

South Norfolk Local Plan



Development Management Policies Document

Adoption Version
October 2015



South Norfolk Development Management Policies DPD

The Contents of the Main document and Annex 1

Section	Heading	Policy No.	Page
0.1	Contents		2-5
0.2	Foreword		6
0.3	Introduction to the Local Plan		7
0.4	Development Management Policies – the use of the Policies		13
The Development Management Policies DPD			
Strategic Policies			
1.0	Introduction to the Strategic Policies		15
1.1	Ensuring development management contributes to achieving sustainable development in South Norfolk	DM 1.1	16
1.2	Requirement for infrastructure through planning obligations	DM 1.2	20
1.3	Sustainable location of development	DM 1.3	22
1.4	Environmental Quality and local distinctiveness	DM 1.4	26
1.5	Existing Commitments	DM 1.5	29
Economic dimension			
2.0	Introduction Economic dimension		31
2.1	Employment and business development	DM 2.1	32
2.2	Protection of employment sites	DM 2.2	34
2.3	Working from home	DM 2.3	36
2.4	Location of main town centre uses	DM 2.4	38
2.5	Changes of use in town centres and local centres	DM 2.5	41

2.6	Food, drink and hot food takeaways	DM 2.6	44
2.7	Agricultural and forestry development	DM 2.7	46
2.8	Equestrian and other small changes of use of agricultural land	DM 2.8	48
2.9	Rural tourist and recreational destinations	DM 2.9	50
2.10	Conversion and re-use of buildings in the Countryside for non-agricultural use	DM 2.10	52
2.11	Agricultural and other occupational dwellings in the Countryside	DM 2.11	55
2.12	Tourist accommodation	DM 2.12	57
Social dimension			
3.0	Introduction		60
3.1	Meeting housing requirements and needs	DM 3.1	60
3.2	Meeting rural housing needs	DM 3.2	63
3.3	Gypsy and Traveller sites	DM 3.3	65
3.4	Residential extensions and conversions within Settlements	DM 3.4	70
3.5	Replacement dwellings and additional dwellings on sub-divided plots within Settlements	DM 3.5	72
3.6	House extensions and replacement dwellings in the Countryside	DM 3.6	74
3.7	Residential annexes	DM 3.7	75
3.8	Design Principles	DM 3.8	76
3.9	Advertisements and signs	DM 3.9	80
3.10	Promotion of sustainable transport	DM 3.10	82
3.11	Road safety and the free flow of traffic	DM 3.11	84
3.12	Provision of vehicle parking	DM 3.12	86
3.13	Amenity, noise and quality of life	DM 3.13	88
3.14	Pollution, health and safety	DM 3.14	91
3.15	Outdoor play facilities and recreational space	DM 3.15	94

3.16	Improving the level of local community facilities	DM 3.16	96
Environmental dimension			
4.0	Introduction		99
4.1	Renewable Energy	DM 4.1	99
4.2	Sustainable drainage and water management	DM 4.2	101
4.3	Facilities for the collection of recycling and waste	DM 4.3	104
4.4	Natural environmental assets – designated and locally important open spaces	DM 4.4	106
4.5	Landscape Character Areas and River Valleys	DM 4.5	111
4.6	Landscape Setting of Norwich	DM 4.6	114
4.7	Strategic gaps between settlements within the Norwich Policy Area	DM 4.7	117
4.8	Protection of Trees and Hedgerows	DM 4.8	119
4.9	Incorporating landscape into design	DM 4.9	120
4.10	Heritage Assets	DM 4.10	122
Monitoring			
5.1	Implementation and Monitoring		125
Glossary and references			
6.1	Glossary of Terms with references		132
Annex 1 - Maps and figures			
DM 1.1	Policies Map		
Map DM 1.3	Key Diagram	DM 1.3	
Map 2.4 / 2.5 (1)	Diss – Town Centre and Primary Shopping Area	DM 2.4 / 2.5	
Map 2.4 / 2.5 (2)	Harleston Town Centre and Primary Shopping Area	DM 2.4 / 2.5	
Map 2.4 / 2.5 (3)	Hethersett Town Centre	DM 2.4 / 2.5	
Map 2.4 / 2.5 (4)	Hingham Village Centre	DM 2.4 / 2.5	
Map 2.4 / 2.5 (5)	Loddon Village Centre	DM 2.4 / 2.5	
Map 2.4 / 2.5 (6)	Poringland Village Centre	DM 2.4 / 2.5	
Map 4.4 (1)	New designation of Important Local Open Space at Poringland Conservation and Fishing Lakes	DM 4.4	
Map 4.4 (2)	New designation of Important Local Open Space at Hethersett High School	DM 4.4	
Map 4.4 (3)	Amended designation of Important Local Open Space at Old Costessey	DM 4.4	

Map 4.4 (4)	Amended designation of Important Local Open Space at Brooke	DM 4.4	
Map 4.4 (5)	Retained designation of Important Local Open Space at Diss	DM 4.4	
Map 4.4 (6)	New designation of Important Local Open Space at Hethersett Village Centre	DM 4.4	
Map 4.5	Landscape Character Areas and River Valley Extents	DM 4.5	
Map 4.6	Landscape Setting of Norwich – amended Norwich Southern Bypass Protection Zone, new Underdeveloped Approaches, Viewing Cones & Gateways	DM 4.6	
Map 4.7 (1)	Proposed amendment of the designated Strategic Gap between Cringleford and Hethersett	DM 4.7	
Map 4.7 (2)	Proposed amendment of the designated Strategic Gap between Hethersett and Wymondham	DM 4.7	

Note for those reading the document on-line.

Some technical or specific terms used are highlighted in **bold text**, clicking on these will connect you to the Glossary for an explanation of the term together with a hyperlink to relevant references. Hyperlink connections are provided to reference documents where indicated *like this*.

Published Separately:

A Sustainability Appraisal Report for the Development Management Policies Document.

FOREWORD by John Fuller

Local Councils have a responsibility to ensure that, when developers want to build houses, factories, shops or offices, such development is focused as far as possible closest to facilities and amenities in a way that takes advantage of existing social and physical infrastructure and minimising environmental impacts.

Councils control such development by publishing a Local Plan to make sure that residents and business can have access to sufficient education, health, transport & communication facilities.

Over the last decade, the population of the Norwich area has grown by over 1% per year, every year. Our plans have to recognise that, as a result of population increases and as a result we're all living longer and increasingly, live in smaller family units.

The measure of our success will be bringing forward growth and managing it so that it is sustainable, retaining and improving the quality of life here for now and for future generations, to make South Norfolk one of the best places to live and work in the country.

Much of this development will be guided by national policies drawn up by Government. There are also the policies of the Joint Core Strategy which cover the Greater Norwich Area. But South Norfolk Council has a duty to 'localise' planning policies to reflect the special character of our market towns & villages and the sensitive landscape areas between them.

This document sets out the Development Management policies and local ground rules that we'll use to judge whether development proposals are acceptable over the next 15 years or so; they will be used by the Council to promote sustainable development and to make decisions on all planning applications in the district.

The policies within this document properly reflect the special circumstances and distinctive character found in the market towns, villages and countryside here in South Norfolk. The policies take into account the comments made in two rounds of public consultations where we asked for your views on how development should be guided in the district and are the product of a long and thorough process to ensure we have the appropriate policies to ensure future development promotes a thriving economy and enhances our quality of life and the environment we live in.

Councillor John Fuller

Leader

0.3 Introduction to the Local Plan

- 0.1 This document forms part of a set of documents that together constitute a **Local Plan** for the future development of the area. The Development Management Policies will determine how the Council carries out its development management responsibilities to promote sustainable development and how it will determine planning applications. The policies influence the type and quality of future homes and other new development that is approved by the Council, and will help us conserve **heritage assets, biodiversity, geodiversity** and the countryside for future generations to enjoy, while delivering the ambitious spatial planning strategy and objectives for the growth of the area (which are set out in the Joint Core Strategy).
- 0.2 This document contains 44 policies arranged in four themes. Each policy is supported by a reasoned justification and important background notes. There are also maps showing the extent of sites and areas designated by some of the policies. A Sustainability Appraisal of the impact of the policies is provided in a separate document.
- 0.3 All the terms highlighted in **bold** text are explained in the glossary at the back of this document.

How the Development Management Policies Document has been developed

- 0.4 The Development Management Policies Document has been developed over the past 2 years, involving discussions with key stakeholders in the development management process. There have been two full consultation exercises, firstly in 2012 looking at the important 'issues and options' to be considered in preparing these Policies. The responses we received were considered in further developing the policies whilst in addition taking into account the National Planning Policy Framework (published in March 2012) to ensure the draft policies and accompanying Sustainability Appraisal conformed with important national planning policies and guidance.
- 0.5 Reasonable alternative options were considered and a list and the scope of the 'preferred' policies were agreed by Council's Cabinet on 11th June 2012. Draft policies were then prepared, tested and refined

resulting in the 'preferred option' draft policies with reasoned justifications which were agreed by Cabinet on 26th November 2012. The process and the consideration of the reasonable alternatives were further explained in the accompanying Interim Sustainability Appraisal.

- 0.6 The second public consultation took place in March – May 2013. This identified the Council's preferred draft Development Management policies. The responses to this consultation led to further revisions to the draft policies and the reasoned justifications and ultimately to the policies contained in this document.
- 0.7 Details of the consultation processes and their findings are outlined in more detail in the Consultation Statement that accompanies this document.

The documents that make up the South Norfolk Local Plan

- 0.8 The Development Management Policies Document, along with the Joint Core Strategy, Site Specific Allocations and Policies Document, and Area Action Plans make-up an overarching plan for the future development of the area known as the 'Local Plan'.



- 0.9 These documents replace the remaining 'saved policies' and site designations and allocations of the South Norfolk Local Plan (2003).

Adopted Joint Core Strategy (JCS)

- 0.10 The Joint Core Strategy was prepared jointly by South Norfolk, Broadland District and Norwich City Councils together with Norfolk County Council. It was adopted in March 2011. Policies set out the strategic pattern for sustainable growth and development across South Norfolk and form the foundation of these Development Management Policies. These provide the detail to deliver this strategy through the development management work carried out by the Council and ultimately, in the decisions made on individual planning applications. Development Management policies must conform to the Joint Core Strategy.
- 0.11 The JCS sets out the housing requirements from commitments and allocations and the Site Specific Allocations and Policies Document, Area Action Plans for Wymondham and Long Stratton and the Cringleford Neighbourhood Plan (taking into account the Development Management Policies Document) include policies and allocations to ensure that this need is met.

Site Specific Allocations and Policies Document and Action Area Plans

- 0.12 The Site Specific Allocations and Policies Document allocates land for development according to the strategy set out in the Joint Core Strategy. In addition, the Council is preparing comprehensive Action Area Plans to coordinate the site allocations, new infrastructure and planning policies for two of the locations with major levels of new planned growth, at Wymondham and Long Stratton.
- 0.13 The above documents are prepared through a process that includes an Examination in Public and when adopted, will have the statutory force of **development plan** policies under the provisions of the Planning Acts and will form part of the **Local Plan**.

Neighbourhood Development Plans

- 0.14 Under the provisions of the Localism Act, local communities now have the opportunity to prepare their own Neighbourhood Development Plans. These plans set out planning policies for small areas such as parishes and can allocate land for development. Such plans are required to be in general conformity with the NPPF and the strategic policies of the Local Plan.
- 0.15 The local community, through the offices of the Parish Council at Cringleford, are preparing a Neighbourhood Development Plan for the Parish of Cringleford on the fringe of Norwich, with a similar aim to the Area Action Plans and Site Specific Allocations and Policies DPD of allocating land for the development set out for Cringleford in the JCS.

- 0.16 Neighbourhood Development Plans, like the Development Plan Documents and Area Action Plans prepared by local planning authorities, are subject to a process of independent examination and adoption with the additional requirement for a local referendum. Once made, Neighbourhood Development Plans form part of the Development Plan.

Supplementary Planning Documents (SPD)

- 0.17 The Council will also produce further detailed guidance and advice in the form of Supplementary Planning Documents (SPD). The Council has produced a South Norfolk Place-Making Guide SPD which will be used in conjunction with the Development Management Policies Document to help ensure developers' designs are of the highest quality and reflect the distinctive characters of South Norfolk's towns and villages.
- 0.18 The Council is now preparing a Residential Alterations and Extensions Guide SPD and a Design in the Historic Environment Guide SPD as well as a Vehicle Parking Standards Guide SPD to provide further detailed guidance on these specific matters.

Other important planning considerations

National Planning Policy Framework

- 0.19 The Document must conform to the Government's **National Planning Policy Framework** (NPPF). Central to the NPPF is the 'presumption in favour of sustainable development'. There are three dimensions to the definition of sustainable development: economic, social and environmental, and this is addressed fully in Development Management Policy DM 1.1.
- 0.20 The draft Development Management Policies DPD has been written to be used in conjunction with the National Planning Policy Framework. The DPD is structured similarly and the policies add further guidance only where this is required over and above that in the National Planning Policy Framework to address the specific circumstances of South Norfolk.

Community Infrastructure Levy

- 0.21 Working jointly with Broadland District and Norwich City Council (alongside Norfolk County Council), CIL was introduced in South Norfolk on 1 May 2014. Money raised through CIL is 'pooled' by the three district authorities and then prioritised for infrastructure spending.

The latest CIL charging schedule can be viewed at <http://www.south-norfolk.gov.uk/planning/5191.asp>

Norfolk County Council

- 0.22 Norfolk County Council is the planning authority for minerals and waste developments and whose DPDs are the planning policy documents for any mineral extraction or waste disposal development proposed in the county.

Vision and Objectives

- 0.23 The strategic vision and objectives for the **Local Plan** are set out in the Joint Core Strategy. The strategic planning objectives are:

Objective 1 – To minimise the contributors to climate change and address its impact

Objective 2 – To allocate enough land for housing, and affordable housing, in the most sustainable settlements

Objective 3 – To promote economic growth and diversity and provide a wide range of jobs

Objective 4 – To promote regeneration and reduce deprivation

Objective 5 – To allow people to develop to their full potential by providing educational facilities to support the needs of a growing population

Objective 6 – To make sure people have ready access to services

Objective 7 – To enhance transport provision to meet the needs of existing and future populations while reducing travel need and impact

Objective 8 – To positively protect and enhance the individual character and culture of the area

Objective 9 – To protect, manage and enhance the natural, built and historic environment, including key landscapes, natural resources and areas of natural habitat or nature conservation value

Objective 10 – To be a place where people feel safe in their communities

Objective 11 – To encourage the development of healthy and active lifestyles

Objective 12 – To involve as many people as possible in new planning policy

Sustainability Appraisal Report

- 0.24 European law requires the systematic identification of the environmental impacts of any plan or programme. The Planning and Compulsory Purchase Act 2004 has incorporated this into its requirement for local planning authorities to undertake a Sustainability Appraisal (SA) of each of their **Local Plan** documents, including the Development Management Policies Document.
- 0.25 A Sustainability Appraisal report accompanies this DPD which follows on from the earlier Interim Sustainability Report. This outlines the sustainability assessment of all the policies, including the modifications made following the outcome of previous consultations.

Habitats Regulation Assessment (Appropriate Assessment)

- 0.26 European legislation on the Conservation of Natural Habitats and of Wild Fauna and Flora (the Habitats Directive), transposed into United Kingdom legislation as the Conservation of Habitats and Species Regulations 2010, requires the assessment of emerging plans and strategies that are likely to have a significant impact on a designated European Site of Ecological Importance (i.e. "Natura 2000" sites).
- 0.27 The Natura 2000 sites are any classified Special Protection Area (SPA), Special Area of Conservation (SAC), potential SPAs and candidate SACs. Government policy guidance also includes a requirement for the appropriate assessment of such impacts on Ramsar sites, i.e. wetlands of international importance designated under the 1971 Ramsar convention.
- 0.28 An Appropriate Assessment screening report of the Development Management Policies Document has been undertaken by Norfolk County Council on behalf of South Norfolk Council. Their report concludes that the development management policies either alone or in combination with other growth proposals identified in the Joint Core Strategy and any adjoining local Plans, would be unlikely to have an adverse effect upon the integrity of any European site, subject to the delivery of the necessary mitigation as set out in the Appropriate Assessment of the Joint Core Strategy.

0.4 Development Management Policies – Use of the Policies

The use of the Draft Development Management Policies

- 0.29 The Development Management Policies will be used to help determine how the Council carries out its development management responsibilities to promote sustainable development and how it will determine all planning applications. These policies are being prepared to have the legal status of **development plan** policies and to address the types of development proposal most frequently coming 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.
- 0.30 This document must 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 **South Norfolk Place-Making Guide**.

Relationship with the National Planning Policy Framework

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

Structure of this document

- 0.33 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 Planning Policy Framework, Sections 2, 3 and 4 address

how the economic, social and environmental dimensions of development proposals will be assessed.

