Figure 1.1 Considering the three dimensions of sustainable development

- **Economic Dimension**
  - Degrees of positive impact
  - Degrees of adverse impact - potential to mitigate/balance
  - Unacceptable impact - refuse

- **Social Dimension**
  - Degrees of positive impact
  - Degrees of adverse impact - potential to mitigate/balance
  - Unacceptable impact - refuse

- **Environmental Dimension**
  - Degrees of positive impact
  - Degrees of adverse impact - potential to mitigate/balance
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KEY: Orange = Town Centre Boundary  Red = Primary Shopping Area

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South Norfolk Council, Long Stratton, Norwich, Norfolk, NR15 2XE Tel (01508) 533633 Fax (01508) 533625
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## South Norfolk Development Management Policies

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How to use this document

Purpose of the Policies

The purpose of Development Management Policies is to help provide the basis for managing the majority of development proposals likely to be made in South Norfolk.

These policies are being prepared to have the legal status of development plan policies and to address the types of development proposal most commonly proposed forward in South Norfolk. Planning legislation requires that all planning proposals that accord with the development plan should be supported and those that do not will be refused – unless material considerations indicate otherwise.

This document should be considered together with the Joint Core Strategy and the other statutory development plan documents adopted by the Council; this group of documents are referred to collectively as the Local Plan. These also provide the basis for the Council to prepare other specialist supplementary planning guidance and advice that does not have the status of statutory policies but does provide useful advice and guidance on a variety of matters, for example, the Place Making Guide.

Relationship with the National Framework

The Government recently streamlined the long established body of national planning policies and guidance that applied to all development across in England; into a new national policy document called the National Planning Policy Framework (March 2011) - known as the National Framework. This document is structured in a similar way to the National Framework to make it easier to use alongside the National Framework; these Development Management Policies add important clarification and detail to customise the National Framework policies to address the particular circumstances, needs and priorities to be considered when apply for planning permission to develop land and buildings in South Norfolk.

Where it is not necessary to add a local Development Management policy, the policies of the National Framework and other Local Plan policies and site allocations will apply.

Structure of this document

The document is structured into four sections, Section 1 contains cross-cutting strategic policies that apply to all development proposals in order to achieve sustainable development. Reflecting the structure of the National Framework, Sections 2, 3 and 4 address how the economic, social and environmental impacts of development proposals will be assessed.
Format of each Policy

Each policy is set out in a format of:

- A Reasoned Justification, to explain the purpose of the Policy and how it will be applied, and making reference to supporting evidence. All titles or technical or specific terms that are **highlighted in bold** text are defined in the Glossary section or connected by hyperlinks to relevant supporting material.

- The Policy content with statutory status of the development plan, all in bold text

- Notes, signposting important cross-references to the National Framework, Joint Core Strategy and other Local Plan Policies to be read alongside the Policy, together with references to supporting evidence or relevant supplementary planning guidance.

(NB - the document will be published in a 'landscape format' to better fit the screen format.)
Strategic Policies

Introduction

The Joint Core Strategy has been prepared by the three Councils of Broadland, Norwich and South Norfolk, working together with Norfolk County Council as the Greater Norwich Development Partnership (GNDP). The Joint Core Strategy forms part of the Local Plan adopted by each local planning authority. The scale and location of development and the services and infrastructure required to support the Plan are based on thorough analysis, consultation and evidence fully detailed in the work of the GNDP which is accessible through the GNDP web site: http://www.gndp.org.uk/

The South Norfolk Site Allocations and Policies Development Plan Document and the Action Area Plans for Long Stratton and Wymondham also form part of the Local Plan for South Norfolk. These plans amend the Proposal Map and add specific policies to guide the delivery of development on sites allocated for development. In addition adopted Neighbourhood Development Plans may be produced which further amend the Local Plan policy requirements and development boundaries.

The Broads Authority will determine development proposals in that part of the planning area which sits within South Norfolk district.

The four strategic Development Management policies in Section 1 have the same strategic status as the Joint Core Strategy in South Norfolk, and cross-cut across the economic, social and environmental dimensions addressed in Policies under Sections 2, 3 and 4. The four strategic Policies address:

- How the presumption in favour of sustainable development should be applied in South Norfolk
- The requirement for infrastructure provision to be delivered through planning obligations
- The sustainable location of development
- Environmental quality and distinctive character of South Norfolk
1.1 Ensuring development management contributes to achieving sustainable development in South Norfolk

Reasoned Justification

International and national bodies have defined the broad principles and meaning of sustainable development. The UK government defines sustainable development as that which leads to improvement in terms of the economic, social and environmental dimension - both now and for future generations.

UK planning legislation has established a ‘plan led’ system to help ensure that new development contributes to sustainable development. Planning legislation requires that development proposals that accord with the development plan should be supported and those that do not will be refused – unless material considerations indicate otherwise.

This document together with the Joint Core Strategy and other statutory development plan documents adopted by the Council form the development plan applying in South Norfolk. These are referred to collectively as the Local Plan.

The Government has published national planning policies in a National Framework that all Local Plans should be consistent with unless expressly justified. The National Framework requires that the policies in a Local Plan follow the approach of “a presumption in favour of sustainable development”, with clear local policies that will guide how the presumption will be applied locally (see Policy criteria (a) below). To ensure each dimension of sustainable development is properly assessed in decision-making, the Development Management Policies have been arranged around the three dimensions of sustainable development.

In accordance with best practice, the Council follow a development management approach which involves working positively with developers and assessing all development proposals against the Local Plan and other agreed policies and objectives; and balancing the predicted and often competing concerns, benefits and impacts in order to reach a decision on whether to grant planning permission (see Policy criteria (b) below). Furthermore, a development management approach is more than arbitrating these competing concerns but also one of creatively seeking improvements and solutions wherever possible to facilitate good quality development to meet needs while protecting the public interest.

The development management decision-making process to be followed – whether by the Council’s planning committee or delegated to a professional officer of the Council or an appeal decision by a Planning Inspector - can be represented diagrammatically as below in Figure 1.1.

All three dimensions, represented in the three columns, must be considered in every decision – applying relevant Policies from the sections in this document
and other relevant material considerations. In accordance with the National Framework the decision makers must make development management decisions to achieve sustainable development by seeking economic, social and environmental gains from all development, “jointly and simultaneously”.

Degrees of adverse impact in one or more dimension(s) may be balanced with a degree of positive impact in another dimension(s) – the green and amber areas in each column. The principles of sustainable development seek a net beneficial impact form any development in each dimension.

![Figure 1.1 Considering the three dimensions of sustainable development](image)

If a development proposal would have an unacceptable adverse impact in any one dimension, then the proposal should be refused – the red area at the bottom of each column. The benefits and adverse impacts will be weighed and no one dimension will routinely have precedence over the others.

In order to facilitate the necessary creative discussion about new development proposals all potential planning applicants are strongly recommended to enter
pre-application discussions with the Council, neighbours and other stakeholders – in a manner proportionate to the scale of the proposal.

Local communities now have the opportunity to prepare their own neighbourhood plans and development proposals must respect these also. Neighbourhood Plans must be consistent with the Strategic Policies in the Joint Core Strategy and in Section 1 this document. Where formally adopted, these neighbourhood plans can take precedence over the non-strategic policies elsewhere in this document or in other Local Plan such as the Site Specific Allocations and Policies Document.

To reach a positive assessment of any development proposal it is vital that the necessary supporting evidence and information is submitted with the planning application. The Council’s requirements will be proportionate to the proposal in question and identified through early discussion with the Council and by reference to the Council’s Validation Checklist and the relevant Policies and Supplementary Guidance. It will not be possible to approve proposals if necessary information is missing.

In relation to criteria (d) below, in cases where there are not up-to-date and relevant Local Plan policies, decisions makers will take a decision based on the whole of the National Framework and the Local Plan Strategic Policies and the overall Vision and Objectives for the area, in order to ensure proper discrimination between development proposals that is in someway harmful but necessary in extremis, and those that are that are entirely unacceptable.

**Policy DM 1.1 Ensuring development management contributes to achieving sustainable development in South Norfolk**

a) The Council will take a positive approach that reflects the presumption in favour of sustainable development, together with a responsibility to meet objectively assessed needs identified in the Local Plan and other unforeseen development needs and opportunities emerging that are generally consistent the Council’s Vision and Objectives for the area.

b) The Council will work proactively with applicants to find solutions so that development proposals can be approved wherever possible, and to secure development that jointly and simultaneously improves the economic, social and environmental conditions in the area.

c) Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in adopted neighbourhood plans) will be approved without unnecessary delay, unless material considerations indicate otherwise.
d) Where there are no directly relevant Policies to the application or the relevant policies are out of date at the time of making the decision, then the Council will jointly and simultaneously consider the impact of the proposal in each of the economic, social and environmental dimensions, now and in the future. The Council will grant permission unless material considerations indicate otherwise – taking account of whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against:

i. The policies in the National Planning Policy Framework taken as a whole or
ii. Specific policies in international and national advice and guidance that indicate that development should be restricted or
iii. The Council's overall Spatial Vision and Objectives for the area.

e) The Council will give significant weight to supplementary guidance and community led plans where these are useful to guide the implementation of Local Plan policies.

Notes

*1 The National Framework identifies “three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and

an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy”. (National Framework paragraph 7)
2. The definition and function of the **development plan** is set out in Town Planning legislation and in particular section 38(6) of the Planning Act.

3. “To achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system”. National Framework (paragraph 8)

The **National Framework** (para 49) clarifies that Local Plan housing policies will not be considered up-to-date if the Council cannot demonstrate a five year supply of deliverable housing sites. In this instance the Policy DM 1.1 criteria (d) will be important; decision makers will take a decision based on the whole of the National Framework and the Local Plan Strategic Policies and the overall Vision and Objectives for the area, in order to ensure proper discrimination between development proposals that is in someway harmful but necessary in extremis, and those that are that are entirely unacceptable.

- UK Sustainable Development Strategy - Securing the Future sets out five guiding principles of sustainable development
- Resolution 24/187 United Nations defines sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs
- The National Framework (paragraphs 14-16) provides an explanation of the presumption in favour of sustainable development and requires Local Plan policies to explain how this will be applied locally.
- This Policy includes aspects of the Planning Inspectorate (PINS) ‘model policy’ addressing the presumption in favour of sustainable development.
1.2 Requirement for infrastructure through planning obligations

Reasoned Justification

The Council will apply appropriate planning conditions to planning permissions in order to manage or mitigate the impact of development. Sometimes it will also be necessary to require that planning obligations are entered into by developers to enable development to proceed. The obligations may be to ensure that new physical or green infrastructure is secured, and may be for new infrastructure to be provided on the site or a financial contribution to infrastructure to be provided off-site or an undertaking to take certain action. Agreement will be reached to ensure that the necessary infrastructure improvements are made at the appropriate stage in the implementation of the development. In this way it can be ensured that sustainable development can proceed with timely completion of necessary infrastructure.

Part 1) of the Policy makes clear that planning obligations will only be used to secure infrastructure or actions that are necessary, cannot be secured by planning condition and are not otherwise to be provided through Community Infrastructure Levy (CIL). Part 2) of the Policy outlines the scope for planning obligations to be secured through section 106 of the Planning Acts.

Part 3) of the Policy addresses how the Council will proceed in the event that the financial viability of development proposal means that it cannot proceed without reducing the planning obligation requirement. The ‘s123’ list is a list of projects to be funded with a combination of CIL and planning obligation financial contributions onto a project(s) of common interest. The Council may adopt a Planning Obligations Prioritisation Framework to set out certain priorities to be applied in negotiating individual planning obligations.

The construction of all new buildings also requires that a Community Infrastructure Levy (CIL) is paid to the local planning authority as a contribution to providing the necessary new infrastructure to serve development in the area; this is fully described in the CIL Charging Schedule and documentation. Full details of CIL infrastructure requirements and charges are available from the GNDP website: http://www.gndp.org.uk/our-work/cil/

Policy DM 1.2 Requirement for infrastructure through planning obligations

1) The Council will seek to secure site specific planning obligations for the delivery of essential infrastructure on or adjoining a site which:

   a) is only necessary as a direct consequence of the development proposed;
   b) cannot be secured via a planning condition; and
c) is not identified as infrastructure to be delivered through the Community Infrastructure Levy;

2) Planning obligations will be required to secure infrastructure which is necessary to ensure:

a) the delivery of sustainable development (through compliance with the Policies of this plan);
b) the delivery of affordable housing;
c) the delivery of off-site open space and play space (or financial contribution) required directly to serve the development and contribute to local community facilities;
d) pedestrian and highway safety improvements necessary to secure satisfactory access to the development via a range of modes of transport; and
e) take account of neighbourhood community led plans.

3) In cases where it is demonstrated by independent viability assessment that:

a) the impact of planning obligations combined with abnormal development costs would result in a proposed development becoming economically unviable;
or
b) a viable scheme cannot be achieved without amendments to the proposals to make it inconsistent with the other Polices within this plan; then

planning obligation requirements covering specific matters may be reduced by agreement. The Council will have regard to any approved Planning Obligations Prioritisation Framework (or successor document) and may add a specific site obligation requirements onto the “Regulation 123 list” to access other funding support to help deliver requirements.

Notes

- The Policy is necessary to secure Joint Core Strategy Objectives 5, 6, 7, 10 and 11; and to Policies 6, 7 8 and 12 -20
- GNDP documentation for Community Infrastructure Levy (CIL) projects is emerging. The Community Infrastructure Levy: Background and Context document sets out the draft charging schedule and the Regulation 123 list will be prepared by the Council.
- A Planning Obligations Prioritisation Framework will rationalise and agree a clear set of priorities for the negotiation of s106; this would NOT form part of the Policy.
1.3 The sustainable location of new development

**Reasoned Justification**

The **Joint Core Strategy** for Broadland, Norwich and South Norfolk sets out the vision, objectives and strategic policies to guide future development in the **Greater Norwich Area** - in and around the Norwich and the surrounding rural towns and countryside - until the year 2026. It sets a spatial strategy for the broad location and scale of new housing and employment growth, transport infrastructure and essential services and facilities. Development should avoid or enhance areas with important environmental qualities (including biodiversity, landscape, natural and built heritage), and avoid areas subject to flooding or other natural hazards. Strategic Policy DM 1.3 focuses on how this sub-regional strategy applies to development management decisions about change and the location of new development in South Norfolk district.

Significant change across the **Greater Norwich Area** is required to meet the ambitious targets for new homes and jobs that the area needs: between 2008 and 2026 at least 36,820 new homes will be built (of which approx. 33,000 will be in the defined **Norwich Policy Area**) and about 27,000 new jobs will be created. In the South Norfolk part of the **Norwich Policy Area**, growth will take place at the expanded communities of Easton/Costessey and Cringleford on the fringe of Norwich, and at Hethersett, Long Stratton and Wymondham. The communities will be served through the enhancement of local centres and facilities, which are easily accessible by foot, bicycle and public transport. More modest levels of growth in other towns and larger villages outside of the **Norwich Policy Area** will be supported by the protection and enhancement of the function of these centres and the location of new local jobs, services, community facilities and infrastructure.

Policy DM 1.3 provides a strategic development management policy to guide change and new development to sustainable solutions and locations, at an appropriate scale to implement the **Joint Core Strategy**. This envisages new development throughout a hierarchy of **Settlements** - Main Towns, Key Service Centres and Service and Other Villages - as the focal points for communities; whilst the **Countryside** retains its distinctive South Norfolk character and will continue to be working and offer areas of tranquillity. There will be protection and enhancement of nationally and locally important habitats and areas of biodiversity, landscape and built heritage. In particular, the distinctive characteristics of places in South Norfolk should be protected.

New development should normally be located within the defined development boundaries of the **Settlements** and/or on **Allocated Sites** identified on the **Proposals Map** and in the **Site Specific Allocations and Policies DPD or Action Area Plans for Long Stratton and Wymondham**.

For the purposes of the Development Management policies, the area outside of the defined development boundaries of the **Settlements** is referred to as **Countryside**. Only in exceptional cases consistent with specific Development
Management Policies or Site Allocations will development proposals in the **Countryside** be supported by the Council.

The strategy for the location of development growth in South Norfolk is summarised in the **Key Diagram**

**Figure 1.3: South Norfolk Key Diagram (see Annex 1)**

Diagrammatic map identifying:

- Norwich Policy Area
- Main settlement hierarchy
- Areas of strategic growth and key development figures
- Corridors of Movement
- Strategic Gaps
- Broads, rivers and other environmental constraints and strategies
- Import features in adjacent districts / Norwich City
- etc

The scale of development at each location will be appropriate for the function of place and availability of sites to ensure a sustainable pattern of development.

- Major mixed development will be focused at **brownfield sites** and urban fringe sites around Norwich at New Costessey, Colney and Cringleford or new and expanded the mixed communities to be focussed at Easton / Costessey.

- Major mixed development will also take place at the larger rural towns and villages including Wymondham, Hethersett and Long Stratton within the **Norwich Policy Area**.

- Outside of the **Norwich Policy Area** significant development will take place at the rural Main Towns of Diss, Harleston and rather less at the Rural Service Centres of Loddon / Chedgrave and Poringland / Framlingham.

In addition to the sites identified in the **Site Allocations and Policies DPD**, ‘**windfall sites**’ in the **Settlements** will be supported for infill development of compatible scale, form, function and character with the surroundings.
Much of South Norfolk comprises agricultural land forming both an important resource and an attractive backdrop to the existing settlements and the Broads. The rural area is a sensitive and multi-functional asset and contains many attractive built and natural features, including areas of notable landscape character and beauty, geological and biodiversity interest – of international, national and local importance. These need to be protected and enhanced and development will not normally be permitted in the open Countryside except: where this is necessary to meet specific needs to maintain and enhance the rural economy and accessibility to services necessary for thriving rural communities within; and is carried out in accordance with the specific policy requirements of the Development Management Policies.

**Policy DM 1.3 The sustainable location of new development**

1) All new development should be located so that it positively contributes to the sustainable development of South Norfolk as led by the Local Plan. The Council will be supportive of development proposals that are:

(a) Located on Allocated Sites or within the Settlements comprising the Main Towns, Key Service Centres, Service Villages and Other Villages with development boundaries defined on the Proposals Map; and

(b) Of a scale proportionate to the level of growth planned in that location, and the role and function of the Settlement within which it is located, as defined in the Local Plan.

2) Permission for development in the Countryside outside of defined Settlements or Allocated Sites will only be granted if:

(c) It satisfies specific criteria in the Development Management Policies or

(d) Otherwise demonstrates overriding benefits in terms of social, environment & economy dimensions as addressed in Policy 1.1.

**Notes**

- This Policy directly responds to the National Framework (paragraph 8) requirement that “the planning system to play an active role in guiding development to sustainable solutions” – by identifying the appropriate
locations for scales of development, and where development should not normally take place.

- **Joint Core Strategy** Spatial Vision (para 4.3) and planning Objectives (para 4.4) are set out for the whole of the Greater Norwich joint planning area.

- **Joint Core Strategy** Policy 4 identifies housing targets for the parts of South Norfolk within and outside the Norwich Policy Area. Policy 6 sets out the access and transport strategy to sustainably serve development in the areas for growth. Policies 9 -17 set out the roles and growth requirements for the hierarchy of settlements. Policy 18 requires that proposals close to the Broads have particular regard to potential impact on the Broads and ensure no detriment to the Broadland SPA, Broadland Ramsar and Broads SAC.

- Supporting evidence for the Vision, Objectives and Strategic Policies of the **Joint Core Strategy** are available through the GNDP web site: [http://www.gndp.org.uk/](http://www.gndp.org.uk/)

- Mapping of **Settlement** development boundaries is provided in the **Site Allocations and Policies DPD** and on the **Proposals Map**.

- The Policy helps deliver the Core Principle (5) of the **National Framework** (para 17) by ensuring development management decisions take account of the different roles and characters of different local areas, promoting the vitality of the urban areas and important centres and recognising the intrinsic character and beauty of the countryside, whilst supporting the rural communities within it.
1.4 **Environmental quality and local distinctiveness**

**Reasoned Justification**

Notwithstanding the need to consider economic and social dimensions in all decisions (Policy DM 1.1), the Council is committed to ensuring that development proposals do not cause significant harm to irreplaceable environmental assets, and do make positive improvements in the quality of the built, natural and historic environment and people’s quality of life. In accordance with the National Framework *1 this will include:

- making it easier for jobs to be created in cities, towns and villages;
- moving from a net loss of bio-diversity to achieving net gains for nature;
- replacing poor design with better design;
- improving the conditions in which people live, work, travel and take leisure; and
- widening the choice of high quality homes.

In particular, all development proposals should have full regard to local circumstances and the distinctive local characters and qualities of the places in South Norfolk. The Council work with partners and stakeholders to identify and prepare information about these environmental assets; this will help developers understand the important local natural, influenced and built assets and characteristics in the areas. For example the Council will work with the Local Nature Partnership – Wild Anglia, and the Norfolk Biodiversity Information Service, and with local special interest groups and Parish Councils to prepare Conservation Appraisals of Conservation Areas.

The National Framework points to the importance of an inclusive design approach addressing the connections between people and places, and points to the desirability of new development making a positive contribution to local character and distinctiveness as part of supporting and building successful local communities and vitality.

The Council is committed to ensuring that development management decisions deliver the requirements of Joint Core Strategy Policy 1 ‘Addressing climate change and protecting environmental assets’, and Policy 2 ‘Promoting good design’.

The Development Management policies and supplementary guidance produced by the Council will advise on how development proposals can achieve high quality by protecting important environmental assets and respond by making positive improvements to locally distinctive assets and characteristics. Relevant guidance will be produced to assist all scales of development, including the: Place Making Guide SPD, the Residential Alterations and Extensions SPD and Landscape Character Study. Development will be expected to utilise opportunities to support improvements required by the strategy for Bio-diversity Enhancement Areas, Green
Infrastructure and the Green infrastructure Priority Areas in the areas of most significant development growth and change.

The **Design and Access Statement** prepared by developers to support planning applications should demonstrate an understanding and evaluation of environmental assets and distinctive local characteristics, and justify the proposed layout and design against an expectation that all new development should make a positive improvement. The statement should address the natural, influenced and built environment and locally distinctive characteristics of places.

In carrying out development management functions the Council will seek to avoid duplication of functions and overburdening of developers with unwarranted requirements, by working closely with those responsible for other aspects of environmental regulation, including activities requiring environmental Permit approval administered by the authority or Environment Agency.

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**Policy DM 1.4 Environmental quality and local distinctiveness**

a) The Council will work with developers to seek out high quality and positive environmental improvement from all development. All development proposals must demonstrate an understanding and evaluation of the important environmental assets including locally distinctive characteristics, and justify the design approach.

b) Designated assets will be protected in accordance with their natural and historical significance, as detailed in the Development Policies.

c) Proposals must avoid environmental harm or where this is not possible, adequately mitigate and compensate for the adverse environmental effects of development; a net environmental improvement will always be sought.

d) All development should take all reasonable opportunities to:

i. Make a positive contribution to local character and distinctiveness;

ii. Enhance bio-diversity to achieve a net gain for nature;

iii. To improve the resilience of ecosystems to environmental change including through the provision of improvements to enhance identified environmental corridors;

iv. Protect environmental resources necessary for life;

v. Deliver the provision of essential infrastructure including water resources, waste facilities’, flood defences and green infrastructure;

vi. Re-use buildings rather than demolish;
vii. Recycle building materials and select materials to maximise environmental sustainability and minimise impact on scarce resources and environment;
viii. Generate and utilise renewable energy in appropriate ways; and
ix. Work with the characteristics of the location to ensure that the necessary mitigation measures are not disproportionate to the benefits of the scale of development proposed.

