom unit min 3 spaces and max 4 spaces / unit for 4 or more bedroom unit (depending if double garage) In designated town centres the standard may be reduced if justified by improved accessibility and/or to enhance a Conservation Area. In these cases, an average of 2 spaces / unit or less will be provided over the development site.	None for individual houses with garages or rear gardens for a garden shed. For flats and developments with communal parking: Residents: 1 space / unit Visitors: 1 space / 4 units
Sheltered housing and other housing designed for those with even higher dependency and support needs.	1 space / 3 beds or dwelling units plus 1 space / resident staff and 1 space / 4 staff. All developments must have a designated space for a visiting doctor or nurse.	Visitors: 1 space / 10 units Staff: 1 space / 4 staff

# C Parking Standards

Use Class	Car parking requirements (gross floor area unless stated otherwise)	Cycle parking requirements
<b>Class D1: Non-residential Institutions</b>		
Clinics, Health Centres and Consulting Rooms (not attached to the Consultant's or Doctor's house)	1 space / FTE <sup>(ii)</sup> staff plus 2 spaces / consulting room, plus designated ambulance space.	Visitors: 1space / consulting room Staff: 1 space / 4 staff
Day Centres	1 space / 1 FTE staff plus 1 space / 4 persons attending. drop off/ collection point	Visitors: 1 space / 200sqm Staff: 1 space / 4 staff
Creches and Day Nurseries	1 space / FTE staff plus drop off/ collection point.	Visitors: 1 space / 30 children Staff: 1 space / 5 staff
Education (Primary and Secondary Schools)	1 space / 1 FTE staff plus provision for school transport	Children: 1 space / 6 children (secondary only) Staff: 1 space / 5 FTE staff
Education (Higher and Further)	1 space / 1 FTE staff plus 1 space / 15 students, plus provision for school transport	Students: 1 space / 3 students Staff: 1space / 5 FTE staff
Art Galleries, Exhibition Halls	1 space / 30sqm plus bus / coach drop-off / pick-up point	Visitors: 1 space / 35sqm Staff: 1 space / 4 staff
Public Libraries	1 space / 30sqm plus bus / coach drop-off / pick-up point	Visitors: 3 spaces for a Branch Library Staff: 1 space / 4 staff
Places of Worship, Religious Instruction and Church Halls	1 space / 10sqm	Visitors: 1 space / 20 seats
<b>Class D2: Assembly and Leisure</b>		
Cinemas, and Bingo, Dance and Concert Halls	1 space / 5 seats or / 22sqm plus coach drop off point	Visitors: 1 space / 20 seats or 1 space / 100sqm Staff: 1 space / 4 staff

# Parking Standards C

Use Class	Car parking requirements (gross floor area unless stated otherwise)	Cycle parking requirements
Swimming-pools and other indoor / outdoor sports uses, not involving motor vehicles and firearms.	1 space / 22sqm plus coach drop off point	Visitors / players: 1 space / 4 visitors  Staff: 1 space / 4 staff
Community and Village Halls	1 space / 22sqm plus coach drop off point	Visitors: 1 space / 100sqm
<p><b>Sui Generis</b></p> <p>This term means "unique" in a UK legal context and refers to a number of different types of development for which any change of use will require planning permission. Of particular relevance to North Norfolk are the following:</p>		
Petrol Filling Stations	1 space / 20sqm of shop	Visitors: 1 space  Staff: 1 space / 5 staff
Motor Service Centres	1 space / staff plus 1 space / 35sqm	1 space / 5 staff
Motor Vehicle Showrooms	1 space / staff plus 1 space / 5sqm of display area	1 space / 5 staff
Launderette	See Shops above	See Shops above
Garden Centres: includes all retail areas, but not outside growing and storage areas	See Shops above	See Shops above

# C Parking Standards

# Replacement of Saved Local Plan Policies D



## D Replacement of Saved Local Plan Policies

### Appendix D: Replacement of Saved Local Plan Policies

**D.1** The North Norfolk Local Plan was saved in its entirety until September 2007. After that date only a limited number of selected policies were saved for a further period until adoption of the Core Strategy. It should be made clear which saved Local Plan policies were replaced by those in this Core Strategy and Development Control Policies DPD. All previously saved Local Plan policies have been replaced and the table below shows which new policies they have been replaced by.