Format of each Policy

0.34 Each policy is set out in a similar format of:

- A Reasoned Justification, to explain the purpose of the Policy and how it will be applied, and making reference to supporting evidence. Some technical or specific terms are highlighted in bold text, by clicking on these you will be connected by hyperlink to the Glossary section of the document where an explanation is given. Some numbered references are made to points further elaborated in the Notes section following the Policy.
- The Policy wording is set out in bold in a text box.
- The Notes following the Policy, to sign-post important National Planning Policy Framework, Joint Core Strategy and other Development Plan Policies that should to be read alongside the Development Management Policy; together with references to supporting evidence or relevant supplementary planning guidance. As within the Reasoned Justification, terms highlighted in **bold** text are defined in the Glossary together with a hyperlink to relevant references.

Review of the Plan

0.35 The Council is committed to an early review of the South Norfolk Local Plan, which has already effectively begun through the preparation of a new Strategic Housing Market Assessment across five Norfolk districts (which is expected to be complete in 2015). For the avoidance of doubt, this will include an early review of the evidence for the supply and demand for pupil place across the District, including secondary education provision. The new or reviewed plan(s) will be adopted within five years of adoption of the Development Management Policies Document at the latest.

The Development Management Plan Policies

1. Strategic Policies

Introduction to the Strategic Policies

- 1.1 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/>
- 1.2 The **South Norfolk Site Specific Allocations and Policies Document**, **Long Stratton Action Area Plan** and the **Wymondham Area Action Plan** 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 Development Plan policy requirements and development boundaries.
- 1.3 The Broads Authority determines planning applications in that part of the district that falls within The Broads.
- 1.4 The four strategic Development Management policies in Section 1 have the same strategic status as the Joint Core Strategy in South Norfolk and 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 and / or CIL
 - The sustainable location of development
 - The environmental quality and distinctive character of South Norfolk

1.1 Ensuring Development Management Contributes to Achieving Sustainable Development in South Norfolk

Reasoned Justification

- 1.5 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*¹ - both now and for future generations.
- 1.6 The **National Planning Policy 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. To ensure that 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.
- 1.7 In-line with best practice, the Council will exercise its planning responsibilities with a positive approach to **development management**; this 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. 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.
- 1.8 The development management decision-making process necessary to ensure that all development contributes to achieving sustainable development – whether the decision is made 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.
- 1.9 The implications on 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 Planning Policy 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”².
- 1.10 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 from any development in each dimension.

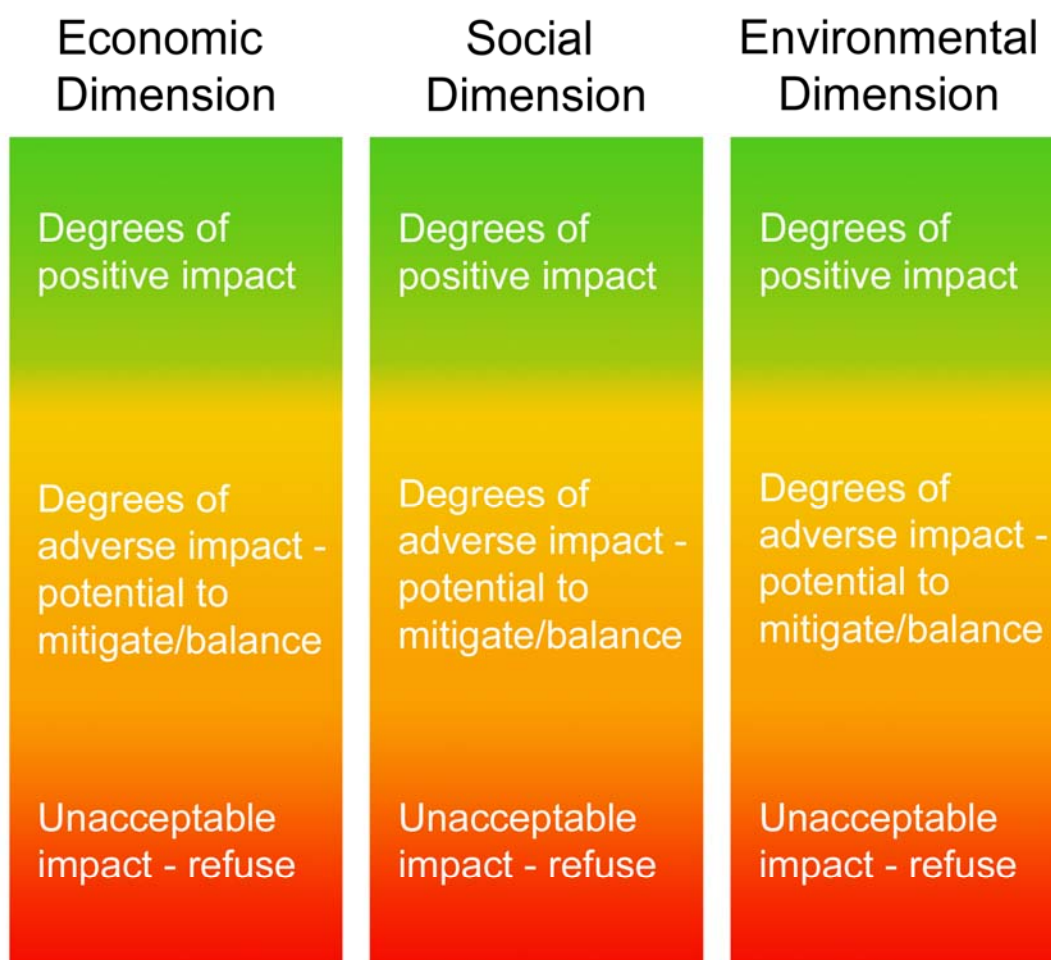


Figure 1.1 Development Management decision making to ensure all development proposals contribute to the three dimensions of sustainable development

- 1.11 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.
- 1.12 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.
- 1.13 Local communities now have the opportunity to prepare their own **Neighbourhood Development Plans** which form part of the development plan. Therefore development proposals should also be in

accordance with these plans as well where they have been prepared. Neighbourhood Development Plans must be in general conformity with the strategic policies in the Local Plan. Where formally adopted, Neighbourhood Development Plans take precedence over the non-strategic policies in the **Local Plan** where they are in conflict.. The Council will treat other local community led plans such as Village Design Statements and Village Plans as a material consideration in decision making.

- 1.14 In order to reach a positive assessment of the impacts 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 particular proposal and made clear through early discussion with the Council, in relevant policies and supplementary guidance. It will not be possible to approve proposals if necessary information is missing.
- 1.15 In cases where there are not up-to-date and relevant Local Plan policies, the Council will take a decision based on the whole of the National Planning Policy Framework and the Strategic Policies and the overall Vision and Objectives of the Local Plan as set out in the Joint Core Strategy. This will enable a proper discrimination to be made between development proposals that are in someway harmful but necessary in the circumstances and should be approved, and those that are entirely unacceptable and should be refused.

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 with the Council's Vision and Objectives for the area.
- b) The Council will work proactively where possible 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 consider the impact of the proposal in each of the economic, social and environmental dimensions jointly and simultaneously, for 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. Other national planning policy guidance or
- iii. The Council's overall Spatial Vision and Objectives for the area as set out in the Joint Core Strategy.

e) The Council will give significant weight to supplementary guidance and community led plans where these are relevant.

-
- ¹ The **National Planning Policy 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 Planning Policy Framework paragraph 7)

- ² “To achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system”. National Planning Policy Framework (paragraph 8)

- The **National Planning Policy 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 National Planning Policy Framework, the Local Plan Strategic Policies and the overall Vision and Objectives for the area, in order to ensure proper discrimination between development proposals that are in some way harmful but necessary, and those 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

1.2 Requirement for Infrastructure through Planning Obligations

Reasoned Justification

- 1.16 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 a commitment to take certain action or to ensure that new physical or **green infrastructure** is secured; this may be provided on the site or through a financial contribution to infrastructure to be provided off-site. 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.
- 1.17 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 agreements made under Section 106 of the Planning Act.
- 1.18 The construction of all new buildings requires that a **Community Infrastructure Levy (CIL)** is paid to the local planning authority as a contribution to providing the necessary infrastructure to serve development in the area; this is fully described in the **CIL Charging Schedule** and documentation available from the GNDP website¹. Part

3 of the Policy addresses how the Council will proceed in the event that the financial viability of a development proposal means that it cannot proceed without reducing the planning obligation requirement. S106 agreements for affordable housing, the transfer of land and possibly other items, will still be needed after the implementation of CIL. The 'Regulation 123 list' is a list of infrastructure and infrastructure-related projects to be funded through the CIL. The Council may adopt a Planning Obligations Prioritisation Framework² to set out certain priorities to be applied in negotiating individual planning obligations.

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) Directly relate to the development, necessary to make the development acceptable and fairly and reasonably related in scale and kind;**
 - 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 as defined in the NPPF;**
 - b) the delivery of affordable housing;**
 - c) the delivery of open space, play space or other facilities (or a 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) delivery of any other infrastructure requirements in a made Neighbourhood Plan.**
- 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 Policies within this plan; then**

planning obligation requirements covering specific matters may be

reduced by agreement, subject to the scheme being sustainable and having no adverse implications for health and safety. The Council will have regard to any approved Planning Obligations Prioritisation Framework (or successor document) and may add a specific site obligation requirement onto the “Regulation 123 list” to access other funding support to help deliver requirements.

Notes

- ¹ 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.
http://www.gndp.org.uk/content/wp-content/uploads/downloads/2012/02/Background_Context_CIL_DCS_rdc.pdf
- ² 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.
- 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

1.3 The Sustainable Location of New Development

Reasoned Justification

- 1.19 One of the core principles of the National Planning Policy Framework is to ensure that development management decisions take account of different local areas, promote the vitality of urban areas and recognise the intrinsic character and beauty of the countryside, whilst supporting the rural communities within it. In this context, the **Joint Core Strategy** for Broadland, Norwich and South Norfolk sets out the Vision, Objectives and Strategic Policies to guide future development in the three districts 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 applies this sub-regional strategy to development management decisions in South Norfolk district.
- 1.20 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 both inside and 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.

- 1.21 Policy DM 1.3 provides a development management strategy 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** – Norwich Fringe, Main Towns, Key Service Centres and Service Villages and Other Villages - as the focal points for communities; whilst the **Countryside** retains its distinctive South Norfolk character and continues to be a working environment 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.
- 1.22 New development should normally be located within the defined development boundaries of the settlements including on **Allocated Sites** identified on the **Policies Map** through the **Site Specific Allocations and Policies Document** or **Action Area Plans** for Long Stratton and Wymondham. In the case of Cringleford, sites are to be allocated within the **Cringleford Neighbourhood Development Plan**. It should be noted that whilst development within the boundaries of settlements will in general be acceptable, there may be instances where land within development boundaries is at risk of flooding, particularly land within Flood Risk Zones 2 and 3. Development proposals in such areas will need to be considered against flood risk policy in the Joint Core Strategy and national policy and guidance.
- 1.23 For the purposes of the Development Management policies, the area outside of the defined **development boundaries** of the **settlements** is referred to as **Countryside**. However, the countryside contains scattered smaller rural communities and outlying areas of settlements that do not have a defined development boundary. Only in exceptional cases consistent with specific Development Management Policies or site allocations will development proposals in the countryside be supported by the Council. This could include agricultural buildings, development connected to outdoor sports facilities, small scale house extensions etc. In addition, development will generally be supported for school related development or other community facilities such as a GP surgery or a village hall where they are required and there are not suitable sites available within development boundaries.

- 1.24 The strategy for the location of new development growth in South Norfolk as set out in the Joint Core Strategy is summarised in the **Key Diagram** (see Map DM 1.3).
- 1.25 The scale of development at each location will be appropriate for the function of place and availability of suitable sites to ensure a sustainable pattern of development.
- Major mixed use development will be focused at the growth locations and other sites around the urban fringe of Norwich at Costessey, Colney, Trowse and Cringleford or new and expanded mixed communities to be focussed at Easton / Costessey.
 - Major mixed use development within the Norwich Policy Area will also take place at growth locations of Wymondham, Hethersett and Long Stratton and to a lesser extent at the Key Service Centre of Poringland / Framingham Earl.
 - Outside of the Norwich Policy Area significant development will take place at the rural Main Towns of Diss and Harleston and the Key Service Centres of Loddon / Chedgrave and Hingham.
- 1.26 Development of the allocated sites shown on the Policies Map, will be supported, as will development of small **windfall sites**, in the settlements for infill development of compatible scale, form, function and character with the surroundings.
- 1.27 South Norfolk is a diverse district that is comprised of vibrant market towns and many rural villages. In order to protect and enhance the vitality of these settlements and to protect the surrounding open countryside from inappropriate development, it is important to focus development in these settlements. Development boundaries are therefore proposed in which development will be encouraged, with more restrictive policies applying for land falling outside of these boundaries.
- 1.28 Much of the rural area of the district comprises agricultural land which is an important resource in itself and provides an attractive **setting** and backdrop to settlements and **The Broads**. The rural area is a sensitive and multi-functional asset and contains many attractive natural and other features influenced by man such as field boundaries, including areas of notable **landscape character** and beauty, geological and **biodiversity** interest – of international, national and local importance. These are protected through the development boundaries referred to in paragraph 1.27 which focus development in existing settlements and only normally allow for development outside of these boundaries where it is necessary to meet specific needs of the rural economy or where development could not reasonably be located elsewhere 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 work with developers to promote and achieve proposals that are:
 - (a) Located on Allocated Sites or within the development boundaries of Settlements defined on the Policies Map, comprising the Norwich Fringe, Main Towns, Key Service Centres, Service Villages and Other Villages; 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 the defined development boundaries of Settlements will only be granted if:
 - c) Where specific Development Management Policies allow for development outside of development boundaries or
 - d) Otherwise demonstrates overriding benefits in terms of economic, social and environment dimensions as addressed in Policy 1.1.

Notes

- This Policy directly responds to the **National Planning Policy 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.
- The **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/> which includes the historic characterisation and

sensitivity assessment prepared in connection with the Joint Core Strategy.

- Mapping of the development boundaries of the settlements is provided on the Policies Map.

1.4 Environmental Quality and Local Distinctiveness

Reasoned Justification

1.29 Notwithstanding the need to consider the economic and social dimensions of 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 Planning Policy Framework**¹ this will include:

- 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.

1.30 In particular, all development proposals should demonstrate that full regard has been given to local circumstances and the distinctive local characters and qualities of the places found in South Norfolk. The Council will work with partners and stakeholders to identify and prepare information about these **environmental assets**; to help developers understand the important local natural, heritage 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. Development proposals will also need to demonstrate that full regard has been given to the character of the Broads where they may have an impact.

1.31 The National Planning Policy 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.

1.32 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'.

- 1.33 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 larger and smaller development proposals, for example: the South Norfolk Place-Making Guide SPD, Development in the Historic Environment SPD, the Residential Alterations, Conversions and Extensions SPD and South Norfolk Landscape Character Assessment. Development will be expected to contribute to bio-diversity enhancement and **green infrastructure** in the areas of most significant development growth and change
- 1.34 The **Design and Access Statements** 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.
- 1.35 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 approvals otherwise administered by the Council and/or Environment Agency.

Policy DM 1.4 Environmental quality and local distinctiveness

- a) The Council will work with developers to promote and achieve 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 historic significance, as detailed in the Development Management Policies.
- c) A net environmental improvement will always be sought and all proposals should avoid environmental harm or where this is not possible, adequately mitigate and compensate for the adverse environmental effects of development.
- d) All development should take all reasonable opportunities to:

- i. Make a positive contribution to local character and distinctiveness;
- ii. Enhance biodiversity 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 sites; stepping stones and corridors;
- iv. Protect environmental and water resources and enhance their efficient use;
- v. Deliver the provision of essential infrastructure including water and wastewater network upgrades, waste facilities', flood defences and green infrastructure;
- vi. Enhance, re-use and better reveal the significance of heritage assets;
- vii. Re-use buildings rather than demolish, 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 Planning Policy Framework** (paragraph 9) requires positive improvement in the quality of the built, natural and historic environment, and reflecting of local circumstances (paragraph 10).
- Important aspects of local distinctiveness that new development should respond to are identified addressed in Section 2 of the **South Norfolk 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, Conversions and Extensions SPD**, **Development in the Historic Environment SPD**, and **South Norfolk Landscape Character Assessment**.
- Policies in Section 4 of the Development Management policies set out how the environmental dimension of a proposal will be considered. Policies DM 4.4 – 4.9 address the natural environment and **influenced landscape**, DM 4.10 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 Planning Policy 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. http://www.environment-agency.gov.uk/static/documents/Research/envqualityplansupp_1351829.pdf

1.5 Existing Commitments

- 1.36 In addition to the allocations in the plan, the housing supply is made up of JCS current commitments as of 2008 and permissions granted since 2008 on non-allocated sites (i.e. post-2008 commitments). These all contribute to the JCS housing requirement and the latter specifically contribute to the new allocation requirement in para 5.23 of the JCS.
- 1.37 It is important that the commitment sites with planning permission help contribute to the housing requirement set out in the JCS. Consequently, applications to renew or vary these permissions will be supported in principle, provided that they do not diverge significantly from the permission(s) originally granted.
- 1.38 The policy applies to the planning permissions listed in paragraph 7.24 of the Site Specific Allocations and Policies document, paragraphs 5.8 and 5.11 of the Wymondham Area Action Plan and paragraph 5.21 of the submission version of the Long Stratton Area Action Plan. It should be noted that only permissions which are not complete or largely complete are listed and shown on the Policies Map as commitments.

