

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Joint Core Strategy initial consultation workshops from Tuesday 26 June 2007 – Friday 6 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk

Issues and Options

Topic Paper June 2007

Introduction, Implementation, Monitoring and Next Steps

1. Introduction

- 1.1 This topic paper is one of a series intended to stimulate discussion at workshops to guide us in the production of a new planning framework for the Greater Norwich area (Broadland, Norwich and South Norfolk). Please note that we have used a number of acronyms in these topic papers - for an explanation please refer to the glossary in appendix 1.
- 1.2 In 2004, the Planning and Compulsory Purchase Act, 2004, replaced the old system of Regional Planning Guidance, Structure Plans and Local Plans with a new two-tier system of Regional Spatial Strategies and Local Development Frameworks (LDFs).
- 1.3 LDFs, which will gradually replace old-style Local Plans, consist of a suite of documents some concerned with project planning and process, (e.g. Local Development Schemes and Annual Monitoring Reports), while Statements of Community Involvement (SCI's) set out how stakeholders including local people can expect to be involved in key planning decisions. The third group of documents sets out the spatial planning policy for the area and consists of two types:
 - Development Plan Documents (DPDs), which are subject to independent examination by the Planning Inspectorate and form part of the Development Plan for the area
 - Supplementary Planning Documents (SPDs), which not subject to independent examination, but whose role is limited to elaborating on policies in Development Plan Documents, for example by explaining the policy more fully or by indicating how it will be implemented in practice.

- 1.4 One of the DPDs which all Local Planning Authorities must produce, and which is expected to be produced early in the process as it represents the foundation of the entire LDF is known as the Core Strategy. This sets out the spatial vision for the area together with the spatial strategy which aims to bring the vision to fruition. The Core Strategy will indicate the scale and distribution of development to be accommodated within the area with broad directions of future growth being identified. However, while it will indicate the broad locations of growth it will not identify specific sites for development, and it will be augmented by future DPDs carrying forward the strategy it establishes on a site specific basis.
- 1.5 In the case of Greater Norwich, two of the partner authorities, Broadland and South Norfolk, had commenced production of Core Strategies, but have had to change their approach. This is because the Core Strategy needs to be in general conformity with the Regional Spatial Strategy. In this part of the country the Regional Spatial Strategy, known as the East of England Plan, is approaching finalisation. A key part of that process was an independent examination of a draft East of England Plan. The Secretary of State for Communities and Local Government has considered the outcome and in response has proposed changes to the draft East of England Plan. Among the key changes proposed by the Secretary of State was one which affects the Norwich Area and is the catalyst for the production for this Joint Core Strategy. The Secretary of State has recommended that development plan documents for the Greater Norwich Area (Broadland, Norwich and South Norfolk) should be produced jointly or in a coordinated manner. Having considered this and different approaches to achieving it, the three Councils have concluded that it makes a great deal of sense for the planning strategy for the area to be prepared in a coordinated manner and that this is best achieved by the preparation of a Joint Core Strategy.
- 1.6 The work is being guided by the Greater Norwich Development Partnership (GNDP), which includes the three local planning authorities, Norfolk County Council and the Broads Authority. The Broads Authority is producing an independent Core Strategy. The County Council will produce its own Local Development Framework covering Minerals and Waste Disposal, but also has a key role in this Joint Core Strategy as a service provider, as the transport

authority and as a statutory advisor to on regional planning matters.

1.7 This will be complemented by a series of DPDs which it is intended to produce independently but in a coordinated way, and a series of SPDs to be produced independently, or, where there are cross-border issues, jointly.

1.8 As a result, we have had to recommence work on the Joint Core Strategy from square one, although information gathered by South Norfolk and Broadland in their earlier work will still be regarded as valid evidence in helping to shape the Core Strategy.

1.9 The Core Strategy (and indeed all subsequent DPDs) will need to be prepared in accordance with legislation which essentially requires three stages at which there is scope for stakeholder involvement. These are commonly known as:

- Issues and Options
- Preferred Options
- Submission

1.10 At present we are in the Issues and Options stage of the Joint Core Strategy. In the new system this is a key area largely focused on evidence gathering and the derivation and testing of alternative scenarios for future policy.

1.11 At this Issues and Options stage we are undertaking a series of studies, and in parallel a series of workshops designed to result in a constructive dialogue with key stakeholders. The outcome of these studies and workshops will then be pulled together in the form of a report setting out the issues, and alternative approaches where we believe they are realistic, which will be the subject of a period of public consultation.

2. Context

2.1 The LDF cannot be produced in isolation. As noted above, it must be in general conformity with the Regional Spatial Strategy, and therefore in a number of key areas the choices open to us are limited; in particular, the scale of growth the Norwich Area is expected to accommodate both in terms of new houses and job growth between 2001-2021, is already established. Similarly the status of Norwich as a Key Centre

for Development and Change (recognising the levels of growth proposed for the area and the wide area influenced by Norwich) within the Regional Strategy, and its role as a regional transport node in terms of the Regional Transport Strategy are already established.

- 2.2 We also need to have regard to other regional and sub regional strategies, notably those relating to economic development and housing.
- 2.3 It is important also that the Local Development Frameworks for the Greater Norwich Area help us to achieve as far as possible the aspirations of local people, expressed through community plans prepared by the districts' Local Strategic Partnerships. Government policy and legislation require Local Development Frameworks to have regard to community plans, and indeed Local Development Frameworks are seen as a means of giving spatial expression to the community's aspirations and also helping to bring about those with a particular spatial dimension.
- 2.4 We must also directly canvass the views of stakeholders including local people in the preparation of Local Development Frameworks. Our SCIs, mentioned above, set out how people can expect to be involved in planning decisions not only in terms of major planning applications, but also in the formulation of planning policy, and we are required in preparing DPDs to live up to the commitments given in SCI's. The process we go through will need to fulfil the commitments in all our SCIs.

3. Planning Background

National Policy

- 3.1 National Policy on the preparation of Local Development Frameworks is set out in Planning Policy Statement number 12 – Local Development Frameworks. This describes the process we must go through and the form and content of the Joint Core Strategy. It also explains that we must not repeat national policy unless there is a particular local dimension we wish to draw out, and sets out at Paragraph 4.23 a series of tests of soundness our Core Strategy must pass. The policy set out in PPS12 is elaborated in a companion guide.

3.2 Other Planning Policy Statements produced by the Government setting out national policy on various subjects are also relevant, but two in particular stand out and deserve particular mention

- PPS1 (Delivering Sustainable Development) which outlines the Government's approach to building and sustainability at all stages in the planning process
- PPS3 (Housing) which makes clear the priority given by the Government to delivering the housing needed to accommodate the future population, not only in terms of the overall number of houses but also the type and tenure. The Government is keen to redress the current shortage of suitable housing and places great emphasis on the planning system as a means of actually delivering housing in a timely manner and thus the practicality of the proposals will be critical. PPS3 also requires the planning system to adopt a longer planning horizon than previous Government Policy and says that we need to identify at least in broad terms a supply of housing sufficient for fifteen years from the expected date of adoption of the relevant Development Plan Document. In our case, as we would hope and expect to adopt documents making site specific allocations at some point in 2011, we will need to identify a supply of housing land to 2026. This is further ahead than the Regional Spatial Strategy looks and we will need to consider how best to do this.
- PPG 13 (Transport) sets out the key role that spatial planning has to play in delivering integrated transport. Its objectives are to integrate planning and transportation; promote more sustainable transport choices for both people and freight; promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and to reduce the need to travel, especially by car. The guidance accepts that the car will remain the only option for travel for some rural journeys.

3.3 As well as complying with national policy on the preparation of Development Plan Documents, we must also comply with legislation requiring us to undertake a Sustainability Appraisal and Strategic Environmental Assessment of our proposals, to provide a framework to test the sustainability of the Joint Core Strategy as it develops. In practice these two exercises are often combined and this is the approach

we will take. The main dimensions of sustainable development as identified in the UK's Strategy for Sustainable Development ('A better quality of life, a strategy for sustainable development' 1999) are as follows:

- Social progress which recognises the needs of everybody
- Effective protection of the environment
- Prudent use of natural resources
- The maintenance of high and stable levels of economic growth and employment

3.4 We may also have to do an "Appropriate Assessment" looking at the potential impact of proposals on sites of international wildlife importance, but the need for this will only become clear as we move to the preferred options stage.

Regional Policy

3.5 Relevant Regional Policy is set out in the Regional Spatial Strategy (in this part of the country known as the draft East of England Plan, incorporating the changes proposed by the Secretary of State (EEP). All the policies in the EEP except for those specifically relating to other localities, will apply, but key policies establishing the scale of growth needed in Norwich Area are:

- Policy H1- provides for 37,500 houses across the Greater Norwich Area in the period 2001-2021
- Policy N1 – requires 33,000 of these houses to be located in the area closest to Norwich, referred to as a Norwich Policy Area and which will need to be defined precisely through the Local Development Framework. The considerations relevant to possible changes to the boundary of the Norwich Policy Area are referred to in the topic papers dealing with the Norwich Policy Area and the Rural Area.
- Policy E1 – requires the creation of 35,000 extra jobs in the same period

Local Policies

- 3.6 Community Plans have been adopted by Local Strategic Partnerships covering Broadland and South Norfolk and, at a higher level by the Norfolk County Strategic Partnership. The Norwich Local Strategic Partnership has produced a draft Community Plan. Together, these plans articulate the views of the respective local communities, and will develop into updated “Sustainable Community Plans“ in the near future. Where possible we will try to combine our process of consulting and developing the Local Development Framework with the process of progressing Sustainable Community Plans. We will look to involve the Local Strategic Partnership to help align the Joint Core Strategy to them. However, for the present purpose we have looked at the objectives in the adopted or most recent Community Plans to guide us in our initial thoughts. While there are nuances of difference, there are a great many common themes which have helped lead us to some tentative views on a spatial vision for the area which will describe how we want Greater Norwich to look at the end date of the Core Strategy, and spatial objectives which describe the measures we believe will move us towards that vision. Appendix 2 sets out our summary of the key objectives of the four community plans.
- 3.7 Transport decisions in the area are guided by the Norfolk Local Transport Plan, and in this area more detailed policies are set out in the Norwich Area Transport Strategy.

4. Current Position

- 4.1 In order to progress this joint and co-ordinated work, the Local Planning Authorities in the area and Norfolk County Council (in its capacity as a service provider, as Transport Authority, and as an advisor to the East of England Regional Assembly), created the Greater Norwich Development Partnership (GNDP). This partnership is supported by the Broads Authority, the East of England Development Agency, Natural England and the Government Office for the East of England. Together these organisations are engaged in two key areas of work:

- overseeing of the production of this Joint Core Strategy
- undertaking the work necessary in connection with the Governments decision to award Norwich New Growth Point status.

4.2 New Growth Point status was awarded to areas where a major increase in the level of housing development is planned, and is intended to offer such areas support in accommodating such increased growth in the most sustainable way possible including funding and support to help provide the necessary supporting infrastructure. In the case of Norwich, the scale of growth already proposed in the Regional Spatial Strategy was sufficient to qualify as a New Growth Point and it was on this basis that the Local Authorities sought New Growth Point status to secure as much support as possible in ensuring growth is accompanied by the necessary investment.

4.3 The GNDP as currently constituted is a voluntary partnership, and the individual Local Planning Authorities retain full decision making powers.

4.4 In fulfilling the requirement to produce joint or coordinated Local Development Frameworks, the partnership has therefore been instrumental in reviewing the Local Development Schemes for the three Local Planning Authorities incorporating not only a Joint Core Strategy, but in coordinating the timetables and subject matter for subsequent Development Plan Documents even where these are to be produced individually. These revised Local Development Schemes were submitted to the Government Office for the East of England in March.

4.5 We have gathered a considerable amount of evidence. This is in the form of studies which have been undertaken or are in progress. These include:

- A Retail Study/Town Centre Study of the Greater Norwich area.
- Green Infrastructure study
- Strategic Flood Risk Assessment
- Integrated Water Cycle Study
- Growth Infrastructure Study

- Recreation audit and assessment
- Housing Need and Stock Condition Assessment
- Housing market Assessment
- Employment sites study
- Transport assessment of potential growth locations
- Strategic Land Availability Assessments

4.6 These studies should all be reporting by autumn 2007 and will, together with the outcome of a series of workshops, guide us in the preparation of a consultation document for the Issues and Options stage of this Core Strategy. The workshops are seen as a key part of “front loading” the process and ensuring that the issues and options we put forward are grounded in realism.

4.7 The workshops to be held in June and July 2007 will be on the following topics:

- Economy
- Environment including Green Issues
- Access and Connections
- Community Life
- Culture and Leisure
- Homes and Housing

We will also hold workshops with a particular spatial dimension on

- The city centre and regeneration
- The rest of the Norwich Policy area
- The rural area

5. Issues

5.1 There are a large number of issues involved, and many of these are examined in other topic papers. In terms of the process, there are certain tests of soundness that our documents must pass. Those related specifically to matters of process are:

- The document accords with the relevant Local Development Schemes
- The documents have been prepared in compliance with the SCI
- The document has been subject to a Sustainability Appraisal in the course of its preparation.

Issue one

Is the developing evidence base comprehensive, or are there areas we have missed?

5.2 To help stimulate the discussion we have included at appendix 4 a list of 10 key factors in the Greater Norwich Area.

6. Implementation and Monitoring

- 6.1 One of the key areas where the new planning system differs from its predecessor is in the emphasis on “delivery”. This is no longer confined to what can be achieved through the grant or refusal of Planning Permission but will involve a clear understanding of who should take responsibility for specific aspects of proposals, whether that is a developer or a public or voluntary sector body. It will also require a commitment from various bodies to live up to the commitments set out in the plan. For this to happen it is essential for the plan to be clear about the expectations placed on all concerned with shaping the future of Greater Norwich.
- 6.2 One of the studies we are having done specifically focuses on the infrastructure needed for the new development we will have to accommodate and how it can be financed
- 6.3 Traditionally infrastructure and services have been provided in one of three ways
- provided by public bodies ultimately funded through taxation

- through contributions from developers either directly or by contributing money to a public body to make the provision
- by the private sector through market forces where the infrastructure in question is commercially viable e.g. shops and commercial bus services

6.4 The third category above is likely to continue much as before. Where market forces result in the provision of a facility which meets the needs of residents and is otherwise acceptable, there is no reason for the planning system to intervene.

6.5 Frequently, where development contributes to new or improved infrastructure or services whether partially or fully, decisions need to be made about priorities, since in many cases increasing a contribution to one “good” may be at the expense of another.

6.6 The Government is currently reconsidering its approach to how development should contribute to the infrastructure and services on which its success depends, and the approach we take will need to have regard to the Government’s conclusions.

6.7 Sometimes a development may not be able to cover all the costs and some of the burden may have to be accepted by public authorities. Unfortunately, this is most likely to arise where there may be other benefits from development, for example, the re-use of previously developed land or contaminated sites where development costs may be higher.

6.8 We are trying to look innovatively at how funding can be raised and are looking at a process we have called “ Co-Funding/Co Decision “

6.9 This concept is at a formative stage and Go East has undertaken to work closely with us to try to develop this approach, but in essence it is likely to involve pooling of funding from a variety of sources into a single pot which can then be used to contribute to agreed infrastructure priorities.

Issue 2

Are the means for implementing the Core Strategy and the associated growth adequate?

Issue 3

Do you think the kind of approach outlined above is likely to offer advantages over more traditional approaches?

- 6.10 It is clear we will need to seek appropriate contributions from developers as well as public bodies, and we will need to decide how to express this.
- 6.11 At this stage, before objectives and policies are agreed, it is difficult to be more specific, but there appear to be two obvious approaches:
- Include details of the responsibilities for implementing policies within the reasoned justification for each policy
 - Include a table within the plan indicating for each policy the responsibilities of the various parties

7. Monitoring

- 7.1 Given that the plan is expected to make a significant contribution to bringing about a defined set of objectives, it will be necessary to measure its performance. Government guidance specifically concerned with Local Development Framework monitoring advises a structured approach to developing indicators as necessary. This recommends an approach of:
- Establish Objectives
 - Define Policies
 - Set Targets
 - Measure Indicators.
- 7.2 Thus the indicators will be derived from and clearly linked to objectives in the plan. The indicators can be divided into

“contextual” indicators which describe the social, environmental and economical background of the LDF and provide a basis for checking the continued relevance of the adopted policies. The other type of indicators can be described as “output indicators” measuring the performance of policies by measuring quantifiable events related to and a consequence of the implementation of planning policies. Within this group core output indicators have already been identified by the government and must be collected to provide a consistent national and regional data set. These may be augmented by local output indicators addressing matters of local importance and significant effect indicators linked to the sustainability appraisal of the LDF, and which will be developed through the Sustainability Appraisal process.

- 7.3 Indicators and targets will be established as the preparation of the Joint Core Strategy progresses. Once established they will be reported on through the Annual Monitoring Reports which all Local Planning Authorities are required to produce.

8. Next Steps

- 8.1 The next steps we envisage are:

- Workshops for key stakeholders (in June and July 2007, and using topic papers such as this one as their context).
- Capture and circulate the results of the workshops
- Consultation with statutory consultees on Sustainability Appraisal scoping to enable the development of a Sustainability Framework (around July 2007)
- Feed in the outputs from:
 - The studies currently being undertaken
 - The workshops and other dialogue with stakeholders
 - Ongoing monitoring
 - Sustainability appraisal scoping work and assessment
 - Any relevant data from the earlier consultation work undertaken by South Norfolk and Broadland

- Into:
 - An Issues and Options Report and Sustainability framework to be published around October 2007.
 - Consultation on the Issues and Options report and Sustainability Framework
- The preferred options stage based on consideration of comments received at the Issues and Options stage and any further monitoring work (June 2008 alongside draft Sustainability Report)
- Submission of Joint Core Strategy for independent examination alongside Sustainability Appraisal report – April 2009
- Public examination of submitted Joint Core Strategy – September 2009

9. Conclusion

- 9.1 This Topic Paper has attempted to identify key process issues to be addressed in the forthcoming Greater Norwich Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be issues that have not been raised. Your views are therefore welcomed at the workshops on whether these are the key issues that should be addressed in the Core Strategy, or if there are any others.

Appendices

1. Glossary
2. Greater Norwich Development Partnership structure
3. List of Development Plan Documents expected to follow the Joint Core Strategy

Appendix one: Glossary of Terms and Abbreviations

NB. This glossary has been produced to help in understanding the Local Development Framework. It does not have policy status and the definitions in it do not have legal status.

ACCESSIBLE

Easy to travel to and enter by whatever means of movement is appropriate (including public transport, cycle, on foot or (for buildings) in a wheelchair or with limited mobility).

ADOPT

Formally approve. Assume responsibility for future maintenance.

AFFORDABLE HOUSING

Housing provided for sale, rent or shared equity at prices permanently below the current market rate, which people in housing need are able to afford. It is usually provided to meet a specific housing need which cannot be met by the housing available on the open market.

ANCIENT WOODLAND

Land which has been woodland continuously since at least 1600AD and which has not been cleared other than for underwood or timber production.

ALLOCATED

Land which has been identified on the current Local Plan Proposals Map (or Inset Map) for a specific form of development. Allocations will be made in future DEVELOPMENT PLAN DOCUMENTS and shown on an updated Proposals Map

AMENITY

Those qualities of life enjoyed by people which can be influenced by the surrounding environment in which they live or work. "Residential amenity" includes for example a reasonable degree of privacy, freedom from noise nuisance, air pollution etc. normally expected at home.

ANCILLARY

Use or development of a different subsidiary use, but which is related to and often found in association with primary use or development.

AQUIFER

Underground layer (stratum) of rock in which water naturally occurs. Water for human use may be extracted by means of wells and boreholes.

BACKLAND

Area of land (often enclosed by other buildings) having no frontage or direct means of access onto a highway.

BIODIVERSITY

The variety of life on earth or any given part of it.

BROWNFIELD LAND, BROWNFIELD SITE

See PREVIOUSLY DEVELOPED LAND

BUILT ENVIRONMENT

Surroundings which are generally built up in character. The collection of buildings, spaces and links between them which form such an area.

BUSINESS (B1) USE

Use for light industry, offices (where the office does not provide a service directly to the visiting public) and research and development (as defined in the Use Classes Order). Light industry is industry which is capable of being carried out in a residential area without causing nuisance, including as a result of traffic movement.

CITY CENTRE

The main commercial area of the City currently defined as the area shown on the Inset Map to the Proposals Map of the City of Norwich Local Plan.

COMMERCIAL CENTRE

The centre of larger market towns and villages where there is a concentration of shops and other services which cater for customers for a group of nearby settlements. (See CONVENIENCE GOODS and DISTRICT CENTRE).

COMMITMENTS

Development proposals which are carried forward in this Development Plan Document but already have planning permission or were allocated in the previously adopted Local Plans.

COMMUTED PAYMENT/SUM

Either a payment made by a developer to the local planning authority (usually secured by means of Planning Obligation) to fund provision of a facility needed to serve a development, but to be built or provided elsewhere or in some way other than by the developer, or a one off payment by a developer to another body to enable it to adopt a facility. In this context the commuted payment provides funding for the long term maintenance of the facility.

COMMUNITY FACILITIES

Services available to residents in the immediate area to meet the day-to-day needs of the community. Includes village halls, post offices, doctors' and dentists' surgeries, recycling facilities, libraries and places of worship.

COMPARISON GOODS

Household or personal items which are more expensive and (often) larger than convenience goods and are usually purchased after comparing alternative models/types/styles and price of the item (eg clothes, furniture, electrical appliances). Such goods generally are used for some time.

CONSERVATION AREA

Area of special historic and/or architectural interest which is designated by the local planning authority as being important to conserve and enhance. Special planning controls apply within these areas.

CONVENIENCE GOODS

Items bought for everyday needs. Includes food and other groceries, newspapers, drink and tobacco and chemist's goods. Generally such goods are used or consumed over a relatively short period. Supermarkets are single level, self service stores, generally of 1,000 - 2500 sq.m trading floor area, selling mainly food often with car parking. Superstores are larger (generally over 2,500 sq.m trading floor space) selling mainly food, but sometimes food and non food goods, with car parking.

COUNTY WILDLIFE SITE

Wildlife habitat identified and designated as being of particular local interest of importance by Norfolk County Council and the Norfolk Wildlife Trust but which is not of sufficient national merit to be declared as an SSSI.

CURTILAGE

The area of land associated with a building. The curtilage of a dwellinghouse is normally its garden and the curtilage of a commercial building its ancillary open areas such as for parking/services and landscaping. In development control the word has an important legal application as permitted development rights may pertain within a curtilage; and buildings within the curtilage of a listed building are also deemed to be listed. If, in a specific case, there is any doubt over the definition of a curtilage, the views of the planning authority should be sought.

DEVELOPMENT

Defined in planning law as “the carrying out of building, engineering, mining or other operations in, on, over, or under land, or the making of a material change of use of any building or land” (see also PERMITTED DEVELOPMENT).

DEVELOPMENT PLAN

A suite of plans guiding future development in the area. The development plan consists of the REGIONAL SPATIAL STRATEGY and locally prepared DEVELOPMENT PLAN DOCUMENTS,

DEVELOPMENT PLAN DOCUMENTS

Locally prepared documents which form part of the DEVELOPMENT PLAN and which are therefore subject to independent examination before adoption

DEVELOPMENT BRIEF

See SUPPLEMENTARY PLANNING DOCUMENTS

DISTRICT SHOPPING CENTRE

A group of shops, containing at least one supermarket or superstore (see CONVENIENCE GOODS) and other services, providing for a catchment extending beyond the immediate locality. (See COMMERCIAL CENTRE and CITY CENTRE).

EAST OF ENGLAND DEVELOPMENT AGENCY (EEDA)

Government agency created in April 1999 to help further economic regeneration and prosperity in Eastern England (Norfolk, Suffolk, Cambridgeshire, Hertfordshire, Bedfordshire and Essex). EEDA administers a wide range of funding programmes including the Market Town Initiative.

EAST OF ENGLAND PLAN

Regional Spatial Strategy for the East of England Region, prepared by the East of England Regional Assembly but ultimately approved by the Secretary of State for Communities and Local

Government. It forms part of the DEVELOPMENT PLAN for the area along with locally prepared DEVELOPMENT PLAN DOCUMENTS, which must be in general conformity with it. (See REGIONAL SPATIAL STAREGY)

EMPLOYMENT AREA

Industrial estate or other area which is used primarily for industrial, warehousing, office or other business uses falling within Classes B1, B2 and B8 of the Use Classes Order, and/or where such development is proposed.

EMPLOYMENT USE

Use primarily for industrial, warehousing, office or other business uses falling within Classes B1, B2 and B8 of the Use Classes Order. Generally other forms of employment such as retail entertainment etc are covered by specific policies or policies for a specific area e.g. the City Centre

ENVIRONMENTAL STATEMENT

Written statement, required to be submitted by the applicant with certain kinds of planning application, which sets out the anticipated effects of the proposed development. Such statements deal with the full environment effects of major development proposals and include any mitigation measures needed under the Town and Country Planning (Environmental Impact) Regulations 1999. For certain developments on Environmental Statement is mandatory while for others it may be required by the local planning authority.

GENERAL PERMITTED DEVELOPMENT ORDER (GPDO)

The Town and Country Planning (General Permitted Development) Order 1995, a statutory order which sets out those kinds of development which do not need specific planning permission (Permitted Development). The local planning authority can make a legal order on land or premises (called an Article 4 Direction) or attach a condition to a planning permission, requiring permission to be obtained for particular types of development which would otherwise be allowed by the GPDO.

GREENFIELD LAND (or SITE)

Land which has not previously been built on, including land in use for agriculture or forestry and land in built up areas used for outdoor sport and recreation (including public and private open space and allotments). Does not include residential garden land.

GREY WATER

Any water that has been used in the home (except water from toilets). Dish, shower, sink and laundry water comprises 50-80% of residential waste water which can be reused for other purposes.

HERITAGE

The collective value inherited and passed on from one generation to another through representative artefacts or remains; qualities which are worthwhile to preserve for posterity.

INFILL DEVELOPMENT

Small scale development filling a gap within an otherwise built up frontage.

INFRASTRUCTURE

The network of services to which it is usual for most buildings or activities to be connected. It includes physical services serving the particular development (eg gas, electricity and water supply; telephones, sewerage) and also includes networks of roads, public transport routes, footpaths etc as well as social infrastructure e.g. meeting halls, schools medical facilities etc. and green infrastructure such as open space, accessible natural or semi natural green space or countryside.

INSTITUTION

Premises (not including residential) used for health care, crèche, day nursery or day centre, galleries, libraries, museum, exhibitions or worship. See also RESIDENTIAL INSTITUTION.

JOINT USE

Provision or use of a facility or open space (eg sports pitches, swimming pool) by different groups at different times, which includes some element of opening to the general public.

LEGAL AGREEMENT

See *PLANNING OBLIGATION*

LISTED BUILDING

A building of special historical and/or architectural interest considered worthy of special protection and included and described in the statutory list of such buildings published by the Department of Culture, Media and Sport. Alteration, demolition or extension of such a Listed Building requires special consent.

LOCAL NATURE RESERVE (LNR)

Area of botanical or wildlife interest where access and use by local people is encouraged through designation by the local authority.

LOCAL SHOPPING CENTRE

A group of shops or services forming a centre of purely local significance. See CITY CENTRE, DISTRICT SHOPPING CENTRE and COMMERCIAL AREA

LOCAL TRANSPORT PLAN

Statement of policy and programme for transport investment over a five year period, prepared by Norfolk County Council, and subject to annual monitoring and periodic review.

MITIGATING MEASURES

Any works or actions required to be carried out by developers to reduce the impact of the development on the surrounding environment or to address particular environmental effects which would otherwise make that development unacceptable.

MODE HIERACHY

Principle of assigning priority, for planning purposes, to different modes (or means) of transport.

MONITORING

Regular collection and analysis of relevant information in order to assess the outcome and effectiveness of Local Plan policies and proposals and to identify whether they need to be reviewed or altered.

NORWICH POLICY AREA

Part of the County which is centred on and strongly influenced by the presence of Norwich as a centre for employment, shopping and entertainment, generally comprising the fringe and first ring of large villages around the city of Norwich, but extending to Long Stratton and Wymondham.

NORWICH AREA TRANSPORTATION STRATEGY (NATS)

Statement of strategic transportation policy for Norwich and surrounding area, most recently adopted in 2004.

NORWICH FRINGE

Area next to the city of Norwich, but lying in another administrative district which is predominantly developed, including open spaces encompassed within the developed area. For Broadland this includes the continuously built up parts of Hellesdon, Drayton, Taverham, Old Catton, Sprowston and Thorpe St Andrew and in South Norfolk it includes Colney, Costessey, Cringleford and Trowse.

PARK AND RIDE

Provision of parking areas at the edge of the built up area and linked by frequent bus (or other public transport) services to the city centre.

PERMITTED DEVELOPMENT

Certain categories of minor development as specified in the General Permitted Development Order, which can be carried out without having to first obtain specific planning permission. This may include specified building guidelines or change of use (see USE CLASSES) See also GENERAL PERMITTED DEVELOPMENT ORDER.

PLANNING OBLIGATIONS

Binding legal agreements made between a developer and the local planning authority under section 106 of the Town and Country Planning Act 1990, to ensure that specific works are carried out, payments made or other actions undertaken which would otherwise be outside the scope of the planning permission. Often called Section 106 obligations. The term legal agreements may embrace S106 obligations and also agreements under other legislation eg Highways Act or Water Resources Act.

PREVIOUSLY DEVELOPED LAND

Any land which is or was occupied by a permanent structure (excluding agricultural and forestry buildings) and associated fixed surface infrastructure, including the curtilage of (land attached to) buildings. Includes defence buildings and land used for mineral extraction or waste disposal when there is no requirement for subsequent restoration. Often called Brownfield land.

PROTECTED SPECIES

Any species (of wildlife etc) which, because of its rarity or threatened status is protected by statutory legislation (the Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats Etc) Regulations 1994).

PUBLIC RIGHTS OF WAY

In this context, public rights of way means public footpaths and bridleways as defined in the Countryside and Rights of Way Act 2000. The phrase "rights of way" include the above and permissive routes where there is no legal right of way but access is permitted by the landowner.

(PUBLIC) UTILITY PROVIDER

Any organisation which provides services and infrastructure commonly available to domestic and commercial premises and their occupants including gas, water, drainage, electricity telephone, cable TV and internet services, public transport, refuse collection, street lighting, sewerage etc.

REGIONAL SPATIAL STRATEGY

Broad strategy setting out spatial planning policies for a region. It forms part of the DEVELOPMENT PLAN for the area along with locally prepared DEVELOPMENT PLAN DOCUMENTS, which must be in general conformity with it. The Regional Spatial Strategy for this part of England is called the East of England Plan.

RENEWABLE ENERGY

In its widest definition, energy generated from sources which are non-finite or can be replenished. Includes solar power, wind energy, power generated from waste, biomass etc.