**Table 8 Replacement of Saved Local Plan Policies**

Local Plan Policy no	Previous Local Plan Policy	Replacement Core Strategy or Development Control Policy
<b>Development Strategy</b>		
1	Growth Towns	SS1 Spatial Strategy for North Norfolk, SS8 Fakenham, SS10 North Walsham
2	Small Towns	SS1 Spatial Strategy for North Norfolk, SS7 Cromer, SS9 Holt, SS12 Sheringham, SS13 Stalham, SS14 Wells next the Sea
3	Large Villages	SS1 Spatial Strategy for North Norfolk, SS11 Hoveton
4	Selected Small Villages	SS1 Spatial Strategy for North Norfolk, SS2 Development in the Countryside
5	The Countryside	SS2 Development in the Countryside
<b>Settlement Structure</b>		
6	Residential Areas	SS3 Housing
7	Town and Large Village Centres	SS5 Economy
8	Open Land Areas	CT1 Open space designations
9	General Employment Areas	SS5 Economy
10	Village Employment Areas	
<b>Determining Applications for Planning Permission</b>		
13	Design and Setting of Development	SS4 Environment, EN2 Protection and enhancement of landscape and settlement character, EN4 Design
16	Pollution Control	EN13 Pollution and hazard prevention and minimisation
17	Control of Noise	
18	Light Pollution	
19	Special Considerations	
<b>Environment</b>		

## Replacement of Saved Local Plan Policies D

Local Plan Policy no	Previous Local Plan Policy	Replacement Core Strategy or Development Control Policy
21	Area of High Landscape Value	EN2 Protection and enhancement of landscape and settlement character
24	The Broads and their Setting	EN1 North Coast Area of Outstanding Natural Beauty and The Broads
25	Historic Parks and Gardens	EN2 Protection and enhancement of landscape and settlement character
26	Undeveloped Coast	EN3 Undeveloped Coast
29	Re-use of Buildings in the Countryside	HO9 Conversion & re-use of rural buildings as dwellings, EC2 The re-use of buildings in the countryside
32	Statutorily Designated Sites of Nature Conservation Importance	SS4 Environment, EN9 Biodiversity and geology
33	Nature Conservation Outside Statutorily Designated Sites	
36	Change of Use of Listed Buildings	SS4 Environment, EN8 Protecting and enhancing the historic environment
37	Alteration and Extensions to Listed Buildings	
38	Demolition of Listed Buildings	
39	Development near Listed Buildings	
42	Development in Conservation Areas	
45	Archaeology	
<b>Environmental Safety</b>		
48	Coast Erosion Risk Areas	SS4 Environment, EN11 Coastal Erosion
49	Surface Water Run-Off: Coastal Erosion Risk	
50	Bacton Gas Terminal	EN13 Pollution and hazard prevention and minimisation
51	Hazardous Pipelines	
<b>Housing</b>		
56	Affordable Housing on Large Housing Sites	HO2 Provision of affordable housing
57	Affordable Housing in the Countryside	HO3 Affordable housing in the Countryside
58	Affordable Housing in Selected Small Villages	HO2 Provision of affordable housing
61	Conversion into Flats	HO1 Dwelling mix and type, EN4 Design
62	Houses in Multiple Occupation	
64	Extensions to Dwellings in the Countryside	HO8 House extensions and replacement dwellings in the Countryside
65	Replacement Dwellings in the Countryside	
66	Agricultural and Forestry Workers' Dwellings in the Countryside	HO5 Agricultural, forestry and essential worker dwellings in the Countryside

## D Replacement of Saved Local Plan Policies

Local Plan Policy no	Previous Local Plan Policy	Replacement Core Strategy or Development Control Policy
67	Removal of Agricultural Occupancy Conditions	HO6 Removal of agricultural, forestry and essential worker conditions
68	Residential Caravans	EC8 The location of new tourism development, EC11 Static and touring caravan and camping sites
<b>Employment</b>		
70	Employment Strategy	SS5 Economy
72	Proposed General Employment Areas	SS5 Economy , Proposals Map
73	Development in Village Employment Areas	
74	Non-Conforming Uses	EC3 Extensions to existing businesses in the Countryside
<b>Shopping</b>		
79	Core Retail Areas	SS5 Economy
81	Historic Character of Town Centres	SS4 Environment, EN4 Design
83	Amusement Centres	EC7 Amusement arcades
84	Convenience and Comparison Stores	EC5 Location of retail or commercial leisure development
85	Retail Warehouses	
86	Local Shops	CT3 Provision and retention of local facilities and services
87	Country Pubs	
88	Farm Shops	EC1 Farm diversification
<b>Community Services and Facilities</b>		
92	Residential Institutions	SS3 Housing
93	New Community Facilities	CT3 Provision and retention of local facilities and services
94	Retention of Community Facilities	
99	Wind Turbines	EN7 Renewable energy, SS4 Environment
100	New Telecommunications Masts	CT4 Telecommunications
101	Prior Approval of Telecommunications Apparatus	
<b>Sport and Recreation</b>		
104	Retention of Playing Space	CT1 Open space designations
105	Playing Space in New Housing Developments	CT2 Developer contributions, SS6 Access and Infrastructure
106	Allotments	CT1 Open space designations