Policy DM 1.5 Existing Commitments

If planning applications on sites currently identified as commitments or allocations in any of the South Norfolk Local Plan documents, as identified on the Policies Map, should lapse, then applications for renewal of these permissions will be considered favourably in principle subject to consideration against other policies in the Development Plan.

2. Introduction to the Economic Policies

- 2.1 Official labour and market statistics¹ offer a comparison of employment and economy in South Norfolk compared to East of England and UK-wide averages. This indicates a relatively high proportion of local residents with up to NVQ 3 equivalent level qualifications (2 A levels and 5 GCSE passes) but a relatively low availability of jobs per resident aged 16 – 64 and relatively low hourly pay rates; there is a high level of part-time employment and relatively low levels of new business formation with a predominance of employment in public administration, education and health sectors. The **Local Plan** seeks to help address this with the promotion of a wide range of new economic and employment opportunities.
- 2.2 The Council is committed to a **Joint Core Strategy** that promotes **economic development** to provide opportunities for 27,000 additional jobs across the three districts, directed to the existing **Settlements** and a range of **Allocated Sites**; together with special support for specialist business clusters, business innovation, skills and training, and tourism and the rural economy more generally.
- 2.3 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 the principles of **sustainable development**. The **Site Specific Allocations and Policies Document** and **Long Stratton Area Action Plan** and **Wymondham Area Action Plan** contain site allocations and policies for development of each of the designated strategic employment sites and other smaller employment sites, all identified as **employment areas**. Further guidance may also be provided in relevant community led plans.
- 2.4 Some employment locations 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 DM 2.4 to 2.5 address towns and larger villages which are the focus of local services and employment.
- 2.5 South Norfolk is substantially rural with important agricultural and other land based industries. The **National Planning Policy Framework** and local 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 DM 2.7 to 2.12 address a variety of different types of development proposal that support the rural economy.

- ¹ *nomis official labour market statistics* labour market profile - Office for National Statistics
<http://www.nomisweb.co.uk/reports/lmp/la/2038431852/report.aspx>

2.1 Employment and Business Development

Reasoned Justification

- 2.6 The **Local Plan** seeks to help address the economic circumstances outlined in the introduction above with the promotion of a wide range of new economic and employment opportunities¹.
- 2.7 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 Policies Document** and the **Long Stratton Area Action Plan** and **Wymondham Area Action Plan** contain specific site allocations and policies for employment development on both the Strategic Employment Sites and other 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 is set out in the **Glossary**.
- 2.8 In addition, the Council will respond positively to **economic development** proposals on other sites. This Policy gives preference to new sites within **development boundaries**, to the needs of existing businesses that wish / require expansion, and finally to new small sites that are well related to a nearby rural settlement in terms of urban form and access to services. A distinction is made for locations that are near Diss and Wymondham reflecting the larger size of these settlements. The definition of "near" is a site that has good connectivity to these settlements, particularly in terms of pedestrian and cycle access. Outside of the main employment allocations, this policy will improve the range of accessible job and new business opportunities across the whole of the district and minimise incursion into the open **Countryside**.
- 2.9 In line with paragraph 25 of the National Planning Policy Framework, a sequential test is not required for small scale rural offices or other small scale rural development. Development of this nature is therefore an exception to criterion (7) of the policy. Criterion (8) provides the thresholds that are appropriate to South Norfolk.

Policy DM 2.1 Employment and business development

- 1) Development proposals which provide for or assist the creation of new employment opportunities, inward investment and / 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) Existing and allocated Employment Areas defined on the Policies Map are prioritised for Business Class uses and other appropriate Employment Uses.**
- 3) Business Class proposals will be supported within all existing and allocated Employment Areas subject to adequate protection of neighbouring occupiers and the other policies of the Local Plan.**
- 4) Proposals for other uses in existing and allocated 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 Development Boundaries will be supported subject to the policies of the Local Plan.**
- 6) Proposals for the expansion of existing businesses located in the Countryside should not have a significant adverse impact on the local and natural environment and character of the Countryside and should 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); and / or**
 - 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 / or**
 - c) Create accessible jobs and business opportunities in the rural area.**
- 8) Proposals for new offices in the countryside, of less than 200 sq m gross floor area (or 500 sq m near Diss and Wymondham), will not be required to undertake a 'sequential test'.**

Notes

- ¹ 'Nomis' Official labour and market statistics offer a comparison of employment and economy in South Norfolk compared to East of England and UK wide averages. This indicates a relatively high proportion of local residents with up to NVQ 3 equivalent level qualifications (2 A levels and 5 GCSE passes) but a relatively low availability of jobs per resident aged 16 – 64 and relatively low hourly pay rates; there is a high level of part-time employment and relatively low levels of new business formation with a predominance of employment in public administration, education and health sectors. The Local Plan seeks to help address this with the promotion of a wide range of new economic and employment opportunities.
- Section 1 of the **National Planning Policy 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. <http://www.gndp.org.uk/our-work/economic-strategy/>
- **Site Specific Allocations and Policies Document, and Wymondham and Long Stratton Area Action Plans** are all pertinent to allocations of sites for **Employment Uses**. These documents allocate land as Employment Areas.
- Proposals for new small offices in the **countryside**, of less than 200 sq m gross floor area (or 500 sq m near Diss and Wymondham), will not be required to undertake a 'sequential test'. (See Policy DM 2.4)

2.2 Protection of Employment Sites

Reasoned Justification

- 2.10 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 to ensure good access to a broad and sufficient range of job opportunities is maintained, throughout South Norfolk, to support sustained economic growth.
- 2.11 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 seeks to protect viable sites and buildings in employment use and provides specific guidance on how proposals for **change of use** will be addressed.

- 2.12 Existing and allocated employment areas are prioritised for **employment uses** (defined in the glossary) 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.
- 2.13 The **National Planning Policy 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. In order to satisfy the requirements of Policy criteria 2 a) and 2 b) below, the Council will require the evidence of active professional 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 to meet the requirements set out in Policy DM 3.16.
- 2.14 However, criterion b) recognises that in some cases it may be more beneficial to the local community if a former employment site or building is redeveloped for an alternative uses.

Policy DM 2.2 Protection of employment sites

- 1) The Council will safeguard sites and buildings allocated 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 continues to provide employment and 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** (both inside and outside **Development Boundaries**). 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 economically viable 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 lawful use continuing.

Notes

- Section 1 of the **National Planning Policy Framework** requires the planning system to support sustainable economic growth.
- Policy DM 3.13 guards against the introduction of new incompatible neighbouring uses, including the introduction of a new residential or other sensitive uses close to an established employment use that could lead to pressures on the continuation of the established **employment uses**.
- Government has announced it will be revisiting proposals to amend the Town & Country Planning 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 Document, and Wymondham and Long Straton Area Action Plans** are all pertinent to **change of use** of Business Class premises in designated employment areas.

2.3 Working at Home

Reasoned Justification

- 2.15 Working at home can have many benefits for new or small businesses, particularly in a rural area. It can, for example:
- Enable a new enterprise to save on start up costs
 - Allow flexibility and avoid the need for tenancy agreements etc
 - Save on travelling time and expense to another place of work
 - Reduce traffic congestion and pollution
- 2.16 Some types of small scale business activity at home are also suitable in a residential area, whereas some other uses may be more suited to purpose-built 'live/work units' or more remote locations where residential neighbours will not be impacted by activities on site.
- 2.17 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 on the level of working that may be acceptable without adverse impact on the amenities of neighbours.

- 2.18 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 including: the employment of non-residents in the business accommodation, the operations and processes carried out on the site, and visitors and deliveries to the site. 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, extension of a 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 or on the character and appearance of the area;**
- b) The direct and indirect effects of the scale of the business activity, including the employment of non-residents at the business, must remain ancillary to the overall use of the site for residential purposes; and**
- c) There is adequate off-street parking to cater for both business and residential uses.**

Notes

- The **National Planning Policy 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
- Applicants are advised to consider the guidance and advice in the **South Norfolk House Extensions Guide SPD**.

2.4 Location of the 'Main Town Centre Uses'

Reasoned Justification

- 2.19 High street shopping is under considerable pressure from both the effects of the economic recession on consumer spending, and changing shopping patterns bringing continuing growth in out-of-centre shopping and internet trading. Latest UK economic projections (Experian 2012¹) indicate that following the recovery in economic growth in the UK economy, medium-term economic growth (2019) will remain less buoyant than seen in the 12 years before the recession in 2008/09. The Portas Review² 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 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.
- 2.20 The **National Planning Policy Framework** continues the policy of support for and directing growth to the 'town centres first'. The Council will support the **local centres** by supporting qualitative improvements to town and village centres and increasing the level of 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' as suggested by the Portas Review. Each local 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 **South Norfolk Place-Making Guide SPD**.
- 2.21 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**'.
- 2.22 In line with the National Planning Policy Framework and Joint Core Strategy, the Development Management Policies DM 2.4 and 2.5 bring together the hierarchy of 4 levels of shopping centres identified in the 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 **Policies Map** (or the Area Action Plans for Wymondham and Long Stratton) and in the Maps 2.4 (1) to (6) at Annex 1.
- 2.23 New shopping development and other '**main town centre uses**' are encouraged within the context of research into shopping patterns and the need for more retail floor space (also known as 'headroom') across the Norwich sub-region, in which the City of Norwich serves as the

Level 1 shopping centre; limited scope for more floor space growth in the identified Level 2 Main Towns of Diss and Harleston (and Wymondham)³. These centres have defined Town Centre Areas.

- 2.24 The Level 3 centres (all with defined Town Centre Areas) are identified in the **Key Service Centres** of Hethersett, Hingham, Loddon and Poringland (and Long Stratton); and Level 4 provision is found in the Service Villages, Other Villages, Smaller rural communities and the local suburban shopping centre at Norwich Road, Costessey⁴. 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 calculate a meaningful estimation of retailing floor space growth potential. An appropriate scale of new retail floor space will be supported in the town centre areas of the Level 3 centres and these have been defined to allow for some expansion in shops and services in the **Key Service Centres** that serve areas where significant housing growth is planned. These areas should be prioritised for this purpose.
- 2.25 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 3.16.
- 2.26 Proposals to change the use of Class A1 ground floor shops in all centres will be assessed with reference to Policy DM 2.5.
- 2.27 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 large proposals for new shops, leisure uses and offices to be located outside of existing centres. Generally the threshold for such assessments will be 500sqm for a sequential assessment and impact assessment with a lower threshold of 200sqm requiring just a sequential assessment. However, near Diss and Wymondham the threshold is increased given the larger nature of these settlements. “Near” should be seen as a site with good connectivity to these settlements for pedestrian and cyclists.

Policy DM 2.4 Location of the ‘main town centre 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);

- 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 Policies Map (see Plans 2.4 & 2.5 (1) to (6)).

(3) A sequential assessment and impact assessment will be required for planning applications for 'main town centre uses' over the thresholds specified to be located outside of the Town Centre Areas. Preference will be given to accessible sites that are well connected to the town centre. 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 500sq.m or more near Diss and Wymondham, and 200sq.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 a review of national trends and projections, including Experian UK economic forecasts. http://www.south-norfolk.gov.uk/planning/media/PDF_Wymondham_Retail_Strategy_2012.pdf
- 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) <http://www.bis.gov.uk/assets/BISCore/business-sectors/docs/p11-1434-portas-review-future-of-high-streets.pdf>
- 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.

<http://www.gndp.org.uk/content/wp-content/uploads/downloads/2010/08/EC-4-Final-Report-Chap-1-12.pdf>

- 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).
- **National Planning Policy Framework** paragraphs 23 – 27 addresses town centres.
- **South Norfolk 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 AAP** and **Long Stratton AAP** identify specific site allocations and policies.

2.5 Changes of Use in Town Centres and Local Centres

Reasoned Justification

- 2.28 'High street shopping' in town and village centres 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 paragraph 2.19) . Despite this, the Portas Review¹ supports the view that, by supporting qualitative improvements to town and village centres and some increased flexibility in planning controls, 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 too². This means protecting such units from the dominating market pressure for conversion to residential use.
- 2.29 Where new centres are proposed, shops and services should be provided at a suitable mix to satisfy local need. In appropriate cases more detail is given in the Site Specific Allocations and Policies Document.

- 2.30 The **National Planning Policy Framework** requires that Local Plans define a list of the main uses suitable for town centre location – the ‘**main town centre uses**’. These are defined 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** and the **General Permitted 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.
- 2.31 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 are 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.
- 2.32 The National Planning Policy Framework provides for Local Plans to define **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. This is especially true within the primary shopping area but also elsewhere within the defined town centre in order to protect areas such as the Diss Heritage Triangle where there are a number of specialist shops which make an important contribution to the town centre. The town centre and primary shopping areas are all defined on the Policies Map and Maps 2.4 /2.5 (1) – (6).
- 2.33 Smaller village and other **local centres** fall outside the definition of town centres used in the National Planning Policy Framework but it is important that opportunities are maintained in these 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 local 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 3.16.

- 2.34 Local centre shops not only provide locally accessible 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. Just because a unit is currently vacant does not mean it is not viable for a similar use in future.

Policy DM 2.5 Changes of use in the town centres and local centres

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 the number of ground floor units being available for Class A1 uses will not be permitted.
- (3) Elsewhere in the defined Town Centre Areas of Diss and Harleston, a change of use of a ground floor unit will not be permitted where:
- a) It creates a concentration of non-A1 uses that would harm the attractiveness of part of the Town Centre Area
or
 - b) The loss of a ground floor unit would result in less than 50% of the number of ground floor non-residential units available for Class A1 use.

Key Service Centres and village and local centres

- (4) A change of use from Class A1 will not be permitted if the future attractiveness and vitality of the centre is harmed to an unacceptable degree.
- (5) Changes of use will not be permitted that creates a concentration of non-Class A1 uses that will unacceptably harm the future attractiveness and vitality of part of the Town Centre Area or a local centre.

Notes

- ¹ The Portas Review – ‘An independent review into the future of our high streets’ quotes BIS and other statistics and makes recommendations for supporting high street shopping. (2011)
<http://www.bis.gov.uk/assets/BISCore/business-sectors/docs/p/11-1434-portas-review-future-of-high-streets.pdf>
- 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.
<http://www.gndp.org.uk/content/wp-content/uploads/downloads/2010/08/EC-4-Final-Report-Chap-1-12.pdf>
- Proposals leading to the loss of an important local shop or community facility are assessed under viability test Policy DM 2.2 / 3.16.
- Proposals for **change of use** will be subject to all other Policies including DM 3.14(a) and DM 3.11 on the impact on residential amenity and highways.
- **National Planning Policy Framework** paragraphs 23 – 27 addresses town centres. Policy 19 of the **Joint Core Strategy** sets out the hierarchy of centres.
- 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’.

2.6 Food, Drink and Hot Food Takeaways

Reasoned Justification

- 2.35 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 Centre Areas** and **local 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, at railway and bus interchanges, and where they can serve residential concentrations.

- 2.36 However, the introduction of such uses can be incompatible with adjoining and close neighbouring residential uses. The adverse effects 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 for short-term car parking.
- 2.37 Policy criteria a)-c) address factors the Council will consider when setting limits to the opening hours of such new uses; the closing times below will be typical:
- Within the Town Centres Areas and local 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 to Saturdays; 22:30 on Sundays and Bank Holidays.
- 2.38 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 2.6 Food, drink and takeaways

Food and drink uses within classes A3, A4 and A5 will be permitted both within defined Town Centre Areas, local centres and elsewhere within Settlements where development does not give rise to unacceptable environmental impacts including noise, odour and general disturbance which would adversely affect amenity of nearby occupiers and which could not be satisfactorily controlled by conditions.

Where necessary, a planning condition will be applied to planning approvals for such uses to restrict opening hours to appropriate limits, subject to consideration of:

- 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 3.13 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 **National Planning Policy Framework** sections Ensuring the vitality of town centres (para 23) and Conserving and enhancing the natural environment (para 123) of the 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

- 2.39 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**.
- 2.40 The Council will seek to ensure that agricultural development is appropriate and necessary, and designed to minimise impact on rural character and appearance and the amenity of the locality.
- 2.41 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 except in the case that removal of an existing structure and re-building in a more appropriate location is more beneficial.
- 2.42 It is recognised that the nature of agricultural and land based rural activities are changing, including the increased use of agricultural contractors who require buildings for the storage of equipment and vehicles from which to serve a wide customer base.