Notes

• *1 The National Framework (paragraph 9) requires positive improvement in the quality of the built, natural and historic environment, and reflecting of local circumstances (paragraph 10).
• *2 See strategic diagrams for Bio-diversity Enhancement Areas, Green Infrastructure and the Green infrastructure Priority Areas at pages 28, 29 and 62 of the Joint Core Strategy. More detailed mapping and description will be prepared with partners on a priority basis, to identify a positive strategy to enhance multi-functional green infrastructure and bio-diversity to which relevant development might support. More detailed mapping will be made available through the Council’s web pages as it becomes available.
• Important aspects of local distinctiveness that new development should respond to are identified addressed in Section 2 of the Place Making Guide; Section 4.2 of the Guide includes detailed guidance on appraising a site and its context. This should form part of the Design and Access Statement submitted with proposals.
• The importance of contribution to local distinctiveness is also reflected in guidance applying to domestic scale development, in the historic environment and setting in the wider landscape - see Residential Alterations and Extensions SPD, Development in the Historic Environment SPD, and South Norfolk Landscape Character Study.
• Policies in Section 4 of the Development Management policies set out how the environmental dimension of a proposal will be considered. Policies DM 4.5 – 4.7 address the natural environment and influenced landscape, DM 4.8 - 4.9 address heritage assets. Policy DM 3.8 addresses design principles including the regard given to local distinctive character.
• Development Management policy DM 1.1 addresses the presumption in favour of sustainable development that balances the economic, social and environmental dimensions in both the immediate and longer term.
• Policy 1 ‘Addressing climate change and protecting environmental assets’, and Policy 2 ‘Promoting Good design’ apply the vision and objectives of the Joint Core Strategy to all development proposals.
• Sections 7, 10, 11, 12 of the National Framework in particular promote design and environmental quality, including the protection and mitigation of impacts. Para 15 requires local plans to set out how the ‘presumption in favour of sustainable development’ will be applied locally; para 58 refers to
the need to “understand and evaluate” the “defining characteristics” and to respond and reflect these, while not preventing appropriate innovation. Para 61 addresses the “connections between people and places” and the contribution to sustainable communities, para 121 points to the “desirability of new development making a positive contribution to local character and distinctiveness”.

- The statement ‘Environmental Quality in Spatial Planning’ – English Heritage, Environment Agency and Natural England (formerly The Countryside Agency and English Nature) provides guidance on incorporating the natural, built and historic environment, and rural issues in plans and strategies
2. **Introduction to the economic policies**

The Council is committed to a strategy of promoting economic development to provide opportunities for 27,000 additional jobs directed to **Town and Village Centres** and on a range of new allocated sites; together with special support for specialist business clusters, business innovation, skills and training, and tourism and the rural economy more generally.

The following Development Management Policies support this new growth. **Policy DM 2.1** sets out how the Council will respond positively to new economic development proposals wherever this is consistent with sustainable development. The **Site Specific Allocations and Designations DPD** and **Long Stratton and Wymondham AAPs** contain site allocations and policies for development of each of the Allocated strategic and smaller **Employment Areas** across the district. Further guidance may be provided in relevant community led plans.

Certain employment areas will be safeguarded for knowledge-based and high technology clusters, for example at Norwich Research Park and Hethel Engineering Centre respectively. Also protected is the wide range of existing other employment sites and buildings suitable for a variety of economic uses in locations across the district. **Policy DM 2.2** protects against the loss of existing viable employment sites including in the Allocated **Employment Areas**. **Policies 2.4 to 2.6** address towns and larger villages are focus of local services and employment.

South Norfolk is substantially rural with important agricultural and a range of land based industry. The **National Framework** and local adopted Economic Strategies offer support for both new and existing rural based businesses essential to sustain and maintain the vitality of rural communities. **Policy DM 2.3** addresses working from home, and **Policies 2.7 to 2.12** address a variety of different types of development proposal that support the rural economy.
2.1 Employment and business development

Reasoned Justification

The Local Plan allocates sufficient land in accessible locations to meet identified economic need and provide a choice of development sites in defined Employment Areas. Town centres should be the focus of the ‘main town centre uses’ which contribute to the local economy and a range of employment opportunities. The Site Specific Allocations and Designations DPD and the Long Stratton and Wymondham AAPs contain specific site Allocations and Policies for employment development on both strategic and smaller Employment Areas across the district. These sites are suitable for a range of employment uses including Business Class development – the definition of these uses in set out in the Glossary.

In addition, the Council will respond positively to economic development proposals on other sites. The Policy gives preference to new sites within Settlement boundaries, to the needs of existing businesses that wish / require to expand, and finally to new small sites that are well related to a nearby rural settlement in terms of urban form and access to services. The Policy as it applies to sites outside of the main employment allocations will improve the range of accessible job and new business opportunities across the whole of the district and minimise incursion into the open Countryside.

Policy DM 2.1 Employment and business development

1) Development proposals which provide for or assist the creation of high quality employment opportunities, inward investment or provide for the adaptation and expansion of an existing business will be supported unless there is a significant adverse impact in terms of Policies DM 1.1, 1.3 and other policies of the Local Plan.

2) The employment areas defined on the Proposals Map are prioritised for Business Class uses and other appropriate Employment Uses.

3) Business Class proposals (including the expansion of existing businesses and upgrading, improvement or redevelopment of existing premises) will be supported within all the defined Employment Areas subject to adequate protection of neighbouring occupiers and the other policies of the Local Plan.

4) Proposals for other uses in the defined Employment Areas will be supported where it is demonstrated that these will be supportive of the particular employment area and not conflict with the requirements of Policies for the main town centre uses.
5) Proposals for Employment Uses on new sites located within Settlements will be supported subject to policies of the Local Plan.

6) Proposals for the expansion of existing businesses located in the Countryside should not have a serious adverse impact on the character of the Countryside and protect the amenities of neighbouring occupiers.

7) Proposals for new sites in the Countryside will be assessed against the policies of the Local Plan, with positive consideration given to proposals that:

   a) Re-use redundant rural buildings and hard standings (see Policy DM 2.10);
   b) Are located on sites well related to rural towns and villages and it is demonstrated that there are no sequentially preferable sites available; and
   c) Create accessible jobs and business opportunities in the rural area.

8) Proposals for new small offices in the countryside, of less than 200sq.m gross floor area (or 500sq.m near Diss and Wymondham), will not be required to undertake a ‘sequential test’.

Notes

- Section 1 of the National Framework requires the planning system to support sustainable economic growth.
- Joint Core Strategy Objectives 1, 3, 8 and 9 and Policies 5, 6, 7 and 12 – 19 address provisions for employment.
- Economic Strategy – see South Norfolk Economic Strategy (2011-14) and successor documents and the GNDP Economic Strategy Objective 3 and para 3.11 focus on the rural economy.
- Site Specific Allocations and Policies DPD, Wymondham AAP and Norwich Research Park development brief are all pertinent to allocations of sites for Employment Uses. These documents allocate Employment Areas.
- Proposals for new small offices in the Countryside, of less than 200sq.m gross floor area (or 500sq.m near Diss and Wymondham), will not be required to undertake a ‘sequential test’. (See Policy DM 2.4)
Title and number

2.2 Protection of employment sites

Reasoned Justification

This Policy supports the retention of existing sites and buildings currently in use for or viable and suitable for, a range of Employment Uses whether or not it is located in one of the allocated Employment Areas. This will help ensure a broad and sufficient range of opportunities are maintained to support sustained economic growth and with a good access to employment opportunities throughout South Norfolk.

This Policy applies to the Employment Areas designated on the Proposals Map and all other sites and buildings last in Business Class or falling within the Employment Uses defined in the Glossary, whether they are within Settlements and in the Countryside.

The Joint Core Strategy protects designated employment land for Employment Uses, other uses should only be accepted where these will be supportive to the designated Employment Area. This Policy provides specific guidance on how proposals for change of use will be addressed and protects all other sites and buildings in Employment Use.

The employment areas defined on the Proposals Map are prioritised for Employment Uses under Policy DM 2.1, that Policy also provides for the introduction of other employment generating non-Business Class uses into an Employment Area where these may be supportive of that particular local Employment Area. Similarly, Policy DM 2.1 protects all other buildings and land outside of the allocated Employment Areas currently or last in Employment Use.

The National Framework is clear that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Where a change from an Employment Use is proposed the onus will be on the applicant to demonstrate the merits of the new use or that the building is not viable for an Employment Use. The evidence the Council require to satisfy Policy criteria a) and b) below will include professional active marketing for at least six months, at valuations agreed with the District Valuation Office, and for a range of suitable alternative commercial uses. Marketing and potential alternative uses should be discussed and agreed with the Council and to meet the requirements set out in Policy DM 3.17.

However, criterion b) recognises that in some cases it may be more beneficial to the local community if a former employment sites or building is redeveloped for an alternative uses.
Policy DM 2.2 Protection of employment sites

1) The Council will safeguard sites and buildings designated on the Proposal Map for Business Class and other Employment Uses. Proposals leading to the loss of sites and buildings to another use will be permitted where the new use is supportive to that particular employment area.

2) The Council will safeguard all other land and buildings currently in or last used for an Employment Use (whether within a Settlement or in the Countryside). Proposals leading to the loss of such sites and buildings will be permitted where:

   a) The possibility of re-using or redeveloping the site / premises for a range of alternative business purposes has been fully explored and it can be demonstrated that the site or premises is no longer viable, feasible or practical to retain for an Employment Use;

   Or

   b) There would be an overriding economic, environmental or community benefit from redevelopment or change to another use which outweighs the benefit of the current permitted use continuing.

Notes

- The evidence the Council require to satisfy Policy criteria a) and b) will include the marketing requirements described in Policy DM 3.17.
- Section 1 of the National Framework requires the planning system to support sustainable economic growth. However, (para 22) planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose.
- Government has announced it will be revisiting proposals to amend the T&CP Use Classes Order and GDPO further to allow changes of use from Business Class as Permitted Development.
- Joint Core Strategy Objectives 3, 8 and 9 and Policies 5, 6, 7 and 12 – 19 address provisions for employment. Policy 5 protects Employment Areas.
- Site Specific Allocations and Policies DPD, Wymondham AAP and Norwich Research Park development brief are all pertinent to change of use of Business Class premises in designated employment areas.
**Policy DM 2.3 Working at home**

**Reasoned Justification**

The Council wishes to facilitate economic enterprise. Working at home can have many benefits for new or small businesses, particularly in a rural area. It can:

- Save on start up costs
- Allow flexibility and avoid the need for tenancy agreements etc
- Save on travelling time and expenses.

Many people (including employers and employees) find it desirable to facilitate 'working from home' on a regular basis as this can offers benefits to businesses and can contribute to reducing the need to travel to conventional work places on a daily basis. Some other types of small scale business activity at home are also suitable in a residential area, whereas other uses may only be more suited to purpose built 'live/work units' or more remote locations where neighbours will not be impacted by activities on site.

If a householder wishes to regularly work some of their employment 'from home' or to use a computer and telephone to run a business at home, and does not have employees or visits to the site for sales or deliveries, then planning permission will probably not be required as there is no material change of use. Small scale development to facilitate this 'incidental' use of the home will be acceptable in principle. Where the scale of activity exceeds this it is necessary to have guidance about the level of work that may be appropriate in residential properties. This policy gives guidance the level of working that may be acceptable without adverse impact on the amenities of neighbours.

Development proposals should not have an unacceptable impact on the amenities of any nearby residential occupiers, taking account of the direct and indirect effects of the scale of the business activity undertaken, accounting for factors including: the employment of non-residents in the business accommodation, operations and process on the site, and visitors and deliveries to the sites. The scale of the activity must remain incidental to the overall use of the site for residential purposes. Suitable planning conditions may be applied to manage activity.
Policy DM 2.3 Working at home

Planning permission will be granted for proposals for the change of use of part of the dwelling or for the erection of a new building in the curtilage to allow working at home provided that:

a) The proposal would not have an unacceptable impact on the amenities of any nearby residential occupiers;

b) The direct and indirect effects of the scale of the business activity, including the employment of non-residents at the business, must remain incidental to the overall use of the site for residential purposes;

c) There is adequate off-street parking to cater for both business and residential use; and

d) There are no direct sales from the site to visitors.

Notes

- The National Framework (para 21) requires that planning facilitates flexible working practices and accommodates reasonable integration of residential and commercial uses in the same unit.
- The Policy supports Joint Core Strategy Objectives 3, 8 & 9 and Policies 2 & 5
DM 2.4 The location of retail and commercial leisure uses

Reasoned Justification

High street shopping is under considerable pressure from both the effects of the economic recession on consumer spending and changing shopping patterns, with the continuing growth in out-of-centre shopping and internet trading. Latest UK economic projections (Experian 2012*1) indicate that following the recovery in economic growth in the UK economy, that medium-term growth (2019) will remain less buoyant than seen in the 12 years before the recession in 2008/09. The Portas Review*2 found that less than 50% of retail spending now takes place on the high street and this figure is falling, although sales in local neighbourhoods are holding up better than in town centres. On this basis the projections of retail growth and new floor space requirements to meet planned housing and population growth*3 assessed for the Joint Core Strategy can be regarded as optimistic. The Council will continue to monitor national and sub-regional shopping trends and monitor the health of individual town and village centres, including vacancy rates.

The National Framework continues the policy of support and directing growth to ‘town centres first’. The Council can support the local centres by supporting qualitative improvements to town and village centres and increased flexibility over certain changes of use. This can help the centres to offer an attractive and competitive ‘shopping experience’; and individual retailers to compete on ‘service and expertise’ as well as ‘price and range’*2. Each centre has a distinct heritage, character and function and many have a good variety of shop units. The importance of heritage to the attractiveness of the centres is reflected in the Place Making Guide SPD.

The Council’s policies define, promote and manage a hierarchy of town and village centres which will be competitive and the focal point for local communities and location for the majority of shopping, services and other ‘Main Town Centre Uses’. New sites for expansion are allocated in the Site Specific Allocations and Policies DPD and the Wymondham APP.

In line with the National Framework and Joint Core Strategy, the Development Management Policies DM 2.4 and 2.5 (a) bring together the hierarchy of 4 levels of shopping centres (Joint Core Strategy Policy 19) and the hierarchy of places (Policies 13-17). The larger centres for shopping and services are defined and shown on the Proposals Map (or the Area Action Plans for Wymondham and Long Stratton) and in the Maps 2.4 (1) to (6) at Annex 1.

New shopping development and other Main Town Centre Uses (see Policy DM 2.5(a) are encouraged within the context of the retailing floor space capacity (also known as ‘headroom’) identified in evidence *3, with limited scope for more floor space growth in the identified Level 2 Main Towns of Diss and Harleston (and Wymondham). These centres have defined Town Centre Areas.
The Level 3 centres are identified in the **Key Service Centres** of Hethersett, Hingham, Loddon and Poringland (and Long Stratton) (all with defined Town Centre Areas); and Level 4 provision is found in individual and groups of shops in the Service Villages, Other Villages, Smaller rural communities* and the local suburban shopping centre at Norwich Road, Costessey. Together these fulfil valuable local shopping and service functions which should be maintained. However, these serve local catchments that are too small to form a basis to for the meaningful estimation of retailing floor space growth potential. Appropriate scales of new retail floor scale will be supported, and the Town Centre Areas in the Level 3 centres are defined in such a way as to allow for some expansion in shops and services in the **Key Service Centres** that serve areas where greater most housing growth is planned. These areas should be prioritised for this purpose.

Level 3 and 4 local convenience shops and other shops and services providing an important local community service will be protected from loss through **Policy DM 3.17**.

Proposals to change the use of Class A1 ground floor shops in all centres will be assessed with reference to **Policy DM 2.5 (a)**.

Improvements in the provision in all the centres is encouraged, and in line with national policy a **sequential approach** and **impact assessment** will be applied to proposals for new shops, leisure uses and offices to be located outside of existing centres.

**Policy DM 2.4  The location of retail and commercial leisure uses**

(1) The development of new or improved retailing, services, offices and the other Main Town Centre Uses will be encouraged at a scale appropriate to the form and functions in the following hierarchy of centres:

- **Main Town Centres** - of Diss and Harleston. (Wymondham is subject to the separate policies of an Area Action Plan);

- **Key Service Centres** - the large village and district centres of Hethersett, Hingham, Loddon, and Poringland. (Long Stratton is subject to the separate policies of an Area Action Plan);

- **Village and Local Centres** – including groups and individual village shops in the Service Villages, Other Villages and the local centre at Norwich Road, Costessey.

(2) Proposals for Main Town Centre Uses should be located within the defined Primary Shopping Area or elsewhere in the defined Town Centres Areas (or on the sites allocated in the Local Plan) as shown on the Proposals Map (see Plans 2.4 & 2.5 (1) to (6)).
(3) A sequential assessment and impact assessment will be required when considering planning applications for Main Town Centre Uses to be located outside of the Town Centre Areas or allocated sites. Preference will be given to accessible sites that are well connected to the town centre by pedestrians. All proposals for retail, leisure and office uses of 1000 sq.m or more near Diss and Wymondham, and 500 sq.m elsewhere, will be required to submit an assessment of:

- The impact of the proposal on existing, committed and planned public and private investment in a centre in the catchment area of the proposal; and

- The impact of the proposals on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area.

All new retail, leisure and office development of 500 sq.m or more near Diss and Wymondham, and 200 sq.m elsewhere, will be required to submit a sequential assessment of any availability of sequentially preferable locations for potential alternative sites.

Notes
- *1 Wymondham Retail Strategy 2012 Oct 2012 GVA includes an up to date review of national trends and projections, including Experian UK economic forecasts.
- *2 The Portas Review – ‘An independent review into the future of our high streets’ quotes BIS and other statistics and makes recommendations for supporting out high street shopping. (2011)
- *3 Norwich Sub Region: Retail and Town Centres Study (2007) provides the retailing evidence base for the Joint Core Strategy, including calculations of retail growth and floor space requirements for the sub region. The South Norfolk District Retail Study (2004) looks at further smaller centres.
- *4 Policy 19 of the Joint Core Strategy sets out the hierarchy of places with the tiers of Main Towns (Policy 13), Key Service Centres (Policy 14), Service Villages (Policy 15), Other Villages (Policy 16) and Smaller communities (Policy 17).
- Place Making Guide SPD (2012) considers the centres with the most proposed most growth and focuses on their qualities. The Portas Review notes the contribution of the attractiveness of places to the ‘shopping experience’.
- Site Specific Allocations and Policies DPD and Wymondham and Long Stratton AAPs identify specific site allocations and policies.
2.5 (a) Changes of use in town centres

Reasoned Justification

‘High street shopping’ in town and village centres and is under considerable pressure from both the effects of the recession on consumer spending, and continuing growth in out-of-centre shopping and internet trading (see RJ to Policy DM 2.4). Despite this, the Portas Review supports the view that, by supporting qualitative improvements to town and village centres and some increased flexibility in planning controls, that Councils can effectively support their local centres to offer a competitive shopping experience where individual retailers can then compete on ‘service and expertise’ as well as ‘price and range’. The Portas Review also finds that some planning restrictions are necessary to limit over-concentrations of certain uses, to maintain a predominance of shopping in primary areas, and otherwise maintain a suitable stock of ground floor accommodation available for town centre uses. Evidence from the Norwich Sub Region Retail and Town Centres Study supports this too. This means protecting such units from the dominating market pressure for conversion to residential use.

The National Framework defines a list of ‘Main Town Centre Uses’ as retail development (including warehouse clubs and factory outlet centres), leisure and entertainment facilities, the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); Offices; arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities). These uses fall under different Use Classes, the General Development Order permits changes of use between some of these uses without the need for further planning approvals. Policy DM 2.5 addresses the changes of use requiring permission.

The attractiveness and vitality of town centres depends in large measure on the mix of uses within them. A key consideration is to manage ground floor premises to ensure a range of opportunities for the uses that most attract shoppers and other visitors. The needs of the main town centre uses should not be compromised by site availability and consequently a small number of vacant units in local centres is both necessary and normal. Such uses should include a variety of shops, services, leisure and eating places, keeping up-to-date with new trends. A wide range of commercial and residential uses will be encouraged within the upper floors of commercial premises in the Town Centre Area, subject to general development management policies regarding standards of amenity etc.

The National Framework provides for the definition of Primary Shopping Areas that include a high proportion of retail uses, while providing for a more varied mix of uses elsewhere in the Town Centre Area. The latter could provide locations for a greater mix of town centre and employment generating uses. However, a concentration of a particular type of non-retail use in ground floor premises that could reduce a town centre’s attraction should also be
avoided, especially within **Primary Shopping Area**. These are all defined on the Proposals Map and **Maps 2.4 /2.5 (1) – (6).**

It is important that opportunities are maintained in village and local centres to offer a suitable range of local convenience shops and other important local facilities. These will be protected from loss to other uses dependent on qualitative rather than quantitative assessment of the circumstances of an individual centre and proposal, and taking account of factors such as the availability of alternative facilities and the future viability of the unit for the similar permissible uses – also see Policy **DM 3.17.**

Neighbourhood shops not only provide local assessable and convenient shopping that is valuable to communities, but UK wide BIS trading level figures show that they are also holding-up their level of trade better than many larger centres*1. Just because a unit is currently vacant does not mean it is not mean it is viable for a similar use to the last.

**Policy DM 2.5 Changes of use in the town centre**

**All Town Centre Areas**

(1) In the defined Town Centre Areas, development proposals for shopping, food and drink and leisure uses (Use Classes A1, A2, A3, A4, A5 and D2 as defined in the Town and Country Planning (Use Classes) Order 1987, as amended) will be encouraged, together with other defined Main Town Centre Uses (falling within Classes D1, B1 and appropriate Sui Generis class).

**Main Town Centres**

(2) Within the Primary Shopping Area of Diss and Harleston, development proposals (including changes of use) that would result in less than 60% of ground floor shop units being available for Class A1 shop uses will not be permitted.

(3) Elsewhere in the defined Town Centre Areas of Diss and Harleston, a change of use of a ground unit will not be permitted where:

   a) It creates a concentration of non-A1 uses that would harm the future attractiveness of part of the Town Centre Area or
   
   b) The loss of a ground floor unit leading to more than 50% of the ground floor non-residential units in non-Class A1 shop use.
Key Service Centres and Village and Local Centres

(4) A change of use from Class A1 Shop will only be permitted if the future attractiveness and vitality of the centre is not harmed to an unacceptable degree.

(5) Changes of use will not be permitted that create a concentration of a particular type of non-Class A1 shop uses that will unacceptably harm the future attractiveness and vitality of part of the Town Centre Area.

Notes
- T1 The Portas Review – ‘An independent review into the future of our high streets’ quotes BIS and other statistics and makes recommendations for supporting our high street shopping. (2011)
- *2 Norwich Sub Region: Retail and Town Centres Study (2007) provides the retailing evidence base for the Joint Core Strategy, including calculations of retail growth and floor space requirements for the sub region. The South Norfolk District Retail Study (2004) looks at further smaller centres.
- Proposal leading to the loss of an important local shop or community facility are assessed under viability test Policy DM 2.2 / 3.17.
- Proposals for change of use will be subject to all other Policies including DM 3.15(a) and DM 3.11 on the impact on residential amenity and highways.
- The Use Classes Order as amended 2005 defines use classes – see Glossary
- Place Making Guide SPD (2012) considers the centres with the most proposed most growth and focuses on their qualities. The Portas Review notes the contribution of the attractiveness of places to the ‘shopping experience’.
2.5(b) Food, drink and hot food takeaways

Reasoned Justification

The number and diversity of food and drink uses including hot food takeaways has been increasing. These can add to the attraction, convenience and vitality of centres. Food and drink uses play an important role in the local economy and although the majority of outlets should be located within **Town and Village Centres**, they may well be acceptable elsewhere. For example hot food takeaways may be appropriate on the principal routes and main distributor routes on the highway and at railway and bus interchanges, and where they can serve residential concentrations.