RESIDENTIAL INSTITUTION

Residential establishment, (which may also provide medical care or other support) in which residents live communally with catering and housekeeping services provided centrally. Includes nursing homes, residential homes and also includes hostels where a significant element of care is involved but excludes sheltered and supported housing schemes where the dwelling units are self-contained. Also excludes hotels. See also INSTITUTION.

RETAIL ASSESSMENT/RETAIL IMPACT ASSESSMENT

An assessment which may be required in connection with major retail proposals assessing their likely effect on patterns of trade and the viability and vitality of existing retail centres.

RETAIL WAREHOUSE

Large, single storey, warehouse building (usually over 1000 sq. m gross) for the display and sale of household (normally bulky) goods eg carpets, furniture, electrical goods to the public. May be sited within a retail park or be free-standing.

RETAIL (WAREHOUSE) PARK

Group of three or more retail warehouses located together on the same site with shared access and car parking.

RIGHTS OF WAY

In this context, rights of way means public footpath and bridleways as defined in the Countryside and Rights of Way Act 2000. The

phrase “rights of way” include the above and permissive routes where there is no legal right of way but access is permitted by the landowner.

ROUTE HIERARCHY

The County Council has categorised the roads in Norfolk according to their purpose and suitability for their purpose and has defined a network serving small parts of Norfolk (cells). The following categories are included in the plan: principal routes (routes of national importance) and main distributor routes (which provide essential cross county links)

SCHEDULED ANCIENT MONUMENT

Ancient structure, usually unoccupied, above or below the ground, which is preserved by order of the Secretary of State. Works affecting an Ancient Monument must be approved by the Secretary of State.

SETTLEMENT LIMIT

These are areas where development appropriate to the settlement in question will usually be permitted. Sometimes called village envelopes or development boundaries

SEQUENTIAL APPROACH/TEST

Principle, adopted by some Government planning guidance, of planning for new development so as to direct that development to the most accessible locations practicable, and thus to minimise the need to travel. Such an approach means that in selecting sites and assessing development proposals, the locations should be assessed according to an order of preference set out in the guidance concerned

SHARED EQUITY

Arrangement whereby home buyers may pay only part of the initial cost of buying their home to acquire a share in it, but pay rent on the remaining part to the seller (usually a Registered Social Landlord) sometimes with an option to purchase the remaining part later.

STREET FURNITURE

Collective term for permanent structures installed within the highway, including footways and pedestrian areas. Includes street lighting columns, signs, seats, litter bins, telephone kiosks, post boxes etc.

STRUCTURE PLAN

The part of the former development plan system which sets out the broad framework for development in Norfolk. The current structure plan prepared by Norfolk County was adopted in October 1999. It will be superseded by the East of England Plan, when adopted, though certain Structure Plan policies will be “saved“ in the East of England Plan.

SITE OF SPECIAL SCIENTIFIC INTEREST (SSSI)

Site or area designated as being of national importance because of its wildlife plants or flower species and/or unusual or typical geological features. SSSIs are identified by English Nature and have protected status under the Wildlife and Countryside Act 1981.

SUPERMARKET, SUPERSTORE

See CONVENIENCE GOODS

SUPPLEMENTARY PLANNING DOCUMENT (SPD)

Guidance published by the local planning authorities to provide further detailed information on how Local Plan policies are to applied or interpreted. SPD may be prepared jointly, particularly where a consistent policy approach is required over an area covered by more than one local planning authority. SPD may be concerned with a particular issue, or it may give more detailed guidance of the development of a specific site, covering a whole range of issues. This is frequently referred to as a development brief.

SUSTAINABLE DEVELOPMENT

The main dimensions of sustainable development as identified in the UK's Strategy for Sustainable Development ('A better quality of life, a strategy for sustainable development' 1999) are as follows:

- Social progress which recognises the needs of everybody
- Effective protection of the environment
- Prudent use of natural resources
- The maintenance of high and stable levels of economic growth and employment.

SUSTAINABLE DRAINAGE SYSTEM

Efficient drainage system which seeks to minimise wastage of water, including the use of appropriate groundcover to enable maximum penetration of clean water run-off into the ground and, where appropriate, recycling grey water within the development. Designed to minimise the impact of development on the natural water environment.

TRAFFIC CALMING/MANAGEMENT

A series of related measures taken in an area in order to reduce the intrusive effects of traffic, especially speed.

TRAVEL ASSESSMENT

An assessment which may be required in connection with major development proposals which looks at how people are likely to access the development and its effects on travel patterns. It will also look at how any undesirable consequences can be mitigated. It should consider how access on foot, by cycle or public transport can be promoted and how the demand for car parking can be minimised.

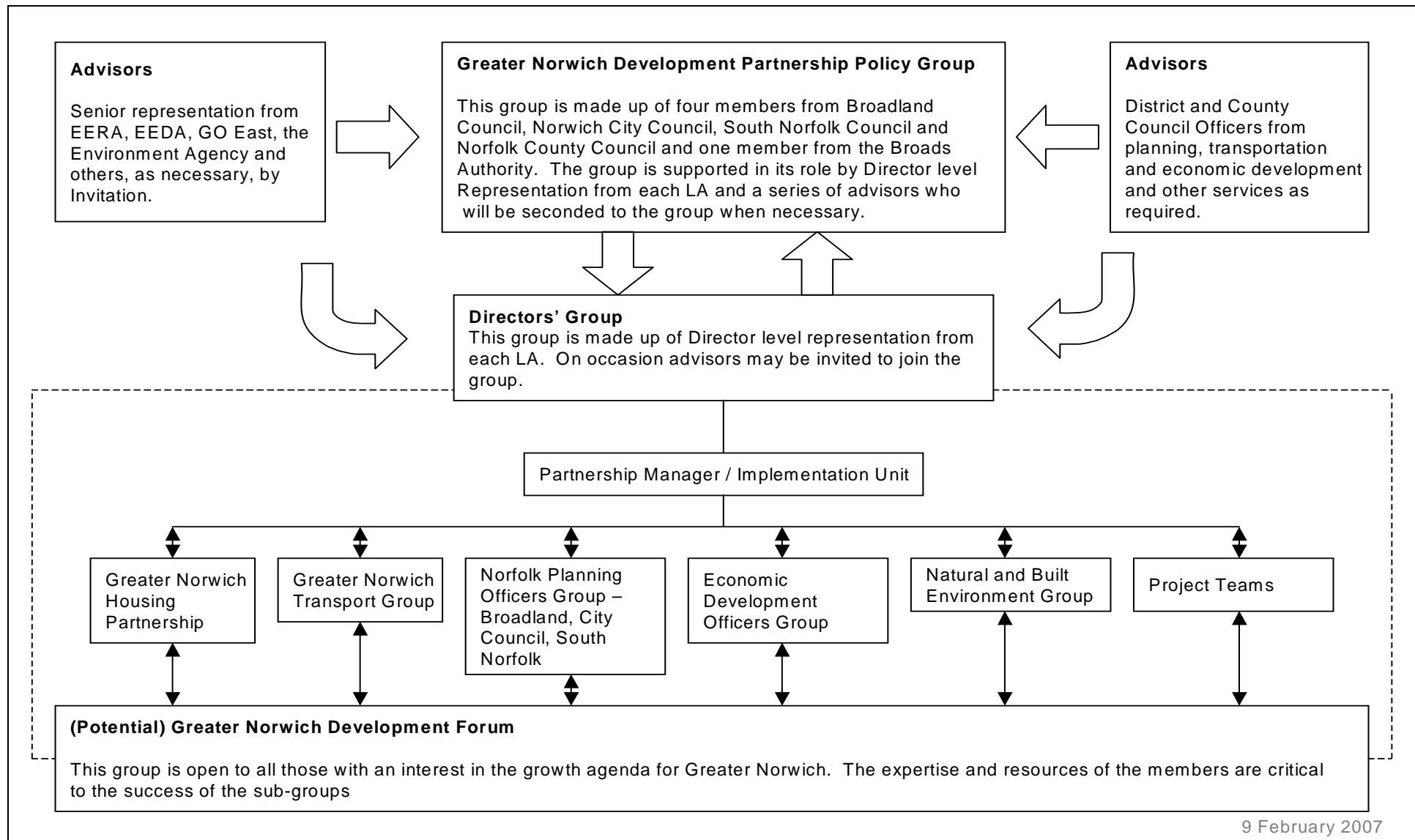
USE CLASSES ORDER

The Town and Country Planning (Use Classes) Order, 1987, a statutory order made under planning legislation, which groups land uses into different categories (called Use Classes). Change of within a use class and some changes between classes do not require planning permission. Some uses (known as sui generis) do not fall within any use class.

WINDFALL SITE

Site where planning permission for housing development is granted during the Plan period but which is not identified in the Plan for housing development.

Appendix two: The Greater Norwich Development Partnership



Appendix three: Development Plan Documents Expected to follow the Joint Core Strategy

Broadland

- *Site Allocations Plan
- *Indicative Area Action Plan
- *Development Control Policies

South Norfolk

- *Site Allocations Plan
- *Indicative Area Action Plan
- *Development Control Policies
- *Norwich Research Park/UEA Area Action Plan

Norwich

- *Site Allocations Plan
- *Development Control Policies
- *Norwich Research Park/UEA Area Action Plan

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This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk
Issues and Options

Spatial Vision and Objectives Topic Paper

June 2007

1. Introduction

- 1.1 This topic paper sets out the Joint Core Strategy draft spatial vision and planning objectives for the Greater Norwich Area. It shows the important linkages between the spatial vision and objectives and the various Sustainable Community Strategies, which are produced by the Local Strategic Partnerships (LSPs), and Regional and National guidance. This paper will be used to tease out issues and ensure that all the most important elements have been addressed. It will explore how the vision and objectives can be made more specific and locally distinct to make sure that local needs are met. It must be reiterated that this is only a draft spatial vision and objectives and is up for discussion, although the vision and objectives must reflect the Sustainable Community Strategies and be in conformity with national and regional guidance.

2. Context and Planning Background

- 2.1 **The Planning & Compulsory Purchase Act 2004** requires Local Development Documents (LDDs) to have regard to the Community Strategy while **Planning Policy Statement (PPS) 12** says that LDDs should give spatial expression to the Community Strategy (POS Better Spatial Plans). The Local Development Framework should be seen as a key mechanism

in delivering the visions contained within the Community Strategies. We are producing a Joint Core Strategy for Norwich City Council, South Norfolk Council and Broadland District Council and therefore the requirement will be for our Joint Core Strategy to have regards to the following:

- a) Norfolk Ambition (The Community Strategy for Norfolk 2003-2023)
- b) Broadland District Council's Community Plan and Action Plan 2004/05
- c) South Norfolk Council's Community Strategy 2004-2007 (This is currently being revised)
- d) A New Vision for Norwich- The Sustainable Community Strategy 2007-2020 (This is in draft form)

2.2 The main themes within the four **Sustainable Community Strategies** may be summarised as follows:

- For individuals to play an active part in community life and to be involved in decision making
- To have healthy and safer places and a high quality environment that is protected and respected for everyone's enjoyment
- To have access to suitable housing, jobs, facilities and services for all, whatever their needs.
- To provide opportunities for people to learn at all stages of life
- To develop the right infrastructure so that people can travel around using varied forms of transport.

2.3 To ensure that all the Local Strategic Partnership priorities had been considered a table was drawn up which identified common themes within the Community Strategies such as community involvement and decision making, housing need and education and learning.

2.4 In addition to having regards to the Community Strategy, PPS 12 outlines that LDDs should also be in conformity with other relevant strategies and programmes. **The Regional Spatial**

Strategy (RSS) guides development in the East of England for a least the next 20 year and includes guidance on provision for housing, economic development, the environment, sport and recreation, waste development and waste extraction. This Plan provides a framework for us to work from, to produce a more detailed development plan. The Plan sets out specific guidance for the Greater Norwich Area. In summary it defines the number of homes and jobs that must be provided for and sets out priorities such as reducing the need to travel by private car, to regenerate deprived areas and to build on existing economic strengths. It also outlines that Norwich will be the major focus for housing, employment, retail, culture, leisure and education.

2.5 The spatial vision and objectives will all be subject to a **Sustainability Appraisal**. This process will appraise the social, environmental and economic effects of the vision and objectives, so that decisions can be made that accord with the objectives of sustainable development. The main dimensions of sustainable development as identified in the UK's Strategy for Sustainable Development ('A better quality of life, a strategy for sustainable development' 1999) are as follows:

- Social progress which recognises the needs of everybody
- Effective protection of the environment
- Prudent use of natural resources
- The maintenance of high and stable levels of economic growth and employment.

2.6 **PPS 1- Delivering Sustainable Development** states that "These aims should be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment, and a just society that promotes social inclusion, sustainable communities and personal well being, in ways that protect and enhance the physical environment and optimise resource and energy use." These are all principles, which will be pursued within our spatial planning objectives.

3. Current Situation

- 3.1 As outlined in the RSS, Norwich exerts a powerful economic, social and cultural influence over a wide area. The urban area has a population of around 200,000 which is one of the largest in the East of England. It has the highest job density of any local authority in the UK outside London, has the highest ranking retail centre in the region and is a premier leisure centre. The Greater Norwich Area also contains a number of attractive and vibrant markets towns and villages. The Greater Norwich Area is a gateway to the neighbouring Broads and the attractive coast. However there are pockets of rural deprivation, and areas of Norwich also suffer from high levels of deprivation. Furthermore, there is a need for investment in infrastructure as some links are currently poor. As this brief summary shows, some of the objectives need to build on aspects which are currently successful; however others need to address issues which are currently struggling.
- 3.2 We are currently working from the Norfolk Structure Plan 1999 which guides development to 2011. The overall aim of the Structure Plan is: "To promote the economic and social health of the urban and rural areas and to conserve and enhance Norfolk's environment and resources for the benefit of current and future generations."

4. Draft Spatial Vision and objectives

- 4.1 The Community Strategy visions, the individual spatial planning objectives and the East of England Plan have formed the basis of our draft joint vision and spatial planning objectives, whilst it has also been ensured that the main sustainable development principles have been reflected. The following vision and objectives are still in draft form and are far from being the final version. These are very much our initial thoughts. As we consider the various issues and options for each of the topics and progress the Joint Core Strategy through to the submission stages, we will revise the vision and objectives so that they reflect all the key decision that have been made. The final result will be a vision and objectives which explains exactly how the

Greater Norwich Area aspires to change, both in terms of its geography and its socio-economic characteristics. It will be much more specific about locations for change.

4.2 Draft Spatial Vision

Greater Norwich will see significant change and development by 2026 which will be planned and managed so that our neighbourhoods and communities will be sustainable, prosperous, safe and healthy. The major growth in homes and jobs will be located within or close to the Norwich urban area in the most sustainable locations and will be matched by investment in appropriate infrastructure. People will thus be able to enjoy:

- access to a wider variety of services and facilities and high value, fulfilling jobs, based on enhanced education and skills, and thus increased prosperity and reduced deprivation,
- high quality surroundings in accommodation they can afford and which meets their needs both in the city centre and the outlying locations.
- living in a distinctive locality, whether part of the historic urban area, a market town, village or countryside, and in an enhanced environment where assets are protected- assets such as the spaces between Norwich, villages and the rural environment.
- an environmentally friendly way of life contributing to reducing their carbon footprint;
- improved communications within and between Norwich and its hinterland, to neighbouring areas within Norfolk (including the Broads and coastal areas), to the rest of the UK and abroad with an acknowledgment that we must presume quality and opportunities for rural dwellers;

Within this vision -
the urban area of Norwich will be:

- the social, economic and cultural driver of this part of the region with a pre-eminent focus for services, jobs, shopping and leisure activities;
 - a place which treasures its rich historic, cultural and architectural heritage, while embracing visionary new landmark developments (the “Contemporary Medieval City”)
- a 'green city', in appearance and in environmental performance;
- an area with reduced intrusion of traffic, using high quality public transport including enhanced express services serving major new developments and where walking and cycling are an easy first choice for shorter journeys;
- marked by a distinct boundary between urban and rural.

and beyond the Norwich urban area there will be:

- prosperous market towns and rural village centres which are a focal point for local people to access jobs, facilities, services and for meeting local housing needs;
- a working and tranquil countryside which remains unmistakably part of eastern Norfolk, looking to the Broads and to other enhanced habitats suitable for biodiversity and wildlife.

4.3 Draft Spatial Planning Objectives

In order to support the draft Vision and translate it to more specific subjects the following draft objectives are offered for consideration.

A. To involve the greatest number of people in the community in both the development and implementation of planning policy

We will actively encourage all sections of the community, especially hard to reach groups, to make their vision of the future known, which in turn should help to reduce social exclusion.

B. To be a place where people feel safe in their communities

In order to reduce the fear and perception of crime we will work with partners and the public to promote community safety. Involving the community will help create a sense of belonging and ownership and make people proud of where they live. Furthermore we will reduce the opportunities for crime to take place by enhancing community facilities, improving highway safety and ensuring that developments are designed to minimise the threat of crime to residents and the public.

C. To encourage the development of healthy and active lifestyles

Within the Greater Norwich Area we will enhance the availability and accessibility of open space, the countryside, sports and recreational facilities and ensure that people have the best opportunities to embed healthy travel choices in their lives. Furthermore by working with the Norfolk Primary Care Trust and Norfolk County Council, the three District Councils will ensure that medical and social facilities are planned for in new developments, which are accessible to all members of the community.

D. To allocate adequate quantities of land for housing in the most sustainable settlements

We will ensure that the amount and type of housing reflects the allocations necessary from the East of England Plan and meets the needs identified in the Greater Norwich Sub Region housing assessments. Most of the new development will be focused in the Norwich Policy Area (33,000 of the total allocation of 37,500 by 2021) whilst the role that smaller sustainable settlements can play in accommodating small-scale growth will be acknowledged. To minimise the use of the private car we will maximise the opportunities to co-locate housing, employment and services. The settlement hierarchy will define those towns and villages with good employment opportunities, services and facilities. We will seek appropriate densities to ensure more efficient use of land and will make adequate provision to meet the requirements for affordable housing.

E. To promote economic growth and diversity and provide a wide range of local employment opportunities within the Greater Norwich Area, for the existing and future population (in line with the East of England Plan)

It is important to safeguard existing employment sites and allocate sufficient quantities of employment land to meet the needs of inward investment, new businesses and existing businesses wishing to expand or relocate. Norwich City centre will continue to exert a powerful economic influence over the Greater Norwich Area and surrounding area as we further encourage its growth so that the centre remains one of the best in the country for retail and employment. Within the Norwich Policy Area, Thorpe St Andrew, Longwater, Colney/Cringleford, Norwich Airport and Wymondham/A11 corridor will also be the focus of employment growth. Supporting economic growth in the market towns and revitalising the rural economy are also priorities. We will encourage mixed-use development, live/work units and diversification schemes to reduce the need for local people to commute long distances to work.

N.B. The Norwich Policy Area still needs to be defined; however currently this is the urban area of Norwich, the first ring of surrounding villages and the market town of Wymondham.

F. To ensure that people have ready access to services-

Norwich City is currently the highest-ranking retail centre in the East of England region, with people visiting it from the Greater Norwich Area and beyond. The effectiveness of the city centre shall be maintained and enhanced. The surrounding market towns and service centres also play a key role and these too must maintain their effectiveness. Where there is new housing or employment growth, it is necessary to ensure that the services are already adequate or will be provided for at an appropriate stage in any new development so that existing and future residents and workers have access to the services that they require.

G. To allow people to develop to their full potential and provide educational facilities to support the needs of a growing population

- Within the Greater Norwich Area there is a need to improve, expand and provide for new schools due to an increasing population and increased educational aspirations. We will therefore ensure that there is sufficient provision of pre-school, primary, secondary and further education to allow children and young people to do as well as they can. The

development of the economy will be supported and we will seek to provide an environment and facilities to enhance the skills of the workforce.

H. 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- Everyone should be proud of where they live and work and therefore we want the community to understand what a special place Norwich and the surrounding area is. Norwich has a remarkable historic centre with some fine architectural examples. Within the city there are also extensive areas of open space and wildlife sites. The surrounding market towns and villages are also very attractive with each having its own identity. Those living within the Greater Norwich Area also have access to the open countryside, wildlife sites and the special qualities of the Broads. It is one of our priorities to further enhance these special qualities for the enjoyment of everyone. We will therefore prioritise the use of previously developed land to minimise the loss of agricultural land and the countryside. We will promote and enable change of native biodiversity so that habitats and wildlife can adapt to climate change.

I. To minimise the contributors to climate change and address its impact-

The issues of climate change and sustainability are a key priority. In order to reduce greenhouse gases, we will promote high standards of design to maximise the use of appropriate renewable energy sources and improved energy efficiency and will look towards having zero carbon developments. Through encouraging waste reduction, reuse, recycling, composting and safe energy recovery, we will minimise domestic and commercial waste.

J. To enhance infrastructure provision to meet the needs of existing and future populations-

We will support greater use of sustainable modes of transport by encouraging the enhancement of public transport, foot and cycle paths. Through improving the accessibility of services, employment, shops, schools and recreational facilities by walking, cycling and public transport, the need to travel by private car will be reduced. None the less, the importance of the strategic road network cannot be ignored especially in terms of employment and the economy. Therefore, where appropriate, we will maintain and improve the road network to enhance access within the Greater

Norwich Area and to and from Norwich. Over 90% of the Greater Norwich Area is rural and we will seek to reduce rural isolation by encouraging emerging communication and information technologies.

K. To reduce the need to travel - Preference will be given to locations where services, employment, shops, schools and recreation are accessible by walking, cycling and public transport to reduce the need to travel especially by private car.

L. To positively protect and enhance Norwich's individual character and unique cultural infrastructure- Promoting culture helps to build the economy, regenerate cities, increase sustainable tourism and promote community involvement. Norwich city is already recognised as the cultural capital of East Anglia and we will help sustain this infrastructure so that local people and visitors have access to a variety facilities such as theatres, art galleries, museums and buildings of particular architectural merit. In order to enable all within the Greater Norwich Area to participate in community activities, we will ensure that there is adequate local provision of public open space, sport and recreational facilities, community centres and access to the countryside. By protecting the qualities that make the Greater Norwich Area attractive we will encourage visitors to the Greater Norwich Area and provide a gateway to the Broads and the coast.

5. Conclusion

- 5.1 This topic paper has outlined the draft vision and objectives for the Greater Norwich Area. As discussed within the paper there are some aspects, such as the number of houses and jobs that must be provided, that are already set out at the regional level; however there are many issues, which we wish to explore further. This draft vision and objectives are our initial thought on how we see the Greater Norwich Area being like in 2021. However we would like to know if this vision and objectives reflect the quality of life that you would like to have. The following questions are a guide for thought; however we would welcome any other comments.

Issue one

Do the vision and objectives broadly reflect how you would wish to see Greater Norwich Area develop to 2026? If not, how do you suggest they are changed?

Issue two

Do the vision and objectives demonstrate a sense of local identity, appropriate for the communities in the area and specific enough to show that local aspirations can be reflected in the strategy? If you feel they could be more appropriate, how would you wish to change them?

Issue three

Have the most important issues for Norwich, the market towns, and the surrounding villages been considered within the vision and objectives?

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Joint Core Strategy

for Broadland, Norwich and South Norfolk
Issues and Options

Settlement Hierarchy Topic Paper June
2007

1. Introduction

1.1 This topic paper is one of a series which aim to inform and stimulate discussion at workshops to be held as part of the Issues and Options stage of the Joint Core Strategy for Greater Norwich. The Joint Core Strategy will be the overarching spatial plan shaping the future of this area which has potential for major environmental improvements as a result of growth. As a strategic document it will not deal with detailed implementation policies, but rather with broad strategic aims. Therefore it is important that the workshops focus on all aspects environment and its relationship to development at the strategic level.

2. Context

2.1 **Sustainability Appraisal**

Sustainability appraisal is as a systematic and iterative appraisal process, incorporating the requirements of the Strategic Environmental Assessment Directive. The main purpose of sustainability appraisal is to appraise the social, environmental and economic effects of plan strategies and policies, from the outset of the preparation process, so that decisions can be made that accord with the objectives of sustainable development.

2.2 **Local Strategic partnerships & Sustainable Community Strategies**

There are three Local Strategic Partnerships, and the County Strategic Partnership that cover the Greater Norwich area. The Visions and Objectives from the Sustainable Community

Strategies which have a spatial dimension will need to be integrated into the Joint Core Strategy. Some work has already been carried out linking the SCSs, the visions and objectives that are particularly relevant to the consideration of the distribution of development / settlement hierarchy are shown below:

2.3 **Joint Spatial Vision**

Greater Norwich will see significant change and development by 2026, which will be planned and managed so that our neighbourhoods and communities will be sustainable, prosperous, safe and healthy. The major growth in homes and jobs will be located within or close to the Norwich urban area in the most sustainable locations and will be matched by investment in appropriate infrastructure.

Within this vision, the urban area of Norwich will be:

- an area with reduced intrusion of traffic, using high quality public transport including enhanced express services serving major new developments and where walking and cycling are an easy first choice for shorter journeys;
- and beyond the Norwich urban area there will be:
- prosperous market towns and rural village centres which are a focal point for local people to access jobs, facilities, services and for meeting local housing needs;

2.4 **Joint Spatial Planning Objectives**

- To ensure that people have ready access to services
- To allocate adequate quantities of land for housing in the most sustainable settlements
- To reduce the need to travel

2.5 **Other GNDP studies/documents**

There are a number of associated documents/background studies that will influence the choice of potential development locations:

- Sustainability appraisal (of growth locations)
- Infrastructure study – limits/opportunities/phasing
- Green Infrastructure – constraints/enhancement opportunities

- Water cycle – limits/constraints/infrastructure requirements
- Retail Study
- Greater Norwich Housing Market Assessment

2.6 Local Transport Plan

- To reduce the need to travel by balancing jobs and housing growth
- Make house and jobs growth more sustainable, by locating it to minimise the need to travel, especially by car, while being supported by transport improvements.
- Recognises Norwich area as a focus for growth. Supports Norwich's role as a Regional Interchange Centre and the role of market towns; the links between Norwich and market towns being of particular importance.
- Recognises the role of market towns as service centres. Will seek to:
 - Improve their role as interchange centres, including between modes, and connections between towns and surrounding rural areas and other market towns / urban areas and links to Norwich
 - Improve accessibility within towns, particularly improving the walking and cycling environments

3. Planning Background

National Policy

3.1 The Core Strategy will reflect national and regional planning policy. The central planning policy guidance is contained in **Planning Policy Statement (PPS 1) “Delivering Sustainable Development” (2005)**. This states that planning should facilitate and promote sustainable development by:

- *Providing improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation*
- *Focussing developments that attract a large number of people, especially retail, leisure and office development, in existing centres*

- *Reducing the need to travel and encourage accessible public transport provision*

- 3.2 **PPS 3 Housing (2006):** seeks to provide for housing development that is sustainable with regard to location, layout and design, reduces car dependence while meeting the needs of the community in terms of accessibility to jobs, services and facilities, numbers, affordability and choice.
- 3.3 **PPS 6 ‘Planning for Town centres’** seeks to promote the vitality and viability of town centres, by planning for the growth and development of existing centres, focusing development in such centres and encouraging a wide range of services in a good environment that is accessible to all. For Local development frameworks this will entail identifying retail and service centre requirements, considering the network and hierarchy of centres, and provide for these in policies and allocations.
- 3.4 **PPS 7 ‘Sustainable Development in Rural Areas’(2004):** among other things seeks to focus most new development in or near local service centres, allow some limited development in or next to other settlements to meet community needs, enable farm diversification, provide for tourism and maintain and enhance the countryside and its rural character.
- 3.5 **Planning Policy Guidance (PPG 13) ‘Transport’ (2001):** seeks to reduce the need to travel, promote sustainable transport choices for people and freight, and to locate development in locations easily accessible by non-car modes of transport.
- 3.6 In considering where new development should be located, the GNDP needs to balance the requirements for development against other needs e.g. the need to protect the environment. By ensuring that development occurs in urban centres and larger settlements with a good range of services and facilities we can maximise the opportunities for people to use alternatives to the private car, encourage linked trips, and strengthen the role of market towns and villages’ existing facilities.

Regional Policy – The East of England Regional Spatial Strategy (RSS)

- 3.7 One of the key ambitions of the RSS is to accommodate higher levels of growth in sustainable ways. Policy SS2 - Overall the Spatial Strategy,

“...directs most strategically significant growth to the region’s major urban areas where:

- *Strategic networks connect and public transport is at its best, and has the most scope for improvement; and*
- *There is the greatest potential to build on existing concentrations of activities and physical and social infrastructure and to use growth as a means of extending and enhancing them efficiently”*

Within this context Local Development Documents should develop policies which:

- Ensure new development is more sustainable
- Prioritises the use of land in and around the main urban areas.

The main strategy is to concentrate development at the region’s cities and other significant urban areas including selected market towns. These provide its key focal points for multi/inter modal transport, retailing and other commercial activities, administration, culture and tourism.

- 3.8 Policy SS4 – ‘Development in Towns other than Key Centres (i.e. Norwich) and in Rural Areas’. Here the RSS is seeking to prioritise development into ‘Market Towns’ and ‘Key Service Centres’. Additionally, it recognises that in some ‘other rural settlements’ we should seek to support the continued viability of agriculture and other economic activities such as tourism, the diversification of the economy, the provision of housing for local needs and the sustainability of local services.

4. Current Position

- National & Regional policy (as outlined in section 3)
- Existing data on levels of services/facilities such as South Norfolk’s Sustainable settlements database & Broadland’s settlement limits checklist
- Existing Development Plan settlement hierarchies (see appendix one):
 - Norfolk Structure Plan Policies CS2, CS3 & CS4
 - South Norfolk Local Plan Policy ENV 7

- Broadland Local Plan Policy GS1
- The City of Norwich Local Plan Policy HOU7 sets out a sequential approach to the release of housing sites, based on those which are most easily accessible to jobs and services.

5. Defining the Issues

5.1 National and regional policy clearly sets out that all development must deliver on the principles of sustainability. Strategically significant levels of growth need to be focussed in and around Norwich, and then on selected market towns and key service centres. Development in smaller villages should focus on supporting economic activity, local services and meeting local housing need. This approach can be summarised as follows:

1. Sites in and around Norwich
2. Market Towns
3. Key Service Centres (including Larger Villages)
4. Other Rural Settlements (potentially supporting sustainable local needs/activities in smaller villages)
5. Controlling development in 'unsustainable' locations

5.1.1 Sites in and around Norwich

Norwich is the preferred location for development. The urban area is a favoured location, but even within the urban area there are hierarchy considerations. Some parts are more accessible than others. In broad terms (from most to least accessible):

- City centre
- District centres and other focal points for transport
- The rest of the urban area and surrounding areas with good accessibility
- Parts of the periphery of the urban area and surrounding areas where accessibility is poor

Issue one

Can a preferred hierarchy of places be defined for Norwich?
What are the implications for the locations of new development?

5.1.2 Market Towns

The consideration of 'Market Towns' is contained in Policy SS4 of the RSS, and is differentiated from the Key Service Centres as discussed below. It is however a title which can cover a large spread of types of places. Some Market Towns are quite large whilst others may be no bigger, or have fewer services than some larger villages. The question therefore arises as to how we deal with that difference in considering the appropriate scale of growth?