## Replacement of Saved Local Plan Policies D

Local Plan Policy no	Previous Local Plan Policy	Replacement Core Strategy or Development Control Policy
108	Applications for Sports Facilities	SS5 Economy, EC5 Location or retail and commercial leisure development
115	Rights of Way along Disused Railway Trackbeds	CT7 Safeguarding land for sustainable transport uses, SS6 Access and Infrastructure
117	Horses	EN2 Protection and enhancement of landscape and settlement character, EN9 Biodiversity and geology, EN4 Design
<b>Tourism</b>		
120	Heritage Attractions	EN8 Protecting and enhancing the historic environment, EN2 Protection and enhancement of landscape and settlement character, EN9 Biodiversity and geology
122	Hotels	EC8 The location of new tourism development, EN4 Design
123	Static Caravan Sites	EC11 Static and tourism caravan and camping sites
124	Cliff-Top Static Caravan Sites between Sheringham and Cromer	
125	Touring Caravan Sites	
126	Permanent Holiday Accommodation	EC8 The location of new tourism development
127	Holiday and Seasonal Occupancy Conditions	EC10 Holiday and seasonal occupancy conditions
128	Loss of Unserviced Holiday Accommodation	EC9 Retaining an adequate supply and mix of tourist accommodation
<b>Transport</b>		
132	Fakenham to Norwich Disused Railway Trackbed	CT7 Safeguarding land for sustainable transport uses
133	North Walsham Rail Freight Depot	
134	Sheringham Railway Trackbed	
138	Cycling	SS6 Access and Infrastructure, CT5 The transport impact of new development
146	Corridors of Movement	CT5 The transport impact of new development
147	New Accesses	
149	Retention of Public Car Parks	EC6 Public car parking provision
150	Proposed Public Car Park: Melton Constable	No longer required
151	New Public Car Parks	CT5 The transport impact of new development, CT6 Parking provision, EN4 Design
153	Car Parking Standards	CT6 Parking provision

## D Replacement of Saved Local Plan Policies

# Glossary E



## E Glossary

### Appendix E: Glossary

**Affordable Housing** – non-market housing, provided to those whose needs are not met by the market for example homeless persons and key workers. It can include social-rented housing and intermediate housing. Affordable housing should:

- meet the needs of eligible households, including availability at low enough cost for them to afford, determined with regard to local incomes and local house prices; and
- include provision for the home to remain at an affordable price for future eligible households, or if a home ceases to be affordable, any subsidy should generally be recycled for additional affordable housing provision.

**Annual Monitoring Report (AMR)** - a report produced at the end of each year assessing our progress and the extent to which policies in Local Development Documents are being successfully implemented.

**AONB** - Area of Outstanding Natural Beauty, a national designation to protect areas of landscape importance.

**Biodiversity** - the whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

**Brownfield Site** - previously developed land that is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed-surface infrastructure. The definition covers the curtilage of the development, which may include gardens. Planning Policy Guidance Note 3 (Housing) has a detailed definition.

**Community Strategy** - is a strategy for North Norfolk which promotes the economic, environmental and social well being of the area. It co-ordinates the actions of local public, private, voluntary and community sectors.

**Conservation Area** - an area of special architectural and / or historic interest that deserves preservation or enhancement of its character or appearance.

**Constraint** - a limiting factor that affects development, such as an environmental designation.

**Contaminated Land** - land that has been polluted or harmed in some way making it unfit for safe development and use unless cleaned.