However, the introduction of such uses can be incompatible with adjoining and close neighbouring residential uses. The adverse affects on local residential amenity can reach far-afield from hot food takeaways in particular; the impact of night-time operations can be exacerbated by late night noise disturbance, litter and demand from customer’s short-term car parking.

The Policy criteria a)-c) address factors the Council will consider when setting limits to the opening hours of such new uses on a case by case basis; the closing times below will be typical:

- Within the **town and village centres** or along the principal and main distributor highway routes: 23:30 hours Monday to Saturday; 23:00 Sundays and Bank Holiday

- Elsewhere: 23:00 hours on Monday and Saturdays; 22:30 on Sundays and Bank Holidays.

Substantial kitchen extract ventilation systems are often necessary to disperse kitchen odour and heat but their appearance can conflict with design objectives, particularly when they affect conservation areas or listed buildings. It is therefore important to have full details of extraction systems and other plant and machinery submitted prior to the determination of the planning application.

Policy DM 2.5 (b) Food, drink and takeaways

Food and drink uses within classes A3, A4 and A5 will be permitted both within defined **Town and Village Centres** and elsewhere within **Settlements** where development does not give rise to unacceptable environmental effects including noise, smell and general disturbance which would adversely affect amenity of nearby occupiers and which could not be satisfactorily controlled by conditions.
Typical opening hours will be applied in a planning condition to set appropriate limits to hours of opening hours, subject to consideration of any submissions made with regard to:

a) The consistency with the pattern of trading hours for other A3, A4 and A5 uses already established within the vicinity;

b) The character of the existing area including existing background noise levels in that area; and

c) The particular nature of the proposal concerned.

Notes

- In town and village centres proposals for the change of use of existing shops must also satisfy Policy DM 2.5 and the generic Policy DM 3.15 (a) protecting the amenity of neighbouring occupiers.
- The safe and free flow of traffic on the highway network must not be prejudiced by customer parking, Policies DM 3.11 and 3.12 will be important considerations.
- Planning decisions will assume that other aspects of environmental regulation dealing with matters such as the preparation of food for the public, storage and disposal of commercial food waste and safety will all operate effectively – see Policy DM 1.4. For detailed information contact the Council’s Environmental Service.
- The sections Ensuring the vitality of town centres (para 23) and Conserving and enhancing the natural environment (para 123) of the National Framework are relevant.
- This Policy helps implement Joint Core Strategy Objectives: 3, 6, 8 and Policies: 5, 6, 7, 12 -14.
2.7 Agricultural and forestry development

Reasoned Justification

Many types of agricultural, forestry and horticultural development can be carried out without the need for planning permission under ‘permitted development rights’, however, certain agricultural and forestry development requires planning permission and the considerations may differ to those for other types of development proposed in the Countryside.

The Council is concerned that the proposed agricultural development is appropriate and necessary, and designed to minimise impact on rural character and appearance and the amenity of the locality.

The siting of new buildings to integrate with existing features is an important issue. New buildings should normally be located as closely as possible to existing buildings, although in some cases this may not be possible or appropriate. Opportunities to re-use existing buildings or previously built sites will be preferred expect in the case that removal of an existing structure and re-building in a more appropriate location is more beneficial.

It is recognised that the nature of agricultural and land based rural activities are changing, including the increased use of agricultural contractors whom require buildings for the storage of equipment and vehicles from which to serve a wide customer base.

In relation to criterion (a), the Council will be supportive of proposals for the re-use or replacement of existing buildings or for new buildings to enable the diversification, ongoing competitiveness or expansion of farm based enterprises. The conversion or replacement of existing buildings on the site for other Employment Uses to occupy will be considered under the terms of Policy DM 2.10.

In relation to criterion (b), it should be demonstrated that the site is well positioned with suitable road links to serve the area.

In all cases the road access should to serve the scale and nature of development and activities proposed without causing demonstrable harm to the safe and free flow of traffic, assessed under Policy DM 3.11.
Policy 2.7 Agricultural and forestry development

Agricultural and forestry development will be permitted where:

a) The proposal development is necessary for the purpose of agriculture within the farm unit

or

b) In the case of development for an agricultural contractor serving a wider area, demonstrate that the site is well related to the area to be served and that there are no other alternative sites with existing buildings are available;

and

c) The proposed development is appropriate to the location in terms of use, design and scale, and is sensitively sited to protect the amenity of existing neighbouring uses in the locality; and

d) Designed to avoid serious adverse impact on the appearance of the locality, integrate the proposals with existing features, and respect the character of the surrounding landscape.

Notes

- The National Framework promotes development and diversification of agriculture and other land based rural businesses, including the conversion of existing buildings and well designed new buildings (para 28). It is a Core Principle (para 17 point 5) that development should both recognise the intrinsic character and beauty of the countryside and support thriving rural communities.
- The Joint Core Strategy Objectives 3, 8 & 9 and Policies 1, 5, 6 & 7 are all relevant to agricultural and rural business development outside of Settlement boundaries.
- Particularly relevant Development Management Policies include: DM 1.3, 1.4, 2.1, 2.10, 3.8, 3.11, 3.12, 4.6a and 4.7b
2.8 (b) Equestrian and other small rural land based activities

Reasoned Justification

The growth in interest in the natural environment and recreational use of the Countryside is to be welcomed as a result of improving quality of life and healthy and active lifestyles. It is also important to the growth and diversification of the rural economy and can lead to improvements in the diversity and appearance of the landscape and the habitat value of the natural environment. Furthermore, the use made of the Countryside and agricultural and forestry practice is constantly evolving, inevitably leading to changes in the ‘influenced’ rural landscape. However, development in the Countryside is not generally appropriate.

This Policy provides for appropriate small scale development while protecting against a multitude of small scale individual changes that could have a harmful cumulative impact on the character and landscape and Countryside. This Policy addresses some of the types of development proposal arising from:

- Growing interest in commercial and private rural pursuits that give rise to small scale development that falls outside of the definition of commercial agriculture and forestry use and outside of any permitted development rights.
- Farm units being restructured and former agricultural dwellings and buildings becoming available for other occupation.
- Householders seeking to extend their residential curtilage onto former agricultural land for: gardens, ‘amenity land’ or ‘hobby farming’ activities.
- The keeping and riding of horses for recreational purposes - significant change can arise through the changes made in the use of land for the keeping of horses; the sub-division of fields into small parcels of land and the erection of field shelters/stables/tack rooms/storage facilities. Equestrian fencing, equipment and other facilities associated with the keeping of horses such as jumps and ménages can also have an adverse impact if not managed carefully.

This Policy addresses the potential impact of individual (and the cumulative impact of many) such small changes in the use of land and new buildings / structures and associated fencing and paraphernalia that can have a significant adverse on the character of the Countryside. It provides a basis for controlling intrusion into landscape and the impact on the character of the Countryside. Some aspects are also addressed under other Local Plan policies.

Policy DM 2.8(b) Equestrian and other small rural land based activities

(1) The change of use of land or erection of buildings and equipment for equestrian uses or other small scale rural land based uses in the Countryside shall be permitted if:
a) The scale, design, materials and siting of proposed buildings and equipment is designed to avoid serious adverse impact on the appearance of the locality, integrate the proposals with existing features, and respect and enhance the character of the surrounding landscape / area; and

b) It is sensitively sited to protect the amenity of the locality; any muck pad / storage is sited as so not to adversely impact on the natural environment or the residential amenities of local residents and other occupiers.

(2) Proposals to extend residential curtilage onto agricultural land will be positively considered, with particular regard given to:

c) Adverse impact on the character and visual appearance of the Countryside;

d) Adverse impact on public rights of way or the areas of urban / rural transition that provides the setting of Settlements in the Countryside; and

e) The inclusion of appropriate boundary treatment that is in-keeping with the rural character of the locality.

(3) In all cases the Council will consider the possible cumulative impact of many separate individual changes in an area and may impose appropriate planning conditions.

Notes

- Large scale development is inappropriate in the Countryside (Policy DM 1.3 refers), consistent with Joint Core Strategy Policy 2, Objectives 8,9 & 11 and the National Framework. This Policy provides for appropriate development consistent with National Framework Core Principle 5 (para 17).
- The Council will impose appropriate planning conditions to equestrian uses. e.g. Grant ‘personal’ permissions to limit or prohibit commercial scale of activity, to require the removal / storage of jumps and other equipment when not in frequent use or otherwise restricting the use of land, buildings, boundary treatments, planting and lighting etc.
- The Council will impose appropriate planning conditions to extensions of residential curtilage. e.g. Remove permitted development rights from the land.
- Impact on traffic and access will be considered against Policy DM 3.11.
- New rural enterprises will also be considered against the criteria in Policies DM 2.1 and 2.12.
2.9 Rural tourist and recreational destinations

Reasoned Justification

The Council will encourage the establishment of new rural tourist attractions and recreational ‘destinations’ in the district, and the expansion of existing attractions and ‘destinations’ in order to encourage greater rural tourism and leisure activity to benefit the rural economy, rural communities and visitors, whilst seeking to protect the intrinsic beauty and character of the Countryside.

Other Local Plan policies promote the retention and development of leisure, recreation and other facilities in villages and rural towns, and support the location of new and expanded tourism and recreational uses where these are well related to such rural settlements.

This Policy provides the basis for assessing development proposals for new and expanded visitor ‘destinations’ in the open Countryside where development would not otherwise be acceptable.

Proposals for the expansion of existing attractions and ‘destinations’ should include a clear statement of why the development proposed is reasonably necessary for the maintenance and/or enhancement of the business/attraction, and why this need cannot be met in a rural service centre (also see Policy DM 2.4). Proposals for new attractions should also clearly explain the nature of the unique and special attributes of the location and why this need cannot be met from within a rural service centre.

Policy DM 2.9 Rural tourist and other recreational destinations

(1) The Council will be supportive of proposals for new and expanded visitor recreational and leisure destination attractions in the Countryside where clearly justified on the basis of:

- the unique and special attributes of the location;
- the necessity of the development proposed to the continued viability and enhancement of the attraction; and
- why these attributes or needs cannot be met at existing facilities in a rural service centre.

(2) Development proposals shall be permitted where:

a) The expansion / extension to existing facilities is of a scale appropriate to the existing development and would not have a detrimental effect on the character of the landscape and Countryside; and
b) Harm would not be caused by the nature, scale, extent, frequency of timing of the activities proposed, including:
   i. Any noise and other pollution likely to be generated by the proposed activities;
   ii. The siting and appearance of any new buildings or structures required for the activity and the appropriateness of building conversions;
   iii. The number of people / activity likely to be at the site at any one time and their degree of concentration or dispersal within the site; and
   iv. Impact on the natural environment and habitats (including high quality agricultural land, water courses and wildlife habitats).

(3) All proposals will require safe and adequate access to serve the whole site, and the local road network and access routes should be sufficient to serve the attraction and surrounding area with a safe and free flow of traffic, as assessed under Policy DM 3.11

Notes

- **National Framework** Section supports a prosperous rural economy. Core Principle 5 (paragraph 17) supports recognises the need for thriving rural communities and protecting the intrinsic character and beauty of the countryside.
- Joint Core Strategy Policy 5 supports development of the economy and jobs in rural locations with preference for the re-use of redundant buildings and supporting tourism and promotion of appropriate new and expanded businesses which provide tourism.
- The need to show the need cannot be met from a rural service centre arises from **National Framework** para 28(4).
- Note the additional clarification at (3) above over and above in respect of destinations in the open **Countryside**.
Policy DM 2.10 – Conversion and re-use of buildings in the Countryside for non-agricultural use

Reasoned Justification

The adaption and re-use of existing buildings in the Countryside to new uses can keep them in productive use, ensure buildings worthy of retention are maintained and reduce the need for new building. The renovation or adaption of older traditional buildings and those of architectural or historic importance may help preserve and keep them in productive use. In the case of traditional and historic buildings the retention of the character of the building will be an important consideration, taking account of their significance.

The Joint Core Strategy requires a preference for re-use of appropriate redundant non-residential buildings for Employment Uses, including holiday accommodation, to support the tourism industry and local economy. This Policy elaborates on this to encourage Employment Uses including Business Class uses into more modern buildings, and the creation of holiday accommodation in older character properties. The Policy sets out a basis for identifying when conversion to another use, including community use or residential use, may be more appropriate.

Proposals may be for a mixture of uses, for example a food processing or design and manufacture, together with an element of retail display and sales. The inclusion of some retailing or other of the ‘main town centre uses’ (preferred to locate in town centres) will normally be acceptable where this is providing for a need that cannot be met in a nearby town centre of village centre. Larger proposals for the ‘main town centre uses’ will be required to show that there is no sequentially preferable site and no harmful impact on local service centres*1

The creation of additional isolated dwellings in the Countryside is generally regarded as unsustainable; however, conversion for residential uses will be supported where there is a compelling case to allow this in order to protect an important traditional building. Larger residential proposals will need to provide a suitable quality and mix of housing in keeping with Local Plan Policies.

It is accepted that a building may require significant re-construction to achieve the necessary standards for the new use. However, in all cases the granting of planning permission will be dependent on demonstrating that the external envelope and outward appearance of the standing building(s) and the curtilage of the site are suitable for the proposed use without the need for future major extensions, new outbuildings and change of use of agricultural land that would harm the character and appearance of the building, setting and Countryside.

The Council will also have regard to the possible effect on the amenity and living conditions of neighbouring occupiers and the environment (including important habitat and species (especially such wildlife as bats and barn owls) which are protected under the Wildlife and Countryside legislation.
**Policy 2.10 Conversion and re-use of buildings in the Countryside for non-agricultural use**

The change of use and conversion of buildings in the Countryside for Employment Uses (including holiday accommodation) will be supported where the following requirements are met:

a) The proposed development should not result in the loss of a farm building suitable for continued agricultural use and which, if its alternative use is permitted, would be likely to result in the construction of a replacement agricultural building;

b) The building(s) to be re-used should be standing and of adequate external envelope for the proposed use, without the need for the erection of major extensions and additional outbuildings and / or significant changes in appearance that would have a serious adverse impact on the rural characteristics of the original building;

c) The development (including associated use of external space and change of use of land) is sympathetic to the setting; and

d) Any proposed commercial use (including leisure or retail sales content) should not have an adverse impact or give rise to the dispersal of activity on such a scale as to prejudice the vitality and viability of local rural towns and villages.

The conversion of buildings in the Countryside for residential use (Class C3) will only be supported where all the above criteria are satisfied and there is compelling evidence submitted that the building(s):

e) Cannot be reasonably be used or viably developed for Employment Uses; and

f) It is a traditional building worthy of protection and the proposals will enhance the building and/or other nearby buildings and their setting in the Countryside.

**Notes**

- *1 Larger proposals for the ‘main town centre uses’ will be required to show that there is no sequentially preferable site and no harmful impact on local service centres. See Policy DM 2.1 and 2.4
- In all cases the granting of planning permission will be dependant on demonstrating that outward appearance and external envelope of the standing building(s) and the curtilage of the site are suitable for the proposed use without the need for future extensions, new outbuilding
and change of use of agricultural land that would harm the character and appearance of the building, setting and countryside.

- Consideration should be given to the existing South Norfolk SPG on rural building conversions - to be updated and included within the new Development in the Historic Environment SPD.
- The Council will apply planning conditions and agreements to minimise, mitigate and compensate adverse impacts, and to control the introduction of ancillary structures, outside storage, means of enclosure and withdraw permitted development rights as appropriate.
- The expectation for the conversion of rural buildings to be favoured for Employment Uses is consistent with Polices DM 2.1 and 2.7, and National Framework para 28 and Core Principle 5 (para 17). Also Joint Core Strategy Policy 4.
- The Policy is consistent with Joint Core Strategy Policies: 1, 2, 4, 8 & 12-19 and Objectives: 2, 8 & 9.
- The proposed use should not create levels of traffic which the local highway network cannot accommodate safely (Policy DM 3.11) or cause pollution, noise or other disturbance that would cause unacceptable harm to other occupiers and land uses in the area (Policy 3.15a & b).
- Proposals for a community use will be assessed on the above basis and supported in preference to economic use where a compelling case is supported by the local community as addressed in Policy DM 3.17.
2.11 – Agricultural and other occupational dwellings in the Countryside

Reasoned Justification

Rural housing will generally be provided through development within rural Settlements and exceptionally on local needs housing sites provided under Policy DM 3.3. In accordance with national and Local Plan policies, new isolated dwellings in the Countryside will only be supported in special circumstances.

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 an occupational dwelling in close proximity to the enterprise to allow short travel to deal with a night time emergency and nothing suitable is available. *1

The Council will support a proposal for a new isolated rural occupational dwelling where there a demonstrated functional need to support agricultural and other businesses requiring rural location. The dwelling must be appropriate and affordable to a viable enterprise that it is approved to serve meeting the criteria below. Housing for a new enterprise may be supported under criterion f) below.

If permission is granted for rural occupational 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 – see g) & h) below.

Policy 2.11 – Agricultural and other occupational dwellings in the Countryside

(1) 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.

In the case of established enterprises:

a) There is a demonstrated functional need for one or more full-time workers to be readily available at all times for the enterprise;

b) The functional need could not be met by another existing dwelling in the area that is available and suitable;
c) The enterprise has been established for at least 3 years and is, and is likely to remain financially viable be for the foreseeable future;

d) The proposal does not represent a replacement of another dwelling on the site (or the former holding of which the site formed a part) that has been sold on the open market in the last five years; and

e) The proposed dwelling is no larger than that required to meet the functional needs of the enterprise and is affordable from a viable income derived from the enterprise in the long term.

In the case of new enterprises:

f) If there has been insufficient time to demonstrate financial soundness, permission may be granted for a temporary dwelling in the form of a residential caravan, mobile home or other prefabricated structure which can easily be dismantled and removed from the site.

(2) Occupational dwelling planning conditions:

g) Planning conditions will be applied in all cases restricting use of the occupational dwelling to the purpose for which it was approved.

h) A proposal to remove an ‘occupancy condition’ will only be approved where it is demonstrated that the occupational dwelling is not longer required for the enterprise served and cannot be re-let following the marketing required under Policy DM 3.17 and within the terms of the condition.

Notes

- Appeal decisions have consistently found that it is not necessary for a full-time worker to be housed within ‘sight and sound’ of an enterprise to respond and deal with emergences.
- This Policy elaborates on the National Framework (para 55) sets out the special circumstances where new isolated homes in the Countryside might be justified.
- This is consistent with the Joint Core Strategy Policies 4 and 5 and Objectives 3 and 8.
2.12 Tourist accommodation

Reasoned Justification

A rich mixture of tourist and visitor accommodation is essential to supporting visits and tourism and the rural local economy in South Norfolk – be it accommodation in serviced hotels, inns and public houses and guesthouses or in whole variety of self-catering accommodation or sites for touring caravans and camping.

To support the vitality of rural towns and villages and to promote sustainable patterns of development, Local Plan policies prefer the location of new tourist accommodation to be in the rural service centres, offering visitors the opportunity to use local services and where public transport provision is better. This way rural tourism can be important to supporting rural diversification and provide a financial injection directly into the rural economy.

Outside of a rural service centre location: Policy DM 2.9 provides for new tourist accommodation to be provided at established visitor attractions or ‘destinations’; DM 2.10 for the conversion of rural buildings; and small Caravan Club approved camp sites can operate under permitted development rights.

However, not all the needs for new tourist and visitor facilities can be met in these ways and improvement and new types of accommodation will be needed to meet new visitor expectations. Many visitors purposely come to the area for seclusion or to tour by car to visit a wide geographic area and variety of attractions. There appears to be growing interest in new types of tourist accommodation such as ‘glamping’ and ‘tree house’ accommodation.

Where new accommodation is permitted outside of Settlement boundaries appropriate planning conditions will be applied to ensure the facility is genuinely available for holiday lettings, and to help manage any adverse impacts on the environment and the character and appearance of the Countryside. Typically these will take the form of a requirement to removal of temporary structures at appropriate intervals, and holiday occupancy conditions placed on un-serviced holiday accommodation or sites to require that:

i) No person occupy any part of the development permitted for a period exceeding SIX WEEKS. Furthermore, no person shall occupy any part of the same development within a period of THREE WEEKS following the end of a previous period of occupation;

ii) A register of bookings is maintained at all times and made available for inspection to an officer of the local planning authority upon request; and

iii) It is used for holiday purposes only and shall not be occupied as the sole or main residence of the occupiers, and it will be available for commercial holiday lets for at least 140* days per year;

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

**Policy DM 2.12 Tourist accommodation**

1. Proposals for new built permanent or semi-permanent tourist and holiday accommodation will be encouraged to locate within Settlements or on sites well related to Settlements, and at a scale appropriate to the Settlement.

2. In the Countryside, proposals for new tourist accommodation will be permitted in accordance with policies for the enhancement of rural tourist and recreation destinations (Policy 2.9) or the conversion of redundant rural buildings (Policy 2.10).

3. Proposals for change of use of land for touring caravans, camping, ‘glamping’ and other temporary structures providing tourist accommodation will be supported where the accommodation site is:
   
   a) Of an scale appropriate to the accessibility to local services in a rural settlement or at an existing rural tourist destination
      
   Or
   
   b) Well related to and supports the diversification of a farm or land based enterprise;

4. In all cases, proposals for the change of use of land particular consideration will be given to the:
   
   c) The proposed ongoing management of the site to protect the amenity of the locality and protect nature conservation, landscape and archaeological value; and
   
   d) Ensuring that good quality agricultural land is not taken out of production.

**Notes**

- For all proposals in the Countryside the local road network should be able to safely handle the traffic the site whole would generate, and access satisfy the requirements of Policy DM 3.12.
- The National Framework para 25-7 seek to ensure the vitality of town centres, and 28 on supporting the rural economy.
- Joint Core Strategy Objectives: 1, 3, 6, 8 & 9 and Policies 1, 2, 5, 6, 7 and 12-19 are all relevant.
- The following Development Management Policies may be particularly relevant: DM 2.1, 2.4, 2.9, 2.8b, 2.10, 3.8, 3.12, 4.3, 4.5a, 4.6a, 4.7b, 4.8 and 4.10.
3  Introduction to the social policies

The Joint Core Strategy seeks to meet the needs generated by significant growth in the population, and growth in the economy. The strategy requires the delivery of a supply of housing suitable to meet a variety of general and special needs, together with necessary supporting services and infrastructure to sustain and build the high quality of community and personal life in South Norfolk. Development Management Policies have an important contribution to make to this.

The Policies address the type and quality of the new housing that should be built, together with Policies to address the exceptional need for some house building in the Countryside to meet local affordable housing need and rural occupational requirements. Policies will also manage householder proposals for home extension and improvement and the replacement of existing dwellings and sub-division of existing housing plots.

The Policies also address the general design principles applying to all development, additional controls over signs and advertising in the Countryside, and access and transport requirements including the standards for vehicle parking.

Policies address the need to ensure the protection of the quality of life and amenity of existing and new occupiers and ensure protection from pollution. Policies require new outdoor play and recreation space to be provided and that important local community facilities are provided and protected.
3.1 Housing Quality

Reasoned Justification

Good quality housing should provide for internal and external accommodation that is fit for purpose and suitable for its intended occupants. Homes must be designed to meet the demands of everyday life and offer the flexibility and potential to be occupied by households with different needs over time and under different forms of tenure. For example, the standards should provide adequate space and facilities to allow for studying and working from home.