Issue two

Is the Norfolk Structure Plan hierarchy of towns (see Appendix one, CS2, CS3, CS4) still relevant?

What scale and type of facilities should define a Market Town?

5.1.3 Key Service Centres

The RSS recognises the role that Key Service Centres (as it terms them,) with a range of services have to play in providing services to more rural areas and as potential locations for new development. The RSS also considers a possible checklist of services it may be appropriate for such Key Service Centres to contain. As listed at policy SS4 these facilities "might" include:

- A primary school within the settlement and secondary school within the settlement or easily accessible by public transport;
- Primary health care facilities;
- A range of retail and service provision capable of meeting day-to-day needs, in particular for convenience shopping;
- Local employment opportunities; and
- Frequent public transport to higher order settlements.

Issue three

Do you agree that these services are appropriate for use in defining Key Service Centres?
Are there any other services / criteria we should include?

5.1.4 Other Rural Settlements

The RSS also recognises that some amount of development could also occur outside of Key Service Centres.

“For other rural settlements they should seek to support the continued viability of agriculture and other economic activities such as tourism, the diversification of the economy, the provision of housing for local needs and the sustainability of local services.”

- 5.2 Whilst key service centres, Market Towns and larger villages are expected to be the first areas of search and the preferred locations for future growth the Councils believe that scope also exists for some limited growth in smaller settlements that the RSS classifies as “other rural settlements”. These settlements are likely to be those villages that have a more restricted range of services and facilities but still have the potential to accommodate modest growth without detriment to their form or character.

Issue 4

How do we meet the needs of other rural settlements? By defining settlement boundaries and/or making small allocations?

Issue 5

What are the key essential criteria to define an “Other Rural Settlement”? (The list below gives examples of the type of information we could measure/use).

- Dentist
- Village Hall / Community meeting place
- Indoor recreation facilities
- Outdoor recreation facilities
- Recycling facilities
- Other groups e.g. Sports, Scouts, Toddlers
- Library
- Church / Religious place of worship
- Public House
- Pre-School
- First School
- Middle School
- High School
- Mobile / visiting services
- Post Office
- Food Store
- Newsagent
- Business / Job opportunities
- Bank
- Garage
- Hairdresser
- Other shops and services
- Farm Shop
- Residential care home
- Public Transport: Journey to work service
- Public Transport: Day time service
- Public Transport: Evening Service
- Rail Service
- Cycle/pedestrian access
- Restaurant
- Size of population
- Other criteria (not covered above)

5.3 The key question when thinking how to identify other rural settlements will be how to define them. One method could involve the setting of thresholds. Although this then raises subsequent questions; for example is a settlement with a school more sustainable than one with a shop, or employment opportunities? Are some facilities essential whilst others merely desirable? These few examples illustrate the problem of having absolute definitions of what constitutes a sustainable settlement. Indeed, previous experience suggests that overly prescriptive definitions can result in 'unsustainable' consequences. E.g. omitting an otherwise sustainable and well served settlement from a particular category purely because of the absence of one particular criterion can occur before any recognition or consideration of the settlements other services/facilities that may be positive contributors to its relative sustainability.

Issue six

If a settlement lacks an essential service should it be placed in the hierarchy if it can access facilities in nearby settlements by public transport?

Issue seven

Should settlements with different 'levels' of facilities have different levels of development?

5.4 Controlling development in 'unsustainable' locations

Some villages will not meet even the most limited set of criteria, in terms of access to public transport, services and facilities. Because they do not possess a sufficient number of facilities / services, encouraging development in these locations will not contribute towards the overall goal of delivering sustainable development. It is also questionable as to whether allowing even small amounts of development in these rural settlements will have any positive effect in helping to retain or attract new services.

Development in villages failing to meet whatever criteria is agreed for 'other rural settlements' will therefore have to be strictly controlled in line with national and regional policy and new development only allowed in exceptional circumstances.

5.5 Other Issues**Issue eight**

How can a group (cluster) of settlements be considered as a joint entity in the hierarchy? What constitutes a cluster? How close do settlements have to be to 'sustainably' share facilities and what links should they have? (See also issue six)

Issue nine

What constitutes business / job opportunities?

6. Conclusions

6.1 At the most fundamental level there are two questions to ask:

What information do we need to define a settlement hierarchy?

How do we define each level of the hierarchy?

Appendix one:

Existing Development Plan settlement hierarchies

Norfolk Structure Plan Policies CS2, CS3 & CS4

Policy CS.2

Major new housing, employment and commercial development will be located in the Norwich Policy Area and at Great Yarmouth, King's Lynn, Thetford and Dereham.

Policy CS.3

The towns of Diss, Downham Market, Fakenham and North Walsham will provide for housing, employment and commercial development on a scale that will support their functions as rural centres.

Policy CS.4

The towns of Attleborough, Aylsham, Cromer, Harleston, Holt, Hunstanton, Loddon, Sheringham, Stalham, Swaffham, Watton and Wells will provide for employment and service development which will support their function as rural market towns but only provide for housing which improves the balance with jobs and services locally.

Broadland Local Plan Policy GS1

Extract from the Broadland District Local Plan (replacement)

2.27 POLICY GS1 NEW DEVELOPMENT WILL BE ACCOMMODATED WITHIN THE SETTLEMENT LIMITS FOR THE NORWICH FRINGE PARISHES, MARKET TOWNS AND VILLAGES. OUTSIDE THESE LIMITS, DEVELOPMENT PROPOSALS WILL NOT BE PERMITTED UNLESS THEY COMPLY WITH A SPECIFIC ALLOCATION AND/OR POLICY OF THE PLAN, OR IN THE CASE OF VILLAGES WITH A DEFINED SETTLEMENT LIMIT, A PARISH PLAN HAS BEEN PREPARED AND ADOPTED AS A SUPPLEMENTARY PLANNING DOCUMENT IN ACCORDANCE WITH THIS POLICY. (Objectives 1, 3, 5)

2.28 The Council wants to encourage local communities to have a greater involvement in determining their future development. In the case of villages with settlement limits, i.e. where the principle of modest development is accepted, the council would welcome the preparation of parish plans. Where prepared in accordance with a brief drawn up by the District Council, and complying with the overall development strategy of the plan and where they have been subject to local consultation and gained widespread support throughout the community (and in compliance with the 2004 Act), they could be adopted as Supplementary Planning Documents and be awarded weight in the decision making process. Where the outcome of the appraisal would be a material departure from the settlement limit in this plan, this would need to be dealt with in the preparation of a future Development Plan Document. As a result of the strategy's aim of concentrating most development within existing built up areas and on previously developed land where it is in a sustainable location, there are a number of policies which aim to protect the areas outside the built up area. The relevant "countryside protection" policies are set out in the area policies or shown on the Proposals Map. Settlement limits have been defined for the Norwich Fringe parishes, market towns and larger villages and are shown on the proposals map. No limits have been defined for smaller settlements where there are few or no facilities, and limited employment opportunities, and development in these will not be approved unless it complies with a specific policy in the Plan. In the Norwich Fringe Parishes, market towns and villages where settlement limits have been defined, development complying with other policies in the Plan will be permitted inside the settlement

limits. Outside settlement limits, development will not be permitted. The only exceptions to this will be:

- Where the development itself complies with another policy of this Plan permitting development outside settlement limits.
- In the case of settlements with a settlement limit (except for the Norwich Fringe Parishes of Taverham, Drayton, Hellesdon, Old Catton, Sprowston and Thorpe St Andrew, and the market town of Aylsham), where it can be shown that modest development, in keeping with the settlement concerned and the overall development strategy of this Plan, could enhance the physical or social fabric of the settlement, including meeting local housing need and where it is in accordance with a properly researched parish plan that has been prepared locally in accordance with a brief prepared by the District Council, has gained widespread support throughout the local community and has been adopted by the District Council as a Supplementary Planning Document. The District Council will give guidance on the preparation of such plans and will prepare a brief outlining the planning context where formally requested to do so by the Parish or Town Council or any other properly constituted local organisation. This will include a requirement for the local organisation to undertake extensive public consultation in accordance with the 2004 Act. Any Supplementary Planning Document adopted under this policy must be in general conformity with this Plan and will cease to have effect when the policy is superseded, for example, by the adoption of a subsequent plan and may be revoked if there is a material change in circumstances in the settlement concerned, for example closure of the local school. The Norwich Fringe Parishes have been excluded from this approach as the urban edge has been carefully assessed for potential allocations, and Aylsham has been the subject of a detailed Whole Settlement Strategy.

Settlement limits have been defined for the following settlements:

| | |
|----------------------------------|-----------------------------------|
| Acle Horsford | |
| Alderford (Employment Site Only) | Horsham St Faith |
| Aylsham | Newton St Faith |
| Blofield | Horstead |
| Blofield Heath | Lenwade Industrial Area |
| Brundall | Lingwood |
| Buxton | Marsham |
| Cantley | Old Catton |
| Cawston | Rackheath |
| Coltishall | Rackheath/Salhouse (Station Road) |
| Drayton | Reedham |
| Thorpe Marriott | Reepham |
| Felthorpe | Salhouse |
| Foulsham | South Walsham |
| Freethorpe | Spixworth |
| Frettenham | Sprowston |
| Great Plumstead | Strumpshaw |
| Little Plumstead | Taverham |
| Thorpe End | Thorpe St Andrew |
| Lenwade (Great Witchingham) | Upton |
| Hainford | Weston Longville |
| Hellesdon | Woodbastwick (including Ranworth) |
| Hevingham | Wroxham |
| Honingham | |

2.29 The main locations for new housing development will be at Sprowston (3 sites), at Aylsham and Reepham (both mixed use) where land is allocated in this plan, and through the implementation of existing commitments at Horsford, Taverham and Thorpe St Andrew in the Norwich policy area, and also at Acle and Aylsham. Both of these include sites which had had planning permission which had lapsed at the local plan base date, but both remained within the development area defined at the time for the respective settlement and both were therefore taken into account in the assessment of committed development. The main locations for economic development will be at Horsford, Horsham St Faith, Rackheath, Sprowston and Thorpe St Andrew in the Norwich policy area, and at Acle, Aylsham, Foulsham, Lenwade Industrial Area and Reepham.

2.30 The location of the major development proposals, has been selected to comply with Structure Plan Guidance and the principles outlined in paras 1.12 and 2.1 – 2.26 above. It also

includes the implementation of major retained commitments at the Local Plan's base date.

Use of previously developed land

2.31 25% of the new dwellings completed after the plan base date are expected to be on previously used land, or achieved through the conversion of existing buildings.

2.32 Regional Planning Guidance has set a target of 50% for East Anglia (Norfolk, Suffolk, Cambridgeshire and Peterborough). However, in the case of Broadland, this figure is unlikely to be possible. A figure of 25% has therefore been adopted based on:

- Previous experience: from mid 1997 to December 2000, there were 515 brownfield completions out of 2503 (21%).
- The outstanding permissions at the base date where 410 out of 2161 dwellings (19%) were on brownfield sites.
- The fact that a significant greenfield urban extension would be needed to meet Structure Plan housing provision figures while following the sequential search for suitable locations.
- An urban capacity study carried out in 1999/2000 which suggests that around 28% of allocations could be made on previously used land.
- The infill allowance of 260 which should all be on brownfield sites.

The **City of Norwich Local Plan Policy HOU7** sets out a sequential approach to the release of housing sites, based on those which are most easily accessible to jobs and services.

Sites for new housing development (both those allocated in this Plan and any new sites brought forward for more than 20 dwellings) will be released in a phased manner in accordance with the following order of preference:

- A. sites in the City Centre;
- B. previously developed sites located elsewhere within the built-up area, which are capable of being well served by public transport and will be within walking distance of the City Centre or a District Centre;
- C. previously developed sites elsewhere within or on the edge of the built-up area having (or demonstrated to be capable of being provided with) good cycle and pedestrian links to local shopping, employment and community facilities;
- D. sites in other locations and including greenfield sites.

The release of sites by grant of planning permission will not be permitted until the date indicated in Appendix 5 (which forms part of this policy), unless monitoring of the rate of development and land availability reveal that a change in timing is justified.

Exceptions will be made for the following strategic sites, which will be brought forward as soon as possible and their development will be phased over a longer period, as appropriate to the development:

- all sites within the Bowthorpe area under policy HOU8
- Norfolk and Norwich Hospital site (HOU9 B15)
- Bowthorpe Road (part of former Bowthorpe School) (HOU11 B16)

South Norfolk Local Plan Policy ENV 7: Strategy for the distribution of development.

The Plans distributional strategy is derived from Regional Planning Guidance, the approved Structure Plan and Strategic Principle 3. These provide a framework for establishing a broad hierarchy of preferred development locations. Policy ENV 7 then sets a clear hierarchy of locations where new development may be permitted. The policy distinguishes between the appropriateness of settlements to accommodate varying levels of development during the Plan period. Whilst policy ENV 7 is primarily concerned with the distribution of development it is also relevant in the formulation and implementation of other policies in the Plan. This includes those concerned with the protection of 'environmental assets' (e.g. ENV 1, 2, 3, 5 & 6, ENV 8, 19 & 21, IMP 3), and the consideration of applications for economic development (e.g. EMP 2, 4, 5 & 7, SHO 8, TOU 4, 6 & 7) and housing (e.g. HOU 2, 4-7, 10 & 14).

Policy ENV 7 groups settlements according to their appropriateness to accommodate development based on Structure Plan policies (1993 CS.8 & CS.9, H.4, H.5 and 1999 CS.6). Settlements have been put into one of three groups (full definitions of which are given in the glossary):

- Those with “**DEVELOPMENT LIMITS**”. These are the Council’s preferred areas for development, in the sense that they are the areas where it is appropriate to indicate that new development e.g. housing, employment, shopping and tourist related proposals under normal circumstances may be permitted.
- Those with “**VILLAGE BOUNDARIES**”. These are settlements where development proposals may be acceptable. In essence these are the smaller villages that have a restricted range of facilities and services and a very limited capacity to absorb growth, but where strictly limited development for local needs might be appropriate.
- “**OTHER RURAL COMMUNITIES**”. Those areas of the Plan that are not included within Development Limits or Village Boundaries, due to their lack of services, infrastructure, employment opportunities and their poor accessibility and relative isolation. Development in ‘other rural communities’ will be strictly controlled and assessed against policies such as ENV 8 and HOU 8 and development will only be allowed in exceptional circumstances.

Settlements with Development Limits are those larger towns and villages or established areas where on the basis of their form and character, availability of employment opportunities, accessibility and infrastructure capacity coupled with good public transport provision, proximity to shops, schools, workplaces and entertainment venues are the areas where development will, under normal circumstances, be permitted. Development Limits are mainly within parishes explicitly mentioned in Structure Plan housing, employment or other policies. Village Boundaries are those smaller settlements with a more limited range of facilities and capacity to accommodate growth but where small scale development could still be acceptable. Development Limits and Village Boundaries will endure for the Plan period before being reviewed, as they differ from the boundaries designed to protect the District's "environmental assets" (policies ENV 2,3,5 & 6) which will endure beyond the Plan period having been drawn on a more permanent basis and which are intended to provide protection in addition to that under policy ENV 8.

Policy ENV 7: Strategy for the distribution of development.

The main locations for development during the plan period will be in the following towns, villages, and other areas specifically allocated for development, for which 'Development Limits' have been identified on the Proposals Map:

NORWICH AREA

1. Close to Norwich

Colney
Costessey (Longwater)
Cringleford
Trowse with Newton

2. In settlements with good communications to the city

Easton
Hethersett
Little Melton
Long Stratton
Mulbarton
Newton Flotman
Poringland
Wymondham

RURAL AREAS

1. Selected locations adjacent to strategic routes.

Diss
Roydon

2. Selected towns which function as employment centres

Harleston
Loddon / Chedgrave

3. Selected villages well related to the transport network and where a range of facilities are available:

Barford
Barnham Broom
Brooke
Dickleburgh
Ditchingham
Earsham
Hales
Hempnall
Hingham
The Pulhams
Scole
Thurton/Ashby St Mary
Wicklewood

Within other settlements, for which 'Village Boundaries' have been defined on the Proposals Map, development will be limited to minor infilling and other similar schemes which are compatible in scale with the size, form, function and character of the village concerned.

| DEVELOPMENT LIMITS | VILLAGE BOUNDARIES | OTHER RURAL COMMUNITIES |
|---------------------------------------|--------------------------------------|--------------------------------|
| Ashby St. Mary (Inset Map 2) | Alpington (Inset Map 1) | Alburgh |
| Barford (Inset Map 5) | Ashwellthorpe (Inset Map 3) | Aldeby |
| Barnham Broom (Inset Map 6) | Aslacton (Inset Map 4) | Bergh Apton |
| Brooke (Inset Map 11) | Bawburgh (Inset Map 7) | Bixley |
| Chedgrave (Inset Map 15) | Bracon Ash (Inset Map 8) | Bramerton |
| Colney (Inset Map 16) | Bressingham (Inset Map 9) | Burgh St. Peter |
| Costessey (Inset Maps 17A, 17B & 17C) | Brockdish (Inset Map 10) | Caistor St. Edmund |
| Cringleford (Inset Map 16) | Broome (Inset Map 12) | Carleton Rode |
| Dickleburgh & Rushall (Inset Map 18) | Bunwell (Inset Map 13) | Carleton St. Peter |
| Diss (Inset Maps 19A & 19B) | Burston & Shimpling (Inset Map 14) | Claxton |
| Ditchingham (Inset Map 12) | Ellingham (Inset Map 22) | Denton |
| Earsham (Inset Map 20) | Fornceff End (Inset Map 23) | Deopham |
| Easton (Inset Map 21) | Fornceff St. Peter (Inset Map 24) | East Carleton |
| Framingham Earl (Inset Map 41) | Geldeston (Inset Map 25) | Flordon |
| Hales & Heckingham (Inset Map 29) | Gillingham (Inset Map 26) | Fornceff St. Mary |
| Harleston (Inset Maps 44A & 44B) | Great Moulton (Inset Maps 27A & 27B) | Framingham Pigot |
| Hempnall (Inset Map 30) | Haddiscoe (Inset Map 28) | Gissing |
| Hethersett (Inset Map 31A) | Kirby Cane (Inset Map 22) | Great Melton |
| Hingham (Inset Maps 32A & 32B) | Morley (Inset Map 36) | Hapton |
| Little Melton (Inset Map 33) | Needham (Inset Map 38) | Hedenham |
| Loddon (Inset Maps 34A & 34B) | Norton Subcourse (Inset Map 40) | Hellington |
| Long Stratton (Inset Map 35) | Rockland St. Mary (Inset Map 45) | Hethel |
| Mulbarton (Inset Map 37) | Roydon (Inset Map 9) | Holverston |
| Newton Flotman (Inset Map 39) | Saxlingham Nethergate (Inset Map 47) | Howe |
| Poringland (Inset Map 41) | Seething (Inset Map 49) | Keswick |
| Pulham Market (Inset Map 42) | Shelfhanger (Inset Map 50) | Ketteringham |
| Pulham St. Mary (Inset Map 43) | Stoke Holy Cross (Inset Map 51) | Kimberley |
| Roydon (Inset Maps 46 & 19A) | Surlingham (Inset Map 52) | Kirby Bedon |
| Scole (Inset Map 48) | Swardeston (Inset Map 53) | Kirstead |
| Spooner Row (Inset Map 62C) | Tacolneston (Inset Map 23) | Langley/Hardley |
| Thurton (Inset Map 2) | Tasburgh (Inset Map 54) | Marlingford & Colton |
| Trowse with Newton (Inset Map 55) | Thurilton (Inset Map 40) | Morningthorpe |
| Wicklewood (Inset Map 57) | Wacton (Inset Map 56) | Mundham |
| Wymondham (Inset Maps 62A & 62B) | Winfarthing (Inset Map 58) | Raveningham |
| | Woodton & Bedingham (Inset Map 59) | Redenhall |
| | Wortwell (Inset Map 60) | Runhall |
| | Wreningham (Inset Map 61) | Shelton |
| | Yelverton (Inset Map 1) | Shotesham |
| | | Sisland |
| | | Starston |
| | | Stockton |
| | | Swainsthorpe |
| | | Tharston |
| | | Thorpe Abbotts |
| | | Thwaite |
| | | Tibenham |
| | | Tivetshall St. Margaret |
| | | Tivetshall St. Mary |
| | | Toft Monks |
| | | Topcroft |
| | | Wheatacre |
| | | Wrampingham |

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Joint Core Strategy initial consultation workshops from Tuesday 26 June 2007 – Friday 6 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk

Issues and Options

Growth Options Topic Paper
June 2007

1. Introduction

- 1.1 This paper concentrates on the issues for identifying strategic locations for large scale mixed use development in the area around Norwich. The scale of growth required by the draft East of England Plan in the more rural parts of the Joint Core Strategy area is much smaller and rural growth locations are covered in the paper on settlement hierarchy.

2. Context

- 2.1 The Joint Core Strategy will have to reflect and have regard to other national regional and local strategies and plans. It will need to reflect the Community Plans adopted by the Local Strategic Partnerships covering each of the three local authority areas and the Community Plan for Norfolk. These plans articulate the priorities of the local stakeholders.
- 2.2 A number of studies have been commissioned or undertaken to support the preparation of the Joint Core Strategy. These are:
- Infrastructure study
 - Green infrastructure study
 - Water cycle study
 - Strategic flood risk assessment
 - Retail and commercial leisure study
 - Recreation study
 - Housing market assessment

- Housing land availability studies

These research projects are at various stages of completion, but will all be ready in time to have their findings incorporated into the full public consultation on Issues and Options.

3. Planning Background

- 3.1 National planning policy is contained in a range of documents. Planning Policy Statement 1 (PPS1) “Delivering Sustainable Development” and PPS 3 “Housing” are particularly relevant. They set out the key issues for providing growth in the most sustainable ways and in particular the need to ensure that new development creates safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community. Other key considerations include maximising the use of brownfield land, public transport provision and other non-car modes of access, low carbon/renewable energy supply and a range of local environmental impacts. A particular influence on this paper is the need to demonstrate a 15 year land supply from the date of Local Development Document adoption. Site specific Local Development Documents will not be adopted before 2011 giving a 2026 end date.
- 3.2 The Joint Core Strategy must be “in conformity” with the Regional Spatial Strategy (RSS). The final version should be adopted during the summer of this year. Many of the policies in the most recent draft the Plan could be relevant to the Greater Norwich Area. Of particular relevance to this paper are Policies SS3, H1 and NR1. These policies
- identify Norwich as one of the region's key centres for development and change and a regional focus for housing, employment, retail, leisure, cultural and educational development.
 - require at least 33,000 net additional dwellings in the Norwich Policy Area (NPA) in the period 2001 – 2021 (and indicate that the rate of development should continue in line with a “residual rate” of approximately 1800 per annum after 2021)

- require a major shift in emphasis across the NPA towards travel by public transport
- identify strategic employment locations as the City Centre, Thorpe St Andrew, Longwater (Costessey), Colney / Cringleford, Norwich Airport and Wymondham/A11 corridor
- define the Norwich Policy Area as being based on the Structure Plan and including the urban area, first ring of surrounding villages and Wymondham (the Structure Plan definition also includes Long Stratton but the precise boundary is subject to confirmation in this Core Strategy).

4. Planning Background : Transport

- 4.1 This section looks at the existing transport policies and significant planned improvements to transport infrastructure in so far as they provide a context for Growth Options.
- 4.2 High level transport strategy for the region is provided by the Regional Transport Strategy (RTS – part of the RSS), for the three districts by the Norfolk Local Transport Plan (LTP) and more specifically for the Norwich area by the Norwich Area Transport Strategy – adopted in 2006 (NATS).
- 4.3 The RTS includes 3 relevant schemes that have been identified through the regional funding process:
- dualling of the final stretch of single carriageway on the A11 between Barton Mills and Thetford. This provides improved strategic links into the area but has minimal impact on growth locations within it.
 - dualling of the A47 between Blofield and North Burlingham. Again this is outside the NPA but will enhance strategic access to Norwich.
 - the Northern Norwich Distributor Road (NNDR).
- 4.4 The trunk road network is primarily intended to provide for long distance strategic movements and generally new junctions catering for local movements are resisted by the Highways Agency. This will impact on considerations of growth locations around the A47 and A11.

- 4.5 The Norwich Area Transport Strategy (NATS) was adopted in 2006 and looks forward to 2025. It provides the framework for making future decisions about all aspects of transport in the Norwich area. Key aspects of NATS include:
- Measures to encourage non-car journeys
 - Consideration of expansion of the Park and Ride system
 - Measures to tackle congestion; and
 - The Northern Norwich Distributor Road (NNDR).

The NNDR is one element of NATS and it will:

- provide significantly enhanced strategic access to the north of Norwich and beyond
 - help deliver public transport improvements through the northern suburbs
 - as a change to the physical environment, have a major influence on the form of growth options in the northern sectors.
- 4.6 The LTP also proposes a bypass for Long Stratton on the A140. Planning Permission for this scheme exists but it is as yet unfunded. It will provide significant improvements to the environment and quality of life in Long Stratton and provide some improvement to the strategic access between Norwich, Diss and beyond.
- 4.7 Planned improvements to the rail network are limited. The existing Broadland Local Plan includes a potential new rail halt serving Dussindale and the adjacent business parks. This has been proposed for several years and has never been developed. New rail halts are only likely where very significant demand can be created and where there would be minimal disruption to existing services. It is very unlikely that new facilities could be provided on the Norwich to Diss mainline. Development around the existing local network could keep open the potential for Light Rapid Transport use in the future.

- 4.8 NATS seeks to improve public transport and the RSS requires that a major shift in emphasis towards public transport. Local bus operators will have an important role in working on this. Consequently locations for growth must have the potential for high quality public transport services linking growth locations with key attractors. The concept of high quality express public transport corridors could be an important consideration.

5. Current Position: Growth Needs

- 5.1 Although this analysis is driven by housing requirements larger new developments will need to be mixed use to provide local job opportunities and services.
- 5.2 Based on the latest assumptions set out in the background report on Housing there will be a need to identify new sites in the Norwich Policy Area for around 23,000 dwellings in the period to 2026. At this stage it appears that sites for perhaps up to 5,000 of these can be found in the City but most of the rest, over 18,000 will need to be located on Greenfield sites outside the urban area. This paper concentrates on how we might accommodate this scale of growth. As the evidence gathering process continues this figure for Greenfield sites could be reduced but at this stage this topic paper is considering the maximum likely Greenfield requirement.

6. Defining the Issues: Strategic principles for growth in the Norwich Policy Area.

- 6.1 The Norwich Policy Area is a long standing definition in the Structure Plan and has been carried forward in the RSS. It encourages Norwich related growth to be located as close to Norwich as possible. As the proximity principle remains a basic feature of sustainable development and there are sufficient options for growth within the existing Norwich Policy Area, this analysis does not propose to look beyond the existing boundary. However, if more sustainable options for growth exist outside the existing boundary then these could be considered.

6.2 Locational Options for the distribution of growth and some of the key considerations:

6.2.1 On brownfield sites within the urban area

- Maximising the use of urban brownfield sites is encouraged by national and regional policy. It minimises the need to travel and maximises the efficient use of land and services. This could include the appropriate redevelopment of local authority housing to provide new affordable homes and make more efficient use of land.
- The need to maximise the use of brownfield land must be tempered against the need to maintain and improve the quality of life of residents and visitors by “greening the city”. Tree planting and green open space can also help counteract the urban heat island effect. High average densities in recent years have been achieved through developments containing large numbers of flats – there are market and social reasons why this may not continue to the same degree in the future.
- The amount of growth that within the existing urban area has already been significant and will continue to be so over the period to around 2015. Beyond this period fewer brownfield sites are expected to come forward. The capacity of the urban area will determine the residual that needs to be accommodated elsewhere on predominantly Greenfield sites. Brownfield sites in the urban area will have to deliver a wide range of uses not just residential. The loss of employment development potential (including offices) in the City Centre is a particular issue.

6.2.2 Incremental growth on a large number of relatively small scale sites on the edge of the urban area and in surrounding villages.

- A dispersal strategy across the NPA could reduce the direct impacts of development although the high overall levels of growth required would mean that there would still be a need for a large number of sites of several hundred dwellings or more. By providing competition and choice, multiple sites could help deliver high completion rates.
- Dispersed growth would be much less likely to support significant new local services or high quality public transport and would encourage the need to travel longer distances particularly by car. It would be particularly

difficult to provide the more strategic local services such as Secondary schools and multi-GP surgeries.

6.2.3 Larger scale urban extensions

- Can be located to concentrate growth near to existing large scale services and job opportunities. They can also be genuinely “mixed-use” with supporting job opportunities and a wide range of new local services and would be much more likely to sustain high quality public transport. Large scale development is more likely to support sustainable initiatives such as Combined Heat and Power (CHP) and Sustainable Drainage Systems (SuDS). The provision of local services and the ability to masterplan the development as a whole would assist the formation of a coherent new “sustainable community”.
- Concentration of development would need careful planning to maximise dwelling delivery rates. However, even with a concentration strategy there would continue to be a choice of smaller sites and urban brownfield development.

6.2.4 New settlements (including very significant expansion of existing villages)

- The advantages and disadvantages are similar to large scale urban extensions however they are less likely to be supported by existing services, which is a significant consideration in the early stages, and will tend to be further from the city centre.

6.2.5 Wymondham

- Wymondham is well related to Norwich in strategic terms and in addition has the advantage of being a market town with a wide range of existing services and employment opportunities. It is well served by the main road network and has regular and frequent train services to Norwich as well as further afield to Cambridge and other destinations. It is served by express bus services.
- It is some distance from Norwich and is too far to walk and, for most people, to cycle.

Issue one

What are the key considerations when considering maximising the use of existing urban brownfield sites?

Issue two

Are there other issues to take into account when considering dispersal versus concentration strategies? What are the impacts on existing communities? Concentrating growth appears to offer the best prospects for the provision of new sustainable communities, is there any evidence that this is not the case?

7. Defining the Issues: Scale of development and related uses

7.1 While in practice there will be a number of small scale growth opportunities, there appear to be distinct advantages to concentrating growth to ensure the provision of sustainable new communities that are well provided with services and as self-contained as possible. A number of key factors will affect the scale, location and timing of development.

- Schools are recognised by Government as being a key element of a sustainable community. A recent report on “Best Practice in Urban Extensions and New Settlements” by the Town & Country Planning Association recommends that the need to provide secondary education is the key determinant of the scale of new sustainable settlements. As a rule of thumb, where there is no existing local capacity, around 1,000 dwellings will support a new 210-place primary and a minimum of 7-8,000 dwellings is required to provide a new secondary school. To cater for maturing communities and uncertainty it would be preferable to aim for a higher threshold and/or seek out locations that have longer term potential for further growth. The impact of existing capacity needs careful consideration as it could affect the appropriate scale of residential

development and the ability to provide a new school at the heart of the community.