**Consultation** - informal engagement with the specific and general consultees.

**Core Strategy** - sets out the long-term spatial vision and spatial objectives for the District and the strategic policies and proposals to deliver that vision.

**DCLG** - Department for Communities and Local Government. Successor to ODPM as of May 2006.

**DEFRA** - Department for Environment, Food and Rural Affairs

**DETR** - Department of the Environment, Transport and the Regions (now DCLG).

**Development** - development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.

**Development Brief** - a document that outlines detailed planning requirements for the development of a site. It is subject to public consultation prior to publication.

**Development Plan** - this consists of Regional Spatial Strategies and Development Plan Documents contained within the Local Development Framework. It also contains any 'saved plans' that affect the area. Together these make up the policies taken into account when determining planning applications.

**Development Plan Documents (DPDs)** - these are prepared by the relevant plan-making authority. They are planning documents subject to independent examination. There is a right for those making representations to be heard at an independent examination.

**Developer's Contribution** - legal agreements between a planning authority and a developer to ensure that certain extra works related to a development are undertaken. For example, the provision of highways. Sometimes called "Section 106" agreements.

**Diversification** — the action of diversifying existing economic activity into new areas of business in order to broaden the return on capital or assets.

**East of England Plan** - the regional plan prepared by the East of England Regional Assembly which sets out policies for the future of the region to 2021. The East of England covers the counties of Essex, Hertfordshire, Bedfordshire, Cambridgeshire, Suffolk and Norfolk.

**Edge of Centre** - a location that is within easy walking distance (often considered 200-300 metres) of the primary shopping area.

**Energy Consumption Statement** - should outline: 1) What energy reduction measures have been incorporated, 2) Predicted energy demand in kW hours from all sources, ie. gas and electricity, heating and power (assuming Building Regulations compliance), 3) The range of renewable energy technologies appropriate to the site and development that were considered and how they will be incorporate. 4) Which technologies will be used and a calculation of the contribution that each makes to the energy requirements

**Environmental Impact Assessment** - an environmental assessment of a project.

**Evidence Base** - the researched, documented, analysed and verified basis for all the components of a Local Development Framework.

**Examination** - an opportunity for comments on submitted documents to be considered by an independent inspector appointed by the Government. The purpose of the Examination is to consider if the development plan is 'sound', i.e. it 'shows good judgment' and 'is able to be trusted'.

#### **Flood Risk Zones -**

- **Zone 1 Low Probability** - this zone comprises land assessed as having a less than 1 in 1000 chance of river and sea flooding in any year (<0.1%)
- **Zone 2 Medium Probability** - this zone comprises land assessed as having between a 1 in 100 and 1 in 1000 chance of river flooding (1% - 0.1%) and between a 1 in 200 and 1 in 1000 chance of sea flooding (0.5% - 0.1%) in any year
- **Zone 3a High Probability** - this zone comprises land assessed as having a 1 in 100 or greater chance of river flooding (>1%) and a 1 in 200 or greater chance of flooding from the sea (>0.5%) in any year
- **Zone 3b The Functional Floodplain** - this zone comprises land where water has to flow or be stored in times of flood

**Formal Recreation Areas** - outdoor sports facilities including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields and other outdoor sports areas.

## E Glossary

**Front-loading** - the important pre-production processes involved in preparation of Local Development Documents. Seen by the DCLG (formerly ODPM) as the key to efficient production and examination of LDDs by ensuring early engagement of key interest groups.

**Geo-diversity** - the number and variety of the non-living earth features found within a specified geographic region, including the variability within and between these features.

**Geology** - the science that deals with the dynamics and physical history of the earth, the rocks of which it is composed, and the physical, chemical, and biological changes that the earth has undergone or is undergoing.

**Generic Policies** - these are a suite of criteria-based policies that are required for development control to ensure that all development within the area meets the vision and strategy set out in the Core Strategy.

**Government Office** - the integrated government offices that serve their respective regions (GO East in this region).

**Greenfield Site** - land (or a defined site) usually farmland, that has not previously been developed.

**Groundwater** - water held in water-bearing rocks and spaces underground. It sustains the flow of water in rivers and is an essential source of water for public supply, industry and agriculture.

**Highway Authority** - a local authority (County Council or Unitary Authority) with the responsibility of planning and maintaining the highways network (excepting trunk roads and motorways) and transportation within their areas.

**Housing Stock** - the total amount of housing within a plan area, but this may be divided into components such as private housing stock or rented housing stock.