Buildings that perform better than the minimum environmental standards are more sustainable in the long term, particularly in respect of sound insulation and energy efficiency. Well proportioned rooms with good levels of natural light provide a better quality of life for occupiers, and will also be adaptable to meet changing circumstances over time.

The Council’s preferred minimum gross internal floor areas (GIA) for new homes are defined (Table 3.1) in relation to the number of occupants, bedrooms and storeys. The minimum GIA incorporates the Lifetime Homes standards and the Home and Community’s Agency (HCA) Housing Quality Indicators, which assess the basic furniture and activity spaces requirements of occupiers. Consideration has been also been given to the detailed analysis undertaken by the Royal Institute of British Architects (RIBA) and the Greater London Authority (GLA), looking at a cross-section of new homes and the need for new internal standards. Regard has also been given to local experience in South Norfolk and elsewhere in Norfolk.

<table>
<thead>
<tr>
<th>Dwelling type (bedroom/persons)</th>
<th>Indicative minimum gross internal area (GIA) (sq.m)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single storey dwelling</td>
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</tr>
<tr>
<td>1p</td>
<td>37</td>
</tr>
<tr>
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<td>50</td>
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<td>3b5p</td>
<td>102</td>
</tr>
<tr>
<td>4b6p</td>
<td>113</td>
</tr>
</tbody>
</table>

Table 3.1 Internal residential space guidelines (Gross Indicative Areas)

Development in the majority of cases is expected to achieve these standards but there may be scope to relax them on a case by case basis if there are exceptional conservation or other benefits and, the application plans
demonstrate that the dwellings will accommodate the furniture, access and activity space requirements relating to the declared level of occupancy.

The outdoor space around new homes may be provided as private gardens or as a communal amenity space. It should however be integral to the overall residential design of the development and form a key part of the overall design of the site. Detailed guidance on the design and quality of outdoor space and arrangements of housing is set out in the South Norfolk Place-Making Guide. Provision of parking, refuse storage and utility space should not be detrimental to the provision of suitable external amenity space; detailed guidance is referred to in the Notes below.

The Building Regulations provide for good standards of day lighting, sound insulation, and energy and water efficiency.

**Policy DM 3.1 Housing Quality**

Proposals for new housing should be designed with regard to the:

- Council’s internal residential space guidelines (Table 3.1) and demonstrate through detailed design drawings and schedules that the internal spaces are suitable, adaptable and will be able to accommodate a range of residents over time; and

- Place Making Guide SPD and supplementary guidance with regard to the provision of external space and the arrangement of dwellings.

**Notes**

- The National Framework requires planning to deliver a wide choice of high quality homes (para. 50).
- **Joint Core Strategy** Policy 2 promotes good design and Policy 4 a mix of housing, but cognisant of the need for viability in prevailing market conditions.
- Detailed research on the importance of internal space requirements has been conducted for:
  - The Case for Space – RIBA Sept 2011
  - The London Plan and draft Housing SPD – Dec. 2011
  - HCA’s Housing Quality Indicators
  - Lifetime Homes standards
- **Joint Core Strategy** Policy 1 and Policy DM 4.1 address the Zero Carbon Homes standards which are important to the quality and the cost of running a home.
- The South Norfolk Place-Making Guide SPD addresses the layout of residential developments; Policies DM 3.10 and DM 4.4 provide guidance on vehicle parking standards and requirements for the storing of and collection of refuse and recycling.
3.2 Meeting housing requirements and needs

Reasoned Justification

Joint Core Strategy Policy 4 requires that all housing proposals contribute to providing the range of housing required to provide balanced communities and meet housing needs in the area, as identified in the most up to date study of the housing market and need. This development management policy expands upon and clarifies how Policy 4 will be applied in South Norfolk.

Dwelling Size

The latest evidence on the housing market and need indicates a current need across all tenures (at 2011) in the Greater Norwich sub-regional area of:

- 1 bedroom 13-17%
- 2 bedroom 29-33%
- 3 bedroom 35-36%
- 4 bedroom+ 19-20%

These proportional requirements will be reviewed in the light of future evidence and may be varied to include other relevant requirements identified, for example for single storey houses or provision of sites for ‘self-build’.

Affordable Housing

The Council will seek affordable housing on all developments of 5 or more dwellings or sites of 0.2ha or more. The mix of tenure sought will be based on the latest robust evidence of need available. The September 2011 Update of the Greater Norwich Housing Market Assessment shows that 46.3% of housing need in Greater Norwich can be met only through affordable housing provision. Greater Norwich’s housing need is used as evidence because the affordable housing provided will implement a sub-regional policy.

Current evidence sets out the size of affordable homes needed on the basis of bedroom numbers. In future evidence of need might also include aspects such as the need for different rent levels (e.g. Social Rent and Affordable Rent), single story accommodation and self-build. This list is not exhaustive.

It is likely that the system / market for affordable housing will continue to change during the lifetime of this Policy. The Council acknowledges that it might not always be possible for rented accommodation to be Social Rent as is specified in the Joint Core Strategy Policy 4, so Affordable Rent will be acceptable where it is necessary in order to maximise the number of affordable homes delivered. Subject to financial evidence, the Council will consider other rents and any intermediate tenure that meets need and is affordable.

The Joint Core Strategy recognises that in some instances the developer might provide financial evidence that the full policy target for affordable housing is not achievable. Where the Council accepts this evidence, the affordable housing will be sought by agreement in the following priority order:
• By variation in the mix of affordable tenures or numbers provided on-site
• By accepting that a proportion of affordable housing is provided off-site, and lastly by
• Accepting a commuted sum to be used for the provision of affordable housing.

The Council wishes to ensure that all affordable homes provided through this policy at least meet the design standards that would be funded by the Homes and Communities Agency grant.

To ensure clarity, all affordable housing requirements will be specified on the following basis:
• number
• size (number of bedrooms and bedspaces)
• type (house, flat, bungalow)
• tenure (including the type of rent)
• design standards including Gross Internal Area (see Policy DM 3.1)

The precise mix required will be agreed with the Council, based on the latest available evidence for the Greater Norwich Area as the starting point, taking account of relevant locally specific requirements and the characteristics of the site and surroundings.

With coordinated action as both the local housing and planning authority, the Council will ensure that the affordable housing contributes to community sustainability through the housing allocation policies; households with a local connection to a particular settlement through residence or employment will be able to benefit from the affordable housing provided through this policy. This will be achieved through a local connection eligibility cascade set out in the Policy. Recognising that some residents of more rural parishes will seek to live in larger settlements, the proportion of affordable homes with priority for local residents will be restricted in these larger settlements.

The affordable housing is to be well-integrated on all sites in accordance with the Place Making Guide SPD and other policies.

Policy DM 3.2 Meeting housing requirements and needs

All housing proposals must include a range of dwelling type and bed spaces to meet the requirements of different households, as identified in evidence on the housing market.

On all qualifying sites the affordable homes to be provided will be specified in terms of the number of dwellings and the bed spaces, type, tenure and design standards, all to be agreed with the Council.
In settlements of less than 3,000 population, households with a local connection will have priority for all of the affordable housing.

In settlements with a population of 3,000 or more, households with a local connection will have priority for approximately one third of the affordable housing.

Notes

- The Glossary to the **National Framework** provides a definition of Affordable Housing. Section 6 (see paragraph 50) sets out the requirement for planning decisions to provide a range of housing. Paragraph 159 identifies the type of Strategic Housing Market Assessment evidence required.

- Greater Norwich Housing Market Assessment Update (September 2011) will now be reviewed to address the period beyond 2016. Commissioned by the GNDP, it is agreed that it will investigate the requirement for bungalows; the National Framework also requires that the HMA also look at the case for providing for ‘self-build’.

- The **Joint Core Strategy Policy** 4 addresses the mix of housing required on current evidence. JCS paragraph 5.29 addresses economic viability.

- The Place Making Guide (paragraph 3.2.3) addresses the requirement for good design and the integration of housing tenures in any scheme, consistent with Policy DM 3.8.

- This Policy addresses general housing need, in addition Policy 3.3 addresses the meeting of rural local housing needs.
3.3 Meeting rural housing needs

Reasoned Justification

The Council will contribute to the social and economic sustainability of rural areas by increasing the availability of affordable housing in rural areas; this can be supported by enabling the development of appropriate sites that would not normally be allocated or released for housing (these are often referred to as ‘rural exceptions sites’).

Further to Policy DM 3.2, the Council has agreed a local connections eligibility ‘cascade’ to ensure that local applicants have priority – through the South Norfolk Home Options choice based lettings system. The local connection with a particular parish or village is based on residence or employment.

The National Framework sets out a range of affordable housing tenures and any of these (or others) will be considered, provided they can provide affordable housing in perpetuity. The Council must be satisfied that long term arrangements will be in place to implement the planning consent and to ensure satisfactory management of the affordable housing. The content of community led plans and community views may be an important consideration to identifying local opportunity sites and local needs.

The National Framework allows for some housing for market sale within developments such as these. In line with that guidance the Council will consider such proposals to the extent they are essential to enable the delivery of the affordable housing to meet local needs.

To satisfy criterion a) and b) of the Policy, a proposal must demonstrate robust evidence of local need, and the housing will be genuinely available and affordable for people in housing need who have a local connection with the parish. In accordance with Policy 3.1 the Council will agree the form of housing required.

Criterion c) requires that ‘exception sites’ are well related to the settlement; this will be assessed on a case by case basis in terms of the relationship with the built form of the settlement and landscape setting and the quality of pedestrian accessibility to the facilities in the village.

Policy DM 3.3 Meeting rural housing needs

Proposals for affordable housing for local needs in the Countryside will be permitted where:

a) the proposal would help to meet proven local need;
b) the affordable housing is to be available firstly for people with a local connection;
c) the proposal would be well related to existing development; and

d) the housing will be affordable in perpetuity.
Notes

- The Glossary of the National Framework provides definition of requirements of Affordable Housing and Rural exceptions sites.
- Joint Core Strategy Policy 4 provides for ‘exception sites’ as part of housing policy strategy necessary to contribute to meeting the mix of housing needs and to provide balanced communities. The Policy clarifies that schemes should be at settlements classified in the hierarchy as Other Villages or above (paragraph JCS 5.32).
- Policy DM 3.2 addresses the mix of housing required to meet general housing needs.
- Policy DM 3.4 addresses the provision of sites for rural exception Travellers sites.
3.5a Residential extensions and conversions within Settlements

Reasoned Justification

Residential extensions and conversions within Settlements can add greatly to the diversity and flexibility of the housing stock in sustainable locations, and help to meet a range of occupier needs. All development should maintain and create good levels of amenity for future occupiers and neighbouring occupiers, and maintain or enhance the character of the area.

All those contemplating development (including small scale works that can be carried out within the terms of Permitted Development) are advised to have regard to the Supplementary Guidance prepared by the Council on good quality design and standards, in particular the House Extensions Guide SPD. Early discussion with neighbours can smooth the path to successful household development.

The Council may remove permitted development rights or impose appropriate planning conditions to protect the amenities of adjoining occupiers. For example, removing permitted development rights to insert new or alter existing windows and balconies in order to protect the amenities of adjoining occupiers.

When considering proposals for extensions and conversions the Council will have regard to parking and other guidance and standards for new dwellings, the Council will seek to maintain the standard for new dwellings and will not permit reduction on of existing provision where this is below the standards for new dwellings unless there are compelling reasons to do so.

New residential development can be achieved through the sub-division of large dwellings or the conversion of buildings. Buildings currently or last used to provide employment space, shops or community service are subject to policies that protect against the loss of viable opportunities for such uses to continue, including Policies DM 2.2, 2.4, 2.5 or 2.10 and 3.17.

Proposals for replacement dwellings and additional new dwellings achieved through the sub-division of an existing dwelling plot are addressed by Policy DM 3.5b.

will in addition be assessed with regard to Policies DM 3.1 and 3.2;

Policy DM 3.5 Residential extensions, conversions within settlements

Within Settlements proposals for residential extensions and conversions to create new dwellings will be permitted provided they:

a) Incorporates a good quality design which maintains or enhances the character and appearance of the building, street scene and surroundings; and
b) Does not have an unacceptable impact on the amenities of neighbouring occupiers.

Specifically, proposals must provide and maintain:

c) Adequate private amenity and utility space;

d) Adequate access and parking; and

e) Adequate levels of amenity with reasonable access to light and privacy, free from unacceptable noise or other pollutants.

All development proposals are advised to have regard to the Supplementary Guidance prepared by the Council.

Notes

- When considering proposals for extensions and conversions the Council will have regard to parking and other guidance and standards for new dwellings, the Council will seek to maintain the standards expected for new dwellings and will not permit a reduction of existing provision where this is below the standards for new dwellings, unless there are compelling reasons to do so. See Policies DM 3.17 and 4.4.

- All other Policies for environmental protection will apply, for example requirements for landscaping and protection of important trees. e.g. DM 4.7a and 4.7b.

- The conversion of buildings last used to provide employment space or local community services are subject to further policies to protect against the loss of viable opportunities for such uses to continue – see Policies DM 2.2, 2.4, 2.5 or 2.10.

- This Policy helps achieve Joint Core Strategy Objectives: 2, 4, 8 & 9 and Policy 2.

- Permitted Development rights are set out in the GPDO (see Planning Portal web site); there are new Government proposals to increase these rights on a temporary basis.

- In all cases applicants are advised to consider the Guidance and advice contained in the South Norfolk House Extensions Guide SPD, Place Making Guide SPD etc.

- Proposals for replacement dwellings or new dwellings achieved through the sub-division of an existing dwelling plot are addressed by Policy DM 3.5b; in addition Policies DM 3.1 and 3.2 will apply.

- Such proposals and those for replacement dwellings or new dwellings achieved through the sub-division of an existing dwelling plot are addressed by Policy DM 3.5b; in addition Policies DM 3.1 and 3.2 will apply.
3.5b Replacement dwellings and additional dwellings on sub-divided plots within Settlements.

Reasoned Justification

The replacement of existing dwellings and sub-division of existing residential plots to allow the construction of a small number of further dwellings does provide a regular source of housing supply in sustainable locations and contributes to the effective use of land. All development must maintain and create good levels of amenity for future occupiers and neighbouring occupiers, and maintain or enhance the character of the area.

When considering proposals for replacement and additional dwellings on existing residential plots the Council will have regard to parking and other guidance and standards for new dwellings; the Council will seek to maintain the guidance and standards for new dwellings for both the host property and new dwellings, and will not permit a reduction on the existing level of provision where this is below the standards for new dwellings unless there are compelling reasons to do so.

Replacement dwellings will be unlikely to duplicate the design of the building replaced but should enhance the character of the street scene.

All those contemplating development are advised to have regard to the Supplementary Guidance prepared by the Council on good quality design principles and standards, including: the House Extensions Guide, Place Making Guide DPD and parking standards. Early discussion with neighbours can smooth the path to successful household development.

The Council may remove permitted development rights or impose appropriate planning conditions to protect the amenities of adjoining occupiers. For example, removing permitted development rights to insert new or alter existing windows and balconies in order to protect the amenities of adjoining occupiers.

Policy DM 3.5b Replacement dwellings and additional dwellings on sub-divided plots within Settlements.

Within Settlements the replacement of existing dwellings and sub-division of existing residential plots and gardens to create new dwellings will be permitted provided that it:

a) Incorporates a good quality design which maintains or enhances the character and appearance of the building, street scene and surroundings and maintains the character of spaces around dwellings; and
b) Does not have an unacceptable impact on the amenities of neighbouring occupiers.

Specifically, proposals must provide and maintain:

c) Adequate private amenity and utility space;
d) Adequate access and parking; and
e) Adequate levels of amenity with reasonable access to light and privacy, free from unacceptable noise or other pollutants.

All development proposals are advised to have regard to the Supplementary Guidance prepared by the Council.

Notes

• This Policy helps achieve Joint Core Strategy Objectives: 2, 4, 8 & 9 and Policy 2. The Site Allocations and Policies DPD allocates sites for five dwellings or more, smaller ‘windfall’ sites on existing plots should have regard to this Policy. The Council will have regard to parking and other guidance and standards for new dwellings, the Council will seek to maintain the standards expected for the host and new dwellings, and will not permit a reduction of existing provision where this is below the standards for new dwellings, unless there are compelling reasons to do so. See Policies DM 3.17 and 4.4.

• The Policies standards and guidance applying to new development shall apply, including in addition Policies DM 3.1 and 3.2. All other Policies for environmental protection will apply, for example requirements for landscaping and protection of important trees. e.g. DM 4.7a and 4.7b.

• In all cases applicants are advised to consider the Guidance and advice contained in the South Norfolk House Extensions Guide SPD, Place Making Guide SPD etc.
**DM 3.6 House extensions and replacement dwellings in the Countryside**

**Reasoned Justification**

Whereas extensions in the Countryside may not impact on the amenity of close neighbours in the same way as development in Settlements - in towns, villages or suburban settings – they can, individually and cumulatively over a period of years, have an adverse impact on both individual properties, their surroundings. This can gradually change and have an adverse impact on the character of the open Countryside, contrary to strategic aims and policies of the Local Plan.

The requirements of Policies DM 3.5a and all other residential planning standards will all apply.

The sub-division plots in the Countryside would create new dwellings in the countryside and is contrary to Policy 1.3, the Joint Core Strategy and National Framework. The case of an exceptional functional need for occupational dwellings or for local affordable housing needs in the rural area are addressed under policies DM 3.3 and DM 2.11.

Proposals to extend the residential curtilage of an existing dwelling onto agricultural land in the Countryside for an enlarged garden, ‘amenity land’ or ‘hobby farming’ are considered under Policy DM 2.8 (b).

**Policy DM 3.6 – House extensions and replacement dwellings in the Countryside**

Proposals to extend or replace existing dwellings in the Countryside or the erection of outbuildings or boundary treatments for such dwellings, will be permitted provided that the proposals comply with the criteria of Policy DM 3.5 and 2.8 (b) and in addition:

a) The design and scale of the resultant development must be sympathetic to the area’s character and landscape setting; and

b) The original dwelling must have a lawful permanent residential use and be capable of residential occupation without major or complete reconstruction.

**Notes**

- The construction of new dwellings new plots or on sub-divided existing residential plots in the Countryside is not generally appropriate – see
Policy **DM 1.3** and **National Framework**. Exceptions are permitted under Policies **DM 3.3** and **2.11**.

- When considering proposals for extensions and replacement dwellings the Council will have regard to parking and other guidance and standards for new dwellings, the Council will seek to maintain the standards expected for new dwellings and will not permit a reduction of existing provision where this is below the standards for new dwellings, unless there are compelling reasons to do so. See Policies **DM 3.17** and **4.4**. **All other** Policies will apply including the qualities and standards under Policies **DM 3.1** and **3.2**.
- All other Policies for environmental protection will apply, for example requirements for landscaping and protection of important trees. e.g. **DM 4.7a and 4.7b**.
- This Policy helps achieve **Joint Core Strategy** Objectives: 2, 4, 8 & 9 and Policies 2 & 4.
- In all cases applicants are advised to consider the Guidance and advice contained in the House Extensions Guide SPD, and also the South Norfolk Landscape Character Assessment.
3.7 – Residential annexes

Reasoned Justification

The creation of annexes to an existing dwelling, whether the host dwelling is located in a Settlement or in the Countryside, can create a useful facility for the support and care of family members.

Residential annexes should therefore be designed so that the dwelling unit as a whole provides genuinely flexible accommodation that can be adapted and re-adapted to meet the changing needs of an extended family over time. This should include the option of absorbing the annexe back into the main dwelling accommodation if necessary, by the same or future occupiers.

To meet these requirements rather than create a separate dwelling unit, it is essential that the main and annex accommodation are directly connected by an internal link or otherwise have a close spatial relationship with shared facilities and space.

Unduly large or detached annexes can prove an economic and practical liability when vacated or when the property changes hands and this leads to pressure for the annexes to be severed and let separately from the main dwelling. This can create sub-standard dwellings with inadequate standards of access, amenity and space.

In the case of annexes to dwellings in the Countryside, this is also inconsistent with policies seeking to restrict the unsustainable development of new dwellings in the Countryside. In Settlements the necessary additional accommodation may be achievable by the sub-division of a plot to achieve the requirements of Policy 3.5a.

Householder Permitted Development rights also allow the siting of caravans and mobile homes within the curtilage of an existing dwelling under certain conditions. The installation of caravans and mobile homes may be approved for use as annexe accommodation where this is required and they are justified. Such approvals will be subject to a condition which restricts occupation to meet the specific need identified and may be time limited.

Policy DM 3.7 Annexes and the sub-division of housing plots

Proposals for residential annexe accommodation will be considered favourably provided that it is designed so that it can reasonably continue to be used as part of the main dwelling, without creating an independent dwelling unit, in future. This will require the annexe to have a scale, shared facilities and spatial relationship to the main dwelling that does not facilitate its future severance from the main dwelling.
Planning conditions will be imposed to restrict occupation of the annexe to persons related or similarly linked to the occupants of the main dwelling.

Where annexes are proposed which do not comply with the above requirements, they will be assessed as a sub-division of the plot to create independent dwellings under Local Plan Policies.

Notes

- Proposals for extensions, conversions or new building to create residential annex accommodation in the Countryside should also comply with the Policies and criteria of Policy DM 3.5, 3.6 and 2.8 (b).
- This Policy is helps achieve the Joint Core Strategy Objectives: 2, 4, 8 & 9 and Policies: 2, 4 and 12-19; and is consistent with the National Framework (see para 54, 55).
3.8 Design Principles

Reasoned Justification

Good design is a key aspect of sustainable development to achieve social, economic and environmental objectives, and indivisible from good planning. All development should contribute positively to making places better for people.*1

The Council is committed to working positively with developers to achieve high quality and inclusive design for all development, including small and larger individual buildings, public and private spaces and wider area development. The Council’s decisions will aim to ensure that development should: function well; create attractive places and support community cohesion; optimise the potential of the site; responds to local character, history and distinctiveness; and be visually attractive as a result of good architecture and landscaping. In accordance with the National Framework, development of poor design that fails to take the opportunities for improving the character and quality of an area and the way it functions should be refused.

Reflecting the Joint Core Strategy, the Council places great importance on the need to promote and reinforce local distinctiveness, and is committed to producing guidance, policies and information to help raise understanding and evaluation of these defining characteristics. This includes the Place Making Guide SPD, a Residential Alterations and Extensions SPD and a programme of and other supplementary planning guidance and Conservation Area appraisals.

To ensure innovation and originality is not stifled and best practice is shared, the Council will also have regard to other wider best practice such as the Building for Life programme, and will maintain a regular programme of local design review.

Reflecting Joint Core Strategy Policy 2, major development (500 dwellings or more) OR that of particular complexity, should be masterplanned using an inclusive recognised process demonstrating how the whole scheme will be delivered and related to adjacent areas. A lower threshold may be appropriate for larger development to be located into a smaller settlement, and this should relate to the programming of timely infrastructure and so forth. The Site Allocation Policies address any specific requirements.

The importance of contributing to local distinctiveness, the historic environment and setting in the wider landscape applies at the smaller scale and to domestic scale development too - see Residential Alterations and Extensions SPD, Development in the Historic Environment SPD, and Landscape Character Study.
**Policy 3.8 Design Principles applying to all development**

(1) The Council will work with applicants to seek out high quality and positive improvement from all development, protect and enhance the environment and existing locally distinctive character and encourage innovation; the Council will refuse development that fails to take the opportunities for improving the character and quality of an area and the way the area functions.