- 2.43 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. The demonstration of necessity is not intended to be onerous. A description of the intended development is usually sufficient for the purpose of this requirement.
- 2.44 In relation to criterion (b), it should be demonstrated that the site is well positioned with suitable road links with the area to be served.
- 2.45 In all cases the road access should be suitable 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 3.12.

Policy DM 2.7 Agricultural and forestry development

Agricultural and forestry development will be permitted where:

- a) The proposed development is necessary for the purpose of agriculture and forestry
- or
- b) In the case of development for an agricultural or forestry 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 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) It is designed to avoid significant adverse impact on the natural and local environment and the appearance of the locality, integrate the proposals with existing features, and respect and enhance the character of the surrounding landscape / area.

Notes

- The **National Planning Policy 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.
- Other particularly relevant Development Management Policies include: DM 1.3, 1.4, 2.1, 2.10, 3.8, 3.11, 3.12, 4.1, 4.2, 4.6 and 4.7

2.8 Equestrian and Other Changes of Use of Agricultural Land

Reasoned Justification

- 2.46 The growth in interest in the natural environment and recreational use of the Countryside is to be welcomed as a part 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 open **Countryside** is not generally appropriate.
- 2.47 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 rural character and landscape of the Countryside, and on the natural and local environment. The latter includes the impact on biodiversity, **geodiversity**, species and habitat quality.
- 2.48 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.

Policy DM 2.8 Equestrian and other changes of use of agricultural land

(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 natural and local environment and 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 not to adversely impact on the natural and local environment or the residential amenities of local residents and other occupiers.**

(2) Proposals to change the use of agricultural land to land ancillary to residential dwellings will be permitted subject to:

- c) No significant Adverse impact on the character and visual appearance of the Countryside or availability of productive agricultural land;**
- d) No significant 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) 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. This Policy provides for appropriate development consistent with **National Planning Policy 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, and the impact on amenity (including the impact of artificial lighting) in Policy DM 3.13.
- New rural enterprises will also be considered against the criteria in Policies DM 2.1 and DM 2.12.

2.9 Rural Tourist and Recreational Destinations

Reasoned Justification

- 2.49 The Council will encourage the establishment of new rural tourist and visitor attractions and recreational 'destinations', 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**.
- 2.50 Other **Local Plan** policies promote the retention and development of leisure, recreation and other facilities in the rural towns and villages, 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.
- 2.51 Proposals for the expansion of existing attractions and 'destinations' in the Countryside 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 **local 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.

- 2.52 The assessment of the impact on the local and natural environment shall include aspects such as biodiversity, **geodiversity**, species and habitat.

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; or
- the necessity of the development proposed to the continued viability and enhancement of the attraction; and
- explanation of why these attributes or needs cannot be met at existing facilities in a local service centre and that it would not adversely affect the viability and vitality of any local service centre.

(2) Development proposals will be permitted where:

- a) The expansion / extension to existing facilities is of a scale appropriate to the existing development and / or would not have a detrimental effect on the local and natural environment and 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, extensions to existing 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 Planning Policy 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 requirement to show the need cannot be met from a rural service centre arises from National Planning Policy Framework para 28(4).
- Note the additional clarification at (3) above over and above in respect of destinations in the open **Countryside**.

2.10 Conversion and Re-use of Buildings in the Countryside for Non-agricultural Use

Reasoned Justification

- 2.53 The adaptation and re-use of existing buildings in the **Countryside** for new uses can keep them in productive use and reduce the need for new buildings. 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 and / or the contribution it makes to the setting of other historic buildings will be an important consideration, taking account of their significance.
- 2.54 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.
- 2.55 Proposals may be for a mixture of uses, for example food processing or design and manufacture, together with an element of retail display and sales. The inclusion of some retailing or another '**main town centre use**' (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 or **local 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.

- 2.56 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 **Development Plan Policies**.
- 2.57 Buildings suitable for conversion should generally be in keeping with rural character in terms of scale, siting and appearance and be of permanent and substantial construction. Occasionally, the replacement of buildings for **employment uses** might be preferable to conversion where this would result in a development which is more acceptable in terms of landscape impact and visual appearance.
- 2.58 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 dimensions 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.
- 2.59 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 (such as bats and barn owls) which are protected under legislation.

Policy DM 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 dimensions to accommodate the proposed use, without the need for the erection of major extensions and additional outbuildings and / or significant changes in materials and 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 practically or viably converted for Employment Uses; and
- f) It is a historic and traditionally constructed building worthy of protection and the proposals will enhance the building and / or the setting of other nearby buildings 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 & DM 2.4
- 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 preference for the re-use of rural buildings for Employment Use is consistent with the Policies DM 2.1 & DM 2.7, and **National Planning Policy Framework** para 28 and Core Principle 5 (para 17). In cases where the building is unsuitable for conversion a replacement new building may be considered.
- The **National Planning Policy Framework** para 55 is clear that new isolated homes in the Countryside should be avoided unless there are special circumstances, including that re-use would lead to an enhancement of the immediate setting.
- 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 (Policies DM 3.13 & DM3.14). Planning conditions may be imposed to manage the intensity of use including control over sub-division or the inclusion of a mezzanine floor.
- 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 3.16.

2.11 Agricultural and Other Occupational Dwellings in the Countryside

Reasoned Justification

- 2.60 Rural housing should generally be provided within development boundaries and exceptionally on local needs housing sites provided under Policy DM 3.2. In accordance with national and **Local Plan** policies, new isolated dwellings in the **countryside** will only be supported in special circumstances.
- 2.61 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 locally¹.
- 2.62 The Council will support a development proposal for a new isolated rural occupational dwelling where there is a demonstrated functional need for this to support an agricultural or other business requiring a rural location. The dwelling must be appropriate and affordable and required to support a viable enterprise. A financial test is necessary for this purpose and to avoid granting planning permission for dwellings in connection with enterprises which are unlikely to endure. In addition, the test should provide evidence of the size of dwelling which the unit can sustain. In most circumstances, the unit and the agricultural activity concerned should have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so. Housing for a new enterprise may be supported under criterion f) below.
- 2.63 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 DM 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 all 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; and**
- b) The functional need could not be met by another existing dwelling in the area that is available and suitable;**

In the case of established enterprises:

- c) The enterprise has been established for at least 3 years and is likely to remain financially viable for the foreseeable future; and**
- 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) New permanent accommodation cannot be justified on agricultural grounds unless the farming enterprise is economically viable and is likely to remain viable for the foreseeable future. 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 no longer required and cannot be re-let or sold following the marketing required under Policy DM 3.16 and within the terms of the condition.

Notes

- This Policy elaborates on the **National Planning Policy 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

- 2.64 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.
- 2.65 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 **local service centres**, offering visitors the opportunity to use local services and where public transport provision is better. This way rural tourism can support rural diversification and provide a financial injection directly into the rural economy.
- 2.66 Outside of a local service centre location: Policy DM 2.9 provides for new tourist accommodation to be provided at established visitor attractions or ‘destinations’, and DM 2.10 for the conversion of rural buildings. Small Caravan Club approved camp sites can operate under permitted development rights.
- 2.67 However, not all the needs for new tourist and visitor facilities can be met in these ways and improvement or new types of accommodation may 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 also appears to be growing interest in new types of rural tourist accommodation such as 'glamping' and 'tree house' accommodation.

2.68 Where new accommodation is permitted outside of **development** 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 for the 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 required, unless specific justification is provided, to locate within development boundaries or on sites well related to settlements with development boundaries, 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 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 appropriate scale to the level of availability of local**

services in a nearby settlement or at an existing tourist destination

Or

b) Well related to and supports the diversification of a farm or land based enterprise;

(4) In all cases of proposals for the change of use of land, particular consideration will be given to:

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 3.11.
- The **National Planning Policy 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, 2.8, 2.9, 2.10, 3.8, 3.11, 4.2, 4.5, 4.6 & 4.10.
- The quality and versatility of agricultural land will be assessed with regard to the definitions employed by Natural England in 'Agricultural Land Classification: protecting the best and most versatile agricultural land' (TIN049 edition 2 and successors)

3 Introduction to the Social Policies

- 3.1 The **Joint Core Strategy** seeks to meet the social needs generated by growth in the population and 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 a high quality of community and personal life in South Norfolk. Development Management Policies have an important contribution to make to this.
- 3.2 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.
- 3.3 The policies also address the general design principles applying to all development, with additional controls over signs and advertising in the countryside, and access and transport requirements including the standards for vehicle parking.
- 3.4 Policies address the need to ensure the protection of the quality of life, the amenity of existing and new occupiers, and to 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 Meeting Housing Requirements and Needs

Reasoned Justification

- 3.5 **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

- 3.6 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%
- 3.7 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'. Developments should aim to provide a mix of housing to contribute to the identified need. This will be provided proportionately, as it is recognised that smaller sites will be less able to provide a mix of dwelling types.

Affordable Housing

- 3.8 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.
- 3.9 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 storey accommodation and self-build. This list is not exhaustive.
- 3.10 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 for Social Rent as 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.
- 3.11 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.

- 3.12 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.
- 3.13 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)
- 3.14 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.
- 3.15 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.
- 3.16 The affordable housing is to be well-integrated on all sites in accordance with the South Norfolk Place-Making Guide SPD and other policies.

Policy DM 3.1 Meeting housing requirements and needs

All housing proposals should help contribute to a range of dwelling type and bed spaces to meet the requirements of different households, as identified through the current Strategic Housing Market Assessment .

The policy will be applied to all sites and proposals which, individually or as part of a wider but contiguous site in the same ownership and or control, could accommodate a level of development that would meet or exceed the thresholds in Joint Core Strategy 4 in relation to affordable housing.

Notes

- The **Joint Core Strategy** Policy 4 specifies the mix of housing tenure, types and size required on current evidence. JCS paragraph 5.29 addresses economic viability

- The Glossary to the **National Planning Policy 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 Planning Policy Framework also requires that the HMA also look at the case for providing for 'self-build'.
- 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 3.2 addresses the meeting of rural local housing needs.

3.2 Meeting Rural Housing Needs

Reasoned Justification

- 3.17 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**').
- 3.18 Further to Policy DM 3.1, 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.
- 3.19 The National Planning Policy Framework sets out a range of affordable housing tenures and any of these (or others) will be considered, provided they can ensure 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.
- 3.20 The **National Planning Policy 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.

- 3.21 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 DM3.1 the Council will agree the form of housing required.
- 3.22 Criterion c) requires that 'exception sites' are well related to **settlements with development boundaries**; 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 3.2 Meeting rural housing needs

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

- a) the proposal can be delivered to 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 Planning Policy 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 3.1 addresses the mix of housing required to meet general housing needs.
- Policy DM 3.3 addresses the provision of sites for rural exception Travellers sites.
- Exceptions sites will in every case be required to fully satisfy the fundamental safety and amenity requirements of Policies DM 3.13 and 3.14 and section 10 of the NPPF, and to avoid serious harm to the local and natural environment and landscape (DM 4.4 and 4.5)

3.3 Sites for Gypsies and Travellers

Reasoned Justification

- 3.23 National planning policies require the Council to 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 years¹. In 2012, the Council completed an Accommodation Assessment with the GNDP partners for the Greater Norwich Area including the Broads part of the study area which identifies a rolling five-year target figure for each of the three authorities². In 2014, the Council completed an updated Accommodation Assessment for South Norfolk district alone, which identifies the need to 2031.
- 3.24 To ensure an ongoing supply of suitable sites to meet the range of needs and to achieve the overall South Norfolk target figure, the Council is preparing a **Gypsy and Travellers Local Plan Document** 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.
- 3.25 There is a preference for development to be located within sustainable settlements and on previously developed land. These principles apply equally to Gypsies and Travellers, and lead to consideration e). However, in the circumstances of South Norfolk potential 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 slightly 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.
- 3.26 Reflecting this, the different parts of this policy make provision for a 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 conflicts with other Development Plan Policies should these arise.
- 3.27 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.
- 3.28 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 Planning Policy 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 sites³. (However, planning guidance⁴ states that permanent planning permissions should not be withheld unreasonably).

- 3.29 Parts 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.
- 3.30 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 they 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 guidance⁵ is clear that sites should be of an appropriate scale and design 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 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 consideration (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 wider 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))⁶.

Policy DM 3.3 Sites for Gypsies and Travellers

(1) Proposals for all new sites for Gypsies and Travellers, both inside and outside of development boundaries, will be assessed with regard to the following key considerations a) to h):

Key considerations

- a) The scale of the site 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 boundary structures that give a deliberately isolating appearance to the site;
- c) Sites for mixed residential and business uses must be suitably designed with regard to the amenity of the occupants, the neighbouring community and protection of the local environment.
- d) The development should not have a significant adverse impact on heritage assets and their setting or the character and appearance of the landscape and should be sited and designed to integrate into the local landscape, with good 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 convenient access to schools and facilities to meet their daily needs;
- g) Consideration should be given as to where there is adequate

- capacity available in local infrastructure and services and potential measures to remedy any lack of capacity; 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 Flood Zone 3 or on a site in Flood Zone 2 where an exception test concludes that development is not appropriate or
 - j) On or nearby a site designated as an International, National or County-wide environmental asset, where those areas will be unacceptably harmed (see Policy DM 4.4 and DM 4.5) 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 3.14); or
 - l) Individually or cumulatively with other nearby approved or allocated Gypsy and Traveller site(s) is disproportionate with the size and density of the surrounding population or
 - m) 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) Where there is no five-year supply of deliverable sites for Gypsies and Travellers in the district and / or no alternative site, these are factors that will be weighed in favour of the proposal and balanced against any harm. In doing so the key considerations in criteria a) to h) will be applied with flexibility.
- (3) A proposal for a rural affordable local needs for Gypsy and Traveller sites 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 Planning Policy Framework** and the *National 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.
<https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>
- ²The *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.
[http://www.south-norfolk.gov.uk/housing/media/Greater Norwich Gypsy and Traveller Accommodation Assessment.pdf](http://www.south-norfolk.gov.uk/housing/media/Greater_Norwich_Gypsy_and_Traveller_Accommodation_Assessment.pdf)
- ³*National Planning policy for traveller sites* Policy H para 25 qualifies the application of **National Planning Policy 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.

- ⁴Circular 11/1995 addresses the use of planning conditions and temporary planning permissions
- ⁵The 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.
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11439/designinggypsiesites.pdf
- ⁶Paragraph 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.

3.4 Residential Extensions and Conversions within Development Boundaries

Reasoned Justification

- 3.31 Residential extensions and conversions within **development boundaries** 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.
- 3.32 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 **South Norfolk Residential Extensions, Conversions and Alterations SPD**. Early discussion with neighbours can smooth the path to successful household development.

- 3.33 The Council may impose appropriate conditions or in exceptional circumstances remove permitted development rights to protect the amenities of adjoining properties. For example, removing permitted development rights to insert new or alter existing windows and balconies in order to protect the amenities of adjoining occupiers.
- 3.34 When considering proposals for extensions and conversions the Council will have regard to parking standards and other guidance and standards for new dwellings. The Council will seek to maintain the standards for new dwellings and will not permit development leading to a reduction of provision below the standards for new dwellings unless there are compelling reasons to do so.
- 3.35 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, 2.10 and 3.16. It should also be noticed that for planning applications for conversions, extensions or other development that involves alterations to the roofspace, there may be a need to carry out bat surveys and possibly surveys for other protected species depending on the specific nature of the proposal.
- 3.36 Proposals for replacement dwellings and additional new dwellings achieved through the sub-division of an existing dwelling plot are addressed by Policy DM 3.5, and in addition will be assessed with regard to Policy DM 3.1.

Policy DM 3.4 Residential extensions, conversions within settlements

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

- a) Incorporate a good quality design which maintains or enhances the character and appearance of the building, street scene and surroundings; and**
- b) Do not have an unacceptable impact on the amenities of neighbouring occupiers or adversely affect neighbouring commercial uses.**

Specifically, proposals must provide and maintain:

- | |
|---|
| <p>c) Suitable amenity and utility space; and</p> <p>d) Adequate access and parking</p> |
|---|

Notes

- All other policies for environmental protection will apply, for example requirements for landscaping and protection of important trees. e.g. DM 4.8 and 4.9.
- 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 Residential Extensions, Conversions and Alterations SPD, Place-Making Guide SPD** etc.

3.5 Replacement Dwellings and Additional Dwellings on Sub-divided Plots within Development Boundaries.
--

Reasoned Justification

- 3.37 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.
- 3.38 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.
- 3.39 Replacement dwellings will be unlikely to duplicate the design of the building replaced but should enhance the character of the street scene.
- 3.40 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 South Norfolk Residential Extensions, Conversions and Alterations SPD, South Norfolk Place-Making Guide SPD and parking standards. Early

discussion with neighbours can smooth the path to successful household development.