- Around 750 households support a new GP and current practice is to create multi-GP practices with a minimum of 4 GPs. Consequently a minimum of around 3,000 dwellings would be required to provide new local supporting medical facilities.
- The location and scale of development will need to ensure that high quality public transport can be provided. Experience with developments such as Thorpe Marriot suggests that around 3,000 dwellings provide sufficient concentration of demand to support a good standard of bus services to the City Centre (e.g. 15 minute frequency). The provision of a very high quality express service would require a significantly larger scale of development located on a corridor that can be developed with the necessary infrastructure.
- Large new development should include a well defined service centre providing a focus for the community. This should provide a range of community facilities, leisure and shopping. Clearly the larger the scale of growth the more comprehensive the facilities that could be provided. While the relationship is not clear cut, a broad-brush analysis suggests that to support a foodstore capable of catering for everyday needs (e.g. large supermarket or small superstore) would require a development of the order of 7,000 dwellings.
- The scale and location of development must be sufficient to support a range of job opportunities. While some will be provided by services, including those in local/district centres, and others might be provided in social care facilities, the development should support or be supported by employment parks. Even where a development is close to an existing business park there will be a need to provide for more localised and smaller scale needs.
- The location must be capable of providing “green infrastructure”, including features to enhance biodiversity, open space, cycle/pedestrian routes and SUDS
- There would be advantages to locating large new development where the early stages can benefit from existing facilities and services.

- A large mixed use development on a very high quality public transport route might have the potential to accommodate strategic leisure or retail facilities serving the wider area.
- Generally speaking, the larger the scale of development the longer it will take to complete so that large new communities are likely to continue to develop beyond 2021. They will also take longer to plan and get started so the JCS will need to ensure that delivery rates can be maintained in the interim

Issue three

Are there other factors to be taken into account that would affect the scale, range of uses and location of sustainable new communities?

Issue four

Large new communities will take some years to plan and complete and this gives rise to a number of questions:

- Is for example 5 years from Joint Core Strategy adoption a reasonable assumption for the time before significant development starts? And could a development of c7,500 dwellings be completed in 10 years?
- How can large scale development be brought forward more quickly?
- Overall delivery rates for the Norwich Policy Area could possibly be maintained in the early years by concentrating on brownfield sites and some smaller Greenfield extensions. A degree of choice could be maintained in the later plan periods by ensuring some further small sites are available. Is it likely that this process could be successfully managed and are there other factors to take into account?

8. Defining the Issues: Locations for large scale growth

- 8.1 Appendix 1 includes an initial assessment of broad locations for major growth. While we must not be site specific at this stage some of the locations are more constrained than others and more clearly suggest broad sites. To allow some level of comparison, proximity to jobs and services is based on measurement of the distance from the nearest potential edge of any new development. Clearly the distance from any part of an actual development could be significantly different and the comparative measurement must be recognised as being broadly indicative only. References to public transport infrastructure do not include Park & Ride car parks as the new growth locations would need to be served by new dedicated services. The relationship to existing facilities and jobs takes particular account of the potential for walking and short cycle trips.
- 8.2 The assessment concentrates on key factors affecting the scale and location of sustainable communities. Further work will be needed to look at landscape issues. It does not include factors relating to the design and masterplanning of the potential new communities unless there are particular local features that are relevant.

(NB the analysis has not yet been able to take on board the results of the various studies that we have underway. The Green Infrastructure and Water Cycle studies could have a particular impact on the suitability of strategic growth locations.)

Issue five

Are there other issues to be taken into account for these locations?

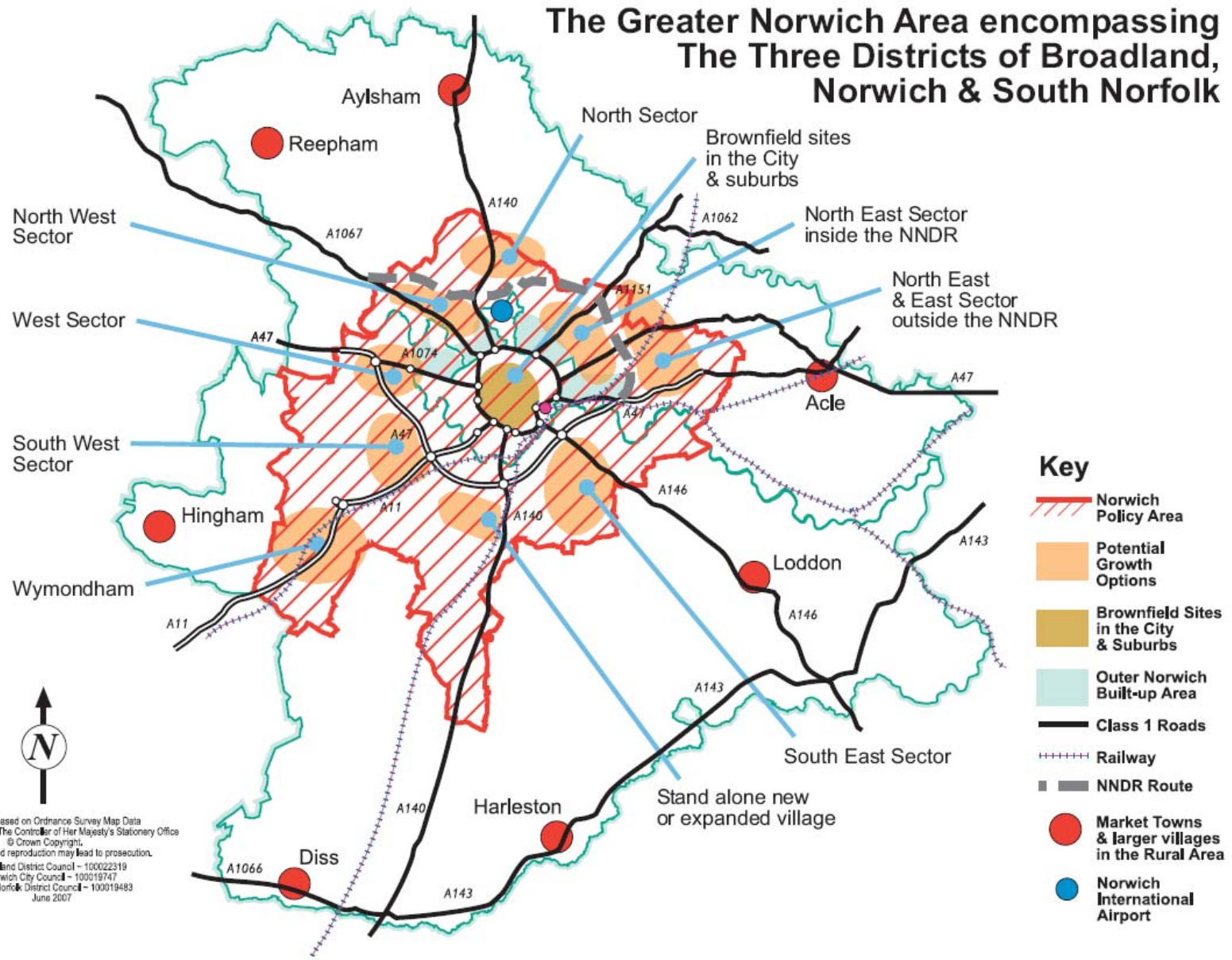
Are there any other broad locations that should be considered for major growth?

It is quite likely that more than one major growth location will be required. What additional factors would help select the best combination of locations?

Is it appropriate to exclude any of the proposed broad locations at this stage?

Map one - Potential Growth Locations

The Greater Norwich Area encompassing The Three Districts of Broadland, Norwich & South Norfolk



- Key**
- Norwich Policy Area
 - Potential Growth Options
 - Brownfield Sites in the City & Suburbs
 - Outer Norwich Built-up Area
 - Class 1 Roads
 - Railway
 - NNDR Route
 - Market Towns & larger villages in the Rural Area
 - Norwich International Airport



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June 2007

Appendix one: Some Issues relating to Potential Growth Locations

North East Sector (inside the NNDR)

Issues

- Urban extension
- Large scale urban extension has been the subject of previous public consultation (Structure Plan review and draft RSS) and was generally supported
- Closest area of urban fringe to the City Centre
- Best served location for easy access to a range of existing employment locations including City Centre, Thorpe St Andrew business parks and Airport employment areas. Also close to Rackheath and Salhouse Road employment areas.
- Existing Tesco Extra and adjacent planned District Centre provides existing local services
- The area will be served by the NNDR
- Served by up to 4 radial routes providing the opportunity for public transport priority.
- Some limited existing public transport priority infrastructure but a good level of existing services to part of the area to build on.
- Several sensitive environmental assets in the area provide opportunities for structural landscaping, open space and SUDS
- No capacity in Sprowston High School, currently significant capacity at Heartsease (but the future role of this school is currently unclear with Academy status being considered). Assuming capacity at Heartsease is significantly reduced a new school would be required and consequently a minimum of 7-8,000 dwellings. This issue needs further investigation.
- Various constraints suggest that the amount of developable land inside the NNDR may be relatively limited. Consequently, the provision of a single coherent new community of 7-8,000 dwellings could be challenging. The overall scale of development that could be accommodated is sensitive to density assumptions.
- A significant swathe of the area has the potential for heathland re-creation. Such a project would have important benefits but would limit the potential scale of development

Preliminary Conclusion

This appears to be a very good location for a large scale urban extension. However, physical capacity and potential environmental opportunities could limit the scale of development. High School provision then becomes problematical.

North East (outside the NNDR, vicinity of Rackheath)

- Expanded stand alone settlement
- Not well related to the City Centre
- Well located for existing employment locations including Thorpe St Andrew business parks and Airport employment areas. Very close to Rackheath employment area.
- limited existing local services
- The area will be served by the NNDR. Location outside the NNDR may encourage rat running through existing network of lanes.
- Served by up to 3 radial routes providing the opportunity for public transport priority.
- Potentially served by Salhouse railway station
- Some limited existing bus-based public transport priority infrastructure
- Large mineral investigation area to the west of Salhouse station is a constraint
- No secondary school nearby. No capacity in Sprowston High School, some potential capacity at Broadland (Wroxham/Hoveton). To provide a new school to serve the new community would require a minimum of 7-8,000 dwellings
- A significant swathe of the area has the potential for heathland re-creation. Such a project would have important benefits but would limit the potential scale of development

Preliminary Conclusion

The area may be worth further investigation perhaps in conjunction with development inside the NNDR to provide a network of new “villages”.

East Sector (outside the NNDR)

Issues

- Stand alone new settlement (although could be separated from the urban area by little more than the NNDR)
- Large scale growth has been the subject of previous public consultation (Structure Plan review and draft RSS – as part of a wider North East Sector)
- 6km+ from the City Centre
- Very well located for access to Thorpe St Andrew business parks. Also reasonably close to Rackheath employment area.
- Not well served by existing local services. Sainsbury and Pound Lane district centre is nearest location.
- The area will be served by the NNDR
- Served by 2 radial routes – Yarmouth Road and Plumstead Road. No direct access to A47 likely.
- no existing bus based public transport priority infrastructure. Would need to resolve congestion problems at junction of Pound Lane/Yarmouth Road.
- Potential use of two rail lines but both are peripheral to the area and it is unlikely that a service would be attractive to a heavy rail operator
- No sensitive environmental assets in the area although high quality agricultural land could be a significant constraint
- No capacity in Thorpe St Andrew High School. Therefore a new school would be required and consequently a minimum of 7-8,000 dwellings

Preliminary Conclusion

May be worthy of further investigation, particularly if public transport constraints on Yarmouth Road can be overcome

North East and East combination

A location could be considered centred in the vicinity of where the NNDR will cross the Bittern Line. However, this infrastructure would result in a disjointed community. The location would only seem to have merit if a rail based public transport solution had any advantage over bus based.

South East Sector (vicinity of Poringland)

Issues

- Stand alone new or expanded settlement
- Poorly related to the City Centre
- Poorly related to existing employment opportunities.
- Existing local services in village but poorly related to large scale retail facilities.
- Reasonably well related to A47.
- Limited existing public transport priority infrastructure (bus gate in Trowse)
- Framingham Earl High School is not landlocked so has the potential to expand.

Preliminary Conclusion

This does not seem to be a particularly good candidate for strategic growth.

South Sector (A11-A140 outside A47)

Issues

- Stand alone new or expanded settlement
- 5-6km to the City Centre
- Poorly related to choice of existing employment areas. Area close to A140 is reasonably close to Hall Road area. A location close to the A11/A47 junction would be reasonably close to the NRP
- Existing Tesco Harford would serve a location close to the A140 but the area is not particularly well related to existing local services
- The area is well served by the A47 and A140. Relationship to A11 is less clear as existing junctions are poor and new junctions are unlikely.
- Area would be dependent on either the A140 or A11 radial routes.
- Excellent public transport infrastructure and potential on A11 Newmarket Road. Some limited existing public transport priority infrastructure on A140 route
- Mineral investigation areas south of Mangreen and close to A11. Could be a constraint but may provide an opportunity.
- No capacity at Hethersett High School or CNS. Significant capacity in Hewitt High School but not well related to potential development. This capacity may constrain the ability to provide a new school to serve the development.

Preliminary Conclusion

The area is not well related to employment locations and may not be able to provide for a new secondary school.

South West Sector (A11-B1108)

Issues

- Stand alone new or expanded settlement
- 6km+ from the City Centre
- Easy access to Norwich Research Park. Parts of any development could be c3km from Gateway 11 or Longwater.
- No major existing services in the area.
- The area is well located in relation to the A11 and A47. Also served by B1108 and B1172.
- Bus lane from urban edge to City Centre, physically capable of being extended back towards the A47. Existing P&R service has the fastest journey time (12-14 minutes)
- No existing capacity in Hethersett High School, but there would be capacity to support perhaps circa 2,000 dwellings if the co-located primary could be relocated. Larger scale development would require an additional secondary or a relocation and expansion of the existing school.

Preliminary Conclusion

With good existing priority measures capable of expansion and fast journey times, this appears to be the best location for the provision of very high quality public transport. The area is reasonably well located in relation to existing employment sites. While there could be capacity in the High School to support relatively limited growth a larger development would be possible and would better support high quality public transport and new large scale local services. Capacity to accommodate a large new/expanded settlement is worthy of further investigation.

West Sector (River Yare to River Wensum)

Issues

- Road system and sensitive river valleys in the area constrain the likely areas for development and suggest a combination of relatively small urban extensions and stand alone new or expanded settlement
- 6-8km+ from the City Centre
- Easy access to Longwater and relatively close to Norwich Research Park.
- Relatively close to Sainsbury superstore.
- The area is well located in relation to the A47. Also served by A1074 (Dereham Rd).
- Inbound bus lane along parts of Dereham Rd. Principal issues for future extension are in the stretch between the Outer Ring Road and the City Centre.
- No capacity in Costessey High School and no room to expand.

Preliminary Conclusion

This is one of the furthest areas of urban fringe from the City Centre although it may be possible to add to existing public transport infrastructure. Even relatively small scale development could be difficult for high school provision. There does not appear to be physical capacity for a large enough development to support a new secondary school.

North West Sector (A1067 - NNDR)

Issues

- Urban extension/expanded settlement
- 6-9 km to the City Centre
- The city end of this area is relatively close to the airport otherwise the area is poorly related to choice of significant existing employment areas.
- The area is not currently well served by large scale retail facilities.
- The area is served by the A1067 and B1149/A140 and will be served by the NNDR.
- No significant public transport priority infrastructure outside City Centre.
- Mineral investigation areas to the north east of Drayton.
- No capacity at Taverham High School or room to expand. Some capacity at Hellesdon High School.

Preliminary Conclusion

The area is not particularly well related to employment locations and public transport infrastructure is currently limited. Capacity at Hellesdon High School could allow for some growth (to be investigated).

North Sector (North of Airport)

Issues

- Stand alone new or expanded settlement
- 6-7 km to the City Centre
- Poorly related to choice of significant existing employment areas. Could be close to new strategic employment site to be allocated at the airport.
- Poorly related to existing retail services
- The area is served by the A140 and Spixworth Road and will be served by the NNDR.
- No significant public transport priority infrastructure outside City Centre.
- Not well related to existing secondary schools. Some capacity at Hellesdon but no capacity at Sprowston or Taverham High Schools therefore minimum of 7-8,000 dwellings required to provide new secondary school.
- Minerals investigation areas between Horsham and Spixworth
- Environmental assets include castle remains east of Horsford, a number of wildlife designations and small river valleys.
- Potential for heathland re-creation

Preliminary Conclusion

This does not seem to be a particularly good candidate for strategic growth.

Wymondham

Issues

- Urban extension. Existing stand alone market town well related to Norwich but with a distinct identity and wide range of services
- Large scale strategic development was the subject of previous public consultation (Structure Plan Review) and received some support.
- Well related to Gateway 11 employment site and employment opportunities elsewhere in the town. Not close to other NPA employment sites but is the closest potential strategic growth location to Hethel (Lotus/Hethel Engineering Centre)
- Rail service to Norwich (and Cambridge)
- A11 including Newmarket Road provides excellent infrastructure for express bus
- Well related to existing retail services (Waitrose and town centre)
- No capacity in Wymondham High School or Wymondham College. However, relocation of sixth forms to independent campus may provide capacity for up to perhaps 3,000 dwellings. Alternatively 7-8,000 dwellings would provide for a new secondary school.

Preliminary Conclusion

Wymondham provides a wide range of local services and job opportunities and good public transport accessibility to Norwich. It appears to be a suitable location for further investigation for strategic growth.

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Homes and Housing workshop on Friday 6 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk
Issues and Options

Homes and Housing Topic Paper

June 2007

1. Introduction

1.1 This Topic Paper is one of a series being published in order to stimulate discussion of the main issues for the future development strategy for the wider Norwich Area. This paper looks at:

- The overall housing requirement for the area resulting from the Regional Spatial Strategy (RSS) in the period 2001-2021
- The remaining requirement taking into account developments since 2001 and the current stock of planning permissions
- The consequences of more recent Government guidance, notably Planning Policy Statement 3 – Housing which extends the time period we must plan for to have at least a 15 year supply of sites when we adopt the development plan document making site specific allocations.
- Evidence on the kind of housing needed in terms of size, design, tenure and the operation of the housing market and taking into account expected changes in the make-up of the population.
- Issues concerning Gypsies and Travellers, and travelling show people.

1.2 This topic paper does not look in detail at:

- options for location of major growth and the criteria which might be used to evaluate them; or

- a settlement hierarchy to guide smaller scale development.

Both of these are covered in separate topic papers, in particular those dealing with Growth Options and Sustainability and the Settlement Hierarchy. This topic paper should therefore be read alongside those.

2. Context

- 2.1 We need to take into account Community Plans covering the area. There are Local Strategic Partnerships covering each of the three local authority areas concerned all of which have adopted, or are preparing, community plans which articulate the priorities of the people of the area. The County Council, too, has a Local Strategic Partnership which operates at a less detailed localised level but which nonetheless has a series of objectives.
- 2.2 We have compared the objectives of all four Community Plans and have distilled from these a spatial vision, plus more detailed spatial objectives that set out how we would like to see the area at the end of the plan period. This process is described more fully in the topic paper entitled “Spatial Vision and Objectives”. Three of the Community Plans are currently being reviewed and we will use this opportunity to align LDFs and Community Plans more closely as the process evolves.
- 2.3 In working towards a new joint Core Strategy, the Partnership has commissioned or is undertaking a number of pieces of research. Those relevant to housing are:
 - A housing requirement study undertaken for the Greater Norwich Area by ORS. This looked at a number of aspects of housing including the definition of Market Areas, the condition of the stock, and the issue of affordability. In terms of the spatial planning of the area, the definition of market areas and the affordability of housing in the area (or housing need) are critical.
 - A Housing Market Assessment study. This builds on the ORS study and is looking at how local housing markets in the area operate, what are the key factors driving

changes in housing markets, and how we can keep track of changing conditions by updating our understanding of the housing market.

- Strategic Housing Land Availability Assessment. Broadland and Norwich are currently progressing these in light of emerging guidance, whilst South Norfolk has completed an Urban Capacity Study under previous and will update it as necessary. Their aim is to identify land in appropriate locations which may be brought forward for housing purposes and thus help to keep to a minimum the amount of Greenfield land we will need to allocate.
- Annual Monitoring Reports produced by the three local planning authorities. These include assessments of housing delivery under prevailing policies as well as housing trajectories forecasting future delivery. We have combined these into a composite trajectory covering the entire Greater Norwich Area. The Greater Norwich trajectory is attached as Appendix 1 to this topic paper.

2.4 Traditional housing assessments can find it difficult to take into account the needs of Gypsies and Travellers and Travelling Showpeople. The Government has recently published guidance on assessing their accommodation needs and the East of England Regional Assembly is undertaking a single issue review of the RSS specifically addressing the needs of Gypsies and Travellers and has recently published an Issues and Options consultation paper. The consultation paper seeks views on the provision of Gypsy and Traveller accommodation in relation to the overall level of pitches as well as the distribution of pitches by local authority area. However, Government guidance also suggests that where there is a known need, local planning authorities should not delay their efforts to meet it; consequently South Norfolk Council has started to prepare a separate Development Plan Document aimed at addressing the needs of Gypsies and Travellers in their area. Broadland and Norwich have not followed a similar path, though Broadland is undertaking its own work to quantify the need for pitches in the district and has consulted on the criteria it will use in assessing sites which may come forward.

3. Planning Background

3.1 The affordability of housing has become a national issue in recent years and one which is keenly felt in the Greater Norwich area. The Government appointed Kate Barker to examine the housing market and her report “Delivering Stability; Securing our Future Housing Needs” was published in 2004. In her report, Ms Barker raised a number of questions about how the planning system interacts with the market to bring about new housing. Having considered her report, the Government published its response in the form of Planning Policy Statement number 3 – Housing (November 2006). Noteworthy features of PPS3 include:

- The requirement for planning authorities to look at least 15 years ahead from its forecast date of adoption. In our case this means that we need to plan enough houses for the period up to 2026, rather than the 2021 horizon set by the draft East of England Plan.
- An increased emphasis on delivery with a requirement that local planning authorities can demonstrate robustly a supply of sites ideally covering the whole 15 year period. “Deliverable“ sites should be identified for years 1-5 and “developable “ sites for years 6-10, and, ideally years 11-15 , or where this is not possible, broad locations identified for years 11-15. There is a clear implication in PPS3 that the inability to do this could result in appeals being allowed on unallocated land.
- PPS3 also updates Government guidance on how the planning system should contribute to affordable housing through planning obligations. The Government’s consultation on a Planning Gain Supplement system suggests that affordable housing contributions should still be sought directly from the developer on a site by site basis on suitable sites.
- A continued emphasis on prioritising well-located brownfield land.
- Less prescriptive guidance on densities but that still recommends making effective use of land allocated for development. In seeking high densities where appropriate, we can minimise the amount of Greenfield land we need to allocate.
- PPS3 continues to encourage local planning authorities to allow local needs housing on sites where housing would

otherwise not be acceptable in smaller villages through an 'exceptions' policy. Recent Government guidance has permitted the allocation in advance of such sites if local authorities want to take that approach.

- In forecasting the future supply of housing, PPS3 states that planning authorities could not make any allowance for windfalls beyond the current stock of planning permissions.
- Emphasis on the contribution of high-quality design to development of sustainable, mixed communities and ensuring reductions in CO2 emissions.

3.2 The Government has recently published updated guidance on Housing Market Assessments and assessment of the accommodation needs of Gypsies and Travellers and travelling show people.

3.3 The draft **Regional Spatial Strategy** (including the modifications proposed by the Secretary of State), includes a wide range of policies relevant to the Greater Norwich Area. However, those of particular relevance to housing include policies H1 'Regional Housing Provision 2001-2021', and NR1 'Norwich Key Centre for Development and Change'. Policy H1 sets housing provision figures by Local Planning Authority area, but in the case of Greater Norwich makes it clear that there is flexibility for the Joint Core Strategy to vary the numbers between authorities in order to achieve the most sustainable outcome. The total requirement in the period 2001-2021 is for 37,500 new houses to be provided across the three Districts. Policy H1 also makes it clear that 33,000 of these should be provided within the Norwich Policy Area (NPA) which broadly equates to the area of built up Norwich and the first ring of larger villages, plus extensions to include Wymondham and Long Stratton. This area however, may be revised through the process of preparing this Core Strategy.

3.4 Policy NR1 stresses:

- The need to shift emphasis towards accessibility by public transport as far as possible
- Norwich's pre-eminent role as a centre of culture, retail and entertainment
- The promotion of tourism
- The need to address deprivation

It also identifies strategic locations for employment but offers no corresponding guidance on housing

4. Current Position

- 4.1 As noted in the 'Planning Background' we will need to extend the housing requirement to at least 2026. Extrapolating the draft East of England Plan requirement for a further 5 years would result in an additional 1,800 dwellings per annum or 9,000 in total in the NPA, and an additional 225 dwellings per annum or 1,125 in total in the remainder of the Greater Norwich Area.
- 4.2 In the period of April 2001 – March 2006, completions and the current commitment in the Greater Norwich Areas are in Table 1 (*Current housing land supply situation*)
- 4.3 However, for Norwich current trends in terms of sites coming forward and increasing densities suggests about 5,000 further dwellings could be provided within the City.
- 4.4 If this proves to be the case, it means that to meet the East of England Plan requirements we need to provide new allocations for 9,200 dwellings in the Norwich Policy Area to 2021 and 18,200 to 2026 and 1200 or 2,325 dwellings in the rural areas to 2021 or 2026 respectively.
- 4.5 We noted earlier that we can no longer take account of the supply likely to result from future windfalls in our calculations. However by way of illustration, the previous rates of windfall development since 2001 have been as follows:
 - Norwich-154 dwellings per annum on windfall sites below 10 units
 - Broadland -90 dwellings per annum on windfall sites below 10 units- 2005-2007
 - South Norfolk -182 dwellings per annum on windfall sites below 50 units

Table 1: Current housing land supply situation

| Area / District | Completions 2001-06 | Commitment | RSS Requirement to 2021 | Remainder to allocate 2021 |
|--------------------------|------------------------|---------------|-------------------------------|----------------------------|
| NPA | 6,236 | 12,528 | 33,000 | 14,200 |
| Rural | 1,210 | 2,128 | 4,500 | 1,200 |
| | 7,446 | 14,656 | 37,500 | 15,400 |
| | | | | |
| Norwich | 3,486 | 5,987 | | |
| South Norfolk (NPA) | 1,639 | 6,263 | | |
| South Norfolk (Rural) | 640 | | | |
| Broadland (NPA) | 1,111 | 2,406 | | |
| Broadland (Rural) | 570 | | | |
| | 7,446 | 14,656 | | |

- 4.6 While it would be reasonable to assume that the number of windfalls (unallocated sites, which typically result from garden sub divisions or redevelopments within settlements or very limited development in the countryside) is finite and may not continue at the same rate, if it were to do so, it can be seen that over the period from 2007 to 2026 we might expect about 8520 to result from this source. While we cannot use this as evidence to reduce the number of sites allocated for development, a continuing supply of windfalls on this scale would clearly have some impact on the delivery of services and infrastructure capacity.
- 4.7 Turning to affordable housing (defined as including Social Rented and Shared Equity or Discounted Purchase where there is a mechanism to ensure a discounted price is passed onto future purchasers), the study undertaken by ORS suggests that across the Greater Norwich Area there is a current backlog of 1,403 affordable dwellings. This need can be further subdivided into 1,257 social rented and 146 shared equity or discounted market. ORS also forecast the amount of “new” need arising each year and estimate this at 313 properties for social rent and 248 shared equity properties.
- 4.8 If the backlog is to be eradicated over a 5 year period, the assumption used in Government guidance, this means that over the Greater Norwich Area there will be an annual need over the next 5 years for 564 social rented properties and 277 shared equity properties, and thereafter for a continuing supply of 248 shared equity and 313 social rented dwellings per annum (assuming current factors remain unchanged). However, we cannot affect the supply of affordable units through new allocations for several years until these areas start being developed.
- 4.9 Against this, the supply in 2006/07 was 508 affordable houses of all tenures.
- 4.10 There is a clear need for the planning system to continue contributing to the provision of affordable housing, although it is not by any means the only source. Taking into account expected affordable housing funded by other means, e.g. through the housing corporation via the regional housing pot, and also taking into account the contribution from current planning commitments, we are currently trying to work out how larger future allocations should appropriately contribute to the future supply of affordable housing. The ORS study referred to above has quantified the need by district; however

the results demonstrate that it will not be possible for the need which would best be met in Norwich to be satisfied by developments within the city boundary and it will therefore be necessary for some of that need to be met in Broadland and South Norfolk. Our current belief is that it would be appropriate to try and meet these needs in the areas closest to Norwich.

4.11 As well as meeting overall affordable housing needs we need to consider the particular question of local need in rural areas where people in housing need may also have a particular local connection. In such circumstances Government policy allows for housing to meet a well defined local affordable housing need to be permitted in locations where housing would not normally be allowed (see para 3.1). However the question of the occupants' access to services still remains.

4.12 The ORS study did not examine the accommodation needs of Gypsies and Traveller, other than those living in houses. In January 2006 the number of caravan pitches in the area was estimated (in an EERA study to be:

| | Authorised | Unauthorised |
|----------------------|-------------------|---------------------|
| Norwich | 16 | 0 |
| Broadland | 2 | 0 |
| South Norfolk | 25 | 7 |

In July 2006 the biannual count of Gypsy and Traveller caravans recorded 79 caravans in South Norfolk, 40 in Broadland and 27 in Norwich.- the figures include long stay and transit pitches.

4.13 The preliminary work undertaken on behalf of the East of England Regional Assembly to quantify the need for pitches to accommodate Gypsies and Travellers suggests a need for additional pitches as follows:

- Norwich (5-15)
- Broadland (1-15)
- South Norfolk (21)

It should be noted that these figures do not include transit sites which will need to be provided in addition to these pitches.

4.14 The more detailed work undertaken by South Norfolk broadly accords with the scale of need set out in the East of England study. In light of recent planning decisions, South Norfolk Council is preparing a separate Development Plan Document specifically addressing the question of additional pitches for Gypsies and Travellers. Bi- annual caravan counts in Broadland District have recently been higher than implied by the EERA research, though the counts vary widely and do not differentiate transit and long stay pitches. We will need to consider the need for additional pitches for Travelling Showpeople. There is reason to believe the current site on Hoopers Lane in north Norwich is no longer adequate, but at present we cannot quantify what further provision may be justified.

4.15 Work on our Housing Market Assessment is continuing, but a number of headline conclusions are starting to emerge:

- In parts of the city centre, in particular, buy-to-let is a significant factor, although in total terms, the phenomenon affects tenure choice rather than the total number of dwellings.
- In parts of the city, the student market is a significant factor both in terms of tenure and in the demand for property. Current proposals for expansion by the UEA in particular look likely to place further pressure on a particular sector of the market which might otherwise be attractive to first-time buyers. Over the whole market, the numbers involved (est. 7,400 UEA students occupying housing in the Norwich area) are modest but growing, and within the locality can affect the market.

4.16 Other key headlines include:

- Across the sub-region the total five-year land supply exceeds the total five-year need/demand, though this will not necessarily remain true in the medium to long term.