(2) Major development, should be masterplanned using an inclusive recognised process demonstrating how the whole scheme will be delivered and related to adjacent areas, including the programming of infrastructure requirements. A masterplan may also be appropriate for sites of less than 500 dwellings in the case of large developments located into a smaller settlement or on sites of particular complexity.

(3) Planning permission will be granted for development that has been designed to: respect adjoining structures, spaces, routes and local landscape; provide an attractive, accessible and safe environment; and conform to the following criteria:

(a) The scale, height, massing, form and appearance of development is designed with a satisfactory relationship of structures, spaces and routes within the site and a successful integration into the surroundings;
(b) The development is created with high standards of design, buildings materials, finishes and landscaping reflecting the use of distinctive local building traditions, materials and heritage assets where relevant; also provision of street furniture and a contribution to public art where appropriate;
(c) Access is provided by routes and public spaces that meet different requirements of accessibility (including pedestrians, cyclists and people with mobility or sensory difficulties) without an unsatisfactory domination of traffic;
(d) A clear distinction is made between public and private spaces within the site; all public and private spaces to be suitable for their purpose, attractive, landscaped, safe; and with adequate lighting where provided that is carefully controlled to minimise overspill;
(e) Visually attractive frontages and hard & soft boundary treatments are created to adjoining streets and public areas, public spaces and the open countryside; all appropriate frontages to contain windows and doors that assist informal surveillance of the public realm by occupants of the site;
(f) Buildings and spaces are orientated to: gain benefit from sunlight and passive solar energy and wherever possible designed around a Sustainable Drainage System unless the ideal drainage pattern and solar orientation conflicts with the
(g) The entire development is designed to reduce any actual or perceived opportunities for criminal activity on the site and in the surrounding area;

(h) Landscaping of the development is designed to retain important existing natural features, reflect the surrounding landscape characteristics of the area and contribute to relevant objectives of the local Biodiversity Action Plan; and

(i) Convenient, safe and visually attractive areas are created for servicing buildings and parking of vehicles and cycles without dominating the development or surroundings.

(4) The application should be supported by a Design and Access Statement responding to these criteria.

Notes

- Section 7 of the National Framework clearly states the importance of good design to sustainable development and that permission should be refused for development that fails to take the opportunities available for improving character and quality of an area and the way it functions.

- Sections 7, 10, 11 & 12 of the National Framework promote design and environmental quality, including the protection and mitigation of impacts. Para 15 requires local plans to set out how the ‘presumption in favour of sustainable development’ will be applied locally; para 58 refers to the need to “understand and evaluate” the “defining characteristics” and to respond and reflect these, while not preventing appropriate innovation. Para 61 addresses the “connections between people and places” and the contribution to sustainable communities, para 121 points to the “desirability of new development making a positive contribution to local character and distinctiveness”.

- Joint Core Strategy Policy 2 promotes good quality design that creates a strong sense of place and reflects local distinctiveness. The need to reflect local distinctiveness in development is addressed in the Place Making Guide SPD (Section 2) and Section 4.2 of the Guide includes detailed guidance on appraising a site and its context. This should form part of the Design and Access Statement.

- Reflecting Joint Core Strategy Policy 2, all development of 10 units or more should be evaluated for the Building for Life Criteria and its successors.

- Development Management Policies expand on the necessary assessments of environmental assets and requirements.

- Further advice and guidance prepared by South Norfolk Council to help designers identifying important local characteristics and appropriate design response include:
  - South Norfolk Landscape Characterisation Study – published
Draft Development Management Policy v2.3

- Place Making Guide – Adopted Supplementary Planning Document
- Design in the Historic Environment Guide - (to be prepared)
- Residential Alternations and Extensions Guide - (to be prepared)

- Presentation of these documents on the Council’s web site pages will include examples of updates, best practice and the results of design review.
3.9 Advertisements and signs

Reasoned Justification

Poorly placed advertisements and signs can have an adverse impact on the appearance of the built and natural environment; the adverse impact may be caused by an individual sign or the cumulative of effect of many, individually less significant, signs.

While the importance of directional signage to businesses and the rural economy generally is recognised, signage (including the use of illuminated signs during hours of darkness) can have an adverse impact on the amenity and rural character of South Norfolk generally and to the open countryside setting of the towns and villages in particular. Signs placed at the urban / rural transition on routes near to settlements and attractions need to be carefully managed, as do signs and advertisements on the main routes through the district.

The Council has a long established Area of Special Advertisement Control to provide additional control and protection in the open countryside area; this extends the circumstances in which advertisement consent is required.

The Council has published supplementary guidance to assist businesses and others seeking to place advertisements and signs in the open countryside. Consistent with the National Framework, the Council’s control will only be exercised in the interest of amenity and public safety.

Further guidance and advice has also been prepared for shop signs, advertising and illumination in historic town centres and on historic buildings, to ensure that proposed signs are appropriate and protect and enhance the historic character of these important heritage assets.

Policy 3.9 Advertisements and signs

(1) Where Consent is required, advertisements and signs will only be permitted if they are well designed and sympathetic to the character and appearance of their location, having regard to their size, materials, construction, location, level of illumination and cumulative impact with other signs in the vicinity. Advertisements and signs will not be permitted where they would be detrimental to highway safety or to the amenities of the area.

(2) Advertisements and signs located off the site of the facility being advertised will be permitted where necessary to give directional information to an enterprise or service which is difficult for visitors to find by reference to conventional highway signs (including brown tourism signs).
Favourable consideration may be given for suitably designed off-site directional signs where they refer to businesses dependant on passing trade and which are by-passed by through traffic routes.

(3) Illuminated advertisements and signs will not be permitted outside defined Town Centres and other commercial areas already characterised by illuminated signage, unless the facility being advertised is dependant on evening trade or provides an essential medical or similar service which may have to be visited after dark.

Notes

- The National Framework (paragraphs 67 & 88) address signage and advertising.
- Joint Core Strategy Objective 9 seeks to protect rural character and environment and Policy 2 specifically requires the landscape setting of settlements and the urban/rural transition be carefully managed.
- The areas subject to the Area of Special Advertisement Control (County of Norfolk, Area of Special Control, Order 1961) is shown on the Proposals Map.
- The Council will apply the advice contained in the published supplementary guidance notes in: “Advertisements and business signs in the open countryside – guidance notes for potential applicants”
- More guidance on advertisements and signs in the historic environment is available in:
  - The Place Making Guide SPD
  - Conservation Area character appraisals and management plans
  - Development in the Historic Environment SPD
Access and Transport

Introduction

The principles of directing new development to sustainable locations and of promoting the use of sustainable modes of transport are now well established in national and local planning policies. The need to travel should be reduced by: planning for a good mixture of homes, employment, shops and essential services located together at existing accessible settlements, and design to facilitate walking, cycling and access by public transport for those travelling from further afield. This will contribute to reducing use of energy, carbon emissions and pollution, and promote healthy life styles. Promoting new communications technology, working from home and other initiatives can all help reduce the need to travel too.

The design of buildings, places and land use will prioritise sustainable transport modes such as walking, cycling and public transport over provision for the private car. However, it also recognised that in a rural area such as South Norfolk that the private car will remain an important means of travel. The needs of people with disabilities should be considered in planning for all modes of transport. Car parking provision should be appropriate and well designed.

The Joint Core Strategy applies these principles to development in the whole of the Greater Norwich area and in particular a Norwich Area Transport Strategy which supports development growth planned in the Norwich Policy Area. Elsewhere, public transport access to Main Towns and Rural Service Centres from the surrounding rural area is promoted.

Three Development Management policies supplement the policy guidance given in the National Framework, the Joint Core Strategy and the detailed transport guidance highlighted in the Notes below. The Development Management policies address:

- the provision and promotion of sustainable transport;
- safety and the free flow of traffic including the protection of the function of the main roads forming the Corridors of Movement; and
- vehicle parking standards.
3.10 Promotion of sustainable transport

Reasoned Justification

The Council will work with the highways authorities and transport bodies to coordinate the planning of buildings, land use and transport infrastructure to ensure all development helps to deliver the Joint Core Strategy growth targets in the most sustainable manner. Thus the management of the change and new development can help maintain and improve access to important facilities, reduce the need to travel and encourage use of sustainable transport modes where travel is necessary. This is particularly important in the case of new development that is likely to generate significant movement in areas and at times of, peak demand for travel.

The majority of new development will be located in the parts of South Norfolk within the Norwich Policy Area. Both within and outside this area, the focus will be on managing change and locating new development to ensure good access to the Main Towns and Rural Service Centres for local employment, shops and services. This reflects the Joint Core Strategy and the spatial strategy for South Norfolk shown on the Key Diagram (see Policy DM 1.3).

In the Norwich Policy Area the local highways network and the main roads forming the defined Corridors of Movement have a particularly important role in carrying enhanced public transport and provision for cycling and walking to serve new development growth and widen transport choice. The Norwich Area Transport Strategy and associated programmes developed with the Norfolk Highways Authority and others will implement this strategy. Funding sources for this include the Local Transport Plan, Government grants and CIL, together with contributions for necessary improvements that will secured through s106 planning obligations from benefiting new development (see Policy DM 1.2).

Access and transport considerations will be important to development management decisions on most development proposals. Proposals that generate significant movement should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. Such proposals will need to be supported by a Transport Assessment or Transport Statement and a Travel Plan to help encourage sustainable modes of travel and reduce the impact of the cumulative impacts of development – further guidance on these matters will be provided by the highways authorities.

The Council recommends that developers consider the guidance on the design of local roads, residential estates and Place Making referred to in the Notes below. The design principles set out in the Place Making Guide SPD apply to all forms of development, including residential development. The use and design of buildings and land should facilitate sustainable development and travel, and prioritise sustainable modes of travel such as walking, cycling and public transport. Development should exploit all opportunities to connect to the local network of walking, cycling and public transport to improve
connectivity. The needs of people with disabilities should be considered in planning for all modes of transport.

Land required for the improvement of the transport network will be safeguarded from prejudicial development. Existing and former rail track bed and associated sites will be safeguarded to protect opportunities for longer term sustainable transport links and in the more immediate term, for enhanced walking and cycling routes and even rail extension projects. For example, there are proposals for the Mid Norfolk Railway to implement further rail extensions using the former track bed between Dereham to Wymonham.

**Policy DM 3.10 Promotion of sustainable transport**

(1) All development should support sustainable transport and development objectives, utilise all opportunities to integrate with local sustainable transport networks, be designed to reduce the need to travel and to maximise the use of sustainable forms of transport appropriate to the location.

(2) Inside the Norwich Policy Area development should maximise opportunities to use sustainable modes of transport and support the proposals of the Norwich Area Transport Strategy; outside of the NPA development will be restrained by the more limited scope for sustainable modes and in order to protect the rural character and environment of the area.

(3) Land required for the improvement of the transport network will be protected from prejudicial development.

**Notes**

- Access and sustainable transport will be a consideration in most development proposals, but in particular for development that generate significant movement.
- The National Framework, section 4. Promoting sustainable transport addressed objectives for transport and more widely the contribution it can make to reducing greenhouse emissions, pollution and adapting to climate change. It supports the protection of routes and sites that would be critical in developing infrastructure to widen transport choice.
- The Joint Core Strategy strategic Policies 6 and 1 and 2 are important, addressing access and transport, the impact of transport on climate and environment, and integration into good design.
- The Key Diagram at Policy DM1.3 reflects the spatial strategy for land use and transport planning for South Norfolk, taken from the Joint Core Strategy.
- The Norwich Area Transport Strategy and associated and successor programmes set out the strategy for transport to serve development needs in the Norwich Policy Area part of the district.
- For advice on **Transport Assessment or Transport Statement** and **Travel Planning** contact the Norfolk Highway Authority.
- Important sources of detailed advice include:
  - Manual for Streets 1 and 2 - DfT
  - Place Making Guide SPD – South Norfolk Council
3.11 **Road safety and the free flow of traffic**

*Reasoned Justification*

Whilst the planning and transport authorities work together to plan for development and transport in a way that reduces the need to travel and encourages use of sustainable transport modes, the private car will remain an important means of travel in most rural areas in the district. Car ownership and traffic levels continue to rise and congestion and road safety problems will inevitably rise without firm action.

Furthermore, the Council’s approach will be to assess the impact of traffic generated by necessary new development as it impacts on the character and levels of traffic intensity found in rural South Norfolk, rather than against typical urban levels. In decision making the Council will also be aware of rural travel constraints, safety issues and the opportunities for transport solutions that address the circumstance in rural areas.

Proposals for development that create new access / egress points (or intensify the use of existing access / egress points) onto the local highways network should ensure the safe and satisfactory functioning of the highway network. Planning permission is required to form a new access onto any main roads; further information is available from the Norfolk Highways Authority.

The function of the principal routes and some main distributor routes is particularly important to the strategy for sustainable transport to serve the current and future needs and new development in the towns and villages of South Norfolk, and there function should be protected. These routes are identified as **Corridors of Movement** – see the **Key Diagram** (at Policy DM 1.3) The **Key Diagram** shows the spatial strategy for South Norfolk, with locations for growth where the need to travel can be minimised and the use of sustainable modes of transport can be maximised, and the protected areas of restraint.

The Guide for Developers (and other documents) referred to in the Notes below provide the detailed requirements of new accesses, new roads and layouts to create safe and secure layouts which minimise conflicts between traffic and cyclists and pedestrians, avoid street clutter, set standards for safe and suitable accesses for all people, and that manage the free flow of traffic.

**Policy DM 3.11 Road Safety and the free flow of traffic**

1. On all sites development will not be permitted that endangers highway safety or the satisfactory functioning of the highway network.

2. Planning permission will be granted for development involving the formation or intensified use of a direct access onto a Corridor of Movement if it would not:
(a) Prejudice the safe and free flow of traffic or planned proposals for sustainable transport initiatives along the Corridor of Movement;

(b) Be practical to gain access from the site to the Corridor of Movement via a secondary road; and

(c) Facilitate the use of the Corridor of Movement for short local journeys.

Notes

- Ensuring the safe access and protecting of the free flow of traffic and function of the Corridors of Movement will be a consideration in many development proposals, in particular development that would generate significant movement.
- The National Framework (section 4) requires development to provide for safe and suitable access and the protection of routes that would be critical in developing infrastructure to widen transport choice – such as the defined Corridors for Movement and other projects identified in the Norwich Area Transport Strategy.
- The Joint Core Strategy recognises that in most rural areas the private car will remain important and promotes a transport system to be Norwich Park and Ride system.
- Important sources of detailed advice on transport standards and layouts include:
  - Manual for Streets 1 and 2 – Department for Transport
  - Place Making Guide SPD – South Norfolk Council
3.12 Provision of vehicle parking

Reasoned Justification

The availability of parking can have a significant effect on people’s choice of transport. Government policy seeks to restrict levels of parking associated with new development in order to reduce the use of the private car and promote other more sustainable forms of transport. The provision of car parking can also affect the appearance of a development and also result in an inefficient use of land.

It is considered essential that appropriate parking is provided given the rural nature of the area and the current provisions for public transport. In particular adequate parking should be provided at the point of trip origin, the home, whereas more scope to manage travel patterns and reduce parking vehicle provision, at the point of trip destination. Here the accessibility by other modes of transport and parking, and potential Travel Planning measures can support a reduced parking provision and enable a more efficient use of land.

However, at both the home and point of destination, insufficient or inappropriately located parking can lead to problems of overspill parking from the development site onto surrounding streets and verges creating highway safety problems and unsightly environments.

The Council’s parking standards are set out in the Vehicle Parking Standards SPD. These parking standards closely follow those prepared by the Highways Authority, but making clear that residential parking standards are regarded as fully necessary and will be applied as ‘minimum standards’, whereas all other standards will be applied as ‘maximum standards’. The standards include provision for people with disabilities.

The standards will be used as a starting point in calculating the appropriate parking provision. Regard will also be given to the circumstances of the site, relevant advice on the design and integration of parking provision into development and the highways network and Place Making. Parking requirements may be adjusted to help achieve good design objectives at locations with very good walking access to public transport and essential services, and to help protect heritage assets in Conservation Areas and Listed Buildings.

The Vehicle Parking Standards SPD will be reviewed overtime to provide for new requirements and initiatives that are consistent with Joint Core Strategy objectives, including provision of dedicated spaces: with charging points for electric vehicles; for small and low-carbon vehicles; shared community ‘pool’ vehicles; and facilities local delivery vehicles.
**Policy DM 3.12 Provision of vehicle parking**

Planning permission will only be granted where appropriate parking provision is provided by the developer to serve the needs of the proposed development. Development proposals should make parking provision for vehicle and cycle parking in accordance with the Council’s parking standards, including the provision for parking for electric vehicles and people with disabilities.

The appropriate parking provision for a development will be determined using the standards set out in the Vehicle Parking Standards SPD as a ‘starting point’ and varied to reflect local conditions such as the availability of public parking, sustainable travel modes, Travel Plan provisions, and design and conservation objectives.

**Notes**

- The Council’s vehicle parking standards will be set out in Vehicle Parking Standards SPD – see draft at Appendix X
- The National Framework (section 4 including para 39) provides for planning authorities to set local parking standards taking account of local circumstances.
- Parking Standards will be applied to support the achievement of the Norwich Area Transportation Strategy, JCS Policies: 2 & 6, and JCS Objectives: 6 & 7.
- In the design and layout of parking the Council will also have regard to best practice advice and other sources including:
  - SNC - Place Making Guide SPD
  - Heritage Assets including the Heritage Assets Register, Conservation Area Appraisals and Management Plans and Listed Building descriptions.
  - Site Allocations and Policies DPD
Policy DM 3:15 (a) Amenity, noise and quality of life

Reasoned Justification

Planning policies seek to ensure a high quality design and quality of life for all existing and future occupants of the land and buildings. All development proposals should take into consideration the impact on the living and working condition of existing and future occupiers and the continued operation of the authorised uses and businesses surrounding the site. This applies to all development including changes of use and small scale building extensions.

Amenity

For planning purposes ‘amenity’ is defined as the ‘the desirable features of a place that ought to be protected or enhanced in the public interest’. These features include maintaining privacy and light, and ensuring the existing and potential occupiers are protected from pollution including that in the forms of noise, odour, vibration, air, dust, insects or artificial light pollution. The potential impact of development needs to be considered on a cumulative as well as individual basis, and indirect impacts such as traffic generation as well as more direct impacts also need to be considered.

New development consistent with the Local Plan and the continuance of existing businesses should not have unreasonable restrictions put it because of the introduction of new and incompatible land uses. The policy therefore takes a cautious approach to ensure that new development forms a pattern which does not adversely affect the area as a whole in the future.

Noise

Planning decisions should avoid development that would give rise to noise that would have significant adverse impacts on health and quality of life. It is recognised that development will create some noise and a business wanting to develop in continuance of their business should not be unreasonably restricted if land uses have changed around them since they were established. Therefore development which is likely to give rise to noise pollution should not be located close to noise sensitive uses and noise sensitive uses such as residential should not be located close to noise generating uses.

Conditions will be used to reduce the impact of noise on quality of life. A precautionary approach will be taken and it may be necessary to apply conditions such as restrictions on opening hours etc. However, these conditions need to be proportionate, reasonable and not overly restrictive to new business. The existing background noise level will affect the impact of noise generating uses on the area and their effect on health and quality of life, and this should be reflected in any planning conditions imposed. Proposals also need to be considered both individually and cumulatively with special consideration given to the impact noise generating uses will have on the tranquillity of a rural area.
Lighting

Amenity and environmental quality can be impacted in other ways including by poorly designed and managed lighting. This is a particular issue in rural parts where the relatively ‘dark skies’ contribute greatly to character and amenity. References to useful guidance and advice is given in the Notes below.

Policy DM 3:15 (a) Amenity, noise and quality of life

(1) Development should ensure a reasonable standard of amenity reflecting the character of the local area. In all cases particular regard will be paid to avoiding:
   a. Overlooking and loss of privacy to habitable rooms
   b. Loss of light, overshadowing and overbearing impact
   c. Incompatible neighbouring uses in terms of noise, odour, vibration, air, dusts, insects, artificial light pollution and other such nuisances.

Planning permission will be refused where proposed development would lead to an unacceptable impact on the amenities of new occupiers or existing neighbouring occupants or amenity of the area.

(2) In considering applications which may result in an increase in noise exposure, account will be taken of the operational needs of the proposed and neighbouring businesses, the character and function of the area including background noise levels at different times of day and night and the need to protect areas of rural tranquillity.

(3) Development will not be permitted where the proposed development would generate noise or artificial light which would be detrimental to the amenity of nearby residents or the occupants of other noise sensitive uses. Proportionate mitigating measures including limiting conditions will be used to reduce the potential noise or artificial light impact to an appropriate level whenever practical to do so.

Notes

- National Framework Core Planning Principles para. 17 states that planning decisions should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings
- National Framework section Conserving Natural Environment Para 122-123 addresses the conserving and enhancing of the natural environment.
- **Joint Core Strategy** Policy 7 expects all development of maintain or enhance the quality of life and well being of communities.
- Detailed guidance on noise is provided in *Noise Policy Statement for England - Department for the Environment, Food and Rural Affairs*.
- The Environment Agency have produced **Guidance for developments requiring planning permission and environmental permits under the Environmental Permitting (England and Wales) Regulations 2010 (EPR)**. Planning and permitting decisions are separate but closely linked. Planning permission determines if a development is an acceptable use of the land. Permitting determines if an operation can be managed on an ongoing basis to prevent or minimise pollution. Further advice is also available in a **Guide for Developers** and on the *Environment Agency’s web pages*.
- Further detailed **advice and guidance** used and subscribed to by the Council’s Environmental Services is available:
  - Technical Guidance: Planning on noise (incl. wind turbines) - draft based on PPG24 - Norfolk Environmental Protection Group
  - Planning and Pollution in Norfolk – Norfolk Environmental Protection Group
- Useful advice on the design of lighting to control light pollution is produced by the Institute of Lighting Professionals in association with others. Of particular relevance are guidance documents focusing on reducing obtrusive light, providing reasonably adequate lighting for crime reduction, and protection of bats and other sensitive species:
  - Bats and Lighting in the UK - Institute of Lighting Engineers / Bat Conservation Trust: 2009
*Policy 3.15 (b) Pollution, health and safety*

**Reasoned Justification**

Planning decisions should take account of whether the location and site has (or is capable of) suitable environmental conditions for the development proposed. Development management decisions will focus on whether the development itself is an acceptable use of the land and the impacts of the proposed use, rather than the control of processes or emissions themselves, where these are subject to approval under pollution control and permitting regimes. Planning decisions will assume that environmental regulatory regimes operate correctly.

The planning process plays an important role in determining the location of new development that might give rise to pollution problems. It is important that site conditions and the potential direct and indirect affects of development on health, the natural environment and general amenity are assessed and appropriate mitigation identified. However, the responsibility of securing the safe development of the land clearly rests with the developer or landowner.

Three aspects of pollution and safety are addressed in more detail below (although this is not intended as an exclusive list) and regard should also be given to Policy DM3.15a that addresses amenity and noise:

**Contaminated land**

Land should be suitable for the new use, ensuring that both human health and the environment are safeguarded from unacceptable risk. Sites which are known or suspected to be contaminated should be identified at an early stage.

For such sites, an assessment by a competent person should be submitted with the application determining whether or not the site is contaminated and demonstrating adequate remediation as appropriate for the proposed use. Where the extent or existence of contamination is unclear a precautionary approach should be taken.