- 3.41 The Council may impose appropriate conditions or in exceptional circumstances remove permitted development rights to protect the amenities of adjoining properties. 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 3.5 *Replacement dwellings and additional dwellings on sub-divided plots within development boundaries.*

Within development boundaries 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 existing buildings, 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.**

Notes

- This Policy helps achieve **Joint Core Strategy** Objectives: 2,4, 8 & 9 and Policy 2. The Site Specific Allocations and Policies Document allocates sites for five dwellings or more, smaller 'windfall' sites on existing plots should have regard to this policy. See Policies DM 3.17 and 4.5.
- The policies standards and guidance applying to new development shall apply, including Policy DM 3.1 All other policies for environmental protection will apply, for example requirements for flood risk, sustainable draining and water management, landscaping and protection of important trees. e.g. DM 4.2, 4.8 and 4.9.

3.6 House Extensions and Replacement Dwellings in the Countryside

Reasoned Justification

- 3.42 Whereas extensions in the **countryside** may not impact on the amenity of close neighbours in the same way as development within development boundaries. They can, individually and cumulatively over a period of years, have an adverse impact on neighbouring properties and the 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.
- 3.43 The requirements of Policies DM 3.4 to DM 3.5 and all other residential planning standards will all apply.
- 3.44 The sub-division of plots in the **countryside** would create new dwellings in the countryside and is contrary to Policy 1.3, **Joint Core Strategy** and **National Planning Policy 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 3.2 and DM 2.11.
- 3.45 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.

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 3.4 and 2.8 and in addition:

- a) The design and scale of the resultant development must be compatible to the area's character and appearance, and the 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

- 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 3.16 and 4.4. All other policies will apply including the qualities and standards under Policy DM 3.1.

- All other policies for environmental protection will apply, for example requirements for landscaping and protection of important trees. e.g. DM 4.8 and 4.9.
- 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 **South Norfolk Residential Alterations, Conversions and Extensions Guide SPD**, and also the **South Norfolk Landscape Character Assessment**.

3.7 Residential Annexes

Reasoned Justification

- 3.46 The creation of annexes to an existing dwelling, whether the host dwelling is located inside or outside development boundaries, can create a useful facility for the support and care of family members.
- 3.47 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.
- 3.48 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.
- 3.49 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.
- 3.50 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. Within development boundaries the necessary additional accommodation may be achievable by the sub-division of a plot to achieve the requirements of Policy DM 3.4.
- 3.51 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 Residential Annexes

Proposals for residential annexe accommodation will be considered favourably provided that it is designed so that it can continue to be used as part of the main dwelling, without creating an independent dwelling unit, in future.

Planning conditions will be imposed to restrict occupation of the annexe to persons related or similarly linked to the occupants of the main dwelling.

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 3.4, 3.6 and 2.8.
- This policy helps achieve the **Joint Core Strategy** Objectives: 2, 4, 8 & 9 and Policies: 2, 4 and 12-19; and is consistent with the **National Planning Policy Framework** (see para 54, 55).

3.8 Design Principles

Reasoned Justification

- 3.52 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 people¹.
- 3.53 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 will seek to ensure that new development will: function well; create attractive places and support community cohesion; optimise the potential of the site; respond to local character, history and distinctiveness; and be visually attractive as a result of good architecture and landscaping. In accordance with the **National Planning Policy 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.

- 3.54 Reflecting the **Joint Core Strategy**, the Council places great importance on the need to promote and reinforce local distinctiveness, and the Council is committed to producing guidance, policies and information to help raise understanding and evaluation of these defining characteristics. This includes the South Norfolk Place Making-Guide SPD, a Residential Alterations, Conversions and Extensions SPD and other supplementary planning guidance and Conservation Area appraisals.
- 3.55 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 householders with different needs over time.
- 3.56 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.
- 3.57 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 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.
- 3.58 To ensure innovation and originality is not stifled and best practice is shared, the Council will also have regard to promote the sharing of best practice and will maintain a regular programme of local design review.
- 3.59 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 new development in smaller settlements, and this should address the programming of timely infrastructure and so forth. Specific requirements are addressed in individual site allocation policies.
- 3.60 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, Conversions and Extensions SPD, Development in the Historic Environment SPD, and Landscape Character Study.

Policy DM 3.8 Design Principles applying to all development

- (1) The Council will work with applicants to achieve high quality design 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 will also be required for sites of less than 500 dwellings in the case of large developments incorporated into a smaller settlement or on sites of particular complexity.**
- (3) Dwellings should be designed so that internal spaces are suitable, adaptable and will be able to accommodate a range of residents over time.**
- (4) Planning permission will be granted for development that has been designed to, where relevant to the proposed development: 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, building materials, finishes and landscaping reflecting the use of distinctive local building traditions, materials and heritage assets where relevant; or innovative contemporary design solutions reflecting local context and reinforcing or creating local distinctiveness;**
 - (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;
- (g) The entire development is designed to reduce any actual or perceived opportunities for anti-social 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.

Notes

- ¹Section 7 of the **National Planning Policy 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 Planning Policy 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:

- o **South Norfolk Landscape Characterisation Study** – published
- o **South Norfolk Place-Making Guide** – Adopted Supplementary Planning Document
- o **South Norfolk Design in the Historic Environment Guide** - (to be prepared)
- o **South Norfolk Residential Alternations, Conversions 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

- 3.61 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 an accumulation of many individually less significant signs.
- 3.62 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.
- 3.63 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.
- 3.64 The Council has published guidance to assist businesses and others seeking to place advertisements and signs in the open countryside. Consistent with the **National Planning Policy Framework**, the Council's control will only be exercised in the interest of amenity and public safety.
- 3.65 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 DM 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 and the building, 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 where safety and amenity of the surrounding area is adversely affected.

Notes

- The **National Planning Policy 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 **Policies 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:
 - o **The South Norfolk Place-Making Guide SPD**
 - o **South Norfolk Development in the Historic Environment SPD** (to be prepared)
 - o *Conservation Area character appraisals and management plans*
<http://www.south-norfolk.gov.uk/planning/251.asp>

3.10 Promotion of Sustainable Transport

Reasoned Justification

- 3.66 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.
- 3.67 The **Joint Core Strategy** applies these principles to development in the whole of the Greater Norwich area and in particular the Norwich Area Transport Strategy supports growth planned in the **Norwich Policy Area**. Strategic Policy DM 1.3 seeks the sustainable location of new development. Elsewhere, public transport access to Main Towns and Key Service Centres from the surrounding rural area is promoted.
- 3.68 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.
- 3.69 In the Norwich Policy Area enhanced public transport and provision for cycling and walking have a particularly important role in serving new development growth and widening 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 be secured through Section **S106 planning obligations** from benefiting new development (see Policy DM 1.2).
- 3.70 Access and transport considerations are an important consideration in development management decisions. Proposals that will 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 **cumulative impacts** of development – further guidance on these matters will be provided by the highways authorities.
- 3.71 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 South Norfolk Place Making Guide 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. However, South Norfolk is a rural district and 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.

- 3.72 Land required for the improvement of the transport network will be safeguarded from prejudicial development to protect opportunities for longer term sustainable transport links, including 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 and Wymondham.

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 support the proposals of the Norwich Area Transportation Strategy.**
- (3) Land required for the improvement of the transport network will be protected from prejudicial development.**

Notes

- The **National Planning Policy 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 Transportation 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.
http://www.norfolk.gov.uk/consumption/groups/public/documents/general_resources/ncc064147.pdf
- Important sources of detailed advice include:
 - o Guide for Developers - Norfolk County Council.
http://www.norfolk.gov.uk/Environment/Highway_advice_to_developers/Design_of_developments/NCC107154
 - o Manual for Streets 1 and 2 – Department for Transport
 - o <https://www.gov.uk/government/publications/manual-for-streets>
 - o **South Norfolk Place-Making Guide SPD** – South Norfolk Council

3.11 Road Safety and the Free Flow of Traffic

Reasoned Justification

- 3.73 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.
- 3.74 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.
- 3.75 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.
- 3.76 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 their 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.

- 3.77 The Norfolk County Council 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 providing 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 Planning Policy 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 Transportation 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:
 - o *Guide for Developers* - Norfolk County Council.

http://www.norfolk.gov.uk/Environment/Highway_advice_to_developers/Design_of_developments/NCC107154

- o *Manual for Streets 1 and 2* – Department for Transport
- o <https://www.gov.uk/government/publications/manual-for-streets>
- o **South Norfolk Place-Making Guide SPD** – South Norfolk Council

3.12 Provision of Vehicle Parking

Reasoned Justification

- 3.78 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.
- 3.79 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 home, whereas at the point of trip destination there is more scope to manage travel patterns and reduce parking vehicle provision. Here the accessibility by other modes of transport and potential **travel planning** measures can support a reduced parking provision and enable a more efficient use of land.
- 3.80 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.
- 3.81 In considering appropriate levels of parking, reference will be given to Norfolk County Council's parking standards. Residential parking standards will be taken into account where necessary to manage the local road network. However, they will be applied flexibly having regard to local circumstances. The standards include provision for people with disabilities.
- 3.82 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.

- 3.83 The parking standards will be reviewed over time 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 provision for local delivery vehicles.

Policy DM 3.12 Provision of vehicle parking

Planning permission will be granted where appropriate parking provision is provided by the developer to serve the needs of the proposed development. Development should provide sufficient parking problems to avoid highway safety problems and to protect living and working conditions locally. In decision making, consideration will be given to local parking / highway conditions.

The appropriate parking provision for a development will be determined using the parking standards adopted by the Council as a 'starting point' which may be 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 Councils vehicle parking standards are currently *Parking Standards for Norfolk 2007* published by Norfolk County Council. However, over the lifetime of the plan it is intended that they will be replaced by a **Vehicle Parking Standards SPD** prepared by South Norfolk Council.
- The **National Planning Policy 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:
 - *English Partnerships – Car Parking - What Works Where (2006)*
<http://www.homesandcommunities.co.uk/car-parking-what-works-where>
 - *DCLG/ CIHT - Manual for Streets 1 & 2 (2007 & 2010)*
<https://www.gov.uk/government/publications/manual-for-streets>
 - **South Norfolk Place Making Guide SPD**
 - **Heritage Assets** including the *Heritage Assets Register, Conservation Area Appraisals and Management Plans* and Listed Building descriptions.
<http://www.south-norfolk.gov.uk/planning/251.asp>
 - **South Norfolk Site Policies and Allocations DPD**
 - Norfolk County Council:

3.13 Amenity, Noise and Quality of Life

Reasoned Justification

- 3.84 Planning policies seek to ensure a high quality design and quality of life for all existing and future occupiers of the land and buildings. All development proposals should take into consideration the impact on the living and working conditions 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

- 3.85 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.
- 3.86 New development consistent with the **Local Plan** and the continuance of existing businesses should not have unreasonable restrictions put on 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

- 3.87 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 land uses that are sensitive to noise, and new noise sensitive uses such as residential development should not be located in a noisy area.
- 3.88 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 back ground 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

- 3.89 **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 are given in the Notes below.
- 3.90 The importance of tranquillity to wildlife should also be recognised. Increased noise and lighting in particular can have an adverse impact on certain bat and bird species.

Policy DM 3.13 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 private residential amenity space**
- b. Loss of day light, overshadowing and overbearing impact**
- c. Introduction of 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 excessive or unreasonable impact on existing neighbouring occupants and the amenity of the area or a poor level of amenity for new occupiers.

(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 significantly 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 Planning Policy 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 Planning Policy 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 to 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.
<http://archive.defra.gov.uk/environment/quality/noise/policy/documents/noise-policy.pdf>
- 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.
http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/LIT_7260_bba627.pdf
- Further detailed advice and guidance used and subscribed to by the Council's Environmental Services is available, including:
 - o Technical Guidance: Planning on noise (incl. wind turbines) - draft based on PPG24 - Norfolk Environmental Protection Group
 - o 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:
 - o Guidance Notes for the Reduction of Obtrusive Light GN01 – ILP: 2011
<https://www.theilp.org.uk/documents/obtrusive-light/>
 - o A Guide for Crime Reduction Professionals – ILP / ACPO Secured by Design: 2011
http://www.securedbydesign.com/pdfs/110107_LightingAgainstCrime.pdf
 - o Bats and Lighting in the UK - Institute of Lighting Engineers / Bat Conservation Trust: 2009
http://www.bats.org.uk/data/files/bats_and_lighting_in_the_uk_final_version_version_3_may_09.pdf
- Norfolk County Council Environmental Lighting Zones Policy expect all public highways lighting to minimise light pollution in respect of all

exterior lighting installations with reference to the Norfolk County Council Environmental Lighting Zones.

3.14 Pollution, Health and Safety

Reasoned Justification

- 3.91 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 is an acceptable use of the land and the impacts of the proposed use, rather than the control of processes or emissions which are subject to approval under pollution control and permitting regimes¹. Planning decisions will assume that environmental regulatory regimes operate correctly.
- 3.92 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.
- 3.93 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 DM3.13 that addresses amenity more generally.

Contaminated land

- 3.94 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.
- 3.95 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

- 3.96 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.

- 3.97 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.
- 3.98 Where development is permitted (whether by the Council or Secretary of State) a section 106 agreement will be required to provide a percentage contribution towards appropriate local air quality management activities of the Council.

Water quality and the impact of water abstraction on water courses

- 3.99 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'.
- 3.100 Part of South Norfolk falls within Ground Water Source Protection Zones 1, 2 & 3 with principal and secondary aquifers are present. These are identified by the Environment Agency and their definition is subject to change over time as a result of the updating of technical modelling.
- 3.101 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.
- 3.102 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

- 3.103 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.
- 3.104 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 Policies Map.

Policy DM 3.14 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 be 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 if considered appropriate 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

- ¹See **National Planning Policy 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.
http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/LIT_7260_bba627.pdf
 Additional Guidance available from the Environment Agency in *Groundwater protection: policy and practice (GP3)*
 - The **National Planning Policy Framework** section on Conserving and Enhancing the Natural Environment provides further guidance. This is consistent with **Joint Core Strategy** Policy 7.
 - The **National Planning Policy Framework - Technical Guidance** addresses development affected by contamination in detail.
 - Policy DM 3.14 addresses Amenity and noise.
 - Anglian Water's 'Asset Encroachment' guidance should be consulted at <http://www.anglianwater.co.uk/developers/encroachment.aspx>
 - 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*:
 - o Land Contamination Reports
 - o Planning and pollution in Norfolk
 - o Land Contamination Reports – Advice for Consultants and Developers
 - o Technical Advice: Air quality and land use planning
 - o Technical Guidance: Development on Land Affected by Contamination – (final draft of the specific guidance relating to contaminated land)
 - o Technical Guidance: Planning and noise (incl. wind turbine) is being drafted but will be based on PPG24 assessment methodology

3.15 Outdoor Play Facilities and Recreational Space

Reasoned Justification

3.105 The provision of suitable open space is critical to successful development. In order to ensure adequate open space provision, regard should be given to the Council's supplementary guidelines for Recreational Open Space Requirements for Residential Areas (or any subsequent version) set out the standards required of new housing

development. The open space provided may link to and form a multi-function 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.

- 3.106 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.
- 3.107 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.
- 3.108 The **National Planning Policy 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 3.15 Outdoor play facilities and recreational space

New housing development will be required to provide adequate outdoor play facilities and recreational open space commensurate with the level of development proposed in order to meet the need of occupants.

Development must not result in a net quantitative or qualitative loss of existing open space unless it can be demonstrated that there is a surplus of amenity space.

Notes

- The **Joint Core Strategy** Policies 1 and 8 set out strategy for a multi-functional **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
http://www.south-norfolk.gov.uk/planning/media/Local_Plans_appendix02_recreational_land.pdf
- 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 officer.
Note: Can be viewed at South Norfolk Council, South Norfolk House, Swan Lane, Long Stratton, NR15 2XE
- Section 8 (para.74) of the **National Planning Policy Framework** sets out the approach to be taken in considering proposals to build on existing open space

3.16 Improving the Level of Local Community Facilities

Reasoned Justification

- 3.109 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 Planning Policy 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.
- 3.110 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.
- 3.111 The Policy applies an approach and three tests a) to c), and requires that the independent assessment of the Valuation Office Agency or other independent qualified assessor is sought where appropriate. The same approach and tests will be applied to proposals for the loss of a local employment space.
- 3.112 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 **development** boundary. New services and facilities may be permitted in the **countryside** where good evidence is provided of the need for

the new facility and the lack of more suitable alternative sites within settlements with a development boundary.

3.113 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.

3.114 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.

3.115 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 3.16 Improving the level of community facilities

1) The change of use of existing community facilities will only be permitted where it can be demonstrated that:

- a) Adequate other facilities exist within a reasonable distance to meet local needs; or**
- b) No reasonable prospect of continued viable use which can be demonstrated through:**
 - i) Six months of marketing for the permitted and similar uses, using an appropriate agent;**
 - ii) Confirmation that it has been offered on a range of terms agreed to be reasonable on the advice of an independent qualified assessor; and**
 - iii) Regard to future plans for the area including community led plans.**

(2) New or replacement community facilities and services will be permitted within development boundaries. 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 settlements with a development boundary.