- In Broadland district need/demand exceeds supply and we project shortfalls in all tenures.
- In Norwich district we project shortages of affordable rented and intermediate housing, but not in market sectors
- In South Norfolk district we project a shortage of one and two-bed affordable rented properties and there are under-occupied three-bed properties.
- In Broadland we project a shortage of affordable rented three and four-bed properties. The surplus two-bed properties cannot help address the shortage of larger units.

4.17 The Housing Market assessment confirms that there is a defined market area which approximates to the Greater Norwich area, but also that there are a number of discernible sub markets, with one centred on Norwich and covering most of the Norwich Policy area being by far the largest. Others are centred on Wymondham, Long Stratton, Diss, Harleston, the Broads, Wroxham, Aylsham, Beccles and Reepham.

5. Defining the Issues

5.1 Much of the new housing will be provided as a consequence of market forces. The rate of development envisaged by the draft East of England Plan is appreciably in excess of what has happened in the past in the Greater Norwich Area. We need to be confident that the market will generate enough demand and that builders will be willing and able to build at the rates implied in the trajectory in Appendix 1. Traditionally there has been an assumption that for any given developer, on any given site there is a market limit of around 50 dwellings per annum in the Norwich area. This will clearly need to be exceeded over a considerable period and by a considerable number of developers.

Issue one

Do Stakeholders see in any way in which large scale development can be brought forward more quickly than has been the case in the past in this area? Will market forces be able to deliver the necessary infrastructure along with the number of houses needed?

5.2 PPS3 is less prescriptive than previous Government guidance on the question of density. Nonetheless, higher densities will reduce overall the amount of land needed for development, but not in a way directly proportional to increasing density, as other facilities will still be needed. Again our approach to density and how it might vary across the area is an issue we need to explore. For example, much recent development within the City of Norwich has taken the form of flats resulting in high densities and the accommodation of a large number of units on a given site. However the ORS study recognises that there will also be a need for family housing in the Norwich area and meeting this need will entail some compromise in the densities achieved recently. We have also noted above that some land will be needed for non- housing uses. We need to consider whether we should actively seek to broaden the mix of house types by requiring more family housing within Norwich whilst accommodating some smaller accommodation elsewhere within the area in order to seek to balance communities. On the other hand is there an argument for allowing the market to differentiate between City Centre and other sites?

5.3 We will have to contemplate some large Greenfield developments as well as development in the built up area of Norwich, and we will also need to consider our approach to accommodating development in market towns and villages

Issue two

What should be our approach to density in different locations?

5.4 In part, our responses to the issues above will be coloured by responses to issues raised in related topic papers, notably those dealing with Growth Location options and the Spatial Hierarchy.

5.5 We have outlined above in para 4.15 what we think are headline conclusions from our emerging Housing Market Assessment (which is not yet complete).

Issue three

Do the initial conclusions from our housing Market Assessment strike a chord with Stakeholders or do Stakeholders have different experiences? How should we respond to them?

5.6 In terms of the overall housing provision, (including open market housing) the ORS study suggests a broadly similar requirement to that set out in the draft East of England Plan, although the latter is larger mainly as a result of Regional policy decisions focussing growth in urban areas. Meeting the affordable housing need identified in the ORS study will require action on a number of fronts including the purchase of existing housing by Housing Associations and support by the Housing Corporation. It will also however, require a robust policy response in terms of seeking significant proportions of affordable housing as contributions from developers of market sites above a modest size. The Government's policy is to support such mixed tenure developments but we will need to be more successful than hitherto in achieving a share of affordable housing on such sites.

Issue four

Given the increasing problem of affordability in this area identified in the ORS study, how can the planning system best contribute to meeting the needs? See paras 4.8 and 4.9

Issue five

Do Stakeholders believe we would be correct to focus on meeting Norwich based needs in the Norwich Policy Area rather than seeking to disperse it?

Issue six

What should be our approach to dealing with affordability? Should we seek to maximise the element of affordable housing within market housing sites above a certain size?

Issue seven

In the case of 'rural exceptions' sites should we attempt to allocate these in advance? (See paragraph 4.10). Such sites are intended to serve "local need". How widely should we define this? Should we only allow such sites in villages with at least basic services? (See paragraph 4.11).

Issue eight

Given the relatively limited development likely in villages what is the smallest size of site where we should seek inclusion of some affordable housing from the developer?

Issue nine

Is it realistic to attempt to address the backlog of affordable housing over 5 years? If not, what would be a reasonable period?

5.7 Our current estimate is 2,225 houses on new sites will be needed in the rural parts of Broadland and South Norfolk up to 2026. This raises a number of questions. As we are not allowed to take account of future windfalls in predicting future supply we will need to allocate sufficient to meet this requirement. In reality windfalls will continue to happen, albeit at an unpredictable rate.

Issue ten

Traditionally, South Norfolk have identified or allocated small sites, while Broadland and Norwich have allocated sites expected to accommodate 10 dwellings or more. Which approach do stakeholders prefer? See Para 4.6 and 5.7

Issue eleven

Are there any factors which should persuade us to focus the rural allocation in either Broadland or South Norfolk or split it evenly? This is because RSS Policy H1 does not set a specific amount for either Broadland or South Norfolk.

Issue twelve

The population composition of Greater Norwich is changing with concentration of single/younger people including students in Norwich, with more houses in multiple occupation and older people in Broadland and South Norfolk. What should our response to this be- for example should we resist such pressures to try and maintain balanced communities or should we accept that different areas will attract different kinds of households?

5.8 One particular area of need which we will explicitly need to address concerns Gypsies and Travellers, and Travelling Show People. While transit sites clearly need to be related to the routes followed by these groups, we may also need to consider sites for longer stay occupation.

Issue thirteen

Would it be sensible for us to try and integrate some sites for Gypsies and Travellers and Travelling Showpeople into any larger scale development we propose, so that their occupants have reasonable access to the services provided in connection to the new development, and such sites would be in relatively sustainable locations? This may be appropriate in the longer term but how should we deal with the need in the short term?

5.9 The other key questions we think arise from the issues discussed above are as follows:

Issue fourteen

How should we approach the problem of bringing forward previously developed land in sustainable locations ahead of greenfield sites, while still ensuring sufficient houses in total are produced and, at the same time, improve the quality of life by “greening the city”?

Issue fifteen

How should we try to achieve carbon neutral new housing as a contribution to sustainability?

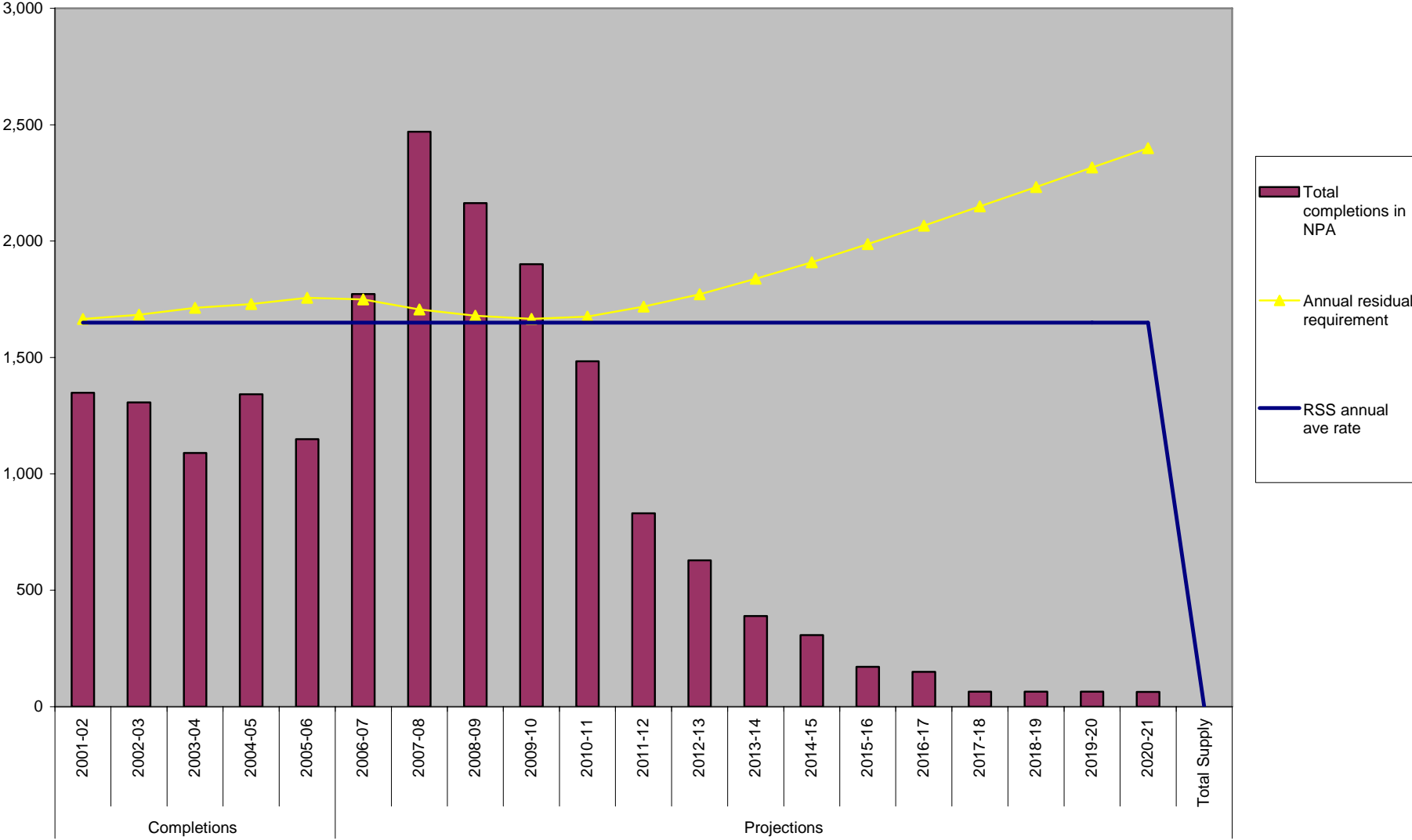
Issue sixteen

Are there any issues or questions we have missed which Stakeholders consider important?

6. Conclusions

6.1 This Topic Paper has attempted to identify key housing issues to be addressed in the forthcoming Greater Norwich Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be housing issues that have not been raised. Your views are therefore welcomed at the workshop on whether these are the key issues that should be addressed in the Core Strategy or if there are any others.

Appendix 1: Expected Housing Trajectory for Greater Norwich



NPA Housing Trajectory (low capacity assumption)

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Economy workshop on Tuesday 26 June 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk Issues and Options

Economy Topic Paper June 2007

1. Introduction

- 1.1 This topic paper is one of a series which aim to inform and stimulate discussion at workshops to be held as part of the Issues and Options stage of the Joint Core Strategy for Greater Norwich. The Joint Core Strategy will be the overarching spatial plan shaping the future of this area. As a strategic document it will not deal with detailed implementation policies, but rather with broad strategic aims. This paper looks at the issues the Joint Core Strategy will need to address in relation to the economy.

2. Context

- 2.1 The draft Joint Core Strategy Spatial Vision and objectives include a number of aspects relevant to this paper and in particular the objective:

To promote economic growth and diversity and provide a wide range of local employment opportunities within the Greater Norwich Area, for the existing and future population.

- 2.2 The **Regional Economic Strategy** (RES) is produced by the East of England Development Agency (EEDA) and is currently being reviewed. The existing RES concentrates on:

- Skills, competitiveness, productivity and entrepreneurship
- innovation in science, technology and research
- high-quality places to work and live
- social inclusion and participation

- international gateways and national and regional transport corridors
- information society
- an exemplar in environmental technologies and efficient use of resources.

2.3 **Shaping Norfolk's Future**, the Strategy of the county's economic partnership, includes a vision: "for Norfolk to have a successful economy characterised by innovative dynamic and sustainable businesses, where people are skilled and motivated with the opportunities to maximise their potential in a high quality environment". The Strategy includes sectoral and geographical elements. Strategic goals of particular relevance to the Joint Core Strategy include:

- To promote learning and skills and to raise aspirations to meet the future needs of Norfolk
- To make Norfolk an exemplar of environmentally sustainable prosperity
- To develop an infrastructure that supports sustainable economic growth whilst maintaining the quality of the county's environment and heritage

2.4 Local **Economic Strategies** include priorities around:

- Enterprise – e.g. encouraging business start-ups and growth, facilitating innovation, attracting inward investment, developing the social economy
- Stimulating higher quality employment
- Improving skills, widening access to learning and raising aspirations
- Improving supporting infrastructure
- Raising the areas profile

3. Planning Background

- 3.1 Key Government policies are included in Planning Policy Statements such as **Town Centres (PPS6)** and **Sustainable Development in Rural areas (PPS7)**. Town centres should be the first choice for developments attracting large numbers of people including retail, large scale leisure and office development. A positive and proactive approach must be taken to planning for town centres. In rural areas development should be promoted in sustainable locations to facilitate a healthy and diverse economy. Planning Guidance for the wider economy (PPG4) is out of date and is to be reviewed.
- 3.2 The Joint Core Strategy has to be “in conformity” with the Draft **East of England Plan**. Many of the policies of the Plan will be relevant to economic development. Key policies include:
- a target of 35,000 new jobs for the three districts between 2001 and 2021
 - the approach to providing sufficient and appropriate allocations in sustainable locations
 - regional significance of Norwich for bio industries and Hethel for high tech engineering and motor sport industries
 - identification of strategic roles of the City Centre and the Thorpe St Andrew, Colney / Cringleford, Longwater, Wymondham/A11 and airport areas

4. Current Position

- 4.1 Economic and Labour Market Assessments for the area indicate that:
- The Norwich area has a strong and growing knowledge economy, particularly in Financial Services, (recognised by the DTI as an established cluster and accounting for 31% of the workforce in the City Council area) and in Creative/Cultural Industries and Health and Life Science. Norwich is a major regional services centre and is regularly ranked as a top ten retail centre in the UK.

- The area has a strong education and training offer: City College Norwich is one of the largest FE/HE colleges in the country; the UEA is a top 20 university and Norwich School of Art & Design is one of a handful of independent Art & Design colleges in the UK. Easton College provides a range of courses concentrating on rural activities.
 - Construction is a key sector, particularly in view of the high levels of development planned. Advanced Engineering is a small but diverse sector with growth potential. The airport is a valuable asset.
 - An over reliance on large firms in Norwich is a structural weakness leaving the local economy vulnerable to investment decisions taken outside of the area and often outside the UK. A symptom of this structural imbalance is a relatively low proportion of small businesses; a poor business start-up rate/low self-employment rate; poor SME growth and underemployment of graduates due to a lack of graduate level jobs.
 - Local market towns are largely vibrant and the rural area contains a range of important businesses ranging from food processing to advanced engineering.
 - However, the rural area tends to experience a lower/wage lower skills economy and labour force mobility can be a problem – due to both access and aspiration. Unlike Norwich, small and micro businesses dominate.
- 4.2 The evidence base supporting the City Council's **LEGI** bid (LEPU and IPSOS Mori 2006) confirmed that Market failures and challenges include:
- Large firm dominance/low levels of B2B activity
 - Low levels business start-up/self employment/micro-businesses
 - Risk averse culture/lack of access to capital limits business start-up
 - Deteriorating neighbourhood business environments
- 4.3 **The Norfolk Employment Growth Study 2005** (Roger Tym & Partners) recognised the Norwich Area as the engine of the Norfolk economy and concluded that the Greater Norwich area had the potential to generate 35,000 additional jobs in the period 2001-2021. Achieving this potential would require the implementation of a range of supportive interventions.

Those that are most relevant to the Joint Core Strategy include:

- Formulation of an innovation strategy
- Focus on early development of high quality office space in the City Centre and overcome constraints on key sites
- Increase local and strategic connectivity through improvements to public transport and the strategic road network
- Encourage high value uses around the airport
- Seek suitable locations for expansion of UEA and other Higher and Further Education institutions (city College, Norwich School of Art and Design) ideally close to strong companies in same or complementary fields
- Seek quick wins in regeneration areas.

4.4 NEGS concluded that job growth potential and housing growth across the County were broadly in alignment. The study identified the possibility that there would be insufficient growth in workers but this is highly dependent on the demographics of migration and assumptions about activity rates. Moreover housing provision has increased since the study.

4.5 The **Norfolk Strategic Employment Sites Study** (GVA Grimley) and Norwich Baseline Study (GVA Grimley) looked at the availability of allocated sites and identified constraints to development.

4.6 **Greater Norwich Retail and Town Centres Study 2007** (GVA Grimley)

The preliminary results of the study indicate that:

- very significant need to accommodate new comparison (non-food) retail growth even by 2016, principally in City Centre but also locally significant need in the market towns, particularly Diss and Wymondham.
- More limited growth in need for convenience (food) floorspace
- Continuing growth in bar, café, restaurants uses
- perhaps a demand for multi purpose commercial leisure venues

4.7 Significant issues noted by the **Districts' Annual Monitoring Reports 2006** (Broadland, Norwich City, South Norfolk) include:

- Significant loss of employment sites in the City Centre to other uses, particularly residential, and continuing shift of office jobs to out of centre sites
- Continuing growth on strategic employment sites, in particular Broadland Business Park and Gateway 11.
- Growth in city centre hotels
- Further out of centre retailing (Livestock Market) and some growth in the city Centre

4.8 **Employment Land Monitoring Report 2006** (Norfolk County Council) looks at development on allocations and significant planning permissions. It demonstrates that:

- there are 280 ha of land available across the 3 districts as a whole of which 205 ha are available in the Norwich Policy Area
- in recent years take up of land averages 12-14 ha per annum across the 3 districts of which 10-12 ha per annum is in the Norwich Policy Area
- this demonstrates that, in broad terms, there is a 20 year supply of land across both the NPA and the wider area. However, it does tend to indicate that supply is tight and there may be a need to identify some additional land to maintain supply and choice.

4.9 **Norwich International Airport Socio-economic Study** (York Aviation for EEDA) demonstrates the importance for the local economy of Norwich International Airport and its future growth. It identifies four areas for potential intervention to support this role:

- Airport infrastructure development
- Marketing to promote trade and tourism
- Surface access improvements
- Training and skills initiatives

4.10 **REV (Rural Enterprise Valley)** is a project aimed at boosting high tech engineering and specifically motor sports in the A11 corridor. The sector is well represented in the Norwich area, in particular by Lotus and the Hethel Engineering Centre.

4.11 Latest volume and value **Tourism** information indicates that in 2004 there were over 9.3 million visitors to the three districts with staying visitors spending 4.5 million nights. This

is worth £565 million and supports nearly 10,000 jobs (7,300 FTEs). A **City Destination Strategy**, adopted in 2004, recognised that the area lags behind some benchmark cities, and set up Visit Norwich covering the area of the 3 districts with the aim:

To make the Norwich area a competitive city area destination in domestic and international markets

4.12 **Deprivation.** Analysis of the Index of Multiple Deprivation demonstrates that:

- Multiple deprivation is significant in parts of the urban area. Indeed Norwich is the most deprived local authority in the Region:
 - 21,460 people in Norwich LA are income deprived (below 60% of median Household income)
 - Over 30% of children aged under 16 in the City Council area are affected by income deprivation
 - Norwich LA has the highest proportion of Income Support claimants and Housing Benefit claimants in the Eastern region
 - 5 wards are ranked in the most 10% deprived wards in the country for education and skills - Mile Cross ward is ranked in the worse 1% of wards.
 - GCSE results across the City as a whole are below the national average (but have significantly improved in 2005 and 2006 with the rate of improvement being higher than the national average)
- Although deprived urban wards are often close to employment opportunities, disadvantaged communities can suffer accessibility issues with low levels of car ownership, and with public transport links being expensive and generally poor for non-radial movements.
- Broadland and South Norfolk are amongst the least deprived districts in the region but do have hidden pockets and cases of deprivation.

4.13 It is intended to commission a **further study** to update and refine employment forecasts and undertake an employment land review. This will look at the quality of existing allocations and employment areas across the sub region. It will also assess the quality of existing city centre office stock and prospects for providing higher grade office accommodation. It

will be available to inform the next (Preferred Options) stage of the Joint Core Strategy.

5. Defining the Issues

5.1 Factors underlying a successful economy and growth

The Joint Core Strategy issues that most directly relate to the economy include the strategy for allocating land for employment and related uses. However, the success of the local economy is strongly dependent on a number of other factors that are key elements of the Joint Core Strategy such as the maintenance of a high quality environment, improved access, and adequate and appropriate housing.

The Norfolk Employment Growth Study suggested that the area has the capacity to deliver 35,000 jobs and this has been adopted as a target in the RSS. Initial analysis suggests that in the period 2001-2006 we are on target to meet this level of growth, although there are longstanding and ongoing problems with national statistics that make local monitoring of job growth difficult. For this reason it would not be appropriate to place too much emphasis on a precise number. Rather the figure of 35,000 is indicative of the broad scale of growth required.

Issue one

The jobs target of 35,000 is for the period 2001-2021. Is it also a broadly appropriate target for 2006-2026? Is there any evidence that the Joint Core Strategy should aim for a different overall scale of job growth?

What are the key needs of a successful local economy? Are the interventions required for growth as identified in recent studies (such as the Norfolk Employment Growth Study) and existing economic strategies correct and sufficient?

Lack of aspiration and vision at both an individual and more general level is a theme running through several studies. How can the JCS facilitate a more aspirational culture?

Small businesses are a crucial element of the local economy. What issues will the Joint Core Strategy need to address to facilitate survival and start-ups? Is there any need for new or expanded Innovation/Incubator Centres?

5.2 Education and Skills

The principal spatial issue relating to skills and training relates to the provision of, and access to, facilities. With the University and 3 colleges, the HE/FE sector provides significant benefits to the economy both directly and indirectly. There are a range of other training providers in the area. Schools have an important role providing learning opportunities at the neighbourhood level.

Issue two

Should a key aim of the Joint Core Strategy be a significant expansion of the education and training sector to build on existing strengths? To what extent is this an issue of accessibility for the existing population?

5.3 Deprivation and regeneration

Norwich Local Authority area is the most deprived LA in the Eastern Region, significant pockets of the population within the LA suffer multiple deprivations this is particularly apparent in educational attainment, low pay/low income, high levels of benefit dependency and access to services across rural and urban areas.

Issue three

What are the key spatial responses to deprivation?

How can accessibility to jobs and training be improved in both rural and urban areas to reduce deprivation?

Key areas in need of physical regeneration are the Northern City Centre and East Norwich. Work is progressing to regenerate these areas.

Are there other priority needs that should be identified in the Joint Core Strategy?

5.4 Locations for employment growth

A lot of job growth takes place without taking up employment land, through increased numbers working in existing businesses or home-based working for example. Nevertheless a ready supply and choice of appropriate employment land and premises is vital for economic development. Take up of allocated land has been good in recent years. However, a significant amount of City Centre office accommodation is cannot be let or is reaching the end of its productive life. The condition of property on some older industrial estates is also poor.

- 5.5 The City Centre is the most sustainable location for intensive office based employment. A concentration of businesses can also lead to beneficial economic synergies and “agglomeration” benefits (e.g. concentration of employment in the City Centre contributes to vitality through customers for shops and hospitality outlets, it also stimulates the transfer of ideas and information that is vital in a knowledge economy). Employment uses can, however, find it difficult to compete with higher value retail and residential development.

Moreover demand for employment development can be more intermittent and it is difficult to retain vacant employment sites for long periods. Other town centres in the area may provide similar, if much smaller scale, opportunities and have similar issues. District centres in the urban area have not previously been identified for office based employment but could be considered.

Issue four

How can we ensure sufficient City Centre employment opportunities are provided? Is there a role for town and district centres in providing more intensive employment development and what are the issues to be considered?

A significant amount of job growth takes place without taking up employment land allocations. Is there scope to increase this trend for example through more emphasis on mixed-use development and/or encouragement of live/work units?

5.6 The RSS confirms the existing key strategic locations for employment growth as the City Centre, Thorpe St Andrew (i.e. Broadland Business Park and related areas), Colney / Cringleford (i.e. Norwich Research Park), Longwater and Wymondham / A11. It identifies the need for a new strategic site at the airport for airport related uses. Hethel is recognised in the RSS as a focal point for the regional motor sports cluster. While there is land available at most of the existing out of centre strategic locations, Gateway 11 at Wymondham is mostly developed.

Issue five

Is there any need for new strategic locations beyond those identified in the RSS or scope for the expansion of existing strategic sites? How can constraints on existing strategic sites be overcome? What are the implications of further out of centre development opportunities on the City Centre?

Do we need additional or different infrastructure to stimulate enterprise and innovation?

Hethel is not particularly easily accessible but is of strategic, indeed regional, importance. Should it be identified for further growth related to high tech engineering/manufacturing?

On occasions the needs of inward investors or local businesses can not be met on existing sites and allocations. How should the JCS make contingency for such exceptional circumstances?

We will need to adopt policies to protect employment land from other uses. What factors should be taken into account?

5.7 Employment sites in new growth locations

Large new housing developments should be sustainable and have ready access to employment opportunities. This can be achieved by ensuring they are close to existing strategic locations but also by requiring a mix of uses including local small scale employment allocations. The latter have not always been successfully developed in residential developments.

Issue six

How can we ensure that new small scale employment sites associated with new growth locations can be retained for employment uses? What are the locational factors that will ensure market attractiveness of such sites?

5.8 Employment in rural areas**Issue seven**

It is important that market towns retain and enhance their employment and service role. Is there a particular need to identify any of the towns for further employment allocations?

There is a need to provide appropriate scale employment opportunities in the rural area. Should a small scale allocation be required for all villages identified as key service centres? What considerations should be applied to employment development, including the reuse of existing buildings, in other villages or countryside locations?

5.9 Retail and large scale commercial leisure

Government policy in PPS6 provides clear policy that requires a sequential approach to accommodating identified needs for developments attracting large numbers of people including retail and leisure development. The retail and leisure sector in the City Centre is a particularly successful part of the local economy which should be fostered.

Out of centre development is usually allowed to serve a particular need or circumstance but there can then be ongoing pressure for expansion or change of character. This applies to large scale retailing associated with towns and but also to farm shops and other retail development associated with rural locations and diversification. The latter can make a valuable contribution to the rural economy but are rarely easily accessible except by car.

Issue eight

How can the City Centre best accommodate the level of strategic need identified? Is there any scope for strategic out-of-centre retail and leisure development? If there is, how can we ensure that it is located in genuinely accessible locations? Should it, and can it, be associated with new strategic growth locations to take advantage of enhanced public transport and to provide new town centres?

Current Local Plans identify a range of existing District and Local centres and propose two new District Centres at Hall Road and Blue Boar Lane. Are these designations appropriate to continue in the Joint Core Strategy and is there a need to promote any further District Centres?

How can neighbourhood shopping and village services best be retained, for example is there a need for a commercial viability test to control the change of use of neighbourhood and village facilities to non-commercial uses and how would this operate?

What policies are required to enhance the vitality and viability of our town centres and ensure an appropriate balance of uses?

For out of centre retailing what factors should be considered relating to scale, expansion, type of retailing and location?

5.10 Tourism and leisure

The tourism and associated leisure industry rely on a high quality urban and rural environment. The area is strategically located in relation to the Broads, Brecks and the Coast and provides a “gateway” to these attractions. The City is a major visitor destination and has a world class heritage and cultural offer that is under exploited. Much of the surrounding rural area has attractive small towns, villages and countryside. There are a number of specific attractions in the rural part of the area. With Norwich International Airport and the new Eastport development we have the scope to enhance international links. We also need to encourage more sustainable tourism such as facilities and accommodation

aimed at walkers and cyclists, farm diversification for bunkbarns / camping and rail / coach based City breaks.

Issue nine

Is there a need or potential for major new facilities including attractions, accommodation, and regional/sub regional venues?

How can the strategy encourage more sustainable tourism?

5.11 Other ideas

Issue ten

What other ways of addressing economic issues should be addressed through the Joint Core Strategy? Are there particularly innovative ways of stimulating the local economy in a sustainable way?

What else is needed to enable significant growth in Norwich economy and support its role as a regional service centre?

6. Conclusion

- 6.1 This Topic Paper has attempted to identify key economic issues to be addressed in the forthcoming Greater Norwich Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be economy issues that have not been raised. Your views are therefore welcomed at the workshop on whether these are the key issues that should be addressed in the Core Strategy or if there are any others.

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Environment workshop on Wednesday 4 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk Issues and Options

Environment Topic Paper June 2007

1. Introduction

- 1.1 This topic paper is one of a series which aim to inform and stimulate discussion at workshops to be held as part of the Issues and Options stage of the Joint Core Strategy for Greater Norwich. This area has potential for major environmental improvements as a result of growth. The Joint Core Strategy will not deal with detailed implementation policies, but rather with broad strategic aims. Therefore it is important that the workshops focus on all aspects of the environment and its relationship to development at the strategic level.

2. Context

- 2.1 The Norfolk and Suffolk Broads, equivalent in status to a National Park, are the chief environmental asset of the area. The Broads are unique in that they are England's only lowland national park. Significant parts of them are in Greater Norwich including the River Wensum which flows through the heart of the City. The Broads Authority are the planning authority and are preparing their own Local Development Framework. Development in Greater Norwich must protect and enhance the Broads.
- 2.2 There are a number of other significant environmental protection issues, designations and projects in the area which also provide the context for environmental protection and enhancement. These include:

- Internationally protected nature conservation sites in the Broads and Wensum Valley;
- The Norwich Fringe Project – a landscape, recreation and conservation project which encourages people to use and protect the countryside around the city;
- The Wensum and Waveney Valley Projects - these aim to protect the valleys and promote sustainable access;
- Measures to deliver Natural England's Public Service Agreements targets to bring 95% of protected sites (SSSIs) into favourable condition by 2010 (primarily by improving water quality);
- Development of strategic countryside access/non-vehicular routes (including the Marriott's Way, Tas Valley Way, Wherryman's Way and Sustrans National Cycle Route 1)
- The development of environmental networks (see below);
- Projects to protect and enhance the built and cultural environment.

2.3 A number of studies are being undertaken locally to support New Growth Point status which will be key in defining environmental issues:

- Green Infrastructure Strategy - to promote sustainable access to the countryside, enhancement of ecological networks and restoration of historic landscapes;
- Open Space Studies – Open Space Needs Assessments to comply with government requirements in PPG17;
- Water Cycle Study – to identify water infrastructure to support growth;
- Strategic Flood Risk Assessment – to identify broad areas of flood risk and possible flood mitigation measures;
- Landscape Character Assessments – to identify and protect landscape character;
- Conservation Area Appraisals - to identify and protect the character of specific conservation areas.

3. Planning Background

3.1 The Joint Core Strategy will provide spatial policies to guide development in Greater Norwich by reflecting national and regional policy locally, as well as reflecting the aspirations of local people as set out in the Sustainable Community Plans.

3.2 National Guidance

The overarching government sustainable development document, “Securing the Future” focuses on the need to live within environmental limits and use sound science responsibly.

National planning policy requires development plans to:

- adapt to and mitigate against climate change;
- protect the countryside;
- promote biodiversity;
- take account of the impact of development on landscapes;
- protect and enhance the built and natural environment in urban and rural areas;
- promote sustainable energy development.