**Air quality**

Air quality in South Norfolk is generally good and whilst there are currently no declared Air Quality Management Areas there are several areas of concern which are approaching air quality ‘limits’. Development should not worsen air quality in any Air Quality Management Area that is designated.

Equally, development should not be permitted where it is likely to result in the inappropriate location of a sensitive use into a problematic area, and specifically, the need for the designation of an area as an Air Quality Management Area.

Where such development is permitted (whether by the Council or Secretary of State) a section 106 agreement will be required to provided a percentage
contribution towards appropriate Local Air Quality Management activities of the Council.

Water quality and the impact of water abstraction on water courses

It is an offence under the Water Resources Act 1991 to pollute ground or surface water; the Water Framework Directive requires there to be no deterioration in 'water status'.

Part of South Norfolk falls within Ground Water Source Protection Zones 1, 2 & 3 and principal and secondary aquifers are present. These are identified by the Environment Agency*2 and their definition is subject to change over time as a result the updating of technical modelling.

There is also the need to protect ground water sources from abstraction which would impact on wildlife conservation in the area. Given the close proximity of The Broads Area and other sensitive areas such as Sites of Special Scientific Interest and County Wildlife sites it is important that consideration is given to this when formulating development proposals and these sites are protected from over-abstraction and pollution.

Developers will need to be mindful of the potential for such changes in definition and seek advice from the Council’s environmental services and the Environment Agency as necessary.

Health and Safety

There are a number of installations within South Norfolk that are used for handling hazardous substances including high pressure gas and oil pipelines. Whilst these installations are subject to control under stringent Health and Safety legislation it is prudent to avoid locating new development on or within the vicinity of them.

Where appropriate the advice of the Environment Agency and Health and Safety Executive should be taken to assess any additional public risk created by a proposed development. The installations that have been identified to the Council are shown on the Proposals Map.

Policy DM 3.15 (b) Pollution, health and safety

a) All development should minimise and where possible reduce the adverse impact of all forms of emissions and other forms of pollution, and ensure that there is no deterioration in water quality or water courses.

b) When assessed individually or cumulatively, development proposals should ensure that there will no unacceptable impacts on:
i. Air quality  
ii. Surface and ground water quality  
iii. Land quality and condition  
iv. Health and safety of the public

c) Permission will only be granted on or near contaminated land if it is subject to remediation which will make it safe for the proposed use. On a contaminated site or one suspected to be contaminated or within 250 metres (or on more on a risk based approach) of an existing or disused landfill site, applications will need to be accompanied with an assessment of the extent of contamination on the site and any possible risks.

d) Developments which may impact on air quality will not be permitted where they have an unacceptable impact on human health, sensitive designated species or habitats, and general amenity, unless adequate mitigation can be ensured. Development will not be granted in locations where it is likely to result in an Air Quality Management Area being designated or the worsening of air quality in an existing Air Quality Management Area.

e) Permission will not be granted for development on or in the vicinity of hazardous installations including high pressure gas and oil pipelines unless the development would not give rise to additional public risk.

Notes

- See National Framework paragraph 121 - 2 which summaries the position in legislation. It is important that planning does not duplicate other environmental regulatory regimes or unnecessarily burden development. The Penfold Review is considering this interface of planning and environmental regulatory regimes further.
- The Environment Agency have produced Guidance for developments requiring planning permission and environmental permits under the Environmental Permitting (England and Wales) Regulations 2010 (EPR). Planning and permitting decisions are separate but closely linked. Planning permission determines if a development is an acceptable use of the land. Permitting determines if an operation can be managed on an ongoing basis to prevent or minimise pollution. Further advice is also available in a Guide for Developers and on the Environment Agency's web pages.
- The National Framework section on Conserving and Enhancing the Natural Environment provides further guidance. This is consistent with Joint Core Strategy Policy 7.
- Policy DM 3.15a addresses Amenity and noise.
• Further specialist advice and guidance on the assessment and mitigation of pollution is available (or is now being prepared) from the **Norfolk Environmental Protection Group:**
  - Land Contamination Reports
  - Planning and pollution in Norfolk
  - Land Contamination Reports – Advice for Consultants and Developers
  - Technical Advice: Air quality and land use planning
  - Technical Guidance: Development on Land Affected by Contamination – (final draft of the specific guidance relating to contaminated land)
  - Technical Guidance: Planning on noise (incl. wind turbine is being drafted but will be based on PPG24)

• Specialist guidance on avoiding nuisance in the design of lighting is available from the **Institute of lighting Engineers**
3.16 Outdoor play facilities and recreational space

Reasoned Justification

The Council’s supplementary guidelines for Recreational Open Space Requirements for Residential Areas set out the standards required of new housing development. The open space provided may link to and form a multifunction role as part of the network of green infrastructure strategy promoted by the **Joint Core Strategy**, and well connected to routes for pedestrians and cyclists. Some other forms of development may also need to make some form of publically accessible open space provision.

The required play provision for residential areas should normally be made on the development site, but in appropriate cases part or all of the required provision may be agreed with the Council as a contribution to the creation of an off-site space or the enhancement of appropriate existing open play space and facilities that will serve the new housing. The scope for such substitution will be dependant on the proximity, qualities and intensity of use made of the existing facilities and other developments taking place nearby.

Any specific local space requirements will be set out in the site allocations policy or associated development briefs and master planning. Community led plans such as Neighbourhood Development Plans may also articulate open space requirements. Strategic scale requirements will be achieved through infrastructure planning and Community Infrastructure Levy (CIL) contributions.

The **National Framework** sets out clear guidance that existing open space, playing fields, sports or recreational buildings or land should not be built on unless clearly supported by evidence of surplus requirements or a development resulting in a equivalent or better to outweigh the loss.

Policy DM 3.16 Outdoor play facilities and recreational space

New housing development will be required to provide for outdoor play facilities and recreational open space based on the Council’s adopted standards set out in supplementary guidance.

Development must not result in a net quantitative or qualitative loss of existing open space.

Notes

- The **Joint Core Strategy** Policies 1 and 8 set out strategy for a multifunctional Green Infrastructure Network, and an expectation that new development will provide for local leisure activities including open
space, and assist in creating access to larger parks and the wider countryside. This is consistent with Objectives 6 & 8-12

- Policy DM1.2 requires the timely implementation of infrastructure necessary to support new development, including play space.
- The Council’s standards are set out in the supplementary guidance for *Recreational Open Space Requirements for Residential Areas* (Dec 1994) and successor documents.
- The range of existing provision is documented in the *South Norfolk PPG17 Open Spaces, Indoor Sports and Community Recreation Assessment* (2007). Specific queries should be directed to the Council’s open space team.
- Section 8 (para.74) of the *National Framework* sets out the approach to be taken in considering proposals to build on existing open space.
Policy DM 3.17 Improving the level of local community facilities

Reasoned Justification

Many of the community facilities that are important to communities are located in the larger towns and villages; however there is also a need for locally accessible and convenient shops, services and community facilities to serve the needs of people in the local community in which they live or work. These local services are vital to supporting local communities and the rural economy. In accordance with the National Framework the Council’s planning decisions will promote the retention and development of local services and community facilities including: local shops, village halls and meeting places, sports venues, public houses and places of worship.

The Council will resist development proposals that would lead to the loss of such facilities in order to maintain opportunities for similar uses or facilities to continue where this is required. Loss will only be accepted where an applicant can establish to the satisfaction of the Council that there is no reasonable prospect of future use because of lack of future need or demand or economic viability.

The Policy applies an approach and three tests a) to c), and requires that the independent assessment of the District Valuation Office is sought where appropriate. The same approach and tests will be applied to proposals for the loss of a local employment space.

Any proposal to create a new local community service or facilities should be located so that it is accessible by pedestrians from within the community to be served and will normally be located within the Settlement boundary. New services and facilities may be permitted in the Countryside where good evidence is provided of the need for new facility and the lack of more suitable alternative sites within the Settlements boundary.

The views of the local community and community led plans will be an important consideration in both the case of a development proposal leading to the loss of existing facilities or one for new facilities to be located in the Countryside or on a site allocated for another purpose. However, planning decisions must be based on clear and demonstrable evidence of need and demand rather than sentiment.

Outside of the town planning processes and legislation, local communities may also seek the opportunity to declare a facility an important local community asset and bid to purchase it in the event the facility comes onto the market.

Strategic and large scale requirements for new services and community facilities will in part be met through CIL and pooled planning obligations. More local needs and site specific requirements will be met through planning obligations as addressed in Policy DM 1.2.
**Policy DM 3.17 Improving the level of community facilities**

(1) Development proposals involving the loss of an existing local community service or facility* will only be permitted where it is demonstrated that there is no reasonable prospect of viable continued use of the existing building or facility for similar local and community uses. The evidence to be provided shall be agreed with the Council and should include:

a) Six months of marketing for the permitted and similar uses, using an appropriate agent;

b) Confirmation that it has been offered on a range of terms agreed to be reasonable on the advice of the District Valuation Office; and

c) Regard to future plans for the area including community led plans.

(2) New or replacement community facilities and services will be permitted in Settlements. Proposals located in the Countryside must demonstrate evidence of: the need for new facilities, good accessibility to the community to be served, and that no alternative sites are available within the Settlements boundary.

* Important local community services and facilities include building in use as or last used as: primary school, local convenience shop, bank, post office, public house, rural petrol filling station, community hall. Indoor sports hall, theatre, cinema, cultural facility, small scale health facilities

**Notes**

- The three levels in the hierarchy of towns and villages centres are set out in **Joint Core Strategy** Policies 13 -17 and seeks to protect local facilities. This is consistent with Objectives 3, 4, 6, 7, 10 & 11. Policies DM 1.2 and DM 2.4 set out the hierarchy and roles of accessible local centres.

- The **National Framework** (para 28) addresses the need to protect rural shops, pubs and services to support rural economy and communities; it provides the definition in the first paragraph of the RJ above.

- The tests a) to c) in Policy DM 3.17 will also be applied to proposals for the loss of a local employment space – Policy DM 2.2 refers.

- Following the Localism Act local communities have the right to declare a local facility an important community asset, and have rights to bid for its purchase in the event of its sale. This is independent of any planning decision. (Draft Regulations published by DCLG for consultation - Oct. 2012)
4 Introduction to the environmental policies

The Strategic Policy **DM 1.4** underlines the Council’s committed to ensuring that development does not cause significant harm to irreplaceable **environmental assets**, and does make positive improvements in the quality of the built, natural and historic environment. This section contains detailed policies to be considered to decision making to ensure that the significance of the environmental assets are understood and defined, and then responded to in the design of all new development. This way the distinctive **environmental assets** and circumstances of South Norfolk can be properly respected in new development.

The detailed Policies consider a range of issues including to be considered when contemplating development proposals:

- maximising the use of renewable low carbon energy and minimising the use of carbon energy and water, and flood risk (DM 4.1, 4.2, 4.3a, 4.3b);
- providing for waste collection and recycling facilities (DM 4.4);
- protecting environmental assets including designated spaces, important local open spaces and trees and hedgerows (DM 4.5, 4.7a);
- maintaining the open setting of and important gaps between settlements (DM 4.6b, 4.6c);
- incorporating appropriate landscaping into all development schemes (DM 4.7b); and
- respecting distinctive local landscape characters and heritage of the historic buildings and places in South Norfolk (DM 4.6a, 4.8, 4.10).

A range of supplementary planning guidance and background information will be produced to elaborate and support these Policies.
4.1 Building Fabric Energy Efficiency, Carbon Compliance and Allowable Solutions.

Reasoned Justification

The Joint Core Strategy aims to minimise future reliance on non-renewable high carbon energy and maximise use of ‘decentralised and renewable or low carbon energy’ sources. The Policy refers to the Code for Sustainable Homes (CSH) performance standards for residential property and any future government definitions of zero-carbon. The new Part L of the Building Regulations will start to supersede the CSH with a successor Zero Carbon Homes performance standard during 2013 - 2016 and related changes will apply to non-domestic property from 2019.

The new Zero Carbon Homes standard involves a policy of three parts, Fabric Energy Efficiency, Carbon Compliance and Allowable Solutions. To comply with the latest definition of zero carbon*1 each new home will ideally meet the requirements through Fabric Energy Efficiency and Carbon Compliance*2, but it will be possible to ‘off-set’ any excess carbon emissions that are not expected to be achieved at the individual property through Allowable Solutions. (This is likely to be necessary for mass market housing schemes). The Allowable Solution ‘off-setting’ projects may be provided on-site, near site (within the same LPA) and off-site (perhaps covering a joint-LPA area). Fabric, Carbon Compliance and Allowable Solutions measures will all be checked and verified as part of Building Control approval.

Government is considering proposals*2, put forward by industry for administering this. The alternatives include a choice for developers to purchase Allowable Solutions through a Local Planning Authority Allowable Solutions Fund and programme of projects (Route A) or from individual Private Energy Funds (Route B).

Route A provides Local Planning Authorities the opportunity to steer the selection of Allowable Solutions projects towards those that maximise benefits to local communities and constituents and local plan objectives. Additionally there is the option of developing a Community Energy Fund which may provide a magnet for local investment in carbon saving projects. This will further increase the opportunities for developing more significant local carbon-saving projects and the possibility of linking with other Local Planning Authorities to further increase the scale of future projects.

Details of the opportunities are currently unclear and the Council has not adopted a position on these matters. The following draft Policy provides the necessary statutory Policy basis for the Council to subsequently decide to adopt a scheme through Supplementary Guidance to detail the operation of a local Allowable Solutions framework, with projects based on clearly defined local needs and to reflect local circumstances.
**Policy DM 4.1 Allowable Solutions**

All development proposals assessed under the Building Regulations to be required to make verified contributions to Allowable Solution measures will be required to offer ‘first refusal’ of that contribution to the local Allowable Solutions scheme established by the Council.

In the event that the Council does not set up a local scheme or declines the contribution, the verified contribution will be discharged through Private Energy Fund and documentation of this submitted to the Council prior to the occupation of the development.

The Council will adopt supplementary guidance to detail the operation of any scheme established.

**Notes**

- *1 The 2011 March Budget announcement revised the definition of zero carbon to not include emissions from unregulated energy use such as cooking and plug in appliances. Even so, it is predicted that Allowable Solutions will need (from 2016) to account for a significant amount of the emissions from a typical new home: for flats in the order of 56% and for detached homes about 40%*

- *2 The achievement of the new Zero Carbon Homes definition comprises three parts, Fabric Energy Efficiency, Carbon Compliance and Allowable Solutions. Building will need to achieve Fabric Energy Efficiency standards to comply with Part L of the Building Regulations but should meet Carbon Compliance (through the energy efficiency of the building fabric, the performance of heating, cooling and lighting systems, and use of low and zero carbon technologies). Any excess on Carbon Compliance standards might be ‘off-set’ through Allowable Solutions.*

- *3 Allowable Solutions for tomorrows Home – Zero Carbon Hub / BRAC / DCLG

- The **Joint Core Strategy** Policy 3 and Objectives: 1 and 9 aim to minimise reliance on non-renewable high carbon energy and maximise use of ‘decentralised and renewable or low carbon energy’ sources, and reduce the use of water as a priority in view of the stress upon water resources in the region. The Sustainable Energy Study for the JCS and the Water Cycle Study detail relevant local issues and opportunities (GNDP web site).
4.2 Renewable Energy

Reasoned Justification

The National Framework states that planning can play a key role in promoting and supporting the delivery of renewable and low carbon energy, and the Joint Core Strategy sets a basis for maximising the use of decentralised and renewable sources. Supporting evidence for the Joint Core Strategy includes a Sustainable Energy Study which finds that local renewable energy resources can amply meet (129%) of the energy demands of planned development, offering a potential 177% carbon reduction on conventional carbon sources. The greatest in potential in energy generation lays in community scale woody biomass combined heating and power schemes followed by large wind turbines. It is inevitable that some of the requirement will need to come from off-site measures in combination with on-site measures*1.

This is a technically potential estimate that has not been constrained by wider planning issues such as: cumulative landscape and nature conservation impacts; grid connection and shadow flicker which will constrain the potential. Consistent with the National Framework the development management approach does not ask developers of low and zero carbon energy schemes to demonstrate a need for the proposal and focuses on the wider planning impacts.

Large wind turbines (typically 80m - 120m height) do have the potential to significantly impact on the character of the landscape, particularly where arranged in groups or in prominent locations. The South Norfolk Wind Turbine Landscape Sensitivity Study will be used to assist in assessing the impact on the landscape of individual applications for large scale wind turbines.

Smaller wind turbines (generally up to 18m) can, particularly where there are more than one proposed or one or more already existent in an area, cause significant adverse noise impacts as well as wider planning issues. Noise impacts may be controlled by minimum siting distances to properties and evidence of site specific, rather than generic, background noise data.*2

As part of proposals for renewable energy generation the Council will, where this is possible, give regard to the impact of associated equipment for the connection to the power grid, the protection of and servicing of equipment. The Council will also have regard to the impact of large proposals in adjoining areas and the relevant Guidelines adopted by adjoining authorities.

Policy 4.2 Renewable Energy

1. Renewable energy proposals will be supported and considered (taking account of the impact of relevant ancillary equipment) in the context of sustainable development and climate change on the
wider environmental, social and economic benefits of maximising use of renewable energy. The Council will encourage the use on-site communal-scale energy generation measures.

Proposals will be permitted where either individually or cumulatively:

a) There are no significant adverse impact or cumulative adverse impacts upon the visual landscape, nature conservation or historic features; and

b) There are no significant adverse impacts or cumulative adverse impacts on the amenities and living conditions of nearby residents by way of noise, outlook and overbearing or unacceptable risk to health or amenity by way of other pollutants such as dust and odour; and

(2) For large scale wind turbines, applicants will need to demonstrate that they have assessed and tested their proposal against the methodology contained within the South Norfolk Wind Turbine Landscape Sensitivity Study.

(3) Where appropriate planning conditions will be imposed requiring the decommissioning and removal / dismantling of all plant and ancillary equipment, and if necessary the restoration of land, on the cessation of use.

Notes

*1 The Sustainable Energy Study for the Joint Core Strategy for the GNDP area finds that of the total (177%) potential carbon reduction, 77% could be achieved through on-site means (woody biomass CHP schemes, PV, small wind turbines, ground source, and solar), and 100% of it by off-site measures (principally though large wind turbines and also anaerobic digestion, energy from waste and hydro). 70% of the new housing development within the GNDP area will consist of large scale developments that will be suitable for communal energy systems which are more capable of achieving low to zero carbon standards than smaller developments. See:

*2 Guidance on the assessment of smaller wind turbines is being finalised by the Norfolk Environmental Pollution Group - Noise & Nuisance Sub-Group. Also ETSU '97.

National Framework paragraphs 95-98 address the support the move to a low carbon future and the role of planning in this. This is consistent with Joint Core Strategy Objective 1 and Policies 1, 2 & 3.

The South Norfolk Wind Turbine Landscape Sensitivity Study considers the sensitivity of the different landscape character types (using the SNC Landscape Character Areas) to different typologies of wind turbine size and grouping. Guidance is provided on siting, arrangements including a consideration of cumulative development.
4.3a Flood risk

Reasoned Justification

This Policy for flood risk applies to all proposals on sites of 1 hectare or more and smaller proposals in areas known to be at some risk of flooding. The Policies for water management and sustainable drainage systems (including DM 4.3b) apply to all development proposals.

Flood risk is a particular problem in the UK, two primary causes are climate change resulting in increased severity and intensity of rainfall and rising sea levels, and the scale of development in the floodplains, new developments are at risk themselves and increase the risk for others down stream. Flooding takes different forms with varying degrees of predictability and potential for the further exacerbation of flooding to minimised and the effects of flooding mitigated:

Tidal flooding – results in sea and river defences being topped or breached by a combination of pressure weather systems and peak high tides. This can be sudden and a particular danger to life, there are small parts of the river system in South Norfolk where tidal flooding can arise, particularly if this coincides with fluvial flooding.

Fluvial flooding – occurs in the floodplains of rivers when capacity of the water course is exceeded as a result of rainfall or snow melts further upstream. This can be predicted with some accuracy and areas at levels of risk are the identified by the Environment Agency - Zones of risk 2, 3a and 3b.

Ground Water flooding – may occur in low lying areas over aquifers which periodically flood as ground water levels rise. This type of flooding is seasonal, slow to develop and reasonably predictable.

Pluvial flooding – is surface water flooding caused by rainwater run-off from urban and rural land with low absorbency. This is exacerbated by factors such as intense development with non-permeable surfaces and out-dated drainage infrastructure combined with intense rainfall and already saturated ground. This occurs outside of the recognised floodplains and usually has very localised impacts which can be rapid and severe.

Sewers and other man made infrastructure - flooding from sewers can occur where storm and foul sewers are combined and their capacity is exceeded by large amounts of surface water run-off in a short period. Reservoirs and other man made structures and drainage system can fail to cause flooding to areas down stream. Activities such as pumping stations designed to drain farmland can also give rise to flooding if they fail.

The local planning authority will liaise closely with the Environment Agency, the Lead Local Flood Authority and other Risk Management Authorities in the management of flood risk and sustainable drainage to ensure that any risk of flooding is appropriately mitigated and the natural environment is protected in
all new development. Further advice on flood risk assessment is provided by the National Framework and its associated Technical Guidance.

The planning authority will publish a supplementary guidance to provide advice on designing to mitigate the impacts of flooding and designing Sustainable Drainage Systems (SuDS). Further advice on flood risk assessment is provided by the National Planning Policy Framework and its associated Technical Guidance.

Sites allocated in Local Plan documents have already been sequentially assessed in terms of flood risk. The relevant site allocation policies may include requirements for further assessment of the scale and location of development within the site allocation.

**Policy DM 4.3a Flood risk**

1. **Site-specific flood risk assessment**

   A site-specific flood risk assessment must be submitted with any application for development on a site of one hectare or above and with any proposals for any development proposed to be located within (or partially within) Flood Zones 2, 3a and 3b as indicated by the Strategic Flood Risk Assessment.

   The assessment must address all flooding risks, including fluvial, pluvial and groundwater, and should explain how surface water drainage will be managed.

   The flood risk assessment must demonstrate how the development would provide wider sustainability benefits to the community that outweigh flood risk and that the development would be safe for its lifetime (taking account of the vulnerability of its users and without increasing flood risk elsewhere) and, where possible, would reduce flood risk overall.

2. **Fluvial and tidal flooding**

   Development will only be permitted within Flood Zones 2, 3a and 3b and those areas identified at risk from flooding in the Strategic Flood Risk Assessment where they satisfy the sequential test and, if required, the exception test. Local Plan site allocations will not be subject to the sequential test although the sequential approach should be applied when locating development within the site to ensure that the most vulnerable development is located within the lower risk areas of the site.
(3) Flood Mitigation

Any development proposed within flood zones 2, 3a and 3b must be designed to include measures that will mitigate the impacts of flooding and reduce the time and cost of bringing the development back into use should flooding occur. Designs must also ensure that occupants can safely escape from the area, should flooding occur.

Notes

- The National Framework and the associated Technical Guidance – provides detailed guidance on the assessment of the impact of development in categorised areas of flood risk.
- Further detail and a Code of Practice is provided in BS8533:2011 – Assessing and managing flood risk in development.
- The Joint Core Strategy Policies 1 & 3 require that development be located and designed to minimise and mitigate flood risk. Supporting evidence includes the Water Cycle Strategy and Strategic Flood Risk Assessments.
4.3b Sustainable drainage and water management

Reasoned Justification

The requirements to maximise water use efficiency and to incorporate sustainable drainage systems apply to all development proposals.