**** Important local community services and facilities include buildings 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 which 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 Planning Policy 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.
- 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

- 4.1 The Strategic Policy DM 1.4 underlines the Council's commitment to ensuring that development protects significant **environmental assets**, and makes positive improvements in the quality of the built, natural and **historic environment**. This section contains detailed policies to be considered in 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.
- 4.2 The detailed policies consider a range of issues 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);
 - providing for waste collection and recycling facilities (DM 4.3);
 - protecting **environmental assets** including designated spaces, important local open spaces and trees and hedgerows (DM 4.4, 4.8);
 - maintaining the open setting of and important gaps between settlements (DM 4.6, 4.7);
 - incorporating appropriate landscaping into all development schemes (DM 4.9); and
 - respecting and enhancing distinctive local **landscape character** and heritage of the historic buildings and places in South Norfolk (DM 4.5, 4.10).
- 4.3 A range of supplementary planning guidance and background information will be produced to elaborate and support these policies.

4.1 Renewable Energy

Reasoned Justification

- 4.4 The **National Planning Policy 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 the energy demands of planned development, with a potential 177% carbon reduction on conventional carbon sources. The greatest 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 measures¹.

- 4.5 These estimates are of the technically achievable potential, that has not been constrained by wider planning issues such as the cumulative landscape and nature conservation impacts, consideration of shadow flicker or grid connection and which will constrain the potential. Consistent with the National Planning Policy Framework, the policy 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.
- 4.6 This policy applies to all renewable energy proposals except wind energy development. Proposals for wind energy development will be considered against national policy in the Ministerial Statement of 18 June 2015 and guidance in the PPG. In reviewing the Local Plan, the Council will seek to identify whether there are any appropriate sites within the district that are suitable for wind energy development. This review of the Local Plan will be completed within five years of the adoption of this Plan, as stated in paragraph 0.35.
- 4.7 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.
- 4.8 The Council will also have regard to the impact of large proposals in adjoining areas and the relevant Guidelines adopted by adjoining authorities.
- 4.9 In applying Policy DM 4.1 in the consideration of renewable energy proposals, particular regard must also be had to Policy DM 4.10 and any impacts on heritage assets, particularly listed buildings and conservation areas.

Policy DM 4.1 Renewable Energy

Proposals for renewable energy generating development requiring planning permission other than for proposals for wind energy development 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.

(1) The effect of the proposal will be considered on:

- a) The effect on the character and appearance of the landscape;**
- b) Designated and undesignated heritage assets;**

- c) The amenities and living conditions of nearby residents by way of noise, outlook, and overbearing effect or unacceptable risk to health or amenity by way of other pollutants such as dust and odour.

Permission will be granted where there are no significant adverse effects or where any adverse effects are outweighed by the benefits. When attributing weight to any harm, including heritage assets regard will be given to national policy and guidance, statutory duty and legislation, and other policies in the Local Plan including Policy DM4.10;

- (2) 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

- ¹The *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: <http://www.gndp.org.uk/downloads/2.GNDP+energy+study+FINAL+REPORT+May+2009.pdf>
- National Planning Policy 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.

4.2 Sustainable Drainage and Water Management

Reasoned Justification

- 4.10 The requirements to maximise water use efficiency and to incorporate sustainable drainage systems apply to all development proposals.
- 4.11 Flood risk is addressed in the National Planning Policy Framework. 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.

- 4.12 In view of the 'water stress' in the region, the **Joint Core Strategy** exceeds current national standards and requires a standard of water efficiency in new development and requires that all development should 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.
- 4.13 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.
- 4.14 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 for 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 4.9 addresses the incorporation of landscape into development.
- 4.15 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 permeable 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.
- 4.16 A sewage capacity assessment should be prepared proportionately in relation to the nature of the development, particularly where there are known capacity problems and for more major developments.
- 4.17 The Council will publish supplementary guidance to provide advice on designing to mitigate the impact of flooding and designing SuDS. Further advice on flood risk assessment is provided by the National Planning Policy Framework and its associated Technical Guidance.
- 4.18 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.

- 4.19 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 which are now being developed by the Department for Environment, Food and Rural Affairs (Defra).

Policy DM 4.2 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) Should include a sewerage capacity assessment and 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 foul wastewater drainage. No new development (including redevelopment) will be permitted to discharge surface water runoff to foul drainage connections or combined sewers, unless it can be demonstrated that separate surface water drainage is not available and cannot be practicably provided; 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

- In the interim period prior to the commencement of the SAB, 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 SuDs adoption manual](http://www.anglianwater.co.uk/developers/sewer-connection/suds.aspx).
- The **National Planning Policy 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 3.8 addresses design principles and DM 4.10 addresses the incorporation of landscaping into design, both support the incorporation of SuDs.
- Further advice on SuDs can be obtained from the SuDS Approving Body: watermanagement@norfolk.gov.uk
- It is anticipated that National Standards for Sustainable Drainage Systems will be published shortly.
- Additional information can be found at www.waterwise.org.uk
- In the interim, guidance on SuDs is available from the Anglian Water SuDs Adoption Manual
- Further guidance on the on surfacing of front gardens for drive ways etc is available from:
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/pavingfrontgardens.pdf>

4.3 Facilities for the Collection of Recycling and Waste

Reasoned Justification

- 4.20 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.
- 4.21 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:

- 4.22 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:

- 4.23 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. Exceptions will only be made where there are other overriding planning considerations and suitable alternative arrangements can be agreed.

Additional Facilities:

- 4.24 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 collect these larger communal bins without issue.
- 4.25 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 DM 4.3	<i>Facilities for the collection of recycling and waste</i>
(1)	All new developments should ensure that sufficient facilities are available for each property to simply store and dispose of their recycling and waste and is well integrated into the design of the development. Provision must be made for the permanent, on-site 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 should include space for waste collection from points accessible by a collection vehicle (32 tonnes).

Notes

- The Council's draft **South Norfolk 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 guidance addresses issues for consultation such as:
 - o Possible developer contributions to the cost of the delivery of new bins.
 - o Internal storage capacity (i.e. for recycling).
 - o Provision of locked bin enclosures
 - o Illumination of the bin compounds
- The requirements are consistent with **Joint Core Strategy** policies 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 **South Norfolk Place-Making Guide SPD**, and any special requirements in heritage areas
- Further guidance and advice is available in:
 - o 'Planning for Sustainable Waste Management', DCLG (revised March 2011)
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/1876202.pdf>
 - o *ADEPT; Making Space for Waste (Designing Waste Management in New Developments)*.
<http://www.adeptnet.org.uk/assets/userfiles/documents/000075.pdf>
- Responsibilities for the provision of an appropriate number and *type of receptacles* is set out in Section 46 of the 'Environmental Protection Act' 1990

4.4 Natural Environmental Assets - Designated and Locally Important Open Space

Reasoned Justification

- 4.26 The **National Planning Policy Framework** requires not only that important designated **natural environmental assets** are protected, but requires that all development seeks positive improvements to the quality of the natural local environment jointly and simultaneously with other improvements¹. 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. The National Planning Policy Framework also recognises the wider benefits of **ecosystem services** to peoples' lives and communities.

- 4.27 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 **Policies Map** and in supporting evidence; the sites of highest status which are designated at International, National and County-wide level. Other important assets such as the best and most versatile agricultural land are not shown on the Policies Map but are identified in supporting evidence. It should also be noted that changes to the County Wildlife Sites register may change over the lifetime of the DPD.
- 4.28 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 Policies 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.
- 4.29 Part (c) of the Policy develops upon **Joint Core Strategy** Policies 1 and 2. More widely, the Council will work with partners to evolve strategies to ensure individual new development sites contribute effectively to the establishment and positive improvement of coherent ecological networks that will be resilient to future pressures. The basis of these strategies for Biodiversity Enhancement Areas and multi-functional **Green Infrastructure** Networks are set out in JCS Policy 1. The Council will work with partners (including the Local Nature Partnerships (Wild 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 that 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 Development Plans**.

Proposal Map designations of International, National and County-wide status

- 4.30 The International, National and County environmental designations are all included on the Policies Map.

Proposal Map designations of Important Local Open Spaces

- 4.31 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 **Site Specific Allocations and Policies** DPD. These designations are listed below, and are shown on Inset Maps as indicated below:

(1) Poringland Conservation and Fishing Lakes Area

- 4.32 The Poringland Conservation and Fishing Lakes Association provides public access for leisure purposes and 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.

- 4.33 The designation is shown on Map 4.4 (1).

(2) Land to the west of Hethersett High School

- 4.34 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.

- 4.35 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.

- 4.36 The designation is shown on Map 4.4 (2).

(3) Old Costessey

- 4.37 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 the Development Boundary for Old Costessey.

4.38 The designation is shown on Map 4.4 (3).

(4) Brooke

4.39 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.) These features are protected as **Heritage Assets** under policy DM 4.10.

4.40 Outside of the Conservation Area, the open space at the corner of Brecon Road contributes significantly to the character of Brooke and is therefore designated as an Important Open Space designation – see Map 4.4 (4).

(5) Diss

4.41 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 of a particularly high value, and have an historical background.

4.42 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.

- 4.43 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 designations are shown on Map 4.4 (5).

(6) Hethersett Village centre

- 4.44 This public open space and the adjacent public car park was created through the housing development at Great Melton Close. It is managed by the Parish Council and forms a small ‘village green’ space at the village centre. The designation is shown on Map 4.4(6).

Policy DM 4.4	Natural environmental assets - designated and locally important open space
----------------------	---

- | |
|--|
| <p>a) The highest status natural environmental assets are identified on the Policies Map and in supporting evidence, and will be protected from any significant 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 sites will be accorded the highest levels of priority.</p> <p>b) At the Important Local Open Spaces identified in paragraphs 4.32 – 4.44 and on Maps 4.4 (1) – (6) and on the Proposal Map, development will 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 there 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.</p> <p>c) Developers will need to 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</p> |
|--|

Networks.

Notes

- ¹ **Environmental assets** are defined in the Glossary - Source references for international, national, county and local designations are to be listed on the website.
- The Broads are internationally important with a national designation equal to that of a national park 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.
<http://www.gndp.org.uk/content/wp-content/uploads/downloads/2010/06/gndp-green-infrastructure-delivery-plan.pdf>

4.5 Protection and Enhancement of Landscape Character

Reasoned Justification

- 4.45 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.
- 4.46 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 plateaus, while man-made features such as the Roman town at Caistor St Edmund, railway lines and the dual carriageway by-passes for Norwich (A47) and Wymondham (A11) have imposed their own contrasts.

- 4.47 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.
- 4.48 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. The parts of the district within the Broads Authority area are subject to the Broads Landscape Character Assessment. The seven Landscape Types identified within the studies for this plan are: Rural River Valley, Tributary Farmland, Tributary Farmland with Parkland, Settled Plateau Farmland, Plateau Farmland, Valley Urban Fringe and Fringe Farmland. These in turn are further divided to give more detailed analysis.
- 4.49 Studies confirm the distinctive characteristics and special qualities of the five identified Rural River Valleys, the Valley Urban Fringe and their constituent Landscape Character Areas, within South Norfolk that are desirable to safeguard. They contribute:
- a distinctive character and sense of place;
 - contain important/rare features and landmarks and diverse habitats;
 - grazed pastoral valley floors; intimate and enclosed landscape with overall small-scale character; and
 - enjoy a largely intact rural character, which in places is highly tranquil and undisturbed.
- 4.50 The Rural River Valleys and Valley Urban Fringe Extents are identified with the Landscape Character Areas to which they contribute.
- 4.51 The **National Planning Policy Framework** and **Joint Core Strategy** emphasise the importance of identifying and responding to **landscape character** and distinctiveness through good design. Development proposals will be expected to demonstrate how they have taken into account the key findings from the 2001 South Norfolk Landscape Assessment as updated by the 2012 review. This will be particularly relevant when the development sits in a location with distinctive and sensitive landscape characteristics.
- 4.52 The landscape character areas and river valley extents (Rural River Valley and Valley Urban Fringe) are shown on Map 4.5

Policy DM 4.5 Landscape Character and River Valleys

All development should respect, conserve and where possible, enhance the landscape character of its immediate and wider environment. Development proposals that would cause significant 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 Planning Policy 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 landscape character assessments to be prepared in areas where expansion is considered.
- Sections 7 and 11 of the National Planning Policy 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 South Norfolk Landscape Assessment Report (2001) identifies areas of distinctive landscape characters in the district. All development proposals should demonstrate how they have taken account of these characteristics.
- The source of Map 4.5 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 boundaries of the Landscape Character Areas arising from the 2001 study findings and the Rural River Valleys and Valley Urban Fringe Extents. These will be identified on the Policies Map.
- The **South Norfolk Place-making Guide** also provides guidance in regard to landscaping.

4.6 Landscape Setting of Norwich

Reasoned Justification

- 4.53 As the “dominant centre of the sub-region” the city of Norwich will continue to act as the focus of significant development pressures; consequently whilst the Norwich Policy Area is the preferred focus for growth, for several decades there have been local planning policies designed to protect the City’s surroundings from “inappropriate development” and to “preserve those attributes of the City’s natural setting which contribute to its environmental quality”. In particular there has been concern that development pressure at the junctions on the Southern Bypass is not allowed to outweigh the environmental protection of important landscape characteristics in these locations.
- 4.54 The Council has recently reassessed the characteristics of the landscape setting of the City, taking account of recently completed and planned development, and the policies of the **National Planning Policy Framework**, the **Joint Core Strategy** and Norwich City Council’s Local Plan. The Southern Bypass is recognised to have been well designed to fit into the landscape through which it passes and it is accepted that it should not be regarded as a boundary up to which development is acceptable. In South Norfolk the Bypass passes through nine different identified Landscape Character areas, and a Landscape Zone has been identified where there is a high level of visual accessibility to and from the road to a predominantly open rural area, that positively enhances the setting of Norwich.
- 4.55 Any development to take place within the landscape setting of Norwich will be assessed using four additional planning policy tools:

Norwich Southern Bypass Landscape Protection Zone (NSBLPZ)

- 4.56 A Landscape Zone has been identified where there are high levels of visual accessibility to and from the road to a predominantly open rural area that plays an important part in making the landscape setting of Norwich. This Zone does not have a distinct or special **landscape character** in its own right.
- 4.57 The review undertaken by Chris Blandford Associates (CBA) has concluded that for the most part the boundaries of the originally defined Landscape Zone are robust, subject to the removal of some areas, most notably around Easton and Costessey, that will in future make only a limited contribution to the landscape setting. This is as a result of past or permitted development or preferred strategic sites allocations determined in the **Joint Core Strategy** and South Norfolk Site Allocations. The amended Landscape Zone is identified on the Policies Map (see Map DM 4.6).

- 4.58 Any development to be permitted within the Landscape Zone (including that within the highway and other transport corridors) should have regard to protecting the openness of the Landscape Zone and, where possible, enhancing the landscape setting of the Southern Bypass, including the practice of wild flower planting and management regimes.

Key Views

- 4.59 The opportunities for long distance views into the city of Norwich from the south of the city are limited by the topography and screening effect of vegetation. However, fieldwork has identified important opportunities to view the city from the northern edge of the plateau to the south west and south east of the city. (These locations lie within the Landscape Character Areas of Wymondham Settled Plateau Farmland and Poringland Settled Plateau Farmland respectively.) In these areas, broad Key Views 'cones' have been identified (see Map DM 4.6). Within these 'cones' all development proposals should ensure they do not obstruct the long views to and from the city.

Undeveloped Approaches

- 4.60 There are several road and rail corridors approaching the city that have a very distinctive rural character and that afford views across the surrounding countryside and to Norwich. These Undeveloped Approaches are defined on the Proposal Map (and Map DM 4.6) as the full breadth of these transport corridors, but the Policy will ensure all development within the wider zone of visual influence visible from the transport corridors is designed to reinforce and avoid undermining the rural character experienced when travelling along the Undeveloped Approaches into Norwich.

Gateways

- 4.61 In line with the Joint Core Strategy the submitted Norwich Local Plan has identified important Gateways where the landscape and townscape changes, marking the 'arrival' into Norwich urban area. South Norfolk Council has similarly identified three such points within the district.
- 4.62 All development proposals in the general location of these Gateways should take account of local evidence and address in the **Design and Access Statements** how the development proposals reinforce and do not undermine the significance of these Gateways as the points of transition or 'arrival' at the City. The significance of these Gateways could be reinforced by the scale and design of development at these points or undermined by the **cumulative impact** of many smaller developments just outside of these points. The Gateway points are shown on Map DM 4.6 and any development proposals visible approaching these Gateways should take account of their impact on these.

Policy DM 4.6 Landscape Setting of Norwich

All development proposals will not harm and where possible should enhance the landscape setting of Norwich with regard to the following considerations:

NSBLPZ

All development proposals within the Norwich Southern Bypass Landscape Protection Zone (NSBLPZ), as shown on the Policies 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.