These are set out in a number of Planning Policy Statements and Planning Policy Guidance Notes. These are listed in appendix 1.

3.3 Regional Guidance (emerging RSS14)

The latest version of the Regional Spatial Strategy (RSS14), due for adoption this summer, will form part of the Development Plan for Greater Norwich. Its policies are up to date and therefore reflect recent government policy changes. It contains **strategic policies** which identify the need to:

- Promote the urban and rural renaissance;
- Build upon the distinctive character of city and town centres;

- Develop multi-functional urban fringes to promote the landscape, biodiversity and recreation value of the fringe including open spaces and green links.

Further requirements are established in policies in the environment, energy, water and waste management chapters:

Green Infrastructure: as above for urban fringes - the regional importance of the Broads for green infrastructure is identified.

Landscape Conservation: Strategies and policies should be based on national characterisations and local landscape character assessments to ensure that all development respects and enhances landscape character.

Biodiversity and Earth Heritage;

Protect not only designated sites and species, but also wider biodiversity through retention and enhancement of environmental assets when development takes place. This should include creating biodiversity networks and habitats and protecting important geological sites to reverse previous habitat losses and adapt to climate change.

Agriculture, Land, Soils and Woodland: policies and schemes should promote biodiversity and soil and water resource protection. Woodland, particularly ancient woodland and veteran trees, should be protected and new woodland planted.

The Historic Environment: conserve, protect and enhance the historic environment and archaeological features and their setting, including historic buildings, landscapes, and conservation areas. The policy recognises the historic value of Norwich, the market towns and villages. Historic environment characterisation should be used to ensure development contributes to local character and diversity.

The Built Environment: promotes high quality, safe, healthy, distinctive and resource efficient development with a mix of uses, density and design appropriate to the specific site.

Carbon Dioxide Emissions, Energy performance and Renewable Energy: Identifies the key role of adaptation to and mitigation of climate change. This is a particularly

important issue in this region due to the scale of development proposed and regional vulnerability. It establishes the need for regional carbon trajectories and provides renewable energy targets (14% of electricity from renewable resources by 2010 (10% excluding offshore wind) and 40% by 2020 (17% excluding offshore wind)). It promotes suitably sited low carbon development adapted to climate change, and includes a requirement for use of sustainable energy sources in new development (sustainable energy is both renewable sources and Combined Heat and Power). It also includes an interim minimum requirement until Local Development Frameworks are complete.

Water: the policy approach seeks a decrease in per capita use of water, but recognises that many water efficiency measures within new development are beyond the scope of planning and will be addressed through Building Regulations. It also requires Water Cycle Studies to be done to identify water infrastructure needed to support development and management of water assets to improve water quality. Flood policy requires Strategic Flood Risk Assessment to guide development away from areas at greatest risk of flood, and mitigation measures such as Sustainable Drainage Systems (SuDS) where some flood risk exists.

Waste: RSS14 promotes increases rates of waste recycling, composting and recovery to decouple growth in waste from growth in the economy. Whilst Norfolk County Council are the waste planning authority, the Core Strategy should promote new development which enables this.

3.4 Local Policy

The Core Strategy will have to have regard to the three district's Sustainable Community Plans which seek to protect and enhance local environments. Existing Structure Plan and Local Plan policies protect the river valleys and other environmental assets from development through local landscape designations, with the backing of landscape character assessments. PPS7 states that a criteria based policy could replace these type of policies - consideration should be given as to whether the existing approach should be continued.

4. Current Position

4.1 Headlines

- There are a diversity of landscapes in the Greater Norwich area – five national landscape character areas are found within the area, a degree of complexity unmatched elsewhere in the region. Local landscape character assessments give more detail in Broadland and South Norfolk;
- There is a wealth of natural and built environment assets. (see table 1: *Conservation and natural environment features in the Greater Norwich area.*)
- Some natural environmental assets (SSSIs are measured) are of poor status – mainly due to low chemical quality of water resulting from high input of phosphates;
- Carbon Dioxide Emissions per capita are below the national average, particularly in Norwich (they are generally lower in urban areas). High motor vehicle use in rural areas is largely responsible for higher emissions in South Norfolk and Broadland. Ecological Footprints are higher than average for the country;
- Air quality is poor in some parts of the area, particularly where slow moving traffic and congestion produces concentrated emissions in narrow streets;
- Significant areas are at risk of flooding, including some previously developed areas in the city. This is likely to worsen with climate change;
- At present there are only some elements of a green network in place to provide access between urban areas and the open countryside;
- At least 13 different Biodiversity Priority Action Plan (BAP) habitats and 17 protected species exist in Greater Norwich. Great Crested Newts are a particularly important BAP species as they are internationally rare but relatively common locally.

Table 1: Conservation and natural environment features in the Greater Norwich area

| | | Norwich | Broadland | South Norfolk | Greater Norwich |
|--------------------------------|---|----------------|--|----------------------|------------------------|
| Built Heritage features | Conservation Areas | 17 | 17 | 51 | 85 |
| | Listed Buildings | 1580 | 1200 | 3,464 | 6,244 |
| | Scheduled Ancient Monuments | 24 | 24 | 46 | 94 |
| Landscape features | Historic Parklands | 9 | 19 | 18 | 46 |
| | Ancient Woodlands | 1 | 30 | 123 | 154 |
| | Tree Preservation Orders | 411 | 500 | 415 | 1,326 |
| Wildlife Conservation | International sites (SPA, SAC, Ramsar) | 1 | | 1 | 2 |
| | SSSI (Sites of Special Scientific Interest) | 5 | 15 | 26 | 46 |
| | NNR National Nature Reserves | - | 1 wholly in Broadland 1 in both districts | | 2 |
| | LNR Local Nature Reserves | 8 | 2 | 4 | 14 |
| | CWS County Wildlife Sites | 33 | 102 | 242 | 377 |
| | RNR Roadside Nature Reserves | 1 | 5 | 32 | 38 |
| Public Rights of Way | Lengths of PROW (kms) | 2 | 383 | 964 | 1349 |
| | Long Distance Paths | 2 | 3 | 4 | 5 |
| Access Land | Number of Commons and Access Land areas (CROW Act 2000) | 1 | 42 | 57 | 100 |

5. Defining the Issues and Options

5.1 Mitigation of the environmental impacts of development is an issue - reduction of pollution, waste and natural resource consumption and promotion of use of energy from sustainable sources

5.2 Matters for consideration on the Issues raised

5.2.1 Renewable energy targets are set in RSS 14. Development should be located and designed to:

- reduce levels of greenhouse gas emissions;
- reduce the production of waste;
- use water efficiently and minimise impact on or help to improve water quality;
- promote recycling;
- use other natural resources efficiently;
- reduce air quality problems;
- cope with a changed climate.

Development should also be designed to make a positive contribution to improving the environment.

Issue 1

How can we ensure that new development mitigates against and is adapted to climate change?

Issue 2

How can development minimise negative environmental impacts and maximise opportunities?

Issue 3

What is the best way to promote sustainable energy development?

5.2.2 **Protection of areas of Natural and Built Heritage importance**

The distinctive character of the historic built environment needs to be carefully maintained. 'Local listing' of historic buildings provides one way of ensuring better protection of individual non listed heritage buildings.

There could be local landscape designations to protection of the key environmental assets of the area. Important non protected habitats on both brownfield and greenfield land should be identified, protected and enhanced.

Development of housing, infrastructure etc could be balanced against the need to enhance the resilience and capacity of biodiversity.

Various bodies offer design advice and the major growth locations could be subject to such guidance.

Issue 4

Given the scale and nature of growth proposed, how can we best protect and enhance the local wealth of:

- distinctive local landscapes and townscapes;
- scheduled ancient monuments, listed buildings and other architecturally distinctive structures;
- natural assets (including biodiversity).

Issue 5

How can we ensure that development achieves high standards of design?

5.2.3 **Protection against and mitigation of flood risk**

Flood risk will increase as a result of climate change and improved water management will be needed;

Brownfield sites in areas at some risk of flood may need to be developed to maintain the vitality and historic nature of the City; strategic flood defence measures can be used in some areas to address the risks.

Issue 6

How can flood risk in vulnerable areas be reduced?

5.2.4 Protecting and enhancing recreational provision, environmental quality and landscape character

The Green Infrastructure Study will suggest a strategy for promoting sustainable access, ecological networks and restoration of historic landscapes through the Joint Core Strategy

The City in particular has poor levels of provision for recreation and major facilities will need to be provided on greenfield sites, probably related to new development there.

There is a need to both promote access to and protect the countryside.

Issue 7

How can the strategy ensure that the linked network of open spaces, including country parks and recreation areas, are enhanced, extended and maintained?

Issue 8

How can existing deficiencies of recreational opportunities be addressed?

Issue 9

How can recreational opportunities be addressed without negative effects on the environment?

5.2.5 Protecting the Broads

The Broads are a national and international asset which must be protected.

Issue 10

How can the strategy ensure development in Greater Norwich protects and enhances the Broads?

6. Conclusions

This Topic Paper has attempted to identify key environmental issues to be addressed in the forthcoming Greater Norwich Joint Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be issues that have not been raised. Your views are therefore welcomed at the workshop on whether these are the key environmental issues that should be addressed in the Joint Core Strategy.

Appendix one: Relevant Planning Policy Statements and Planning Policy Guidance Notes

- PPS1 – Delivering Sustainable Development (shortly to be augmented on finalisation of by Draft Supplement on Climate Change)
- PPS7 – Sustainable Development in Rural Areas
- PPS9 – Biodiversity and Geological Conservation
- PPS10 – Planning for Sustainable Waste Management
- PPG15 – Planning and the Historic Environment
- PPG16 – Archaeology and Planning
- PPS22 – Renewable Energy
- PPS23 – Planning and Pollution Control
- PPS 25 – Development and Flood Risk

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Access and Connections workshop on Thursday 5 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk
Issues and Options

Access and Connection Topic Paper

June 2007

1. Introduction

1.1 This topic paper that looks at access and connection is one of a series which aim to inform and stimulate discussion at workshops to be held as part of the Issues and Options stage of the Joint Core Strategy for Greater Norwich. The Joint Core Strategy and the individual Local Development Frameworks will play a key role in helping promote sustainable travel choices and reducing the need to travel. As a strategic document, the Joint Core Strategy will not deal with detailed implementation policies, but rather with broad strategic aims. Therefore it is important that the workshops focus on all aspects of access and connection and their relationship to development at the strategic level.

2. Context

2.1 The **Community Strategies** of the County and Norwich, Broadland and South Norfolk districts contain visions and objectives that set a context for growth. As part of the work on the Joint Core Strategy these have been combined into a single draft Spatial Vision. The Spatial Vision and Objectives topic paper show the development of the vision and objectives.

2.2 Elements of the **draft spatial vision** relate to transport and what transport should achieve.

- access to a wider variety of services and facilities and high value, fulfilling jobs, based on enhanced education and skills, and thus increased prosperity and reduced deprivation;
- an environmentally friendly way of life contributing to reducing their carbon footprint;
- improved communications within and between Norwich and its hinterland, to neighbouring areas within Norfolk, to the rest of the UK and abroad.

For the urban area of Norwich

- the social, economic and cultural driver of this part of the region with a pre-eminent focus for services, jobs, shopping and leisure activities;
- a 'green city', in appearance and in environmental performance;
- an area with reduced intrusion of traffic, using high quality public transport including enhanced express services serving major new developments and where walking and cycling are an easy first choice for shorter journeys;

For the rural areas

- prosperous market towns and rural village centres which are a focal point for local people to access facilities, services and for meeting local housing needs;

2.3 The draft vision is further clarified by agreed **spatial planning objectives** regarding access and transport which can be summarised as follows:

- “To encourage the development of healthy and active lifestyles” - by enhancing accessibility to open space, the countryside, sports and recreation facilities while ensuring people can make healthy travel choices (such as walking and cycling).
- “To be a place where people feel safe in their communities” – which includes a reference to improving highway safety.
- “To encourage the development of healthy and active lifestyles” – by seeking to embed healthy travel choices in peoples lives.

- “To allocate adequate quantities of land for housing in the most sustainable settlements” – to minimise the use of the private car.
- “To ensure that people have ready access to services” - by maintaining and enhancing access to Norwich and the market towns
- “To enhance infrastructure provision to meet the needs of the existing and future population” – by supporting the use of sustainable modes of transport while improving and maintaining the strategic road network, to enhance access within the Greater Norwich Area and to and from Norwich. 90% of the Greater Norwich Area is rural in which we will seek to reduce rural isolation by encouraging emerging communication and information technologies.
- “To reduce the need to travel” – by locating new development where services, jobs, shops, schools and recreation facilities are accessible by walking, cycling and public transport.

3. Planning Background

- 3.1 There are a series of planning policies at national level and regional levels which need to be followed in preparing the Local Development Framework.

Key influences of particular relevance in terms of access and connection are the Transport White Paper, Norfolk’s second Local Transport Plan and known proposals by transport authorities including the Highways Agency and Norfolk County Council to improve the existing transport infrastructure.

- 3.2 **Planning Policy Statement 12 – Local Development Frameworks** and its Companion Guide, set out Government policy and guidance on Local Development Frameworks. Annex B of PPS12 emphasises the importance of integrating transport and spatial planning, which locally means that the Joint Core Strategy will need to be consistent with Norfolk’s second Local Transport Plan which sets out the County Council’s transport policies and proposals for the 5 year period commencing 2006/7. PPS12 also highlights the valuable role that Local Planning Authorities have to play in

improving accessibility, as the location of jobs and services have as significant an impact on accessibility as transport provision.

3.3 Planning Policy Guidance 13 - Transport sets out the key role that spatial planning has to play in delivering integrated transport.

- Its objectives are to integrate planning and transportation; promote more sustainable transport choices for both people and freight; promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and to reduce the need to travel, especially by car. The guidance accepts that the car will remain the only option for travel for some rural journeys.
- It suggests potential limited locations for new development to achieve the above objectives and to ensure the best accessibility to essential daily needs by a realistic choice of means of transport.
- It covers the use of car parking policies to reduce reliance on the car, provisions giving people priority over traffic, the needs of disabled people, the means of securing road safety and crime reduction, and the protection of sites and routes that would help to provide for wider transport choice.
- To ensure that new development is accessible to disabled people as motorists, public transport users and pedestrians.

3.4 The White Paper **The Future of Transport**, published in July 2004 sets out the Government's proposals for transport to 2030. An underlying objective of the Paper's strategy is to balancing the need to travel with the need to improve quality of life, which is based around three central themes:

- Sustained investment over the long term
- Improvements in transport management
- Planning ahead

3.5 The Government's report **Making the Connections**, published in February 2003, sets out the Government's strategy for improving access to jobs and key services, such as schools and hospitals, in order to reduce social exclusion. The report makes it clear that poor accessibility to these things can have a significant impact on the life opportunities of those in disadvantaged groups and areas. It introduced the

concept of **accessibility planning** which will help to meet the needs of local communities, by ensuring people can get to jobs and key services. Accessibility planning is not just about providing transport. By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs and key services by public transport, walking, and cycling. Accessibility considerations will need to be fully integrated into the Joint Core Strategy. The concept of accessibility planning will clearly have implications for the overall Spatial Strategy.

3.6 The **Regional Spatial Strategy** sets the wider context for the Joint Core Strategy and is fully consistent with the vision of Government for sustainable development. In other words, it looks for economic regeneration and growth; social inclusion; urban and rural renaissance; and conservation and enhancement of natural resources. Within the RSS Norwich is identified as a Key Centre for Development and Change, recognising Norwich should be a regional focus for housing, employment, retail, leisure, cultural and educational development. A particular aim is to achieve a major shift across the **Norwich Policy Area** towards travel by public transport.

3.7 A key component of the Regional Spatial Strategy is the **Regional Transport Strategy** which is a major statement of transport policy and proposals at the regional level. The objectives of the current Regional Transport Strategy are:

- To manage travel behaviour and the demand for transport with the aim of reducing the rate of road traffic growth and ensuring the transport sector makes an appropriate contribution to the required reduction in greenhouse gas emissions;
- To encourage efficient use of existing transport infrastructure;
- To enable the provision of the infrastructure and transport services necessary to support both existing development and that proposed in the spatial strategy; and
- To improve access to jobs, services and leisure facilities.

The Regional Transport Strategy recognises the Norwich Area will come under increasing transport pressure from both

the development strategy of the Regional Spatial Strategy and underlying transport growth.

3.8 Norfolk's Second **Local Transport Plan** (LTP), produced by the County places great emphasis on contributing towards the Government's and Local Government Association's four Shared Priorities for Transport:

- Accessibility for all
- Road Safety
- Congestion
- Environment

The objectives set out in the Local Transport Plan are:

- Improve strategic accessibility into Norfolk;
- Reduce the need to travel;
- Improve access to key services, facilities and opportunities, especially for those most in need;
- Facilitate integration between modes of transport;
- Reduce the number and severity of congestion incidents, especially where it affects public transport;
- Improve journey reliability, especially for public transport;
- Encourage a modal shift, particularly in urban areas;
- Improve local air quality in line with the National Air Quality Standards;
- Mitigate climate change by reducing carbon dioxide emissions from road transport;
- Minimise that adverse impacts of transport provision on the built and natural environment;
- Reduce the number and severity of road traffic collisions; and
- Provide a less threatening environment for travel, especially non-motorised travel.

4. Current Position

- 4.1 The area covered by the Joint Core Strategy has great contrasts between the rural and urban areas, which are recognised in the shared spatial vision. The access and connection needs of new development will require a variety of approaches to meet local travel needs and in some (more rural) areas there will continue to be significant reliance on the private car.
- 4.2 For growth in Norfolk to be sustainable and not give rise to increasing demand for travel there needs to be a balance between housing and jobs. Studies have shown that good strategic access to the county is important to stimulate economic and jobs growth. A nationwide survey of businesses carried out in 2005 showed Norfolk was the least preferred place for businesses to locate to. The reasons cited all related to accessibility to markets and poor transport links.
- 4.3 The Highways Agency is responsible for maintaining and improving the A11, A12 and A47, the principal strategic road connections to the Greater Norwich area. The **Strategic transport infrastructure improvements** currently proposed by the Highways Agency that will influence the Joint Core Strategy include dualling of A11 Fiveways to Thetford which is currently shown in the Regional Funding Allocation (RFA) programme for construction over the period 2012 to 2013 and an improvement on the A47 from Blofield to North Burlingham, which is shown in the RFA programme for construction over the period 2011 to 2012. The LTP proposes the A140 Long Stratton bypass and a Norwich Northern Distributor Road around Norwich. The A140 Long Stratton bypass will improve access into the Joint Core Strategy area from the southern parts of the county. The Norwich Northern Distributor Road (NNDR) will link the A47 in the east at Postwick to the A1067 in the North West and provide a means of linking the airport and the growth areas to the strategic transport network avoiding the city centre. The NNDR is identified in the RSS as a strategic priority and is included in the RFA. The County and certain district councils support the A47 Alliance which aims to promote the dualling of the A47 from the A1 to Great Yarmouth to improve Norfolk road links to the Midlands and the North. However recent changes to the means of Government funding mean that other than A47 safety improvements, the A47 complete

dualling and the A140 Long Stratton bypass are unlikely to be funded before 2016.

- 4.4 Rail provides strategic access to London and Cambridge. Whilst it is identified that access by rail needs improving, there are no firm proposals for improvements in rail. Identified rail improvement priorities are Norwich to London reliability and improved rolling stock and increased frequency of the Norwich to Cambridge service to ½ hourly. The County Council and relevant district councils support the East West Rail Consortium which is promoting improved rail links from Norfolk and Suffolk to the South Midlands and West Country via a route which bypasses London. The two community railways, The Bittern Line and The Wherry line provide rail access to Norwich from Sheringham and Lowestoft via Great Yarmouth respectively. For both lines increased frequency and capacity and interchange improvements have been identified as priorities.
- 4.5 Norwich International Airport is situated on the northern edge of the urban area with an existing employment area adjacent. The draft RSS recognises that the airport serves a regional need and identifies the airport as a focus for employment growth in Norwich.
- 4.6 The **Norwich Policy Area** is defined as the urban area of Norwich extending out to include the first ring of market towns. In the Norwich Policy Area and more specifically, the urban area of Norwich there is a need to manage travel demand and promote sustainable travel. The Local Transport Plan identifies that the transport need of Norwich and the surrounding area requires particular consideration to meet those challenges. The Local Transport Plan set out a transport strategy for a Norwich sub-region that is effectively the Norwich Policy Area. The strategy carries forward the main elements of the **Norwich Area Transport Strategy** agreed in 2004 and sets them in the wider context of the Norwich Policy area.
- These are:
- To improve accessibility to Norwich from the surrounding rural areas
 - A reduction in traffic from 2005/06 to 2010/11
 - Continued improvement in public transport

4.7 An essential element to deliver the strategy is the **Northern Norwich Distributor Road** which will;

- Improve strategic road access to north and north-east of Norwich including the Norwich Airport
- Reduce congestion on strategic routes to the north of the city
- Enable the implementation of widespread pedestrianisation and bus priority measures by removing through traffic from the city
- Provide improved access to north and north-east Norfolk

4.8 Recently there has been significant investment in public transport including a new bus station, city centre bus priority measures and enhancing the park and ride system. Over this period bus patronage has risen. A bus strategy is being devised, drawing on successes to date and emerging legislation to provide a clear framework for continued bus enhancements needed to deliver a shift in emphasis towards public transport needed for sustainable growth. A study has been carried out in the Norwich urban area looking at the existing road network and how the traffic conditions impact on the efficiency and reliability of buses. The work has identified where congestion and delay is affecting the operation of bus routes and seeks to identify measures that will improve journey time and reliability on those parts of the network.

4.9 In order to meet with government objectives for local air quality, three Air Quality Management Areas (AQMA) have been declared in the Norwich Area. These are areas where specific levels of certain pollutants are being exceeded and action plans are required to address the problem. Emissions from motor vehicles are the principal cause of these exceedences and so the solutions will be based around traffic management and traffic reduction.

4.10 Government funding has been secured to investigate whether road user charging has a role to play in reducing congestion. As part of this investigation the potential for user charging to facilitate a step change in public transport provision for Norwich will be looked at as part of an overall package of transport measures. Public and stakeholder acceptability will be a key factor in determining the outcome of the feasibility work. However, at this stage there is no

commitment to the implementation of a road charging scheme.

- 4.11 It is clear that large scale growth in and around Norwich will require substantial transport investment. The scale and nature of the measures that need to be implemented will depend on the locations chosen for growth and the scale of that growth. An infrastructure study has been commissioned to understand the infrastructure required to deliver the housing and jobs growth. The study is due to report in September 2007 and will inform the formal public issues and options consultation on the Joint Core Strategy.
- 4.12 The predominant issues for transport in the **rural area** arise from its dispersed population and lack of widespread public transport and good quality roads. As a result of the generally poor accessibility, the private car will remain an important means of travel. Developing service centres provides a focus for transport investment and the **Accessibility Strategy** defined in the LTP seeks to improve accessibility to and between market towns. Further development should enhance service centres and increase their viability. The accessibility strategy promotes a move away from reliance on scheduled bus services to demand responsive solutions where scheduled services are expensive to support and do not provide for peoples travel needs,. It also promotes changes in service delivery, employment patterns and the use of information technology that will reduce the need to travel. The LTP recognises the importance of market towns as service centres and sets out the need to develop individual transport strategies for each. The Local Transport Plan sets out the Broads Area Transport Strategy. The strategy recognises the special features of the Broads and focuses on providing a transportation system that promotes sustainable tourism.
- 4.13 An assessment of accessibility to key services by public transport throughout Norfolk has been carried out and compared with areas of low car ownership. From this work five specific Accessibility Action Areas have been identified. The **Access4Life project** has been set up to understand in more detail and tackle inaccessibility in these areas. Two Accessibility Action Areas are in the Joint Core Strategy area, one around Earsham and the other, between Reepham and Aylsham. Theses areas will be targeted to improve accessibility to jobs and key services over LTP period to 2011.

5. Delivery and Funding

5.1 Delivery of the required transport improvements will require an integrated approach to funding from transport authorities, transport providers and the development industry. Without the correct mechanisms in place there is a risk that the required transport investment will not be secured. Existing provision for securing funding is through a number of streams.

- Local Transport Plan Investment
- Regional Funding Allocation from Government
- Contributions sought from developers
- Growth Point funding for Norwich

5.2 Additional funding sources are being investigated and these include:

- Further New Growth Point Bids;
- Development of a County Wide Standard Transport Charge, for application to new development;
- Transport Innovation Funding; and
- A look at a tariff based approach to funding, being investigated through the Growth Infrastructure Study.

5.3 In addition central government is consulting on a Planning Gain Supplement, that is proposed to raise funding for local needs by levying a tax on the increase in land value flowing granting of planning permission. Current proposals suggest only 70% of this funding may be available to spend locally.

6. Defining the Issues

6.1 The Greater Norwich area is perceived to be remote and poorly accessed; although rail links have been improved to Cambridge and London, and the dualling of the A11 has been completed except for the section from Thetford to Mildenhall Fiveways which is proposed. The A47 however is unlikely to be further dualled for over ten years except for the short stretches currently programmed, further rail improvements have been identified but there is no

commitment to funding and the A140 Long Stratton bypass has yet to be granted government funding.

Issue one

Do we need to improve the strategic links to Norfolk and Norwich? Are the improvements identified the ones that will assist in our objectives?

How should the improvements and development be phased?

- 6.2 Norwich lies at the hub of the Greater Norwich Area forming a regional focus for jobs, shops and services. At certain times of day traffic congestion is apparent which has adverse effects on the environment and the economy. An extensive a Park and Ride system involving six peripheral car parking sites exists. The Norwich Area Transport Strategy that includes provision of the Northern Distributor Route sets out an implementation plan to tackle these problems.

Issue two

How can we improve access into and out of Norwich while reducing traffic congestion in Norwich?

Does the existing Norwich Area Transport Strategy need to be supplemented to address the area wide impact of growth? Should there be differing solutions to the city centre, local/district centres and Norwich suburbs?

- 6.3 The market towns act as important shopping and service centres. Supporting services and employment and improving access to and within in Market towns is important in reducing the need to travel. The scale and nature of transport issues vary between them.

Issue three

Are there any particular market towns and larger villages where significant transport problems arise?

What should be done to resolve those problems?

6.4 The smaller settlements and open countryside remain home to a significant number of people in addition to small businesses and farms. Accessibility is generally poor due to the sparsity of population and services. Significant new development is not encouraged. Farm diversifications and small businesses are provided for.

Issue four

How can we improve access to services in rural areas?

6.5 Government policy promotes the use of alternative transport to the car including walking and cycling. Existing planning policies provide for the provision of facilities for both.

Issue five

Where should walking and cycling best play a part in delivering access?

What should be done to make conditions safer for both?

Where are car free areas, traffic managed roads, road safety schemes, improved footways and cycle most appropriate?

6.6 Past customer surveys have shown that people have wanted more frequent, reliable and cheaper public transport. Local authorities have little control over the private bus operators but can enter agreements with them, provide community transport and seek funding from developers for public transport improvements to serve their new developments. Bus priority schemes can help in larger settlements. Scheduled bus services are a costly and not always effective means of providing public transport in rural areas.

Issue six

How can we achieve the required step change in public transport identified as essential to delivering sustainable growth?

- 6.7 Car parking control is a means of reducing car use where traffic congestion may be a problem. This may be by limitations on spaces or the use of car park charges. Parking provision may also be require for other transport users such as Heavy Goods Vehicles (HGVs) and coaches.

Issue seven

What should the role of car parking be in restraining car usage?

- 6.8 Freight transport impacts on inadequate country roads as well as on congested town and city streets. Government policy is to encourage its switch from road to rail; existing local plan policies allocate sites at East Norwich, Diss, Hethersett and Wymondham for potential rail freight transshipment depots, while the County Council has a rail freight strategy to ensure the appropriate provisions. The County Council has defined a route hierarchy that includes HGV access routes to particular settlements.

Issue eight

What should be done to minimise the impacts of freight distribution?

- 6.9 It is important that access and travel needs of the disabled and other groups who may experience difficulties using the transport networks are met. There is existing legislation to ensure that transport infrastructure and services are improved to cater for the needs of the disabled. In addition there are existing schemes such as the 'Blue Badge' parking scheme specific community transport schemes.

Issue Nine

What can be done to improve transport to meet the needs of the disabled?

- 6.10 The transport infrastructure to support growth must be in place to promote sustainable development and not adversely impact on the existing situation. The funding must be available to fund the right improvements at the right time.

Issue Ten

How can we ensure that appropriate transport improvements are fully funded?

7. Conclusions

This Topic Paper has attempted to identify key access and connection issues to be addressed in the forthcoming Greater Norwich Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be issues that have not been raised. Your views are therefore welcomed at the workshop on whether these are the key issues that should be addressed in the Core Strategy, if there are any others and whether we have identified all the relevant areas.

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Community Life workshop on Tuesday 26 June 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk Issues and Options

Community Life Topic Paper June 2007

1. Introduction

- 1.1 This Topic Paper is one of a series which aim to inform and stimulate discussion at workshops to be held as part of the Issues and Options stage of the Joint Core Strategy for the three districts of Broadland, South Norfolk and the City of Norwich. This paper concentrates on aspects of community life and the relationship to development at the strategic level.
- 1.2 The subject of community life links to other parts of the Core Strategy. For example there are links to the health benefits of walking and cycling, the availability and accessibility of open space and recreation opportunities and the accessibility of existing medical and other community facilities; whilst employment opportunities and the quality of the environment can impact on crime and community safety. However the subjects of health, crime and education should be mentioned in an explicit way to emphasise the spatial linkages. This topic paper looks at the context and planning background to community life to tease out some of the issues that will need to be explored and discussed further.

2. Context

- 2.1 **Sustainable Community Strategies**
Health, crime and education are all key aspects of the Sustainable Community Strategy visions for Norwich City,

Broadland, South Norfolk and Norfolk. As part of the work on the Joint Core Strategy, the important linkages between the Sustainable Community Strategies have been identified. This are outlined in Appendix 1.

2.2 A New Commitment to Neighbourhood Renewal (Social Exclusion Unit, Cabinet Office, 2001)

The overarching principle is that within 10-20 years no one should be seriously disadvantaged by where they live. (The concept of 'social exclusion' goes beyond neighbourhood renewal and applies across wide areas of some people's lives, encompassing health, unemployment, aspirations and opportunities. It therefore runs through many of the themes in this paper).

2.3 Crime and Disorder Reduction Act 1998

Section 17 of the Crime and Disorder Reduction Act 1998 says that local planning authorities must consider what they can do to reduce crime or the fear of crime, particularly when planning new developments.

2.4 Greater Norwich Development Partnership Supporting Studies

The results from both the open space and infrastructure studies will be used to identify and remedy any deficiencies and set out the standards for future provision. Results so far from the open space study for Broadland and South Norfolk show that access to open space and recreational facilities is generally good. An open space study was carried out in 2003 for Norwich City, it showed that there was a shortfall in open space provision. This study is currently being updated The condition of the existing housing stock was also assessed as part of the ORS Housing Needs study of Greater Norwich in 2006.