Flood risk is addressed in Policy DM 4.3a. The design of buildings and site coverage to incorporate sustainable drainage systems (SuDs) enables new development to mimic the behaviour of natural drainage as closely as possible and reduce the contribution of water run-off to flooding.

In view of the ‘water stress’ in the region, the Joint Core Strategy exceeds current national standards for the most efficient use of water and requires that all development should seek make reduce average water consumption per capita and take particular care of water sources. All new houses are required to have a water demand of 105 litres of water per person per day or less.

The use of sustainable drainage is an integral part of the strategy to control flooding and protect the water quality of receiving water courses. Sustainable Drainage Systems (SuDS) are required as a vital element of the design of new developments and will often influence the form and features of open spaces and the design of green infrastructure. Drainage systems must therefore be developed as an integral part of the design process.

Consequently, all development should maximise use of soft landscaping and permeable surfaces unless there is justification to show that this is not feasible. Furthermore, where planning permission is required, proposals involving the provision of new or replacement paved and other impermeable surfaced areas will only be permitted in: areas of impermeable soils; high ground water level or other exceptional and overriding justification for such surfaces. Policy DM 4.8 addresses the incorporation of landscape into development.

The requirement for incorporation of sustainable drainage applies to small scale development too and certain permitted development, such as the surfacing of front gardens for drive ways, is conditional on the use of impermeable surfaces and/or on-site sustainable drainage to minimise water run-off from the site. It is also important that the new rainwater run-off arising from the extension of buildings is not connected into existing combined sewers.

The Council will publish supplementary guidance to provide advice on designing to mitigate the impact of flooding and designing Sustainable Drainage Systems (SuDS). Further advice on flood risk assessment is provided by the National Framework and its associated Technical Guidance.
In addition to any planning approval, the developer will also need to obtain approval for the drainage system from the SuDS Approving Body (SAB). It is essential that both the planning permission and the SuDS approval utilise the same drainage design. The Council as planning authority, and the SAB, will publish supplementary guidance to provide advice on the design of SuDs. This will address details such as the expectations of Brownfield sites to significantly reduce discharge from site to achieve the run-off rates for Greenfield sites, except in exceptional circumstances.

The cost of maintaining newly adopted SuDs (following the commencement of the SAB) will fall to the SAB. Funding for the cost will be provided through Area Based Grant in the short term with options for long-term funding are now being developed by Defra.

**Policy DM 4.3b Sustainable drainage and water management**

(1) Sustainable drainage measures must be fully integrated within design to manage any surface water arising from development proposals, and to minimise the risk of flooding on the development site and in the surrounding area, unless it can be demonstrated that ground conditions are unsuitable for such measures or there are other exceptional circumstances.

(2) Details showing how proposed drainage measures will fully integrate with the design of development and how the drainage system will contribute to the amenity and biodiversity of the development must be made clear within applications for full planning permission. Drainage features should make a positive contribution to amenity and biodiversity.

(3) All developments (including that on previously developed land):
   a) Must have a neutral or positive impact on reducing surface water flooding and should include drainage features that will slow the movement of water through the drainage system;
   b) Must not cause any deterioration in water quality and measures to treat surface water runoff must be included within the design of the drainage system;
   c) Must be served by separate surface water and wastewater drainage. No new development will be permitted to discharge surface water runoff to foul drainage connections; and
d) Should maximise use of soft landscaping and permeable surfaces unless the developer can provide justification to demonstrate that this is not feasible.

Applications which do not demonstrate how sustainable drainage has been taken into account in the design may be refused.

Notes

- The commencement of the SAB is likely to be Oct 2013 (yet to be confirmed by Government) and in the interim period, the Council will wish to resist adopting new SuD features in areas of open space and encourage developers’ to design in accordance with the Anglian Water SuD adoption manual.
- The National Framework and associated Technical Guidance provide detailed guidance on incorporating sustainable drainage into design, the protecting water sources and reducing the use of water.
- This is supported by Joint Core Strategy Policies 1, 2 & 3. Supporting evidence includes the Water Cycle Strategy and Strategic Flood Risk Assessments. Policy DM 4.3a addresses flood risk.
- Policy DM 3.8 addresses design principles and DM 4.8 addresses the incorporation of landscaping into design, both support the incorporation of SuDs.
- Further advice on SuDs can be obtained from the SAB SuDS Approving Body: watermanagement@norfolk.gov.uk
- It is anticipated that National Standards for Sustainable Drainage Systems will be published shortly.
- In the interim, guidance on SuDs is available from the Anglian Water SuDs Adoption Manual
- Further guidance on the surfacing of front gardens for drive ways etc is available from:
4.4 Facilities for the collection of recycling and waste

Reasoned Justification

The Council aims to ensure that each property benefits from a simple, sustainable and environmentally beneficial waste collection and recycling service. It also recognises the benefits from the provision of a continuous service. This Policy and related supplementary guidance address requirements for recycling and waste to be integrated with and included as part of new development including provision for: kerbside collection facilities, bin storage areas, the promotion of further material collection; and the safe and continuous collection of recycling and waste facilities.

The Council will produce Supplementary Guidance to provided detailed guidance and requirements to developers. The approach has three main focus points:

Reducing waste to landfill and providing suitable collection facilities:

The policy focuses on the requirement to reduce waste to landfill through the promotion of kerbside and local recycling facilities. This includes the provision of suitable kerbside recycling facilities for each individual household but also the local provision off-site enabling the collection of additional recyclables.

Access:

Alongside the promotion of recycling based waste management, the policy requires access for the larger 32 tonne refuse collection vehicles and ensuring that bins can be collected safely and without unnecessary obstruction that could hinder the service continuity. This includes attention to road width, turning bays and safe turning points. It also focuses on the requirement for road adoption and the provision of suitable parking facilities to reduce roadside parking which could result in collection obstructions.

Additional Facilities:

The final focus point is on the provision of communal facilities where these are appropriate (such as for blocks of flats), ensuring that residents have sufficient access to their facilities, that these promote reuse and recycling and that the collection crews can collection these larger communal bins without issue.

Every new development of an appropriate size and nature should also have additional communal facilities available within a specified distance. These should enable the residents within this development to readily increase the type and number of materials that they can reuse or recycle.
Policy 4.4 Facilities for the collection of recycling and waste

(1) All new developments should ensure that sufficient facilities are available for each property to simply store and dispose of their recycling and waste – having regard to the supplementary guidance published by the Council. Provision must be made for the permanent, on-premise storage of the designated receptacles and then their removal and return for collection.

(2) Waste management facilities provided for any residential development should be accessible for all residents and designed to maximise the diversion of waste from landfill and promote recycling, including the provision of accessible community collection points for the collection of additional materials.

(3) Residential development must ensure sufficient access provision for a collection vehicle (32 tonnes) to undertake all collections without encountering obstruction to necessary vehicle access and manoeuvrability.

Notes

- The Council’s draft Supplementary Guidance on Recycling and Waste, details the kerbside facilities, bin storage areas required, and promotes further material collection facilities for the safe and continuous collection of recycling and waste facilities. The draft addresses issues for consultation such as:
  - Possible developer contributions to the cost of the delivery of new bins.
  - Internal storage capacity (i.e. for recycling).
  - Provision of locked bin enclosures
  - Illumination of the bin compounds
- The requirements are consistent with Joint Core Strategy polices in relation recycling and design (Policy 1 & 2)
- Regard should be made to incorporate provision appropriately into design with regard to Policy DM 3.8 general design principles, the Place Making Guide SPD, and any special requirements in heritage areas
- Further guidance and advice is available in:
  - ADEPT; Making Space for Waste (Designing Waste Management in New Developments).
- Responsibilities for the provision of an appropriate number and type of receptacles is set out in Section 46 of the ‘Environmental Protection Act’ 1990
4.5 Natural and local environmental assets - designated and Important Local Open Spaces

Reasoned Justification

The National Framework requires not only that important designated natural environmental assets are protected, but requires that all sustainable development seeks positive improvements to the quality of the natural local environment jointly and simultaneously with other improvements. It also recognises the wider benefits of ecosystem services to peoples’ lives and communities. Development should protect and enhance all natural environmental assets including: valued landscapes (including those influenced by man-made features), geological conservation interests and soils, and minimise impact and provide net gains in bio-diversity where possible. This Policy also addresses open natural spaces that are recognised as important to the natural environment and distinctive character of places and the local community.

Part (a) of the Policy addresses the important natural environmental assets to be protected from any harmful impact arising from new development, and requires that new development contribute to the positive improvement of these natural environmental assets where opportunities arise. Sites will be identified on the Proposals Map and in supporting evidence; the sites of highest status which are designated at International, National and County-wide level.

Part (b) of the Policy addresses other Important Local Open Spaces that are also to be protected and positively improved where opportunities arise. These too are identified on the Proposals Map as locally recognised important open spaces and natural environmental assets which are important to local communities and the natural environment. A small number of sites are designated as Locally Important Open Spaces where recognition is not otherwise provided in material planning policies and appraisals.

Part (c) of the Policy develops on Joint Core Strategy Policies 1 and 2. More widely, the Council will work with partners to evolve strategies to enable individual new development sites to contribute most effectively to the establishment and positive improvement of coherent ecological networks that will be resilient to future pressures. The strategic basis of these strategies for Biodiversity Enhancement Areas and multi-functional Green Infrastructure Networks are set out in Policy 1. The Council will work with partners (including the Local Nature Partnerships (Wildlife Anglia), the Norfolk Biodiversity Information Service and others to develop these strategies in more detail on a priority basis, addressing areas under most pressure for change first, in order to ensure appropriate development contributes to the enhancement of these networks. Specific detail will also be included in Area Action Plans, Site Specific Allocations and Policies, and community led Neighbourhood Plans.
Proposal Map designations of International, National and County-wide status

The International, National and County environmental designations are all to be ‘saved’ from the South Norfolk Local Plan (2003) and included on the Proposals Map.

*No further mapping detail is included in this consultation document.*

Proposal Map designations of Important Local Open Spaces

A number of locally important multi-functional open spaces were identified in the South Norfolk Local Plan (2003), the need to retain some of these and also to include some new designations has been identified through the public consultation on the draft Site Specific Allocations and Policies DPD. These are now proposed for designation as part of this Policy, and are shown on Maps as indicated below:

(1) Poringland Conservation and Fishing Lakes Area - new designation.

This site was put forward by the Poringland Conservation and Fishing Lakes Association for consideration as an allocation for open space/leisure use. The site already provides public access for leisure purposes, so allocation was not a suitable course of action. No representations were received during two public consultations on Site Specific Allocations, but the site is in frequent use.

The Joint Core Strategy identified that development in Poringland/Framingham Earl would have to take particular account of surface water flood issues. The fishing lakes provide a valuable attenuation area for surface water.

This is a new proposed designation shown on Map 4.5 (1).

(2) Land to the west of Hethersett High School – new designation.

This land was allocated for use as public open space in the South Norfolk Local Plan (2003), to help meet previously identified deficiencies in open space provision in the village. Since that time, the farm buildings have been converted to residential use with some of the former open space allocation now being in residential use. Public access to this space has never been delivered, and part of the site was put forward for consideration as a housing allocation. A representation was received during the second public consultation on Site Specific Allocations by Hethersett Green Spaces Group and Hethersett Environmental Team, advocating the retention of the site as open space. The parish council wished to see the site allocated for leisure/recreational use.

The Joint Core Strategy identified a need for enhanced green infrastructure in Hethersett. Although this site does not presently afford public access to the
countryside, it forms a valuable element of the existing green infrastructure in the village.

This is a new proposed designation shown on Map 4.5 (2).

(3) Old Costessey – revised designation

Old Costessey is situated in the valleys of the Rivers Wensum and Tud. Woodland is of ‘immense scenic importance’ (Landscape Character Assessment, LUC 2001); the woodlands in the Tud and Wensum Valleys create an important backdrop of trees and areas of heavily wooded, low-density development help give the settlement its character. Two important areas of woodland fall within the Old Costessey Development Boundary, to the north of Townhouse Road (including Green Hills) and between The Croft and Folgate Lane. Nearby Carrs Hill Wood also forms part of this feature, but is outside both the current and proposed Development Limits for Old Costessey.

This is a revision of the designation included in the South Norfolk Local Plan (2003) and is shown on Map 4.5 (3).

(4) Brooke – revised designation

An important part of the character of the Brooke Conservation Area is derived from the prominence of trees and hedges, some are parts of private gardens, others like the Meres, part of public places. (The feature of the Meres water features tightly bound by public space and located outside of the Settlement boundary.)

However, the open space at the corner of Brecon Road contributes significantly to the Character of Brooke and is retained as an Important Open Space designation – see Map 4.5 (4).

(5) Diss – retained designations

The form and character of Diss is very heavily reliant on the contribution made by various open spaces. A landscape history research carried out by the Norfolk Gardens Trust in 1997 identified a high number of ornamental gardens but a lack of small parks and puts this down to the industrial nature of the town in the 18th and 19th centuries. As such the public open spaces that have survived and emerged since the late 19th early 20th centuries are extra special, and have an historical background. The spaces covered by IMP 3 in Diss contribute significantly to the special character and appearance of the Conservation Area, and do so in not just a visual sense, but socially, historically and architecturally.
Previously designations under the **South Norfolk Local Plan (2003) Policy IMP 3** are the following areas:

**Fair Green:** Important as a space, historically as the site of the medieval market, and a key setting for a number of listed buildings on the east and south sides:

**The Park:** Only came into public ownership in 1960, the main public access to the Mere. The view over the park and Mere to the town is unrivalled and a key element in the setting of the town.

**The Mere and banks:** The presence of the Mere dictated the pattern of the town and while the gardens and yards that form its boundaries on the three sides opposite the Park, have deteriorated over time, the open leafy character survives.

**Parish Fields:** An interesting space with the entrance off Mount Street purposely designed to enhance the setting of The Cedars a grand listed building on the road opposite. It is possible that the house was also remodelled to present its main elevation to the west to acknowledge the land opposite.

**Mount Street Gardens:** The land associated with the Manor House, The Grove and Eaton Lodge on the east side of Mount Street are remains of the ornamental gardens referred to above

**Rectory meadows and school playing fields:** Part of these grounds was associated with the Rectory, now Mere Manor, but is an important “green lung” bisected by a footpath.

These spaces contribute significantly to the special character and appearance of the Conservation Area in not just a visual sense, but socially, historically and architecturally. The previous IMP3 designations on Local Plan (2003) Inset Map 19A & b are all proposed to be retained – see Map 4.5 (5).

**Policy DM 4.5 Natural and local environmental assets - designated and Important Local Open Spaces**

a) The highest status natural environmental assets are identified on the Proposals Map and in supporting evidence, and will be protected from any harmful impact arising from new development. New development impacting on these designated sites will be required to contribute positive improvement of these natural environmental assets where opportunities arise. International, National and County-wide level will be accorded the highest levels of priority.

b) At the Important Local Open Spaces identified on Maps 4.5 (1) – (5) and on the Proposal Map, development well only be permitted where it retains the open character and appearance of the site, where it respects the contribution which the identified open site or open frontage makes to the form and character of the Settlement
and where the is no significant adverse impact on the setting of any existing building. New development impacting on these designated sites will be required to contribute positive improvement of these natural environmental assets where opportunities arise.

c) The Council will work with partners to evolve strategies to enable individual new development sites to contribute most effectively to the opportunities for the establishment and positive improvement of coherent ecological networks, Biodiversity Enhancement Areas and multi-functional Green Infrastructure Networks.

Notes

- **Natural environmental assets** include are defined in the Glossary - Source references for international, national, county and local designations are to be listed on the website.
- Saved SNLP (2003) Policy IMP3 designations, plus additions arising from work to prepare the Site Allocations DPD
- The Broads are internationally important and fall within the Broads Authority planning area. However, development in adjacent areas of the district could impact on The Broads and the Council will liaise accordingly.
- See strategic diagrams for Bio-diversity Enhancement Areas, Green Infrastructure and the Green infrastructure Priority Areas at pages 28, 29 and 62 of the **Joint Core Strategy**. More detailed mapping and description will be prepared with partners on a priority basis, to identify a positive strategy to enhance multi-functional green infrastructure and bio-diversity to which relevant development might support. More detailed mapping will be made available through the Council’s web pages as it becomes available.
- Further detail is provided in the Green Infrastructure Strategy (GNDP, 2007) and the Green Infrastructure Delivery Plan (GNDP, 2009). The latter document maps Core Biodiversity Areas for part of the district including the Hethersett / Cringleford Area.
4.6 (a) Protection and enhancement of landscape character

Reasoned Justification

The landscape of South Norfolk comprises a rich and often subtle diversity of character and features, whether natural or influenced by man. Outside the limits of the main built-up centres of the market towns and larger villages, expanses of agricultural land are punctuated by scattered settlements, woodlands, trees and hedgerows, commons, rivers, broads, and heaths.

The district has a slightly undulating topography with gentle transitions. River valleys provide the greatest natural variation in landform and contrast to the arable farmed plateaux’s, while man-made features such as the Roman town at Caister St Edmund and the by-passes for Norwich (A47) and Wymondham (A11) have imposed their own contrasts.

Throughout the district are identified assets that have helped enrich the landscape. There are many Registered Historic Parks, such as Kimberley, which has arguably one of the finest concentrations of veteran trees in the county, and also a number of locally significant parks and gardens. In addition are remnants of former estates, such as Costessey, the plantings of which still provide significant visual reminders of a grand past. Across the district are many sites of ancient woodland, and also an identified historic hedgerow pattern in the Dickleburgh area.

The landscape of the district includes four of the National Character Areas and studies commissioned by the Council have identified seven Landscape Types that share common characteristics of geology, topography and vegetation. These are: Rural River Valley, Tributary Farmland, Tributary Farmland with Parkland, Settled Plateau Farmland, Plateau Farmland, Valley Urban Fringe, Fringe Farmland. These in turn are further divided to give more detailed analysis.

The National Framework and Joint Core Strategy emphasis the importance of identifying and responding to landscape character and distinctiveness through good design.

The landscape character areas and river valley extents (Rural River Valley and Valley Urban Fringe are shown on Map 4.6(a)

Policy DM 4.6 Protection and enhancement of landscape character

All development should respect, conserve and where possible, enhance the landscape character of its immediate and wider environment. Development proposals that would cause serious adverse impact on the distinctive landscape characteristics of an area will be refused.
All development proposals will be expected to demonstrate how they have taken the following elements (from the 2001 South Norfolk Landscape Assessment as updated by the 2012 review) into account:

- The key characteristics, assets, sensitivities and vulnerabilities;
- The landscape strategy; and
- Development considerations.

Particular regard will be had to protecting the distinctive characteristics, special qualities and geographical extents of the identified Rural River Valleys and Valley Urban Fringe landscape character types.

Notes

- Core Planning Principles para 17 (point 5) of the National Framework requires planning to account for the different roles and character of different urban and rural areas and recognising the ‘intrinsic beauty of the countryside’. Section 11 addresses the conservation and enhancement of the natural environment including criteria for assessing proposals impacting on landscape. Paragraph 170 calls for plans landscape character assessments to be prepared in areas where expansion is considered.
- Sections 7 and 11 of the National Framework address how the impact of development on landscape character should be assessed.
- Joint Core Strategy Objectives 8 & 9 and Policy 2 address the need to reflect landscape character
- The source of Map 4.6(a) is the 2012 Local Landscape Designations Review work on Landscape Character Areas and River Valleys in the Norwich Policy Area, carried out by Chris Blandford Associates. This confirms the designations arising from the 2001 study findings.
4.6(b) Landscape Setting of Norwich

Reasoned Justification

In line with the National Framework and policies of the Joint Core Strategy, the Council have assessed the landscape characteristics that contribute to the setting of the Norwich urban area. Detailed work by landscape consultants has reviewed the formerly designated Norwich Southern Bypass Landscape Protection Zone (NSBLPZ), and identified key views, undeveloped approaches and gateways that are important to the setting of Norwich. Development proposals in the vicinity should have regard to the characteristics and protections identified in this Policy.

Norwich Southern Bypass Landscape Protection Zone (NSBLPZ)

The review undertaken by Chris Blandford Associates (CBA) has concluded that for the most part the boundaries of the NSBLPZ continue to be robust and justifiable for inclusion within the Local Plan policies. The exception to this is where future development sites within the NSBLPZ have been identified as preferred options for strategic allocations within the South Norfolk Local Plan. In addition, the land within the NSBLPZ but without the strategic allocations, between Easton and Costessey, would have a limited contribution to the protection of the landscape setting of the southern bypass and the urban area, once development on the strategic allocation sites has taken place. The review has therefore concluded that the boundary of the proposed north western extent of the NSBLPZ be redrawn along Long Lane as shown on Map DM 4.6b (2).

Key Views, Undeveloped Approaches and Gateways

In respect of key views, CBA fieldwork has confirmed that opportunities to view Norwich from the landscape to the south of the city are limited due primarily to the lack of available elevated sites and the screening effect of vegetation. It is however recognised that opportunities do exist from the northern edge of the plateau to the south west and south east of the city. These are identified within the 2001 Landscape Assessment and confirmed by CBA in 2012, as the Wymondham Settled Plateau Farmland and Poringland Settled Plateau Farmland.

In these areas, broad view cores/zones have been identified. Proposed protected viewing cones/zones for inclusion in the development management policies are shown on DM 4.6b (1).

In respect of undeveloped approaches into the city, there are several road and rail corridors, which have a very distinct rural character, affording views across the surrounding countryside. These approaches are defined as broad corridors along each of the main and secondary roads and railway corridors approaching the city. Proposed protected approaches for inclusion in the development management policies are shown on DM 4.6b (1).
The draft Norwich Local Plan 2012 has identified gateways to the City, two of which border the south Norfolk boundary. These are acknowledged and shown on DM 4.6b.

**Policy 4.6(b) Landscape Setting of Norwich**

Development within the Norwich Southern Bypass Landscape Protection Zone (NSBLPZ), as shown on Proposals Map, should have regard to protecting the openness of the Zone and, where possible, enhancing the landscape setting of the southern bypass, including the practice of wild flower planting and management regimes.

In addition, development should also have regard to protecting and, where possible, enhancing the long distance views and relatively undeveloped approaches to Norwich which contribute to the historic landscape setting of the City, including the historic urban/rural ‘gateways’ on major routes to/from the City, as shown on the Proposals Map.

Development which would significantly harm the NSBLPZ or the landscape setting of the Norwich urban area will not be permitted.

**Notes**

- The **Joint Core Strategy Policies** 1, 2, 10 & 12 and Objectives 8 & 9 require that Local Plan policies have regard to urban/rural transition and landscape setting of settlements. The GNDP Historic Characterisation and Sensitivity Assessment considered development options in Norwich Policy Area.
- Core Planning Principles para 17 (point 5) of the **National Framework** requires planning to account for the different roles and character of different urban and rural areas and recognising the ‘intrinsic beauty of the countryside’. Section 11 addresses the conservation and enhancement of the natural environment including criteria for assessing proposals impacting on landscape. Paragraph 170 calls for plans landscape character assessments to be prepared in areas where expansion is considered.
- Regard to the planning policies of Norwich City and The Broads Authority neighbouring planning authority areas; these policies similarly seek to protect and enhance the gateways to Norwich and key views to the Norwich City skyline.
- In relation to development in the Cringleford area, also see the emerging **Cringleford Neighbourhood Development Plan**.
- Detailed assessments are provided in the South Norfolk Landscape Character Study (2001) and Review (2012).
4.6 c) Strategic gaps between settlements within the Norwich Policy Area

Reasoned Justification

The landscape setting of South Norfolk’s towns and villages is essentially of a rural character. At some settlements, where peripheral expansion in the form of modern housing estates had progressed over a number of years, the urban/rural transition can be abrupt and unattractive. In others, such as Wymondham, the relationship between built area and countryside may have some historical significance.