**ICNIRP** - International Commission for Non-Ionising Radiation Protection.

**Implementation** - carrying out the proposed actions to required standards that are set out in the plan.

**Independent Examination** – an examination held in public by a Government appointed Inspector from the Planning Inspectorate.

**Infrastructure** - basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

**Inset Maps** - part of the Proposals Map, but at a more detailed scale.

**Intermediate Housing** - housing at prices or rents above those of social-rent but below market prices or rents. This can include shared equity products (for example HomeBuy) and intermediate rent (i.e. rents above social rented level but below market rents). Intermediate housing differs from low cost market housing (which Government does not consider to be affordable housing).

**Key Diagram** - illustrates the broad strategy set out in the Core Strategy.

**Landscape Character** - a distinct pattern or a consistent combination of elements in the landscape of an area.

**Legal Agreement** - a legally binding contract, between a developer and the local planning authority that constitutes a planning obligation.

**Listed Building** - a building mentioned in statutory lists as being of special architectural or historic interest. There are different grades of listing to indicate relative interest.

**Local Development Document (LDD)** – the collective term for DPDs, SPDs and the Statement of Community Involvement.

**Local Development Framework (LDF)** – this includes a portfolio of Local Development Documents that provide a framework for delivering the spatial planning strategy for the area. It also contains a number of other documents, including the Annual Monitoring Report, and any ‘saved’ plans that affect the area.

**Local Development Scheme (LDS)** - this sets out the programme for the preparation of the Local Development Documents.

**Local Planning Authority** - the local authority or council that is empowered by law to exercise planning functions. The Broads Authority is also considered to be a local planning authority. County Councils are the authority for waste and minerals matters.

**Local Transport Plan** – a five year transport strategy produced by the Highway Authority (Norfolk County Council) setting out the key objectives and priorities for the area.

**Minerals & Waste Development Framework** – documents that provide the framework for the minerals and waste planning strategy.

**Mineral Planning Authority** - the authority responsible for minerals planning, in this case Norfolk County Council.

**Monitoring (and review)** - the process of measuring (in terms of quantity and quality), the changes in conditions and trends, impact of policies, performance of the plan against its objectives and targets, and progress in delivering outputs.

**Needs** - the necessary requirements of the public, which may be less or different than their demands.

**North Norfolk Community Partnership** - formed in 2002, it brings together decision-makers and service deliverers in North Norfolk to “promote or improve the economic, social and environmental well-being of the area and contribute to the achievement of sustainable development in the region”. Produced the Community Strategy in 2004.

**Objective** - a statement that specifies the direction and amount of desired change in trends or in conditions.

**ODPM** - the Office of the Deputy Prime Minister (replaced by DCLG in May 2006).

**Open Land Areas** - areas of open space which make an important contribution to the appearance or opportunities for informal recreation in an area.

**Participation** - wide formal engagement with the community.

**Planning Condition** - a written condition on a planning permission that restricts the development in some way to achieve a stated purpose.

**Planning Obligation (and agreement)** - legal agreements between a planning authority and a developer to ensure that certain extra works related to a development are undertaken. For example, the provision of highways. Sometimes called "Section 106" agreements.

**PPG & PPS** - Planning Policy Guidance Note & Planning Policy Statement. National planning guidance issued by the government.

**Previously developed land** - see 'brownfield site'.

## E Glossary

**Proposal** - a positive worded policy of the Local Planning Authority that proposes a course of action or an allocation of land for a particular use or development.

**Proposals Map** - the Proposals Map illustrates all policies contained in DPD's, together with any saved policies. It is updated each time a DPD is adopted.

**Ramsar Site** - an international designation to protect areas that act as vital habitats for birds

**Regional Spatial Strategy (RSS)** - the regional plan prepared by the East of England Regional Assembly which sets out policies for the future of the region to 2021. The East of England covers the counties of Essex, Hertfordshire, Bedfordshire, Cambridgeshire, Suffolk and Norfolk. See **East of England Plan**

**Representations** - comments made on consultation documents.

**Residential amenity** - living conditions in and around a dwelling.

**RIGS (Regionally Important Geological and Geomorphologic Sites)** RIGS are designated by locally developed criteria and are currently the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest (SSSI). The designation of RIGS is one way of recognising and protecting important Earth science and landscape features for future generations to enjoy. See: [www.ukrigs.org.uk](http://www.ukrigs.org.uk)

**Rural Diversification** - the expansion, enlargement or variation of the range of products or fields of operation of a rural business (branching out from traditional farming activities, for example new income generating enterprise like renewable energy, tourism and food processing).