2.5 The Index of Multiple Deprivation

The Index of Multiple Deprivation gives an overall ranking score for each local authority. The 354 local authorities in England are scored from 1 for the most deprived to 354 for the least deprived. The difference between Norwich City and Broadland and South Norfolk is notable. Norwich ranks 61st, South Norfolk is ranked 291 and Broadland is ranked 302. Appendix 1 breaks this down further. Across the Greater Norwich Area, there are areas of significant urban deprivation and pockets of hidden rural deprivation; with identified relative 'hotspots' of deprivation

including Diss, Costessey, Mancroft, Mile Cross, Bowthorpe, Wensum and Thorpe St Andrew South. A study by Oxford Consultants for Social Inclusion (OCSI) for the Norfolk Rural Community Council in 2006 took a finer grain approach and backs up the suggestion that there are many smaller pockets of deprivation throughout the county which can be masked by over-reliance on traditional analysis.

2.6 Ethnicity and diversity

As shown in Table 1, the results from the 2001 Census show that compared to England and Wales, ethnic minority groups represent a low proportion of the population of Greater Norwich. There is more diversity within Norwich with roughly 7% of the population not being classed as 'white British'.

*Table 1: Ethnic breakdown of the Greater Norwich population:
Source: 2001 census*

| | Broadland | Norwich | South Norfolk | Norfolk | England and Wales |
|-------------|-----------|---------|---------------|---------|-------------------|
| British | 97.39 | 93.46 | 97.19 | 96.23 | 86.99 |
| Non British | 2.61 | 6.54 | 2.81 | 3.77 | 13.01 |

Since the 2001 Census, Greater Norwich continues to experience increasing multi-ethnicity as more people move to the area, including from other European Union states. Appendix 3 sets out the nationality of migrant workers from the Eastern European EU states that registered in the three districts between May 2004 and September 2006. The increase has possibly not been experienced as rapidly as in some other local authorities in Norfolk where traditional labour markets of agriculture and food production are popular employment sectors, but it may still be seen as a significant increase.

Traditionally, Gypsy and Traveller communities have always been drawn to the more agricultural and rural parts of the area, and in Norfolk they comprise the second largest BME (Black and Minority Ethnic) population after the Portuguese. The Gypsy caravan count in July 2006 for South Norfolk was 79 (the second-largest in Norfolk), whilst Broadland (40) and Norwich

(27) also contain significant groups. This includes both transit and permanent sites.

- 2.7 Having regard to the Sustainable Community Strategies, draft **Joint Spatial Planning Objectives** have been drafted. The most relevant to the topic of community life are:
- To encourage the development of healthy and active lifestyles
 - To be a place where people feel safe in their communities
 - To allow people to develop to their full potential and provide educational facilities to support the needs of a growing population
- (The Vision and Objectives Topic Paper gives greater detail on these and other draft objectives).

3. Planning Background

- 3.1 **PPS 1, Delivering Sustainable Development**, outlines that Development plans should deliver safe, healthy and attractive places, seek to reduce social inequalities, improve accessibility for all members of the community to health, education and community facilities, and support the promotion of health and well being by making provision for physical activity.
- 3.2 **PPS 3, Housing**, refers to how the Government is seeking to create mixed communities, where there is a feeling of local ownership and civic identity. It goes on to explain how that good design is fundamental to the creation of sustainable communities and how good access to services and facilities, including open space, is essential.
- 3.3 **PPS 12, Local Development Frameworks**, refers to infrastructure provision and the need for additional facilities to be taken into account in the preparation of all local development documents and defines infrastructure to include community services.
- 3.4 Government guidance as contained within **Circular 5/05 'Planning Obligations'** states that planning obligations can provide a means to; "meet the costs imposed as a result of

development, for example the full cost of essential community facilities required as a direct result of a proposed new development.”

4. Health

4.1 Current Position

On the whole the population of the Greater Norwich Area is relatively healthy; nevertheless there are major inequalities across the area. On average, life expectancy is higher in the Greater Norwich Area than for England and Wales; however there are inequalities at ward level. Table 2 shows that a larger percentage of people have limiting long-term illness in Norwich City than in Broadland and South Norfolk which indicates a generally better level of health in the more rural areas. This is a reflection of the fact that residents of more deprived wards generally have the worst health.

Table 2: Health factors in Greater Norwich (Source: 2001 Census() and Audit Commission(#))*

| | Broadland | South Norfolk | Norwich | England & Wales |
|---|-----------|---------------|---------|-----------------|
| % of population with limiting long term illness * | 17.5 | 17.0 | 19.4 | 17.9 |
| Life expectancy at birth – males # | 78.3 | 79.1 | 76.2 | 76.6 |
| Life expectancy at birth – females # | 81.3 | 83.0 | 82.2 | 80.9 |
| Infant mortality per 1000 births # | 6.1 | 4.9 | 5.1 | 4.9 |

South Norfolk and Broadland also have a higher than average proportion of people over 65, 20.4% and 20.1% respectively while the City has a younger population with more people aged between 25-44. There are different health needs for different age groups. The prediction is for these trends to continue. More in depth figures may be found in Appendix 5. Appendix 6 shows, a significant proportion of the Greater Norwich Area population (22%) live in the rural area.

According to the NHS Health Profiles for 2006, there are also significantly less people in mental health treatment in all three districts than the England average.

4.2 Defining the Issues

Both physical and mental health are influenced by a large number of factors, including:

- Age, sex and hereditary factors
- Individual lifestyle factors
- Social and community influences
- Living and working conditions
- General socio-economic, cultural and environmental conditions

Planning can play a crucial role in creating the conditions for a healthy community and a large part of this is providing a good environment where people can live, work and relax. We need to make sure that the Greater Norwich Area remains a healthy place to live and that the current inequalities are addressed. Furthermore unprecedented growth has major implications for the health and wellbeing of both the present and the future communities. Health and wellbeing are central to sustainability and as both a service provider and a major organisation it is absolutely imperative, therefore that the health and social care sector plays a full and active role in servicing growing population.

Issue one

Assuming that health infrastructure, (both direct and indirect e.g. health facilities, recreational facilities, supported housing/sheltered accommodation, nursing homes, open spaces, access to the countryside, employment, and decent homes) contributes to a healthy lifestyle what facilities are required to address the current needs; changing age structure of the population; and expected population growth?

Issue two

How can we address the issue of rural isolation (i.e. poor access to services, facilities and jobs as well as to friends and family)?

Greater Norwich is an area which has seen a steady growth in its population. Between 1981 and 2004 the population rose by 12.6% from 319,400 to 359,400. This compares with a rise in population of 7% for the whole of England. The rise in population is expected to continue in the future. Based on population estimates from 2003, the Office of National Statistics estimates that the population of Greater Norwich will rise to 432,000 by 2028. This would be an increase of nearly 20% in the period 2003-2028 (Greater Norwich Sub Region: Evidence Base for a Housing Market Assessment). The Director of Public Health for the former Southern Norfolk Primary Care Trust has estimated that for every 750 to 800 new homes there is a need for an additional GP and the associated infrastructure. New GP provision normally consists of a practice of 4 GPs, therefore serving about 3000 homes. As part of the LDF we need to ensure that medical facilities are planned for in new developments and these are accessible to all in the community. To collect develop contributions for health facilities needs a new planning policy framework – this Joint Core Strategy could propose such a change.

Issue three

We currently don't ask developers for contributions for health related facilities - should this be changed?

5. Crime and anti-social behaviour

5.1 Current Position

There are particular areas of crime which a spatial planning approach maybe able to affect. This paper concentrates on those and does not attempt to deal with all types of crime. Crime

levels, as shown in table 3, indicate that crime figures are generally higher in Norwich than they are in Broadland and South Norfolk. In 2005/6 the number of domestic burglaries per 1000 households in Broadland was only 2.6 for example. This compares to a national averages of 10.8. In general Norwich has a high level of crime with 11.7 domestic burglaries per 1,000 households. This is likely to be a result of the nature of the city and possibly levels of deprivation.

Table 3: Crime figures in Greater Norwich 2005/06 (Source: Audit Commission)

| | Broadland | South Norfolk | Norwich | England & Wales |
|---|-----------|---------------|---------|-----------------|
| Domestic burglaries per 1,000 households | 2.6 | 4.2 | 11.7 | 10.8 |
| Violent offences committed per 1,000 households | 7.5 | 9.9 | 40.1 | 19.2 |
| Motor Crimes per 1,000 population | 3.5 | 4.2 | 14.0 | 11.5 |

5.2 Defining the issues

We need to address these inequalities and make appropriate responses in relation to the crime ‘hotspots’; however we need to ensure that the whole of the Greater Norwich Area remains a safe place to live. Across the area there is concern about crime, even in those areas with relatively low actual crime rates, and this fear needs to be addressed. Community safety also needs to be linked to the wider quality of life considerations such as maintaining economic prosperity, improving quality of design and promoting community cohesion.

Issues that have been identified specifically for Norwich include:

- Perception of some areas as unsafe
- Drink and drug related crime in certain areas
- The link between high crime rates and deprivation
- Light noise and rowdiness in areas with concentrations of late night activities
- Poor design of some developments is a factor

Some of these issues, such as the perception of some areas as unsafe and the poor design of developments, also resonate in South Norfolk and Broadland. The Broadland Community Safety Strategy 2005-08 and The Strategy for Crime Reduction 2005-08 (South Norfolk Crime Reduction Partnership) outline the main objectives for reducing crime and the fear of crime.

Other issues that have been defined in relation to improving community safety include:

Issue four

Is there a link between low aspirations, poor educational achievement, unemployment, deprivation and the incidence of crime? How could the Joint Core Strategy seek to affect this?

Issue five

Are there adequate community facilities/things for people to do? How can we develop further community facilities to aid social cohesion? How can we ensure that community facilities are developed at an early stage, as this will help new communities develop?

Issue six

We currently don't collect developer contributions for community safety. Should this be changed?

6. Education

6.1 Current position

Within the Greater Norwich Area as a whole the percentage of pupils obtaining 5 or more GCSE grade A* to C or equivalent, is higher than the national average. However results for the City are below the national average, and those from Broadland and South Norfolk are above: table 4 shows that only 48.8% of pupils in Norwich City achieve 5 or more GCSE grades at A* to C,

while Broadland and South Norfolk achieve 62.3% and 66.2% respectively. There are numerous further and higher education opportunities within the three-district area, including the City College; Art School; Easton College; and University of East Anglia. These are clearly assets to the area, but also show commitment to the future through expansion plans. However, we should not overlook those who 16 – 18 year olds who are not in education, employment or training (NEET). In Norwich the figure is over 9%, compared to Broadland at 4.5%, South Norfolk at about 4% and an England and Wales figure of 7.5%.

Table 4: education achievement (Source: Norfolk Data Observatory)

| | Broadland | South Norfolk | Norwich | Greater Norwich area | England & Wales |
|--|-----------|---------------|---------|----------------------|-----------------|
| % of pupils obtaining 5 or more GCSE grade A* to C or equivalent | 62.3 | 66.2 | 48.8 | 59.1 | 57.1 |

6.2 Defining the Issues

It would be advantageous for the prosperity of the Greater Norwich Area to improve educational aspirations as well as educational attainment, especially within those schools within Norwich, which are not achieving high results. There are also some schools within South Norfolk and Broadland which are below the national average such as Costessey High School.

With an increasing population, it is essential that there is sufficient school provision for the existing and the future populations. Working with the County Council's Children's Service, we need to ensure that new schools are provided for, or existing schools are expanded to meet this need.

Issue seven

How can we improve access to a wide range of educational opportunities and encourage students to reach their full potential and to aspire to do better? How can we ensure that adequate education and training provision is made?

7. Services, Community Facilities and Faith Groups

7.1 Defining the Issues

Good access to a range of local services and facilities such as libraries, village and community halls and places of worship can increase social cohesion and reduce the need to travel to reach similar facilities further afield. Schools can also be seen as a community facility and could be the focus of improved facilities in areas of growth by including libraries, community space or police beat offices. These existing facilities need to be protected, and new facilities encouraged so that we meet the needs of the community.

Issues that have been defined so far include:

Issue eight

Are there any particular localities where services and community facilities need to be improved?

Issue nine

How can we provide or maintain essential facilities for the community, including in areas where they may not be economically viable? What scope is there for sharing or co – locating them?

8. Conclusion

- 8.1 Our objective is to make the Greater Norwich Area a place where people feel safe in their communities, have healthy and active lifestyles, can develop to their full potential and have access to all the services they require. This goes far beyond simply providing for new healthcare facilities, schools and community facilities. This topic paper has identified some of the other issues relating to community life. We want to ensure that all the relevant issues have been flagged up at this stage, prior to consulting the wider community at our Issues and Options stage.
- 8.2 Therefore we encourage you to further discuss the issues that have been identified here and to suggest other issues which you feel are important to the communities of the Greater Norwich Area.

Do you feel that these issues are relevant to the Greater Norwich Area?

Are there other service and community facilities related issues, which need to be identified and explored further?

How do you feel that the Local Development Framework can best contribute to improving services and facilities to benefit the whole community?

Appendix 1

Appendix 1: Relative deprivation in Greater Norwich (Source: Indices of Multiple Deprivation (IMD) 2004 and Audit Commission)

| | Broadland | South Norfolk | Norwich |
|--|------------------|----------------------|----------------|
| Overall IMD score | 302 | 291 | 61 |
| Income deprivation IMD score | 239 | 236 | 92 |
| Employment deprivation IMD score | 209 | 229 | 92 |
| % of the Super Output Areas that feature within the 20% most deprived Super Output Areas in the country | 0% | 0% | 37% |
| % of children that live in income deprived families | 9.5% | 9.3% | 30.3% |
| % of the population over 60 who live in households that are income deprived | 10.1% | 11.1% | 18.5% |

This topic paper has been issued as a discussion document intended to stimulate technical debate at the Culture and Leisure workshop on Wednesday 4 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk Issues and Options

Culture and Leisure Topic Paper June 2007

1. Introduction

- 1.1 This Topic Paper is one of a series being published in order to stimulate discussion of the main issues for the future development strategy for the wider Norwich Area. It covers issues relating to the culture and leisure facilities in the area.

2. Context

- 2.1 Culture and Leisure issues range widely across a variety of topics. It includes such matters as future commercial leisure opportunities (cinemas, tenpin bowling, indoor tennis, swimming or gambling, for example), the need for venues for performances (plays, concerts, gigs, shows, sports tournaments) and also participative sporting and cultural activities and individual fitness regimes. In this context it also includes heritage venues and tourist attractions, which attract increasing numbers of visitors to the area. In addition the highest rate of growth in recent years has been that of the evening and late night economy through growing numbers of night clubs, restaurants and other venues, especially in the City Centre.
- 2.2 Leisure activities also include local community groups and meetings, which need halls or similar venues to support them (but these are considered in the 'Community Life' Topic Paper).
- 2.3 There have been a number of 'Evidence Studies' commissioned – and some are still to report. The Greater Norwich Retail and Town Centres Report focuses particularly

on the role of centres and their potential for development of leisure and cultural activities (report available from June 2007).

2.4 The Spatial Vision which is being drafted for this Core Strategy refers to the City being the “pre-eminent regional focus for a wide range of services, shopping, cultural and leisure activities”, whilst the Spatial Objectives aim to “ensure that there is adequate local provision of public open space, sport and recreational facilities, community centres and access to the countryside” across the area.

2.5 The Community Strategies for the three authorities are important sources of issues and strategic direction for the Joint Core Strategy. In respect of this topic, they have all referred to cultural and leisure objectives in their strategies, as the following demonstrate:

- “adequate provision of community facilities to enable all to participate in community activities” (Broadland CS)
- “provision of quality, value for money culture and leisure opportunities that improve the life and well being of residents and visitors” (South Norfolk CS)
- “to inspire people and promote Norwich as a ‘City of Culture’” (Norwich City CS)
- “Target specific audiences and remove barriers to participation” (Norwich City CS)

2.6 Each authority has also undertaken a Playing Pitch Assessment and this shows a considerable shortage in Norwich City with a smaller shortfall in Broadland and a higher level of provision in South Norfolk.

3. Planning Background

3.1 There have been a variety of national, regional and sub-regional strategies which are relevant to this topic. These will be taken into consideration in preparing the policies and proposals for cultural and leisure development in the Joint Core Strategy.

3.2 Among the relevant background material are the following (not an exhaustive list):

- PPS6 National guidance on town centres and retail policy
- PPG15 Planning and the Historic Environment
- PPG17 Sport and Recreation policy advice from government
- Good Practice Guide on Planning for Tourism (May 2006)
- East of England Cultural Strategy
- South Norfolk Leisure, Culture and Countryside Strategy, 2006-2016
- Norwich City Sport Development Strategy (City Council), 2004-08

3.3 The **Structure Plan** contained policies for sport and countryside recreation. For indoor sports it sought a location in or adjacent to town centres and specifically for Norwich it encouraged development of its regional role. In the countryside it was concerned to develop the use of informal recreation facilities including rights of way, woodland, heathland, historic parks and river valleys.

3.4 The **Local Plans** include policies relating to

- Major recreation and leisure facilities subject to an accessibility test (Broadland, City, South Norfolk)
- Community halls and small scale facilities (South Norfolk)
- Specific locational criteria for extensive or noisy sports (Broadland, South Norfolk)
- Recreational open space standards for new development (Broadland, City, South Norfolk)
- Specific site allocations for open space (Broadland, City, South Norfolk)
- Provision of equipped playspace in new development (City)
- Keeping of horses for recreational purposes (Broadland, South Norfolk)
- Dual use of recreational facilities (City, South Norfolk)
- Water recreation provision and riverside walks (City, South Norfolk)

- Provision of 'green links' in and close to development (City)
 - Provision of or protection of existing local community facilities (City, South Norfolk)
 - Provision for/ protection of significant tourist attractions (City, South Norfolk)
 - Countryside access and management (South Norfolk)
 - A designated 'Late Night Entertainment Zone' and controls on noisy activities at night (City)
- 3.5 There are other specific policy reports relating to some of these aspects. An example is the Sport England publications, which now encourage development to contribute to the development of sports provision in the area.

4. Current Position

- 4.1 There is a wide range of cultural and leisure facilities in the area already. The City Centre has two multiplex **cinemas** and two other smaller film venues giving a total of 26 screens in the City Centre. This has been assessed through the Greater Norwich Retail and Town Centre study and found to be an appropriate number of screens for the foreseeable future (but Cinema City is being refurbished to provide two more screens).
- 4.2 There are two **tenpin bowling** centres in Norwich. The Hollywood Bowl at Riverside is the largest and has a range of ancillary attractions. The Number Ten bowl at Bowthorpe is located within an industrial estate but is central and accessible for the western side of the City.
- 4.3 The main public **swimming pools** are found at Riverside in the City Centre, at UEA Sports Park, at Diss Swim and Fitness Centre and Wymondham Leisure Centre. Other facilities are found in private clubs and hotels and schools and some are open to limited public use at certain times. The Retail and Town Centres Study has assessed these and shown that people considered that certain parts of the area had poor accessibility to a swimming pool.

- 4.4 **Health and Fitness centres** are provided at most of the swimming venues to varying standards. Others in the City include Greens (edge of centre), Norman Centre (Mile Cross), Blyth Jex School (North of City), Lakenham Sports Club (Lakenham), and at several hotels. In South Norfolk there are public facilities at Long Stratton Leisure Centre and Easton College. In Broadland there are additional private facilities at Aylsham and Reepham.
- 4.5 **Casinos and bingo halls** are found in the City Centre with bingo also at Aylsham Road on the north side of the City. No assessment has been undertaken of the level of provision for this type of activity, and demand is likely to change under the recently changed licensing laws.
- 4.6 The City Centre also dominates the **evening and late night leisure** market (in terms of bars, restaurants and night clubs). The Retail and Town Centres Study found that the City Centre achieves between 87% and 93% of the area's market for such visits. Nevertheless it assessed that there was significant scope for expansion especially related to where new retail facilities may be brought forward.
- 4.7 **Arts venues** include a range of facilities in the City Centre, with some more dispersed venues suitable for specific types of event. There are three theatres in the City Centre, plus the Arts Centre (which holds a concert/ performance space for a wide range of visiting acts), St Andrews Hall which specialises in concerts, conferences and events and the Assembly House, which includes a wide range of facilities (which can be used for theatre, cinema and conferences). The Kings Centre (King Street) and the two Cathedrals function mainly as places of worship but can be used for other kinds of performance or event on occasion. The newest venue is the Garage on Chapelfield North, which has been developed as a dance centre with the NELM community development project).
- 4.8 Away from the City Centre there is a theatre (Sewell Barn), a concert/ conference venue at John Innes Centre (Norwich Research Park), an arts display gallery at the Sainsbury Centre, UEA (which can be used for other types of event) and a number of other venues (e.g. country houses) that can be used for arts events on occasion, but are not reserved for such use. Outside the city many market towns and smaller settlements have a range of community buildings that act as a focus for cultural and leisure activities.

- 4.9 The major **art gallery and museum** is the Castle in the Centre of Norwich. Smaller museums are found at Strangers Hall and the Bridewell Museum in the Centre and in many market towns and smaller places in the wider area. The Sainsbury Centre is the largest space for art displays (see above).
- 4.10 **Libraries** are a key cultural facility for local communities. The central library in the Forum has a very significant place in the cultural experience of the urban area, not only because it has a wider range of attractions within it than any other facility in the City, but also because it has revived the interest in and numbers of visits to libraries in the area. Local libraries are an important facility throughout the area, but many suburbs and rural areas rely on mobile facilities which visit specific locations once a week.
- 4.11 **Tourist attractions** include a range of urban and rural venues that make up a distinctive and broad range attraction to the area as a whole. Norwich Cathedral attracts the highest number of visitors annually. Norwich Castle, the Sainsbury Centre for Visual Arts, Whitlingham County Park and the Whitlingham Outdoor Leisure Centre, Norfolk Showground (including the annual Norfolk Show), Blickling Hall and the Weston Longville Dinosaur Park are main attractions. In the more rural areas there are specific attractions such as steam railways (the Bure Valley line and the Bressingham Gardens miniature railway), country houses and gardens open to the public.
- 4.12 In the **countryside and the urban fringe** there are a wide range of woodlands, heaths, river valleys and open areas that are open to walking and cycling and are very important for the enjoyment of the countryside. Not all such areas are fully accessible, but there are projects to open country parks and Local Nature Reserves to the public, such as at Catton Park on the edge of the City. Whitlingham Country Park is at the eastern edge of Norwich and is an important gateway between the City and the Broads.
- 4.13 There are also a range of local festivals and shows, many with a distinctive local flavour such as those at Wymondham, Aylsham, Diss and many smaller ones. The largest is the annual Norfolk and Norwich Festival which includes theatre, music, visual arts, dance and many other activities in its programme and this is one of the earliest such festivals in the country.

4.14 Another key attractor is the **historic town and city centres** in the area. Much of the centre of Norwich retains its mediaeval form and many of the larger traditional buildings – churches, pubs, merchants’ houses. Norwich was the second City in England throughout the mediaeval period and as such it contains some of the most important buildings of the period outside London. This ambience alone attracts many visitors from around the world, whilst specific locations such as the two Cathedrals, the market, the Castle, the Guildhall and the mediaeval churches are important attractors in their own right. The events programme in the City centre also includes many street festivals (St Giles, King Street, St Benedicts), speciality markets and entertainments, all of which use the historic network of streets and urban spaces. The market towns also have an historic form and many historic buildings – Wymondham, Aylsham and Diss in particular being of interest to tourists.

4.15 The **rural areas** have their own attraction of recreation in open countryside and a wide range of smaller venues and events. Two of the market towns in the area – Diss and Aylsham - have joined the ‘Cittaslow’ (or slow town) movement, recognising their local distinctiveness, with a different ethos and approach to promoting the quality of life. The country parks and woodlands have been referred to above (4.12) but there are also long distance trails and footpaths which provide good access to the rural parts of the area.

4.16 **Sports facilities and open space** are an important aspect of leisure provision. A number of school based facilities are now open to the public for use out of school hours. The Norfolk Ski Club at Trowse offers a very distinctive form of sports training based on the artificial ski slope. Norwich City Football Club is a commercial facility, but also represents the largest stadium venue for various sports (several use it occasionally out of the football season). The new Sports Soccer facility next door to the football stadium offers facilities for young people to develop football skills. Other sports venues include Pinebanks (privately owned by Norwich Union), UEA Sports Park, and more local club, park and parish facilities throughout the area. Tennis has been developed to high standards at Lakenham Sports Club and at the East Anglian Tennis Club (Eaton).

4.17 **Golf courses** are found at Eaton, Hellesdon, Sprowston, Eaton Park and Mousehold Heath (both public pitch and putt), Barnham Broom, Costessey, Bawburgh and Dunston

Hall Hotel. No assessment has been undertaken of whether these provide adequately for golf needs in the area.

- 4.18 Community needs are primarily dealt with in the corresponding 'Community Life' Topic Paper.

Tourism issues are also covered more widely in the Economy Topic Paper from the point of view of employment in the tourism 'industry'.

5. Defining the Issues

- 5.1 What are the key cultural and leisure issues which a strategic approach to the future of the area must address?
- 5.2 A key aspect of the planning strategy will be the accommodation of substantial housing growth, some of which will be in new locations outside the urban area. Hence there will be a need for community and leisure facilities to be improved to serve the growing population, while ensuring that the existing population benefits from improved provision too.

Issue one

How can the Core Strategy address the needs of communities, both existing and new, for a range of leisure and cultural opportunities, whilst also addressing deficiencies in existing parts of the area? What leisure and cultural needs should be provided for in planning new communities?

Can some facilities be decentralised into growth areas, in order to provide more local access?

How can commercial leisure demand be effectively accommodated within this strategy?

- 5.3 Issue one requires consideration of the different types of facility, how often people use them and hence what catchment area they can best be provided to serve. For some facilities, provision can serve a wide area, provided it is well served by public transport routes. Commercial facilities should also seek to minimise the need to travel for their

customers. Such facilities should generally be located where accessibility is high (the City Centre or key public transport nodes, for example). Other types of facility will need to be provided closer to home – such as children’s play areas, sports pitches and a community park and small-scale venues such as community halls. These will need to be carefully designed and located in each community, with the ability to maintain and update provision as trends and demand change.

- 5.4 The provision of many of these facilities should be related directly to the development of the housing to which they relate. In these cases the contribution of growth areas to their provision and early development should be assessed and provided for accordingly.
- 5.5 The specific case of sports pitches has been studied in each authority and there are particular shortfalls in the City and Broadland. How to address such shortfalls is part of the overall issue.
- 5.6 Related to this are the economic aspects of growth – the need to provide for appropriate jobs and enable employment sectors to grow. In this context a key sector is the tourism ‘industry’. The future form and nature of tourism in the area should be considered in the strategy.

Issue two

What kind and location of tourist attractions will help the local tourist sector to grow and develop its significant contribution to the local economy?
How can the strategy promote sustainable tourism that will minimise its impact on the environment?

- 5.7 The area has many attractions for tourists already. The historic nature and character of Norwich City Centre is a key attractor maintaining this position requires careful stewardship of its assets, to ensure that its character is not harmed for this purpose. The Broads is another international attractor of visitors. Here the decline of the holiday boating industry could be reversed, if the area’s attraction could be widened to other groups – perhaps by relating it more closely to other additional attractions.

- 5.8 There are other key attractors, which need to be sustained and supported, possibly with related attractions in the same general area to attract a wider variety of people – places such as Blickling Hall, the Sainsbury Centre (UEA), Whitlingham Country Park, Wymondham Abbey, Bressingham Gardens. These locations may also be able to expand their own use or the means of access to serve them (e.g. cycle routes).
- 5.9 Attractions to the area include the range of arts venues and the offer that they provide. The information above shows the breadth of activities available. Nevertheless some arts and cultural activities could be improved and others may need new venues provided.

Issue three

What is most needed to enable the further development of the arts in the whole area? Can such provision be assisted by the development policies and the Core Strategy or through contributions from development related to it?

- 5.10 For all communities, old or new, there can be barriers for certain groups to access the facilities available. These can be barriers of price for those who have low household income. They can be barriers of access for those who are elderly, disabled or have young children or dependents with particular disabilities. The strategy could seek to ensure that access is as wide as possible to all culture and leisure facilities. Strategies for improving access may include organising festivals of various sorts and publicity for events that encourages non-participants to try out new activities.

Issue four

How can access to cultural and leisure opportunities be widened? Does this have implications for their location and form?

- 5.11 The issue four therefore relates to a much wider spectrum of action than traditional planning of land uses – though it

has implications for location as well. It will be important to relate such actions to the range of stakeholders with an interest in enhancing cultural access.

- 5.12 A further issue to consider is the distribution of the growing evening and late night economy. These uses are the aspects of leisure activities that are often difficult neighbours, certainly for residential uses. They include night clubs, bars and restaurants, clubs and certain other leisure facilities (casinos, cinemas, theatres may be included). There are particular issues around accessibility late at night and the degree to which such uses benefit from concentration – or whether a degree of dispersal would remove some of the perceived problems.

Issue five

Where should late night leisure uses be located? Is it sensible to group these together in centres? In such locations, should the vicinity be kept free of residential development?

- 5.13 This issue five raises the concerns about location of residential development in relation to such leisure activities. This may be one of the few constraints that need to be applied to housing development in the Core Strategy.

5.14 Other Issues

There may be other issues that people want to raise. We are aware of some issues, that appear to be more minor than those raised above (or sub-sets of them). These include:

- The need for a specific facility - e.g. sports stadium or golf course or concert hall
- The need for development of a specific sector - e.g. motor sports, skate park, dance or certain specific types of arts or culture;
- The benefits of dual community use of school facilities - e.g. playing fields or halls;

- The potential to enhance access to the countryside from the city and completion of the riverside walk through Norwich to link the centre with Whitlingham Country Park and the Broads.
- 5.15 We encourage stakeholders to raise issues such as these in the context of this consultation, so that they can be considered, at whatever is the appropriate level.

6 Conclusions

- 6.1 We have identified five main strategic issues for consideration. These are those outlined in the boxes above.
- 6.2 Clearly the issue of serving the growth that is proposed for the area as a whole is an overriding priority. It will need to be addressed primarily through the process of attracting contributions from developers. This raises possibilities that may not have previously been considered for cultural and leisure development. However, it is clear that the 'pot' of contributions is limited and should relate to the needs of each development. Development will have a wide range of calls for such contributions – and some of them are essential to enabling development to happen at all. Hence the priority of the leisure sector for such contributions will be an issue in itself to be determined.
- 6.3 We would welcome any suggestions for any additional issues that need to be considered.

This topic paper has been issued as a discussion document intended to stimulate technical debate at the City Centre and Urban Regeneration workshop on Monday 2 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk
Issues and Options

City Centre and Urban Regeneration

Topic Paper, June 2007

1. Introduction

- 1.1 This Topic Paper is one of a series being published in order to stimulate discussion of the main issues for the future development strategy for the wider Norwich Area. It brings together issues, mainly discussed in the subject Topic Papers, which relate to the City Centre and the area around it that needs regeneration. Norwich City centre is broadly defined as the area within the City walls to the north, west and south, and the River Wensum to the east, and including Riverside.