In order to ensure the protection and conservation of local landscape character (discussed in more detail in the South Norfolk Landscape Assessment) and the setting of urban areas, towns and villages, the Council has defined open land or ‘Strategic Gaps’ that maintain the segregation and individual identities of certain settlements in the Norwich Policy Area and so avoid areas of development ‘sprawl’ which would be detrimental to the rural character of the area.

Strategic Gaps’ for areas of open land between:

(1) Cringleford – Hethersett and
(2) Hethersett and Wymondham

will be defined on the Proposals Map and are shown on Maps 4.6(c) (1) and (2).

Policy 4.6 c) Strategic gaps between settlements within the Norwich Area

Development which would erode, or otherwise undermine the openness of the Strategic Gaps identified on the Proposals Map, between the development boundaries of the settlements listed below, will not be permitted.

Cringleford - Hethersett
Hethersett - Wymondham

Notes

- South Norfolk Landscape Assessment 2001 identified designated Strategic Gaps – and 2012 report reviewed these. These designations are based on detailed analysis conducted in 2001 and reviewed in
2012. As a result both of these Strategic Gaps are proposed to be extended (as shown on Maps 1 & 2), and a third previously identified ‘gap’ has been deleted. This is fully detailed in the 2012 study.

- Core Planning Principles para 17 (point 5) of the National Framework requires planning to account for the different roles and character of different urban and rural areas and recognising the ‘intrinsic beauty of the countryside’. Section 11 addresses the conservation and enhancement of the natural environment including criteria for assessing proposals impacting on landscape. Paragraph 170 calls for plans landscape character assessments to be prepared in areas where expansion is considered.

- GNDP Historic Characterisation and Sensitivity Assessment assessed options with in the Norwich Policy Area, where the Joint Core Strategy directs most development.

- Joint Core Strategy Objectives 8 & 9 and Policies 1, 2 & 10 address the importance of protecting and enhancing the landscape setting of Settlements and the urban/rural transition.

- In relation to development in the Cringleford area, also see the Cringleford Neighbourhood Development Plan
4.7a Protection of Trees and Hedgerows

Reasoned Justification

The value of trees, woodlands and hedgerows is widely recognised and their existence contributes greatly to the identified landscape character areas within the district. Trees can offer many environmental, economic, social and climatic benefits. By their absorption of CO₂ trees help create a significant carbon sink and therefore can play a key part in helping to combat climate change.

The Council expects all development proposals to fully consider the existing trees both on and adjacent to the site. Development will be permitted where it can be demonstrated that there exists a harmonious and sustainable relationship between trees and structures.

Where necessary the Council will protect trees using Tree Preservation Orders (TPOs) in order to retain significant trees; tools such as the TEMPO (Tree Evaluation Method for Preservation Orders) system will be used to help identify trees that are suitable for preservation. In identifying suitable trees and woodlands for protection particular regard will be given to relevant priority Biodiversity Action Plan habitats, aged/veteran trees and ancient woodland.

Hedgerows are distinctive features of the countryside and are the most traditional form of field boundary in the district. Many date back to the first enclosure of the land and some, especially in the case of those in the vicinity of Dickleburgh and Rushall, are indicators of a much older land pattern and the influenced landscape. In addition to their visual benefits the network of countryside hedgerows often contain a great range of plant and wildlife species and can form important linkages between other habitats such as woods.

The Hedgerows Regulations 1997 make it clear that the presumption is in favour of retaining hedgerows that qualify as ‘important’ unless satisfied that the circumstances justify removal. On development sites, the Council will promote and encourage the retention of hedgerows; the presumption will be for the retention of all sections of ‘important’ hedgerows.

The Council will continue to promote the planting of new trees, woodlands and hedgerows as part of new developments (see policy 4.7b) and to complement existing features.

Policy DM 4.7a Protection of Trees and Hedgerows

The Council will promote the retention and conservation of significant trees, woodlands and traditional orchards and will serve Tree Preservation Orders where necessary.
The Council will presume in favour of the retention of ‘important’ hedgerows as defined by the Hedgerows Regulations 1997.

The Council will safeguard and promote the appropriate management of protected trees and hedgerows, unless the need for, and benefits of, a development clearly outweigh their loss.

Notes

- The importance and multiple benefits of protecting trees and hedgerows is clearly identified National Framework Section 11, paragraphs 117 and 118, and the Joint Core Strategy objectives 1, 8 and 9.
- Policy DM 1.4 requires development to avoid environmental harm and protect local distinctiveness, and Policy DM 3.8 sets out design principles that include retaining important natural features.
- The identified Landscape Character Areas in the district are detailed in the South Norfolk Landscape Assessment (Vol 1 – Landscape Types of South Norfolk, Vol 2 – Landscape Character Areas of the Norwich Policy Area, and Vol 4 – Landscape Character Areas of the Rural Policy Area.
- The Norfolk Biodiversity Action Plan prepared Norfolk Biodiversity Partnership, details action plans for important habitats and species and addresses the contribution that trees and hedgerows make to environmental biodiversity.
- Detailed regulations, recommended standards and advice for development affecting trees and hedgerows include:
  - The Hedgerows Regulations 1997
  - Forestry Commission - The case for trees in development and urban areas, 2010.
  - BS 5837 Trees in relation to design, demolition and construction – Recommendations.
4.7b Incorporating landscape into design

Reasoned Justification

The importance of good design and the vital contribution that good quality landscaping of the spaces between buildings can make to this is well understood.

All development proposals will be expected to respect the character and distinctiveness of the local landscape, its pattern, vegetation type and landform; the Landscape Character Assessment provides advice on this. However, design and specification of planting should support strategy for new green infrastructure and biodiversity where this is relevant, and will need to be resilient to the impacts of climate change.

Increasingly development will be required to incorporate areas for Sustainable Drainage Systems; appropriate landscaping will be particularly important to ensuring the successful appearance and performance of these areas.

The landscaping of new development in towns and villages should also respect local built character and the historic environment – the Place Making Guide and Conservation Areas character appraisals highlight important characteristics and guide how landscaping design might respond. Other factors such as ‘designing out crime’ and facilitating pedestrian movement will also have a bearing on design.

The landscape elements of a development both ‘soft’ (planting) and ‘hard’ (e.g. paving, street furniture) should form an integral part of a development and should be considered from the outset. The design of boundary treatments can be particularly important, for example facing onto public spaces, on the edge of settlements / open countryside and facing public highways.

Policy 4.7b Incorporating landscape into design

Detailed development proposals must demonstrate a high quality of landscape design, implementation and management as an integral part of the new development.

The provision for new planted features (such as tree belts, hedgerows, wild flowers and specimen trees) is expected to form part of development proposals from their outset and should provide an appropriate landscape setting for the scheme.

‘Hard’ landscape features (such as paving, kerb stones, street furniture, boundary treatments etc) will reflect locally distinctive character, styles and the setting of the development.
The Council will approve landscape schemes that respect the character and distinctiveness of the local landscape and that are clearly and properly specified.

Notes

- The importance and multiple benefits of incorporating trees, and soft landscaping into development is clearly identified the National Framework Section 11 and the Joint Core Strategy Objectives 1, 8 and 9, and Policies 1 and 2.
- The Joint Core Strategy requires development to further the achievement of the Green Infrastructure Strategy and Norfolk Biodiversity Action Plan.
- Policies DM 1.1 and 1.4 requires development to make net enhancement of the environment and take opportunities to protect and reflect local distinctiveness. Policy DM 3.8 sets out design principles that include incorporating landscaping as an integral part of design.
- The identified Landscape Character Areas in the district are detailed in the South Norfolk Landscape Assessment (Vol 1 – Landscape Types of South Norfolk, Vol 2 – Landscape Character Areas of the Norwich Policy Area, and Vol 4 – Landscape Character Areas of the Rural Policy Area.
- The Place Making Guide SPD, Development in the Historic Environment SPD and Conservation Area character appraisals and management plans provide guidance on appropriate landscaping.
4.8 Designated Heritage Assets

Reasoned Justification

South Norfolk has a considerable wealth of buildings and settlements of architectural and historic interest, with important examples from a range of historical periods, architecture style and traditional methods of construction. Local building traditions are strongly related to the local availability of materials which dictated their form of construction and appearance. These indigenous characteristics help provide a ‘sense of place’ and contribute towards defining the local distinctiveness of the district. The Place Making Guide SPD includes an overview of local context and the key characteristics of the various parts of the district – reflecting the historic built environment and landscape setting. A programme of Conservation Area appraisals is in place to add further detail in the designated areas.

The National Framework advocates that local plan policies should aim to ensure that developments “respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation “. It places “great weight” on the conservation of heritage assets, and how they can make a positive contribution to sustainable communities.

Heritage assets are defined by the National Framework as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. " It includes nationally ‘designated heritage assets’ and other ‘non-designated heritage assets’, identified by the local planning authority and which are addressed in Policy DM 4.10.

The National Framework defines ‘significance’ in this context as “the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence but also from its setting.”

The ‘designated heritage assets’ in the district comprise: over 3400 listed buildings, 53 Conservation Areas, 37 Scheduled Ancient Monuments, and 7 Registered parks and gardens. Where practical these are shown on the Proposals Map.

Policy DM 4.8 Designated Heritage Assets

All development proposals, including alterations and extensions, must have regard to and positively respond to, the significance of any designated heritage assets that may be affected.

Proposals must sustain, enhance and better reveal the significance of the asset and make a positive contribution to local distinctiveness.
Proposals must show how the significance of the heritage asset has been assessed and taken into account by reference to the Historic Environment Record, suitable expertise and other evidence/research as may be necessary.

Proposals which adversely affect the significance of a heritage asset will only exceptionally be permitted where clear and convincing justification is provided and:

a) Substantial public benefits arise from the proposal; and

b) Retention of the asset in its existing use or form is unsustainable and no viable alternatives can be identified.

Notes

• The National Framework Section 12 addresses the conserving and enhancing of the historic environment

• Joint Core Strategy Policies 1 and 2 address the protection of environmental assets (including built environment and heritage assets) and promotes good quality design that respects the historic environment taking account of conservation appraisals and the wider landscape.

• Guidance on the historic characteristics of places in South Norfolk and how to respond to these characteristics is set out in:
  o Place Making Guide SPD
  o Development in the Historic Environment SPD
  o Conservation Area character appraisals and management plans

• Many known heritage assets are also catalogued in the Norfolk Historic Environment Record maintained by Norfolk County Council.

• English Heritage produces a variety of guidance and advice on the design response of proposals which affect heritage assets, and information on the use of traditional construction techniques.

• Where practical the location of nationally designated heritage assets is identified on the Proposals Map. Further details of listed buildings and Conservation Areas are available from the Council’s web site and the conservation team.
4.10 Non-designated heritage assets

Reasoned Justification

Non-designated heritage assets include a range of historic features that are not on a statutory list of heritage assets but nonetheless are important to local distinctiveness, heritage and the local community. These include:

- Locally listed buildings, buildings and key spaces identified in Conservation Area character appraisals, and unscheduled sites of archaeological interest recorded or noted by the Norfolk Historic Environment Record. There are also some park and garden landscapes identified as being of historic interest.

- In parishes without Conservation Areas there are open spaces, both public and private, and local buildings that make an important contribution to the character of the settlements and their local distinctiveness. Some of these are referred to in the Council’s Place Making Guide SPD.

- In addition there are important frontage features: walls, outbuildings, hedges and trees that have shaped and defined many of our towns and villages. Some of these unprotected characteristics have previously been recorded as part of the Council’s Local Plan (March 2003), but others may only be identified when affected by development proposals.

Where non-designated features are identified, either as part of a heritage impact submission from the applicant or by the local planning authority as part of its assessment of a proposal, the significance of the non-heritage asset and the impact of the development proposal upon it should be taken into account.

Policy DM 4.10 Non-designated heritage assets

Proposals which have an impact upon a non-designated heritage asset will need to demonstrate that the significance of that asset to the local historic environment has been assessed and taken into account.

Where non-designated heritage assets are identified as having great significance, there will be a presumption in favour of their retention, preservation and enhancement on the terms outlined in Policy DM 4.8.

Proposals affecting an asset of lesser significance will be assessed against the contribution the asset makes to the character of the local area and the scale of harm or loss proposed.
Notes

- **The National Framework** Section 12 addresses the conserving and enhancing the historic environment – in particular paragraph 135 addresses non-designated heritage assets.

- **Joint Core Strategy** Policies 1 and 2 address the protection of environmental assets (including built environment and heritage assets) and promotes good quality design that respects the historic environment taking account of conservation appraisals and the wider landscape.

- Policy DM 1.4 addresses how the protection of environmental assets and locally distinctiveness; non-designated assets can make an important contribution to local distinctiveness, and between people and places to contribute to sustainable communities.

- Guidance on the historic characteristics of places South Norfolk and how to respond to these characteristics is set out in:
  - Place Making Guide SPD
  - Development in the Historic Environment SPD
  - Conservation Area character appraisals and management plans

- The Norfolk Historic Environment Record is a useful source of information about locally important non-designated heritage assets.

- English Heritage produce a variety of advice on the design response to heritage assets and traditional construction techniques.

- Neighbourhood Development Plans, Parish Plans and Local Design Statements and local history societies and publications can also provide useful sources of information about local historic features.
NP 3.4 Development Management Policy v 2.6a

DM 3.4 Sites for Gypsies and Travellers

Reasoned Justification

National planning policies require that the Council ensure there is a supply of deliverable sites to meet the need for Gypsy and Traveller accommodation in the area. A target provision figure for such accommodation was set in the former Regional Spatial Strategy for the period until 2011 and this figure was achieved. The Council must now ensure that there is a rolling five-year supply of deliverable sites to meet the locally assessed need for Gypsy and Traveller sites for future years*1. The Council has recently completed an Accommodation Assessment with the GNDP partners for the Greater Norwich Area which identifies a rolling five-year target figure for each of the three authorities*2.

To ensure an ongoing supply of suitable sites to meet the range of needs and to achieve the overall South Norfolk target figure, it is likely to be necessary for the Council to prepare a Travellers Site DPD to allocate some sites to provide part of the provision figure. However, proposals are also likely to come forward as planning applications on non-allocated sites. The considerations used in this Policy to assess such planning applications will also be used as part of the assessment of potential sites considered for Local Plan site allocations.

In line with general planning policies there is a preference for development to be located within sustainable Settlements and on previously developed land. However, in the circumstances of South Norfolk, more suitable Traveller sites may well be identified in the Countryside away from Settlements. For example, a potential source of sites could be redundant agricultural yards and hard-standings located a little away from Settlements. Although such a redundant agricultural yard would fall outside of the definition of previously developed land it may be suitable and preferable to the development of a new Greenfield site.

Reflecting this, the different parts of this Policy make provision for range of Traveller sites including, as an exception to other Local Plan policies, in the Countryside. The key considerations and requirements of this Policy will take precedence in the event of any conflict with other Local Plan Policies should this arise.

Part (1) of the Policy sets out the key considerations a) to h) and requirements i) to m) against which all proposals will be assessed.

Part (2) of the Policy provides for some additional flexibility in the event of a shortage of a 5-year rolling supply of deliverable sites; providing for additional flexibility to be given to the key considerations (a) to (h). However, in all circumstances the requirements (i) to (m) must be complied with in-full; it is important that fundamental requirements of sustainable development, environmental protection and health and safety are not compromised. This reflects the National Framework which requires that policies relevant to
housing supply should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable sites, and the national **Planning policy for traveller sites** which elaborates on this. Where there is a shortage of deliverable sites the national policy requires that consideration be given to granting a **temporary planning consent** in order to help address the period of the shortage of sites\(^*3\). (However, **planning guidance**\(^*4\) state that permanent planning permissions should not be withheld unreasonably)

Part (3) and (4) of the Policy address additional considerations or flexibility to be applied in the consideration of a proposal for a local needs affordable Traveller site or a site designed for transit occupation. A key requirement of the latter will be that the site is convenient to access from the main travelling routes.

In applying the key considerations and requirements of the Policy the following clarifications should be noted:

- Any sites in the **Countryside** should be designed to integrate well into the local landscape and that should not have so many high walls or fences as to give the impression that the site and its occupants are deliberately isolated from the rest of the community (see criteria (b) and (d)).

- Good practice guidance\(^*5\) is clear that sites should be of an appropriate scale and design of sites to meet occupiers' needs and to achieve good management, and not of a scale that is disproportionate to the availability of local infrastructure and services or the size and density of the surrounding population. National guidance suggests a maximum of 15 pitches is conducive to providing a comfortable environment, but this applies to all geographic circumstances including large urban areas. Reflecting evidence and experience at the sub-regional level, the **Joint Core Strategy** states that sites will normally have no more than 10 to 12 pitches, varied in to suit the circumstances of a particular site. In the circumstances of South Norfolk a maximum guideline size of up to 12 pitches is considered appropriate for locations near smaller towns and villages and a smaller size in the smallest rural communities (see criteria (b) and (l)).

- As identified in criterion (e), there is a general preference for a Local Plan led approach and for residential development to be located within Settlements and on previously developed land. Any proposal in the **Countryside** should be accompanied with evidence of the availability of suitable sites on the market (although a sequential assessment of all potential housing sites will not be required).

- Proposals sites should have appropriate access to schools and other necessary facilities to meet the day to day needs of the occupiers, recognising the differences in lifestyle and working patterns of Gypsy and Traveller people (criterion f)).
• For the purposes of Part 3 of the Policy, persons with a local connection are defined as: persons who have habitually resorted to the particular parish (albeit that they also have resorted to a wiser area of resort) for a specified period.

• Planning permission may be subject to a planning condition restricting the occupation to Gypsies and Travellers and if appropriate, affordable terms, as defined in Annex 1 of the national Planning policy for traveller sites. Other planning conditions or planning obligations will be applied to help overcome planning objections, in accordance with national policies (see Part (5)).

Policy DM 3.4b Sites for Gypsies and Travellers

(1) Proposals for all new sites for Gypsy and Travellers, whether located in Settlements or in the Countryside, will be assessed with regard to the following key conditions a) to h):

Key considerations

a) The development should not dominate the nearest settled community;
b) The development should be well planned to provide open space and facilities for the needs of occupiers and to meet national design guidance and site management experience. The site should include the provision of satisfactory foul and surface drainage, water supply and utilities, and avoid so many high walls and fences that it gives a deliberately isolating appearance to the site;
c) Sites for mixed residential and business uses must be suitably designed with regard to the safety and amenity of the occupiers, the neighbouring community and protection of the local environment.
d) The development should not have a serious adverse impact on the character and appearance of the landscape and should be sited and designed to integrate into the local landscape, with good natural or potential screening by vegetation and / or landform;
e) The site should not be allocated in the Local Plan for a non-residential purpose, and there is a preference for sites located on previously developed land or previously occupied agricultural yards and hard-standings;
f) The site should not be so isolated from Settlements that the occupiers cannot gain access to schools and facilities to meet their daily needs;
g) There should be adequate capacity available in local infrastructure and services; and
h) The proposed site should have suitable route(s) of access for the occupiers.

**Requirements**

In addition to the above key considerations, proposals will not be approved in circumstances where the proposed development is:

i) Located in an area of functional flood plain or high risk of flooding (Zone 2, 3a or 3b and Policy DM 4.3a) or

j) On or nearby a site designated as an International, National or County-wide environmental asset, where it can be demonstrated that the objectives of the designation will be compromised by the development (see Policy DM 4.5 and DM 4.6) or

k) On a site unsafe for continuous occupation because of:
   - site contamination or
   - localised pollution levels or
   - unsafe site access or
   - other reasons of health and safety (see Policy DM 3.15b); or

l) The proposed development individually or cumulatively with other nearby approved Gypsy and Traveller site(s) is out of scale with the size and density of the surrounding population or

m) The proposed development will have serious adverse impacts that would significantly and demonstrably outweigh the benefits when assessed against the Policy DM 1.1 and the Local Plan as a whole.

(2) Proposals for temporary planning permission for a Traveller site will be assessed with additional flexibility to one or more of the key considerations a) to h) in the circumstances of:

n) A lack of availability of a five-year supply of deliverable sites for Travellers in the district; and

o) A lack of an alternative site.

(3) A proposal for a rural affordable local needs Traveller site will be required by planning obligation to ensure in perpetuity that:
   - The pitches are available on an affordable basis; and
   - The allocations are managed to ensure they are firstly available to people with a local connection.

(4) A proposal for a Transit site designed and sited to be suitable for temporary periods of transit occupation will be considered against the key considerations a) to l) with additional recognition of:
• The different needs of transitory occupiers to access local facilities and the short-term tolerance to localised environmental conditions;
• The need to locate the site conveniently to access the main travelling routes; and
• A planning obligation will be required to ensure site management to ensure the availability of pitches on a transitory basis including a maximum period of stay.

(5) Planning permissions may be subject to planning conditions and/or planning obligations to restrict occupation to Gypsies and Travellers or to otherwise overcome planning objections.

Notes

• *1 National Framework and the Planning policy for traveller sites set national planning policies for the provision of accommodation for Gypsies and Travellers. The provision figure for the period to 2011 was set in the Regional Spatial Strategy for the East of England and reaffirmed in Policy 4 of the Joint Core Strategy. Policy 4 notes that the RSS is to be revoked and that new targets will be set for the period after 2011. The National Planning policy for traveller sites, policy B: Planning for Traveller sites requires that the planning of Traveller sites contribute to the achievement of sustainable development, and that all local planning authorities identify an annually reviewed five-year supply of deliverable sites and identify developable sites or locations for a further six to ten years supply. The Policy B (paragraph 11) sets out the policy objectives that the site provision should achieve.
• *2, The Greater Norwich Gypsy and Traveller Accommodation Assessment – 2012 updates the evidence on need in accordance with Policy 4; this identifies a rolling target figure for deliverable sites in South Norfolk for the period after 2011.
• *3 National Planning policy for traveller sites Policy H para 25 qualifies the application of National Framework paragraph 49, and provides for temporary consents to be granted where there is not a five year supply of deliverable sites. It must be noted that such TEMPORARY consents DO NOT count toward the local target figure for Traveller sites.
• *4 Circular 11/1995 addresses the use of planning conditions and temporary planning permissions
• *5 The DCLG document Designing Gypsy and Traveller Sites: Good Practice Guide states that a maximum of 15 pitches is conducive to
providing a comfortable environment which is easy to manage. It also states that smaller sites of 3-4 pitches can also be successful, particularly where designed for one extended family. The only times the document states that consideration should be given for sites of more than 15 pitches is where there is clear evidence that a larger site is preferred by the local Gypsy and Traveller community. It should be noted that this guidance applies to all geographic circumstances including large urban areas. In much of South Norfolk, 15 pitches would be disproportionate to the scale of nearby settlements. A reduced size of up to 12 pitches would therefore seem more appropriate for locations near smaller towns and villages and less still for smaller rural communities.

- **Paragraph 26 of the national planning policy for traveller sites** outlines scope for planning conditions and obligations.
- National **Planning policy for traveller sites, policy H**: Determining planning applications for Traveller sites, sets out considerations the local planning authority should have when considering planning applications for traveller sites. New sites away from existing settlements should be strictly limited (paragraph 23).
- **Joint Core Strategy Policy 4**: Housing delivery requires suitable provision be made for Gypsies and Travellers as part of housing provision to meet the variety of needs; this should respect the traditional lifestyles of travelling peoples.