Key Views

All development proposals located within the Key Views 'cones' shown on the Policies Map should ensure they do not obstruct the long distance views to and from the City.

Undeveloped Approaches

All development proposals within the visual zone of influence viewed from the identified Undeveloped Approaches to Norwich should reinforce and avoid undermining the rural character of the Undeveloped Approaches to Norwich.

Gateways

All development proposals on the approaches to defined Gateways (shown on the Proposal Map) shall reinforce and avoid undermining the significance of these Gateways as the visual points of the landscape and townscape change marking the 'arrival' at and 'departure' from the city of Norwich.

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 were used to consider development options in Norwich Policy Area.
- Core Planning Principles para 17 (point 5) of the **National Planning Policy Framework** requires planning to account for the roles and character of different urban and rural areas, recognising the 'intrinsic beauty of the countryside'. Section 11 addresses the conservation and enhancement of the natural environment including criteria (paragraph 113) for assessing proposals impacting on the landscape. Paragraph 170 calls for landscape character assessments to be prepared in areas where expansion is considered.

- Regard should be given to the planning policies of the City of Norwich and The Broads Authority; these 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*.
<http://www.cringlefordparishcouncil.gov.uk/whitedragon/documents/file/NDP%20Final%20Version%20Dec%2012%20R9746%20Cringleford%20Dev%20Plan-3%20a.pdf>
- Detailed assessments are provided in the **South Norfolk Landscape Character Study (2001)** and the **(2012) Local Landscape Designations Review work on the Norwich Southern Bypass Landscape Protection Zone**, carried out by Chris Blandford Associates.

4.7 Strategic Gaps between Settlements within the Norwich Policy Area

Reasoned Justification

- 4.63 The landscape setting of South Norfolk's towns and villages is essentially of rural character; it is important to maintain this character within the context of significant planned growth in the Norwich Policy Area.
- 4.64 At some settlements, where peripheral expansion in the form of modern housing estates had taken place 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.
- 4.65 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.
- 4.66 Within 'Strategic Gaps' development that would result in a loss of the sense of openness and which diminishes the gap between the settlements in question will be resisted. However, some types of development may be acceptable. Forms of development that may be acceptable (so long as they preserve the openness of the Gap), include buildings for agriculture or forestry (where planning permission is required), facilities for outdoor sport and recreation cemeteries and extensions to, or replacement of, existing buildings, provided they are in keeping with the scale of the original building.
- 4.67 Strategic Gaps for areas of open land between:

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

will be defined on the Policies Map and are shown on Maps 4.7 (1) and (2) .

Policy DM 4.7 Strategic Gaps between settlements within the Norwich Policy Area

Development will be permitted in the Strategic Gaps identified on the Policies Map, between the development boundaries of the Settlements listed below, where it would not erode or otherwise undermine the openness of the Strategic Gap, and complies with other Development Plan policies.

- **Cringleford – Hethersett**
- **Hethersett - Wymondham**

Notes

- **South Norfolk Landscape Assessment** 2001 identified designated Strategic Gaps – and the 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 amended. This is fully detailed in the 2012 study.
- Core Planning Principles para 17 (point 5) of the **National Planning Policy 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 within 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, and require the definition of Strategic Gaps
- In relation to development in the Cringleford area, also see the **Cringleford Neighbourhood Development Plan**

4.8 Protection of Trees and Hedgerows

Reasoned Justification

- 4.68 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.
- 4.69 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.
- 4.70 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.
- 4.71 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. 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.
- 4.72 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.
- 4.73 The Council will continue to promote the planting of new trees, woodlands and hedgerows as part of new developments (see Policy DM 4.9) and to complement existing features.

Policy DM 4.8 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 and other significant 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 Planning Policy 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.
<http://www.norfolkbiodiversity.org/actionplans/>
- Detailed regulations, recommended standards and advice for development affecting trees and hedgerows include:
 - The *Hedgerows Regulations 1997*
<http://www.naturalengland.org.uk/ourwork/regulation/hedgeregs/default.aspx>
 - Forestry Commission - *The case for trees in development and urban areas, 2010*.
<http://www.forestry.gov.uk/forestry/infd-88nfvy>
 - *BS 5837 Trees in relation to design, demolition and construction* – Recommendations.
<http://shop.bsigroup.com/en/ProductDetail/?pid=000000000030213642>

4.9 Incorporating Landscape into Design

Reasoned Justification

- 4.74 Good quality landscaping should make an important contribution to good design. 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.

- 4.75 Where this is relevant the design and specification of planting should support the strategy for new **green infrastructure** and **biodiversity**, and it will need to be resilient to the impacts of climate change.
- 4.76 Where possible, new 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.
- 4.77 The landscaping of new development in towns and villages should also respect local built character and the **historic environment** – the South Norfolk 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 landscape design.
- 4.78 The ‘soft’ (planting) and ‘hard’ (e.g. paving, street furniture) elements of a landscape design should be an integral part of a design and 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 DM 4.9 Incorporating landscape into design

Where appropriate, 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 and where possible enhance locally distinctive character and styles where relevant; or innovative contemporary solutions reflecting local context and reinforcing or creating local distinctiveness and the setting of the development.

Landscape schemes will be required to respect the character and distinctiveness of the local landscape and should ensure that any land remodelling respects the local topographic character in terms of height, slope, angle and character. Landscape schemes should be clearly and properly specified.

Notes

- The importance and multiple benefits of incorporating trees, and soft landscaping into development is clearly identified the **National Planning Policy 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.
<http://www.norfolkbiodiversity.org/actionplans/>
- Policies DM 1.1 and 1.4 require development to make a 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 **South Norfolk Place-Making Guide SPD, Development in the Historic Environment SPD** and Conservation Area character appraisals and management plans provide guidance on appropriate landscaping
<http://www.south-norfolk.gov.uk/planning/4021.asp>

4.10 Heritage Assets

Reasoned Justification

- 4.79 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 styles 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 South Norfolk 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 and the Council is developing the **South Norfolk Development in the Historic Environment SPD** to provide specific guidance for development proposals to ensure that **heritage assets** are conserved in a manner that is appropriate to their significance.
- 4.80 The **National Planning Policy 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.

- 4.81 Heritage assets are defined by the National Planning Policy 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**'.
- 4.82 The National Planning Policy 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."
- 4.83 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 **Policies Map**.
- 4.84 In considering whether to grant planning permission for development which affects a listed building or its setting, s66 (1) of the Listed Buildings Act 1990 requires that the decision maker shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. S72 of the Act requires that in the exercise of planning and certain other stated statutory functions, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. Applications will be considered as to whether they result in substantial harm or less than substantial harm as set out in the NPPF.

Policy DM 4.10 Heritage Assets

All development proposals must have regard to the historic environment and take account of the contribution which heritage assets make to the significance of an area and its sense of place, as defined by reference to the national and local evidence base relating to heritage.

Change of use, alterations and extensions affecting the significance of a designated heritage asset, including its setting, must have regard to and positively respond to, that significance.

Proposals must sustain, and where possible 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.

Considerable importance and weight must be given to the desirability of preserving listed buildings, their settings and the character and appearance of conservation areas. Development should avoid causing any loss to a heritage asset, or harm to it. Substantial harm or total loss will only be justified where it can be demonstrated that it is necessary to achieve substantial benefits or where the retention of the asset is unsustainable, no viable alternatives can be identified and the harm or loss is outweighed by the benefits of bringing the site back into use.

Less than substantial harm will only be justified where there are public benefits that outweigh the harm. In carrying out this planning balance, less than substantial harm will be afforded considerable importance and weight.

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

Notes

- The **National Planning Policy Framework** Section 12 addresses the conservation and enhancement 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 **South Norfolk Place-Making Guide SPD**
 - o **South Norfolk Development in the Historic Environment SPD**
 - o *Conservation Area character appraisals and management plans*
<http://www.south-norfolk.gov.uk/planning/4021.asp>
- Many known heritage assets are also catalogued in the *Norfolk Historic Environment Record* maintained by Norfolk County Council.
http://www.norfolk.gov.uk/Environment/Historic_environment/NCC081336
- 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.
<http://www.english-heritage.org.uk/professional/>
- Where practical the location of nationally designated heritage assets is identified on the Policies Map. *Further details of listed buildings and Conservation Areas are available from the Council's web site* and the conservation team.
<http://www.south-norfolk.gov.uk/planning/4021.asp>

5.1 Monitoring and Implementation

5.1 Monitoring is an important part of any plan to ensure it meets its specified objectives. The Development Management Policies DPD will be monitored in accordance with the framework set out below.

Policy ref	Quantitative Indicator(s)		Target	Source
Strategic Policies				
DM 1.1 Principle of Sustainable Development	Area wide policy	No indicator Identified	No target identified	n/a
DM 1.2 Infrastructure Requirements	New indicator	Number of planning obligations secured for : Affordable housing Green Infrastructure Open space/ play space Pedestrian & highway improvements	No target identified	LPA
		Number / percentage of obligations not conforming to full policy position	Minimise. Record as percentage of applications	LPA
DM 1.3 Dwellings outside Development Boundaries.	New indicator	Number planning permissions/ units granted outside development boundaries / percentage overall applications units	Minimise	LPA

Policy ref	Quantitative Indicator(s)		Target	Source
DM 1.4 Heritage Assets Re Use of Buildings Renewable Energy	New indicator	Number of planning permissions granted heritage assets improved	maximise	LPA
		Number of conversions	No target	LPA
	Existing JCS	Renewable energy capacity permitted by type	Year on year percentage increase	GNDP - AMR
Protect & Enhance Water Resources	Existing JCS	Code for Sustainable Homes	All new homes CfSH level4 and level 6 for schemes over 500	GNDP - AMR
Economic Dimension				
DM 2.1 – Employment and Business Development	New indicator	Number of applications for employment creation. Floor space by Use type	Maximise	LPA
DM 2.2 Protection of Employment Sites	New indicator	Loss of employment land (m ²) to non employment use other uses.	Minimise	LPA
DM 2.3 working from home	Area wide policy	No indicator Identified	No target identified	n/a
DM 2.4 Proposals for Town Centre Uses	Existing JCS	Percentage of completed town centre uses in identified centres and strategic growth centres	JCS target	GNDP – AMR

Policy ref	Quantitative Indicator(s)		Target	Source
DM 2.5 Proposals for Town Centre Uses	New indicator	% of non-A1 use in defined Primary Shopping Areas of Diss and Harleston	Maximum 40% non-A1 use	LPA
	New indicator	% of ground floor A1 units in the defined Town Centre Area for Diss and Harleston	Maximum 50% of number of ground floor non-residential units available for class A1 shop use	LPA
DM 2.6 Proposals for Food, Drink and Hot Food Takeaway	Town centre policy	No indicator identified	No target identified	n/a
DM 2.7 Agriculture and Forestry	Area policy	No indicator identified	No target identified	n/a
DM 2.8 Equestrian and Other Small Rural Development	New indicator	Amount of Equestrian and other small based rural development by location	No target identified	n/a
DM 2.9 Rural Tourist related Development	New indicator	Amount of tourist related development	No target identified	n/a
DM2.10 Conversion of Buildings in the Countryside	Area policy	No indicator	No target identified	n/a
DM 2.11 Agricultural Buildings in the Countryside	Area policy	No indicator identified	No target identified	n/a
DM 2.12 Tourist Accommodation	Area policy	No indicator	No target identified	N/a

Policy ref	Quantitative Indicator(s)		Target	Source
Social Policies				
DM 3.1 Housing Needs	Existing JCS	House completions by bedroom number	Figures within 10% tolerance of the Housing Market Assessment requirements	GNDP- AMR
DM 3.2 Rural Housing Needs	New indicator`	Number of affordable homes built in the countryside	No target	LPA
DM 3.3 Provision of Gypsy and Traveller Pitches	Existing JCS	Number of permanent pitches provided	Between 2012 and 2026 38 pitches	GNDP - AMR
DM 3.4 Residential Extensions in Settlements	Area policy	No indicator	No target identified	N/a
DM 3.5 Replacement Dwellings in Settlements	Area policy	No indicator	No target identified	N/a
DM 3.6 Replacement Dwellings in the Countryside	Area policy	No indicator	No target identified	N/a
DM 3.7 Residential Annex	Area policy	No indicator	No target identified	N/a
DM 3.8 Design Principles	Area policy, JCS indicator	Percentage of completions scoring Silver standards	Maximise	GNDP – AMR

Policy ref	Quantitative Indicator(s)		Target	Source
		against Building for Life criteria		
DM 3.9 Advertisements	Area policy	No Indicator	No target identified	N/a
DM 3.10 Promotion of Sustainable Transport	New indicator	Amount of land protected for future Transport improvements – Ha	No target identified	LPA
DM 3.11 Site Impacts on Traffic	Area policy	No indicator	No target identified	N/a
DM 3.12 – Parking Provision	New indicator	Amount of completed development in accordance with the councils car parking standards (floor area m ²)	Maximise	LPA
DM 3.13 Amenity	Area policy	No indicator	No target identified	N/a
DM 3.14 Pollution, Health and Safety	New indicator	Number of Air Quality Management Area designations	Minimise	LPA
DM 3.15 Open Space	New indicator	Area of outdoor playing space provided from developments (HA)	Maximise	LPA
		Area of open space lost to development (Ha)	Minimise	
		Net loss of existing open space	None	

Policy ref	Quantitative Indicator(s)		Target	Source
DM 3.16 Improving the level of community facilities	Area Policy	Number of change of uses permitted	Minimise	LPA
Environmental Policies				
DM 4.1 Renewable Energy	JCS indicator	Renewable energy capacity installed by type per annum	Year on year increase	GNDP- AMR
DM 4.2 Sustainable Drainage	Area policy	No indicator	100%	N/a
DM 4.3 Domestic recycling facilities	Area policy	No indicator	100%	N/a
DM 4.4 Environmental Assets	New indicator	Hectares of development in Highly sensitive landscapes.	No target identified	LPA
DM 4.5 Landscape Character	Area policy	No indicator	No target	N/a
DM 4.6 Landscape Setting	Area policy	No indicator	Minimise impact	N/a
DM 4.7 Strategic Gap	New indicator	Amount of strategic Gap lost to development (ha)	Zero	LPA

Policy ref	Quantitative Indicator(s)		Target	Source
DM 4.8 Trees and Hedgerows	New indicator	Protected trees lost as a result of development	Minimise	LPA
	New indicator	Protected Hedgerows lost		
DM 4.9 Landscape & Design	Area policy	No indicator	No target	N/a
DM 4.10 Heritage	Area policy	Number of planning permissions granted heritage assets improved	Minimise	LPA

6.1 Glossary of Terms with References

Disclaimer

The Glossary is neither a statement of law nor an interpretation of the law, and its status is only an introductory guide to planning issues and should not be used as a source for statutory definitions.

Air Quality Management Area

A designation made by a local authority where an assessment of air quality results in the need to devise an action plan to improve the quality of air.

Allocated Sites

Sites with a specific purpose or development allocation made in the **Local Plan**. The extent of the site is shown on the Policies Map and a site specific policy given in the **Site Specific Allocations and Policies Document** or relevant **Area Action Plan**.

Amenity

A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

Area Action Plan (AAP)

A type of **Local Plan Document** focused upon a specific location or an area subject to conservation or significant change (for example major regeneration).

Area of Special Advertisement Control

An area where additional controls and protection exist, to extend the circumstances in which advertisement consent is required. Predominantly the open countryside part of South Norfolk was designated in the County of Norfolk, Area of Special Control, Order 1961. The designated area is shown on the **Policies Map**.

Article 4 Direction

Direction removing some or all **permitted development rights**, for example within a conservation area or **curtilage** of a listed building. Article 4 directions are issued by local planning authorities.

Biodiversity

The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

Biodiversity Action Plan (BAP)

A strategy prepared for a local area aimed at conserving and enhancing biological diversity.

Broads

The Norfolk and Suffolk Broads is Britain's largest protected wetland and third largest inland waterway, with the status of a national park. It is also home to some of the rarest plants and animals in the UK, with statutory protection under national and international legislation. The Broads Authority was set up in 1989, with responsibility for conservation, planning, recreation and waterways. It is the local planning authority for the Broads area, and as such responsible for controlling most forms of development within the Broads and preparing local planning policies.

Brownfield Land and Sites

Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Also see **Previously-Developed Land**.

Business Class Use

A range of uses including:

B1 Business - Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.

B2 General industrial - Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).

B8 Storage or distribution - This class includes open air storage.

Also see Use Classes Order and **GPDO** and Planning Portal web site:

<http://www.planningportal.gov.uk/permission/commonprojects/changeofuse>

Change of Use

A change in the way that land or buildings are used (see Use Classes Order). Planning permission is usually necessary in order to change from one 'use class' to another. A guide to use classes is available on the Planning Portal.

Council / South Norfolk Council

References to the Council in the context of development management are to the Council's function as **local planning authority** and the decision maker on a planning application. The Policies will apply equally to other decision makers deciding planning applications in the South Norfolk area, including Planning Inspectors.