**Saved Plan** - see 'saved policy'.

**Saved Policy** – a policy from an existing development plan that has been saved on commencement of the Planning & Compulsory Purchase Act 2004 or from the date of adoption. It will remain in force until replaced by new LDD policies or the transitional period has expired.

**Sequential Approach** - the logical choice of development sites following a sequence designed to: maximise the use of previously developed land, favour retail sites within town centres and locate waste management facilities within settlements (for example, see PPS3, PPS6).

**Service Providers** - the public sector agencies and private sector organisations that provide services to the public, such as water, drainage, electricity and gas.

**Shoreline Management Plans** - Shoreline Management Plans (SMPs) are based on studies of the physical effects of coastal process on the shape of the coastline and they are used to decide what approach to take in defending different sections of the coastline. Two SMPs affect North Norfolk's coastline, Sub cell 3a (to the West of Kelling Hard) and Sub cell 3b (to the east of Kelling Hard).

**Site Specific Proposals** – allocations of sites for specific or mixed uses or development. Policies will identify any specific requirements for individual proposals.

**Social-rented Housing** - rented housing owned by local authorities and registered social landlords for which guideline target rents are determined through the national rent regime, set out in the 'Guide to Social Rent Reforms' published in March 2001. Also rented housing owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or funded with grant from the Housing Corporation, as provided for in the Housing Act 2004.

**Soundness (of plan)** – a judgement of quality and procedure based upon key elements of the plan making process. (see the tests of soundness set out in paragraph 4.24 of PPS12).

**Spatial Portrait** - a succinct description of the area, designed to portray its individual character, key trends and the current 'drivers for change'.

**Spatial Planning** - is about places, how they function and how they relate together.

**Spatial Vision** - a brief description of how the area will be changed at the end of the plan period (10 – 15 years).

**SSSI** - Sites of Special Scientific Interest protected by law.

**Stakeholders** - individuals and organisations with an interest in a particular area or issue.

**Statement of Community Involvement (SCI)** – this sets out the standards which the plan-making authority intends to achieve in relation to involving the community in the preparation, alteration and continuing review of all local development documents and in development control decisions. It is subject to independent examination. In respect of every local development document, the LPA is required to publish a statement showing how it complied with its Statement of Community Involvement.

**Statutory** - required by law (statute), usually through an Act of Parliament.

**Statutory undertakers** - companies concerned with water, gas, electricity and telecommunications that hold a licence granted by the Department of Trade and Industry.

**Strategic Environmental Assessment (SEA)** – an assessment of the environmental effects of policies, plans and programmes, required by European legislation, which will be part of the public consultation on the policies.

**Submission stage** – when the council formally hands in documents to the Government for their assessment.

**SUDS** - Sustainable Urban Drainage Systems. Measures to increase permeable surfaces in an area therefore allowing a slow release of water rather than fast run-off.

**Supplementary Planning Documents (SPDs)** - these cover a wide range of issues on which the plan making authority wishes to provide policies or guidance to supplement the policies and proposals in development plan documents. They do not form part of the development plan and they are not subject to independent examination.

**Sustainability Appraisal (SA)** - a tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors). Required to be undertaken for all LDDs, and to include SEA.

**Sustainability Matrix** – a matrix drawn up by the local planning authority to measure how different options for development score against sustainable development criteria, e.g. which of several potential development sites would create the least harm to the environment and social fabric etc.

**Sustainable Development** - a widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

The government has set out four aims for sustainable development in its strategy A Better Quality of Life, a Strategy for Sustainable Development in the UK.

The four aims, to be achieved simultaneously, are:

- social progress which recognises the needs of everyone
- effective protection of the environment

## E Glossary

- prudent use of natural resources
- maintenance of high and stable levels of economic growth and employment.

**Targets** - objectives expressed in terms of specified amounts of change in specified periods of time.

**Viability** - an economic measure of health.

**Vitality** - a social and cultural measure of health.

**Waste Planning Authority** - the authority responsible for waste planning, in this case Norfolk County Council.

**Windfall Site** - a housing site which is not allocated in a DPD or identified in a housing capacity study.

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