Community Infrastructure Levy (CIL)

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area. Learn more about the Community Infrastructure Levy on the GNDP website:

Countryside

Term used in this document to refer to all areas outside of the **development boundaries** identified on the **Policies Map**. Policies seek to prevent development from gradually extending into the surrounding countryside.

County Wildlife Sites

A site considered to be of value for wildlife in a county context. There are nearly 1300 CWS in Norfolk, managed by Norfolk Wildlife Trust, Norfolk County Council and Natural England. These sites do not have statutory protection but are protected through the development management policies. See Norfolk Wildlife Trust for information.

Corridors of Movement

Designated by the Local Highways Authority (Norfolk County Council) these are the principal routes outside of urban areas, with the strategic role of carrying traffic between centres of population. Development in the vicinity of these roads and junctions adds significant local traffic movement which can prejudice the strategic function; such development is resisted for these reasons.

Cumulative Impact

A number of developments in a locality or a continuous activity over time that together may have an increased impact on the environment, local community or economy.

Curtilage

The area normally within the boundaries of a property surrounding the main building and used in connection with it.

Design and Access Statement

A design and access (DAS) statement is a short report accompanying and supporting a planning application. A DAS is required for planning applications for major development - both full and outline – and for some minor development, including all applications for listed building consent. For more details see **Planning Portal**:

<http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/designaccess>

Development Boundary

The Development Boundary identifies the area within which development proposals would be acceptable, subject to complying with other policies contained in the Development Plan. They seek to prevent development from gradually extending into the surrounding **countryside**.

Development Management Policies

The principle development plan policies to be used for the purposes of **development management**.

Development Management

The process whereby a local planning authority receives and considers the merits of a planning application and whether it should be given permission having regard to the **development plan** and all other **material considerations**.

Development Plan

A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

Ecosystem services

The benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation.

Economic development

Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

Employment Areas

Areas designated for intensive employment generating uses including but not exclusively in **Business Class Uses** – see **Policies Map**.

Employment Uses

Business Class and other **economic development** uses that can suitably be conducted within the environment of an area designated for business, general industry and warehousing and without prejudicing the future vitality and viability of established town centres.

Environmental assets

A site, place, area of land, landform or landscape identified as meriting consideration in planning decisions, because of its environmental interest, contribution to the character of the area or sensitivity to development. Environmental assets include nationally and locally designated assets and other assets identified by the local planning authority.

Evidence base

The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in Local Plan documents, including physical, economic, and social characteristics of an area.

General Permitted Development Order (GPDO)

A set of regulations made by the Government which grants planning permission for specified limited or minor forms of development.

Geodiversity

The range of rocks, minerals, fossils, soils and landforms.

Greater Norwich Area

Local authority area comprising Norwich City, South Norfolk District and Broadland District – see **Joint Core Strategy**

Greenfield Land or Site

Land (or a defined site) usually farmland, that has not previously been developed.

Green infrastructure

A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Heritage assets

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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Historic Environment

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

Influenced landscape

Reflection of the influence of man on the landscape.

Joint Core Strategy (JCS) for Broadland, City of Norwich and South Norfolk

<http://www.gndp.org.uk/our-work/joint-core-strategy/>

Key Diagram

The diagrammatic interpretation of the spatial strategy.

Key Service Centre

A layer in the settlement hierarchy defined in the **Joint Core Strategy** with a range of facilities enabling them to meet local needs as well as the needs of residents of surrounding areas.

Landscape Character

The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement. A Landscape Appraisal is a method of assessing appearance and essential characteristics of a landscape. See South Norfolk for the Landscape Character assessments: <http://www.south-norfolk.gov.uk/planning/3143.asp>

Local centre

A small group of shops and perhaps limited service outlets of a local nature (for example, a suburban housing estate) serving a small catchment. Sometimes also referred to as a local neighbourhood centre.

Local Service Centre

A settlement that is categorised as a service village or above in the settlement hierarchy within the Joint Core Strategy.

Local Plan

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the local plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be **local plan documents**, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

Local Planning Authority (LPA)

The public authority whose duty it is to carry out specific planning functions for a particular area. In South Norfolk the district council is the LPA except for the area falling within the **Broads Authority** Executive area.

Long Stratton Area Action Plan (AAP)

Area Action Plan for the Long Stratton area being prepared by South Norfolk Council to manage the major developments and change provided for in the **Joint Core Strategy**.

Main town centre uses

Defined in the **National Planning Policy Framework / NPPF** as: Retail development (including warehouse clubs and factory outlet centres); leisure, 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; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Master planning or masterplanned

Process for planning large-scale developments or areas of particular complexity – this must embrace the principles of urban design. See **South Norfolk Place Making Guide**.

Material considerations

A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

National Planning Policy Framework / National Planning Policy Framework (NPPF)

Government's planning policies for England and how these are expected to be applied. Published March 2012 replacing previous Planning Policy Statements and Planning Policy Guidance:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

National Planning Policy Framework - Technical Guidance

Additional Government guidance published to accompany the **NPPF**.

National planning policy for traveller sites

Additional Government policy and guidance published to accompany the **NPPF**.

Neighbourhood plans or Neighbourhood Development Plan (NDP)

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area – this must confirm with the strategic policies of the **development plan** but can amend other Local Plan policies and guidance prepared by the LPA.

Norwich Policy Area

Area defined in the **Joint Core Strategy** for the majority of growth in the joint planning area – see **Key Diagram** at Policy DM 1.3

Overbearing

A term used to describe the impact of a development or building on its surroundings, particularly a neighbouring property, in terms of its scale, massing and general dominating effect.

Overdevelopment

An amount of development (for example, the quantity of buildings or intensity of use) that is excessive in terms of demands on infrastructure and services, or impact on local amenity and character.

Overlooking

A term used to describe the effect when a development or building affords an outlook over adjoining land or property, often causing loss of privacy.

Overshadowing

The effect of a development or building on the amount of natural light presently enjoyed by a neighbouring property, resulting in a shadow being cast over that neighbouring property.

Permitted Development (or Permitted Development Rights)

Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning (General Permitted Development) Order.

Plan-led system

The principle that the decisions upon planning applications should be made in accordance with the adopted development plan, unless there are other **material considerations** that may indicate otherwise.

Planning conditions

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning gain

The benefits or safeguards, often for community benefit, secured by way of a planning obligation as part of a planning approval and usually provided at the developer's expense. For example, affordable housing, community facilities or mitigation measures.

Planning Inspectorate (PINS)

The Planning Inspectorate's work includes national infrastructure planning under the Planning Act 2008 process (as amended by the Localism Act 2011), processing appeals against the refusal of planning permission and enforcement action, and holding examinations into local plans and community infrastructure levy charging schedules.

Planning Obligation

A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal. Sometimes called "Section 106" agreements.

Planning Permission

Formal approval sought from a **local planning authority** allowing a proposed development to proceed. Permission may be sought in principle through outline planning applications, or be sought in detail through full planning applications.

Planning Portal

A national website provided by the government for members of the public, local planning authorities and planning consultants. The Planning Portal features a wide range of information and services on planning:

<http://www.planningportal.gov.uk/wps/portal/portalhome/>

Pre-application discussion

Informal discussion with the LPA, local community or other parties about a proposed development, prior to submitting a planning application.

Primary Shopping Area

Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

Policies Map

Scale map of the LPA area forming part of the development plan, showing sites and areas with policy allocations or designation.

Recreational Open Space

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Rural Diversification

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

Rural Exception Site

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

Sequential approach / sequential test

A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.

Settlements

All towns and villages with a **development boundary**.

Setting

The place or way in which something is set, for example the position or surroundings of a listed building. Setting of a heritage asset refers to the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Section 106

See Planning obligation

Site of Nature Conservation Importance (SNCI) or Site of Biological Interest (SBI)

Locally important sites of nature conservation adopted by local authorities for planning purposes. (See also Local Nature Reserve).

Sites of Special Scientific Interest (SSSI)

A site designated by Natural England under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (plants, animals and natural features relating to the Earth's structure).

Site Specific Allocations and Policies DPD

Development Plan Document being prepared by the South Norfolk Council to identify sites and policies for future growth in accordance with the **Joint Core Strategy**.

Social inclusion

Positive action taken to include all sectors of society in planning and other decision-making.

South Norfolk Development in the Historic Environment Guide SPD

Specialist supplementary guidance being prepared by the South Norfolk Council. See SNC web site.

South Norfolk Local Plan (2003)

Existing Local Plan for South Norfolk with 'saved' **development plan** policies. See SNC web site.

South Norfolk Place-Making Guide SPD

Specialist supplementary guidance adopted by the South Norfolk Council. See SNC web site.

South Norfolk Residential Alterations, Conversions and Extensions Guide SPD

Specialist supplementary guidance being prepared by the South Norfolk Council. See SNC web site.

South Norfolk SPG on rural building conversions

Existing specialist advice prepared by the South Norfolk Council.

Spatial Planning

Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

Spatial Vision

A brief description of how the area will be changed at the end of a plan period.

Special Area Of Conservation (SAC)

Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.

Special Protection Areas (SPA)

Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

Statutory

Required by law (statute), usually through an Act of Parliament.

Statutory Body

A government-appointed body set up to give advice and be consulted for comment upon development plans and planning applications affecting matters of public interest. Examples of statutory bodies include: English Heritage, Environment Agency, Health & Safety Executive, Natural England, Regional Development Agency, and Sport England.

Strategic Employment Sites

A key employment site in a strategic location capable of accommodating major investment, often of national or regional significance.

Strategic Policies

The Policies of the Joint Core Strategy and Development Management Policies DM 1.1 to 1.5. Any **neighbourhood plan** prepared in the district should comply with these Policies.

Sui-Generis

A term given to the uses of land or buildings, not falling into any of the use classes identified by the Use Classes Order, for example theatres, launderettes, car showrooms and filling stations.

Supplementary Planning Documents (SPD)

Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the **development plan**.

Sustainability Appraisal

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

Sustainable development

See National Planning Policy Framework paragraphs 6 to 16 and Policy DM 1.1.

Sustainable transport modes

Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

Sustainable drainage systems (SuDs)

Drainage design to enable new development to mimic the behaviour of natural drainage as closely as possible.

SuDS Approving Body (SAB)

The body that will be responsible for approving proposed **SuDS**.

Town Centre Area

Area defined on the local authority's Proposal Map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and **local centres** but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Transport Assessment or Transport Statement

A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

Travel Plan

A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

Travellers Site DPD

A DPD to be prepared by South Norfolk Council to allocate necessary Traveller sites.

Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

Valuation Office Agency (VOA)

Provides the Government with the valuation and property advice required to support taxation and benefits.

Vehicle Parking Standards SPD

Specialist supplementary standards and guidance to be prepared by the South Norfolk Council. These will be evolved from the informal Parking Standards for Norfolk (2007) prepared by the local highways authority.

Windfall sites

Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

Wymondham Area Action Plan (AAP)

Area Action Plan for the Wymondham area being prepared by South Norfolk Council to manage the major developments and change provided for in the **Joint Core Strategy**. See South Norfolk Council web site.

Zero-carbon Home

Over a year, the net carbon emissions from all energy use in the home are zero. This includes energy use from cooking, washing and electronic entertainment appliances as well as space heating, cooling, ventilation, lighting and hot water.

Zone of Visual Influence(ZVI)

The visual 'line of sight' or catchment area having the potential to be visually affected by a particular site or structure, such as wind turbines.

Glossary acknowledgements: Department of Communities and Local Government, Greater Norwich Development Partnership, Norfolk County Council, Norfolk Wildlife Trust, South Norfolk Council, Planning Advisory Service, Planning Inspectorate, Planning Portal and Valuation Office Agency.

Annex 2: Saved South Norfolk Local Plan Policies to be replaced

The following is the list of South Norfolk Local Plan 2003 which remain in use as of April 2014 and form part of the development plan for South Norfolk, together with the Joint Core Strategy and Cringleford Neighbourhood Development Plan and which will be superseded upon adoption of the Development Management Policies Local Plan document.

Policy	Title
ENV2	Areas of open land which maintain a physical separation between settlements within the Norwich area
ENV3	River Valleys
ENV5	Historic Parklands
ENV6	Areas which contribute to maintaining the landscape setting of the Southern Bypass of the City
ENV8	Development in the open countryside
ENV9	Nationally and locally important archaeological remains
ENV10	Historic hedgerow pattern – Dickleburgh
ENV13	Sites of regional and local nature conservation interest and geological / geomorphological value
ENV14	Habitat protection
ENV15	Species protection
ENV17	Public access to sites of nature conservation value
ENV19	Tree Preservation Orders
ENV20	Village greens and commons
ENV21	Protection of land for agriculture
ENV22	Countryside projects
IMP2	Landscaping
IMP3	Protection of important spaces
IMP4	Important frontages
IMP5	Streetscape
IMP6	Visual impact of parked cars
IMP8	Safe and free flow of traffic
IMP9	Residential amenity
IMP10	Noise
IMP11	Demolition of Listed Buildings
IMP12	Redevelopment following demolition of Listed Buildings
IMP13	Alteration of Listed Buildings
IMP14	Buildings at Risk
IMP15	Setting of Listed Buildings
IMP16	Demolition in Conservation Areas
IMP17	Alterations and extensions in Conservation Areas
IMP18	Development in Conservation Areas
IMP19	Advertisements
IMP20	Shopfronts
IMP21	Illuminated advertisements

IMP22	Corporate signs
IMP23	Control of advertisements in the open countryside
IMP24	Illuminated advertisements in the open countryside
IMP25	Outdoor lighting
EMP1	Employment land allocations
EMP2	Distribution, nature and scale of employment development on unidentified sites
EMP3	Adaptation and re-use of rural buildings for employment purposes
EMP4	Employment development outside the Development Limits and Village Boundaries of identified towns and villages
EMP5	Agricultural development
EMP6	Alterations and extensions to existing business premises
EMP7	The retention of rural employment and services
EMP8	Farm diversification schemes
SHO2	Retail development – impact test
SHO3	Retail development at the Longwater retail park
SHO4	Town centres
SHO5	Mix of uses within Central Business Areas
SHO6	Secondary Shopping Areas
SHO7	Conversion of floorspace on upper floors
SHO8	Local and rural shops and services
SHO9	Shop sites in major residential development
SHO10	Class A3 uses outside the defined Central Business Areas
SHO11	Class A3 uses – control over hours of operation
TOU2	Tourism development – sequential test
TOU3	Tourism development – impact test
TOU4	Hotel development
TOU5	Conversion of large houses to hotel uses
TOU6	Self-catering holiday accommodation
TOU7	Conversion of buildings in the open countryside to self-catering holiday accommodation
TOU8	Caravan sites
LEI1	Extension and noisy leisure uses
LEI2	Village halls and small scale leisure facilities
LEI4	Indoor leisure facilities – sequential test
LEI5	Indoor leisure facilities – impact test
LEI6	Smaller scale leisure facilities
LEI7	Open space provision in new development
LEI8	Loss of recreational or amenity land
LEI9	Joint provision and dual use of recreation facilities
LEI10	Public access through countryside projects
LEI11	Water based recreational facilities
LEI12	Costessey Pits
LEI13	Royal Norfolk Showground
LEI14	Keeping of horses for recreational purposes
HOU2	Overall distribution of site specific housing land allocations
HOU3	Strategic Land Reserve
HOU4	Residential development within the defined Development Limits of

	the Norwich Policy Area settlements, and at selected locations along strategic routes
HOU5	Residential development within the defined Development Limits of specified towns
HOU6	Development within defined Development Limits of specified large villages
HOU7	Development within defined boundaries of small villages
HOU8	Agricultural and forestry dwellings
HOU9	Dwellings for other rural enterprises
HOU10	Adaptation and re-use of existing rural buildings for residential purposes
HOU11	Replacement dwellings
HOU14	Extensions to dwellings in the open countryside
HOU16	Conversion / subdivision of large properties
HOU17	Residential use of upper floors
HOU18	Loss of residential accommodation
HOU19	Extensions to existing dwellings
HOU20	Extensions to dwellings, overlooking
HOU21	Annexes
HOU22	Mobile homes
UTL6	Major telecommunications facilities and electricity pylon lines
UTL7	Development by code system operators
UTL9	Childcare facilities
UTL12	Hazardous installations and underground pipelines
UTL13	Renewable energy
UTL14	Waste collection and recycling
UTL15	Contaminated land
TRA1	Provision of pedestrian links
TRA2	Safeguarding of the cycle network
TRA3	Provision of cycling facilities
TRA5	Safeguarding of Park and Ride sites
TRA6	Protection of railway routes
TRA7	Safeguarding of sites with potential for use as rail freight terminals
TRA9	A140 improvements
TRA13	Corridors of movement
TRA15	Service areas and petrol filling stations
TRA16	Road improvement, traffic management and pedestrian proposals
TRA17	Off-site road improvements
TRA18	Off-street parking provision
TRA19	Parking standards