2. Context

- 2.1 The City Centre is the driver of the Norfolk economy. It is the largest focus of employment in the area, with a wide range of jobs and services based in the City or close to it. As a retail centre it is the pre-eminent regional centre, having risen to the top ten in various national retail comparisons, reinforced by the opening, in 2005, of Chapelfield.
- 2.2 It is the most accessible location within the Norwich Sub-region, having many bus services from surrounding areas and with good pedestrian routes into and through the centre and some defined cycle routes.

- 2.3 The City centre is the primary tourist destination in the area, attracting visitors to its museums, galleries, events and the retail experience, as well as to the historic architecture and ambience of the centre.
- 2.4 The draft Sustainable Community Strategy for the City of Norwich demonstrates a strong commitment to maintain and regenerate the City's attraction in objectives such as "support development of a vibrant city centre"
"ensure a strong economic component in neighbourhood renewal and regeneration"
- 2.5 In 2007 the Greater Norwich Development Partnership commissioned a 'Retail and Town Centres Study'. It confirms the continuing pre-eminence of the city centre's retail floorspace and its potential for further growth. It also identifies its pre-eminence for leisure and cultural activities and the need to widen these facilities in the centre.

3. Planning Background

- 3.1 The main national guidance is contained in PPS6, which seeks to ensure the continued vitality of town centres. It emphasises that plans should identify the scope for expansion in or on the edge of the major centres, in order to cater for future growth there.
- 3.2 Government guidance relating to historic areas in PPG15 is also relevant, as the need for conservation and enhancement of the built environment will be important for development within the centre.
- 3.3 The Regional Spatial Strategy (RSS) (as proposed following the Secretary of State's changes) supports the priority to enhance the vitality of the centre especially for retail and leisure development (policy E5). The RSS also recognises Norwich as a centre needing regeneration and with a high priority for measures to address deprivation.
- 3.4 The regeneration of the inner area of Norwich also meets the advice in PPS3 regarding density of development and the

inclusion of housing in regeneration of City Centres. It has been a longstanding policy of the City Council to ensure that housing is included in nearly all such schemes, in order to bring life to the centre outside normal working hours.

3.5 The City of Norwich Replacement Local Plan (2004) provides the current Local Plan policy context for the area. The plan identifies

- A Primary and Secondary Retail Area, with policies to control ground floor frontage use in the defined areas;
- A Leisure Area, part of which is identified also as a Late Night Entertainment Area, where late night, noisy activities will be permitted;
- The whole area within the City Walls as a Conservation Area and mainly within that area, an Area of Main Archaeological Interest, where a high standard of investigation is required before any development takes place;
- A number of regeneration areas which specify the aims of regeneration in each case and a broad mix of uses to be provided on each site;
- Specific policies for the Anglia Square/ Magdalen Street Large District Centre, which is within the defined City Centre, but largely serves the area to the north;
- Provision for pedestrian and cycling improvements in the centre, with three new river bridges identified (one of which has been built);

4. Current Position

4.1 The City Centre and adjoining areas have been undergoing a rapid regeneration, unprecedented in recent years. A large proportion of the redevelopment is for flats at high densities – a notable concentration of flats is developing along King Street and on the opposite bank of the River Wensum at Riverside/ Football Club. Large developments in this area are under way at present and others have permission but have not yet been implemented.

- 4.2 Not all new development is residential. Development has now commenced on a second phase of office development at the former Jarrolds Printing Works site on Barrack Street, and offices are a significant part of schemes at Rose Lane and Duke Street. Office development is essential in the City Centre and, in accordance with PPS6, has priority here over other peripheral office development sites. Concern has been expressed that a number of firms have been relocating offices and employment from the centre to such peripheral business park locations. Such decentralisation is unsustainable because it generates increased dependency on the private car for journeys to work, since public transport at such locations is much more limited. This is also likely to be counterproductive for employees, when the constraints on use of private cars because of climate change become more onerous.
- 4.3 The City Centre has a very extensive leisure offer with a wide range of facilities. In recent years there has been a huge expansion of the centre's night life – night clubs, bars and restaurants. Some residents close to the late night zone are very concerned about regular noise and disturbance, especially when people leave pubs and clubs to return home in the early hours. The Police have recently objected to some new license applications or proposals for conditioned hours to be extended, because they have started to express concern about the concentration of many such uses in a small area.
- 4.4 The centre is served by one of the most extensive park and ride services in the country. At present there are six sites open on weekdays and most of them also operate on Sundays. Buses bring people directly into the centre. Some bus routes have better priority measures than others.
- 4.5 The rail terminal at Norwich Station has seen major investment in a complete refurbishment, making it now an attractive gateway to the City. Similarly the new bus station (£4.1m) provides an important enhancement to the environment for public transport users.
- 4.6 The City Centre attracts people from a large surrounding and mostly rural catchment area. This includes most of East and central Norfolk and parts of north Suffolk. Hence it is part of the

centre's attraction that it maintains a good level of accessibility for such users

- 4.7 The number of City centre off-street parking spaces is limited to 1985 levels. New developments are not expected to provide new parking (except for disabled people and strict operational needs), but will be required to contribute to an equivalent development of park and ride or other equivalent measures to remove journeys from the network in and around the City Centre. In some cases new development has been used to enable replacement of former surface or temporary car parks by modern underground or multi-storey parking.
- 4.8 These measures, together with general bus priority and improvement measures have enabled the City Centre to avoid the increasing traffic volumes experienced elsewhere – and which would significantly increase congestion in the centre if such increases had to be handled by the historic street system. NATS includes measures to maintain and enhance this management of the centre's accessibility.
- 4.9 The City Centre can be divided into a number of 'quarters' or sub-areas with particular characteristics. The City of Norwich Replacement Local Plan (2004) includes a description of each of these. In this report it is sufficient to highlight certain parts of the centre, where key strategic issues arise. The concerns, which require sensitive approaches in policy terms, are –
- The distinctive area of independent shops, mainly small in scale to the north of the market place (now branded the 'Norwich Lanes'), which needs to be protected as a specialist retail area;
 - Anglia Square, St Augustines Street and Magdalen Street area, which needs revitalising and where a statutory Area Action Plan is now being prepared;
 - Around Ber Street, a sensitive area on the edge of the main retail centre and of the commercial office heart of the centre, where mixed use redevelopment is taking place on a smaller scale;
 - The search for a new concert hall/ exhibition and conference venue, which would be a significant attraction which the City Centre lacks at present.

5. Defining the Issues

- 5.1 **The Primary City Centre functions** are retail, leisure and office services. The retail function of the City Centre will need to develop and grow in order to keep pace with the growth of households in the area and to keep up with changing retail tastes. The Retail and Town Centres Study will define the overall scale of growth that should be provided for, but national policy requires that the first area of search should be within or on the edge of the existing City Centre.

Issue one

How can the City Centre continue to provide for the majority of retail growth especially in comparison goods? Should we seek to consolidate the centre and, if so, in which general locations is investment needed? If larger scale growth is necessary, in which direction should the centre expand?

- 5.2 A number of opportunity sites are likely to arise. This issue one provides for policy to control the scale of new development – it may be preferable for the rest of the centre if future growth is incremental rather than being in such major chunks as Chapelfield or Castle Mall. It may also be possible to seek to distribute opportunity sites, so that different areas of the centre get a chance to regenerate their offer, rather than concentrating change in one part.
- 5.3 The question of future promotion of the City Centre as an employment area will be important, in order to provide for the appropriate element of growth envisaged in the Economy Topic Paper. It should be noted that the regional projection showed that almost all job growth will be in sectors where those jobs will be office based over the next 20 years. There is thus the potential for significant redevelopment affecting existing offices and it has long been acknowledged that the quality of office floorspace in the centre is poor and generally unattractive to

firms seeking modern premises. Hence means should be found to promote offices as a key element in regeneration schemes.

Issue two

How can the City Centre attract more intensive office development?

Should this Core Strategy give priority to office development in certain areas of the City Centre – probably as part of a mix with other uses in order to ensure that redevelopment can be viable? How can such priority be made to work?

- 5.4 The leisure offer of the centre needs to continue to grow to provide for the full range of facilities required by a growing population. It will be important to address what facilities this should include and how provision can be made for them. Most leisure uses would be expected to be located around the edge of the centre (that is the pattern identified in the Culture and Leisure Topic Paper) but some may be capable of dispersal to other centres within the sub-region. The growth of commercial leisure activities may also suggest that such development needs to be spread more widely within the City Centre – emphasising the distinctive ‘quarters’ of the centre.

Issue three

How can the Core Strategy best support development of the City Centre leisure offer? What locational choices exist and should the range of leisure uses be more widely dispersed around the centre? Should the late night activities be concentrated in one area of the Centre?

- 5.5 We have identified the need for a concert hall/ exhibition and conference space. This should ideally be located in the City Centre. So far this has been assessed as being unviable in a Norwich context because of the level of running costs that would be incurred. A question is therefore whether the growth of the area in terms of population, economy and tourism makes it any more likely that such a facility could be viable on the future. If it

could be viable, then issue three needs to encompass the possible venue for such a facility.

- 5.6 **Access to the centre** is subject to a clear strategy supported by the Norwich Area Transportation Strategy. At present the strategy appears to be working in so far as it is maintaining access to the centre and controlling growth in traffic. It will be important to continue to monitor this and to ensure that any increased levels of traffic can be managed appropriately. The most recent Local Transport Plan included a proposal to investigate road user charging as one further measure that may be useful to maintain the accessibility of the centre.

Issue four

What are the implications of growth for the maintenance of good accessibility to and within the City Centre?

- 5.7 The Transport Topic Paper also includes discussion of this aspect in the context of broader transport and access issues across the whole area.
- 5.8 **City Centre Quarters.** Redevelopment of Anglia Square is under consideration as part of the Northern City Centre Area Action Plan. A Preferred Option plan is expected to be produced for the Autumn of 2007 and around the same time, proposals for the first phase of Anglia Square development are anticipated to be submitted. Key issues have been identified through that process and the Core Strategy should refer to and support these.

Issue five

How can the Core Strategy best support regeneration of the Northern City Centre area, including major redevelopment proposals?

In relation to this, do you agree that the need for a foodstore in that area of the centre is of key importance and should be

supported and that other uses should include offices, housing and arts and culture facilities, restaurants and bars?

The area generally provides an opportunity for regeneration of modern offices – do you agree that this should be a key element in the mix of uses in the area generally?

5.9 Whilst these issues will primarily be addressed by the Area Action Plan, it will be important that the Core Strategy develops policies in a consistent manner to provide for the main changes proposed in the plan.

5.10 In other specific areas of the centre there are issues that are likely to arise. Specifically we address the ‘Norwich Lanes’ area and the Ber Street area, where local issues are likely to need to be addressed.

Issue six

What can the Strategy do to support the vibrancy of the centre and specifically areas of independent traders such as the ‘Norwich Lanes area’?

Issue seven

The Ber Street area appears to be in need of regeneration. To what extent should this support the extension of city centre retail and leisure uses and to what extent should housing predominate?

5.11 **Regeneration** is necessary in parts of the City Centre and the wider area around especially to the north of the Centre, to the East (along the River Wensum) and to the West. In order that the urban area is regenerated, there will need to be significant changes in several of these areas. Many areas are run down, including former industrial areas, where there are vacant buildings and dereliction as well as some areas of poor housing and deprivation. Norwich has the worst concentration of multiple deprivation of any authority in the East of England.

5.12 The government has suggested in PPS3 that the availability of housing is a key issue that needs to be addressed, if areas are to be lifted out of deprivation. In particular the large concentrations of social housing of similar age and style need to be avoided in planning future mixed communities.

Issue eight

How can regeneration assist the most deprived communities?
Is it important to provide market housing in such areas and how will the market respond to such initiatives?

Are there specific solutions to the needs of local communities that need to be allowed for in policy development?

The Housing Topic Paper discusses the overall issues of affordable housing and how that can be provided through developments and using specific grants. The concern in this paper is that problems are localised and may need more specific local solutions, which may differ from other localities within the Norwich area. This will become particularly important when significant areas have to be redeveloped and the right mix of uses and of types of housing needs to be determined and implemented.

Issue nine

Are there any other areas of deprivation that need regeneration?
How can they be addressed through the Core Strategy?

6. Conclusion

- 6.1 This Topic Paper has attempted to identify the key issues raised (in other Topic Papers) for the City Centre and inner areas of Norwich. It is intended to generate discussion, rather than provide solutions at this stage and there may well be other issues or areas of concern that need to be raised. Your views are welcomed on whether these are the key issues that should be addressed by a Joint Core Strategy. Please remember, however, that this is a high level strategy, whilst detailed site specific issues and specific development control policies will follow in subsequent documents.

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Joint Core Strategy

for Broadland, Norwich and South Norfolk Issues and Options

Norwich Policy Area Topic Paper June 2007

1. Introduction

- 1.1 This topic paper is one of a series intended to stimulate discussion at workshops being held as part of the issues and options stage in the preparation of the Joint Core Strategy covering Norwich area. This topic paper looks at how the issues identified in the thematic topic papers impact on the area of Broadland and South Norfolk Council that is closest to the City of Norwich (the topic papers cover the Environment, Economy, Housing, Access & Connection, Culture & Leisure and Community Issues). There is a separate topic paper that covers the issues for Norwich City centre and the area around it that needs regeneration.

2 Context

- 2.1 The Joint Core Strategy will have to reflect and have regard to other national regional and local strategies. There are Local Strategic Partnerships covering each of the three local authority areas concerned all of which have adopted community plans which articulate the priorities of the people of the area concerned. The County Strategy Partnership operates at a less detailed localised level but which none the less has a series of objectives.
- 2.2 In preparing the Joint Core Strategy the three local planning authorities have commissioned or undertaken several studies to gather evidence that can inform the strategy. These research projects are at various stages of

completion, but will all be finished in time to have their findings incorporated into the Issues and Options stage.

- 2.3 One of the strategies which will have to be reflected in the Joint Core Strategy is the Norwich Area Transport Strategy (NATS). NATS looks forward to 2025 and will form the framework for making future decisions about all aspects of transport in the Norwich area. One of the key aspects for the parishes in the northern fringe of Norwich is the Northern Distributor Road.
- 2.4 The Joint Core Strategy will also have to reflect and have regard to national and regional planning policy; these are highlighted in the following sections. The Joint Core Strategy will also set a vision for the Norwich area. A draft of the Spatial Vision highlights the significant change and development that will occur by 2026. The vision looks for this growth to be planned and managed so that our neighbourhoods and communities will be sustainable, prosperous, safe and healthy.

3 Planning Background

- 3.1 Planning Policy Statement 1 (PPS1) “Delivering Sustainable Development” sets out the overarching national planning policies on the delivery of sustainable development through the planning system. In summary the PPS states that planning should facilitate and promote sustainable and inclusive patterns development by:
- making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
 - contributing to sustainable economic development;
 - protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;
 - ensuring high quality development through good and inclusive design, and the efficient use of resources;
- and,

- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

These key themes are expanded on in the full series of PPSs and Planning Policy Guidance notes (PPGs) which address specific areas of spatial planning.

3.2 The draft East of England Plan (including the modifications proposed by the Secretary of State), includes a wide range of policies relevant to the Greater Norwich Area. However, those of particular relevance to the urban fringe of Norwich are Policies SS3 and NR1. Policy SS3 identifies Norwich as one of the region's key centres for development and change. Policy NR1 expands on Policy SS3, stating that Norwich should be a regional focus for housing, employment, retail, leisure, cultural and educational development. Particular aims relevant to the fringe area include:

- building 33,000 net additional dwellings in the Norwich Policy Area (NPA) in the period 2001 – 2021
- getting a major shift in emphasis across the NPA towards travel by public transport
- Support and enhancement of the retail, leisure and cultural role of Norwich
- the need to extrapolate the RSS's house building rates to cover the period 2021 -2026

3.3 Planning for employment growth in the NPA the RSS focuses on: the City Centre, Thorpe St Andrew and Longwater, Costessy, Colney / Cringleford, Norwich Airport and Wymondham/A11 corridor.

3.4 The Secretary of State's proposed changes to the draft East of England Plan looks for the Norwich Policy Area authorities to define the extent of the Norwich Policy Area, using the Structure Plan definition as a starting point.

4. Current Position

This paper summarises the key elements of the other topic papers that have been produced to support this round of workshops.

4.1 Housing

4.1.1 In order to meet Government guidance the Core Strategy will need to extend its horizon beyond that in the draft East of England Plan to 2026 at least. Extrapolating the required rate of development for a further 5 years would result in an additional requirement in the Norwich Policy Area of about 1,800 dwellings per annum or 9,000 in total. To meet the East of England Plan requirements we need to provide new allocations for 11000 dwellings in the Norwich Policy Area to 2021 and 20000 to 2026.

4.1.2 The outcomes of the Housing Needs Study (undertaken by research consultants ORS) indicates that it will not be possible for the need which would best be met in Norwich to be satisfied by developments within the city boundary and it will therefore be necessary for some of that need to be met in Broadland and South Norfolk. Our current belief is that it would be appropriate to try and meet these needs in the areas closest to Norwich.

4.2 Community Life

4.2.1 Health: Generally the residents of the Greater Norwich Development Partnership area have a good level of health, with average life expectancy across the area being higher than for England and Wales.

4.2.2 Crime: Crime levels indicate that crime figures are generally higher in Norwich city centre than in rest of the Norwich Policy Area. Across the area there is concern about crime, even in those areas with relatively low actual crime rates, and this fear needs to be addressed.

4.2.3 Education: there are needs to improve educational aspirations and attainment while meeting the needs of population growth. This relates to sectors of education, addressing the need for new schools and ensuring provision of Higher and Further Education.

4.2.4 Services and community facilities and faith groups: Good access to a range of local services and facilities such as libraries, community halls and churches can increase social cohesion and reduce the need to travel. Schools can also be seen as a community facility and could be the focus of improved facilities in areas of growth by including libraries, community space or police beat offices.

4.3 **Culture and Leisure**

4.3.1 The Norwich area is a regional focus for culture and leisure with a wealth of scheduled ancient monuments, listed buildings and other architecturally distinctive structures needing protection. Tourist attractions include a range of urban and rural venues that make up a distinctive and broad range of attractions to the area as a whole.

4.4 **Access and Connection**

4.4.1 The Norwich Area Transport Strategy (agreed in 2004) sets the main elements for access and connection within the wider context of the Norwich Policy area. These are:

- To improve accessibility to Norwich from the surrounding rural areas
- A reduction in traffic from 2005/06 to 2010/11
- Continued improvement in public transport

An essential element to deliver the strategy is the Northern Norwich Distributor Road which will;

- Improve strategic road access to north and the north-east of Norwich including the Norwich Airport
- Reduce congestion on strategic routes to the north of the city
- Provide improved access to north and north-east Norfolk

4.4.2 It is clear that large scale growth around Norwich will require substantial transport investment. The scale and nature of the measures that need to be implemented will depend on the locations chosen for growth and the scale of that growth. An infrastructure study has been commissioned to understand the infrastructure required to deliver the housing and jobs growth.

4.5 **Environment**

4.5.1 Norfolk is recognised widely for its quality of life, natural landscapes, and architectural heritage such as historic country estates and preserved town centres. The Norwich area makes a significant contribution to this local identity and national recognition.

4.5.2 The Norwich area is also home to some significant nature conservation interests. These include the valleys of the Rivers Tas, Tud, Wensum and Yare, areas of landscape character such as Mousehold Heath, historic parklands such as Catton Park, areas of woodland and parts of the Norfolk Broads, which extend into all three district councils.

4.6 **Economy**

4.6.1 The Annual Business Inquiry of 2005 showed that the area's workers are employed across a varied mix of sectors, though dependent on the service industry. The financial sector is particularly important to Norwich (31% of employment), whilst public administration, education and health are the main sector for employment in South Norfolk (35%). Broadland has a more even distribution of employment across sectors. Agriculture remains a large user of land but accounts for a very small percentage of jobs in the area. In contrast, financial services and the hotelier industry accounts for nearly half the workforce collectively.

4.7 **Growth Options**

4.7.1 The Core Strategy will set out the framework for the distribution of the major growth prescribed by the Regional Spatial Strategy. The location options for the major growth can be summarised as:

- on brownfield sites within the built-up area
- Incremental growth in a large number of relatively small scale sites on the edge of the urban area and in surrounding villages.
- Larger scale urban extensions
- New settlements (including very significant expansions of existing villages)
- Wymondham

Between 2001 and 2006 there were a total of 6,236 new homes built in the Norwich Policy Area (3,486 in Norwich, 1,639 in South Norfolk and 1,111 in Broadland). When these completions and extant planning permissions are taken into

account set there will be a need to identify new sites for around 23,000 dwellings in the period to 2026. At this stage it appears that sites for perhaps 3,000 of these can be found in the City but most of the rest, up to 20,000 will need to be located on Greenfield sites outside the urban area. To give some idea of the scale of this growth, the recent development of Thorpe Marriott is around 3000 dwellings and the Queen's Hill development at Costessey is 1400 dwellings.

5. Issues

- 5.1 While in practice there will be a number of small scale growth opportunities, there appear to be distinct advantages to concentrating growth to ensure the provision of sustainable new communities that are well provided with services and as self-contained as possible. For example a concentration of new houses may be able to support a high quality public transport service, or significantly improve existing services. The topic paper entitled "Strategic Growth Options" explores this issue in more detail.

Issue one

Assuming the Joint Core Strategy accepts that there are advantages in concentrating major development to secure infrastructure what criteria should we use to assess suitable strategic locations? Is there an alternative strategy to concentration?

- 5.2 The East of England Plan sets a high building rate for the area, much higher than has been consistently and collectively achieved by the three authorities. This may mean the total number of new dwelling sites identified by the three local authorities will exceed the target set in the East of England Plan in order to ensure enough houses are built.

Issue two

How can we make sure these houses are built?

- 5.3 The Northern Distributor route is a major element in the transport strategy for the northern fringe of Norwich. This road proposal has implications for development in this sector. This is in terms of timing of the development in this sector (assuming it is identified as a strategic location) and to the nature of the development. For example should the road represent the outer limit of the new growth and should major growth be deferred in this general location until the road is completed?

Issue three

Should major growth occur in the northern sectors ahead of the NNDR being built and should the road form the outer limit of the built-up area?

- 5.4 Currently Norwich City centre is a major regional centre for culture and leisure. Major growth on the fringe of the built-up area will place additional strain on these facilities. Are there some leisure and cultural opportunities which could be decentralised to local growth centres within the NPA, as part of a larger growth area, with benefits to accessibility overall?

Issue five

Are there some leisure and cultural opportunities which could be decentralised to local growth centres within the NPA, as part of a larger growth area, with benefits to accessibility overall?

- 5.5 Greenfield growth on the scale required will have an impact on the environment. For example habitats may be lost or adversely impacted on through the new building and the new residents who may want to access the surrounding countryside.

Issue six

How can we use development to enhance the, including the Broads and other internationally and locally protected areas?

- 5.6 The access to employment is a critical factor in building a sustainable community. This can be achieved in several ways; for example, through promoting new housing development in areas adjacent to existing employment areas, or capable of being linked through a high quality public transport system. Alternatively major new development can be a mix of uses including employment uses.

Issue seven

What are the key needs of a successful local economy and should the joint Core Strategy identify the need for a new strategic site for employment beyond those already identified?

- 5.7 The Norwich Policy area is a long standing definition in the Structure Plan and has been carried forward in the RSS. It encourages Norwich related growth to be located as close to Norwich as possible; the proximity principle remains a basic feature of sustainable development. The current extent of the NPA is shown in appendix 1.

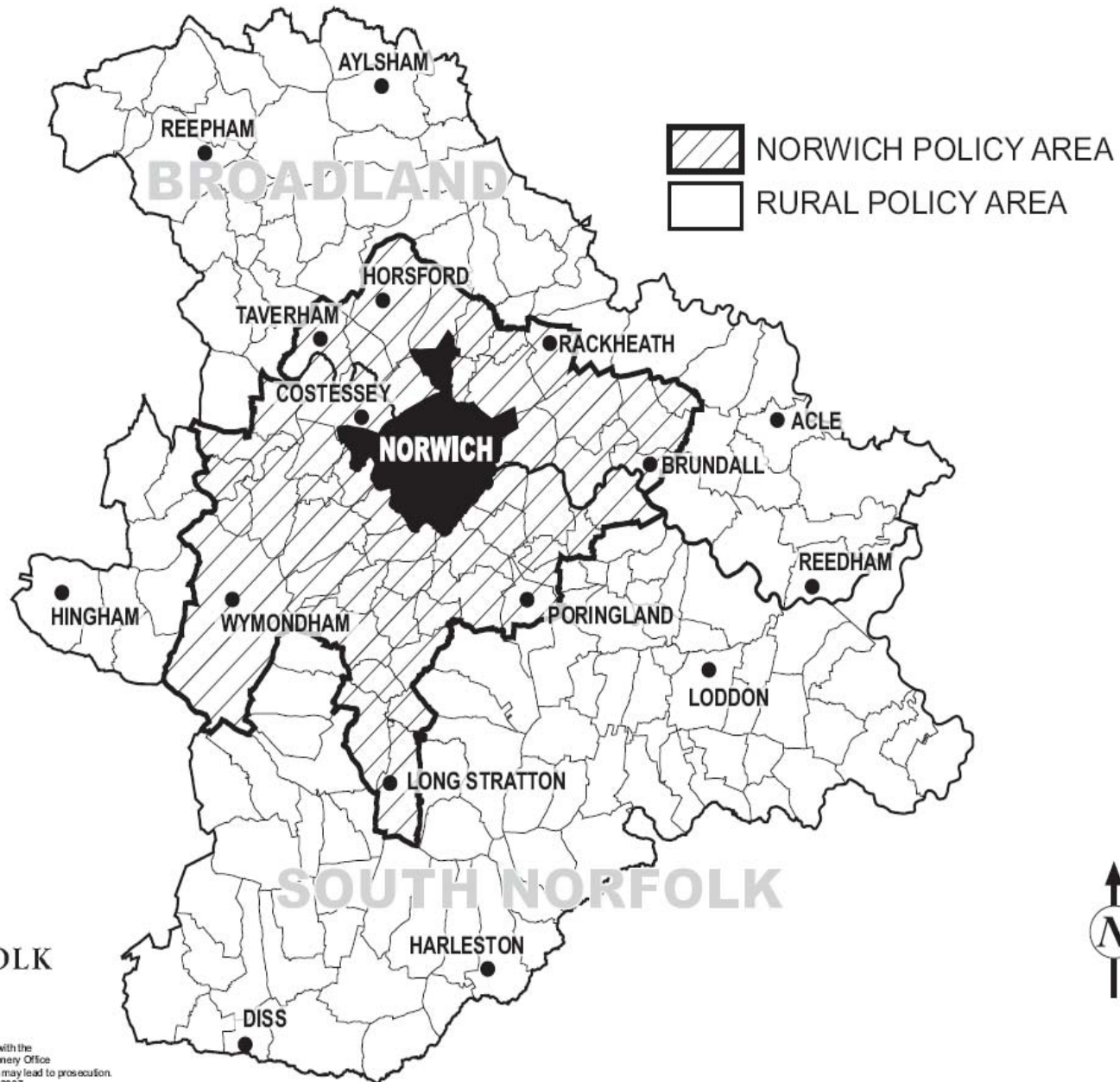
Issue eight

What area should the Norwich Policy Area cover?

6. Conclusions

This Topic Paper has attempted to identify key issues to be addressed for the Norwich Policy Area in the forthcoming Joint Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be issues that have not been raised. Your views are therefore welcomed at the workshop on whether these are the key issues that should be addressed in the Joint Core Strategy, if there are any others and whether we have identified all the relevant topics.

Appendix one: Greater Norwich



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This topic paper has been issued as a discussion document intended to stimulate technical debate at the Rural Area issues workshop on 5 July 2007.

This paper has been prepared by District and County Council Officers and does not represent policy.

The issues and options outlined in this paper will inform the production of a document to be used for public consultation planned for October 2007, as part of the preparation of a Joint Core Strategy.

Joint Core Strategy

for Broadland, Norwich and South Norfolk Issues and Options

Rural Area Topic Paper June 2007

1. Introduction

- 1.1 This paper is intended to stimulate discussions about the main issues affecting peoples' quality of life including the need for new housing and jobs, accessibility to essential services and facilities and the protection of the built and natural environment in the rural part of the Greater Norwich area (See attached Map 1). (Please note that many of these issues also apply to the rural parts of the Norwich policy area).
- 1.2 The issues relate to a series of topic papers produced by Broadland, Norwich and South Norfolk councils for the whole Greater Norwich area on themes covering the settlement hierarchy and growth locations, the economy, environment, transport and access, community life, culture and leisure and homes and housing. These topic papers discuss the themes in greater detail and can be referred to for further information.
- 1.3 The outcomes of these discussions will inform the production of a Joint Core Strategy Issues and Options report for public consultation in late 2007.

2. Context

- 2.1 The Core Strategy has to reflect government planning policies in the **Regional Spatial Strategy (RSS) and a series of government planning policy statements and other guidance**. Its rural provisions in particular will need to reflect the objectives of the government's rural White Paper

“Our Countryside” (2000), “Rural Strategy” (2004) and the 2006 White Paper “Strong and Prosperous Communities”. Their objectives can be summarised as sustaining and enhancing the distinctive environment, economy and social fabric of the countryside, the targeting of its economic regeneration, social exclusion and protection of the natural environment, while improving communities and community cohesion.

2.2 These objectives link to aims and activities of the **Local Strategic Partnerships and their Community Strategies and action plans** to improve the quality of life across the Greater Norwich Area. Their visions and objectives have been merged into a draft Joint Spatial Vision and draft Joint Spatial Planning Objectives which will also need to be integrated into the Joint Core Strategy. Summarised extracts from the Vision and Joint Spatial Planning Objectives most relevant to the rural policy area are:

2.2.1 Draft Vision:

“...and beyond the urban area there will be

- prosperous market towns and rural village centres which are a focal point for local people to access facilities , services and for meeting local housing needs
- a working and tranquil countryside which remains unmistakably part of east Norfolk, looking to the Broads and to other enhanced habitats, including river valleys, the clay farmland plateau to the south and the woodland heath to the north and north west of Norwich.”

2.2.2 Relevant Draft Joint Spatial Planning Objectives:

- To encourage the development of healthy and active lifestyles
- To allocate adequate land for housing in the most sustainable settlements
- To promote economic growth and a diversity of local employment opportunities
- 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.
- To reduce the need to travel (*by preferring new development locations where people’s daily needs are easily accessible by non-car modes of transport*).

2.3 The Joint Core Strategy Issues and Options public consultation stage will also be informed by the results of some sixteen current studies intended to clarify the infrastructure needs of, and the potential for, new development. Examples of studies relevant to the Rural Policy Area include:

- Growth Infrastructure
- Green Infrastructure
- Retail and commercial leisure (Norwich and the major centres)
- Housing need and stock
- Water Cycle (water availability and the means of waste water disposal)
- Strategic Flood Risk Assessment
- Playing pitch and open space
- Landscape Character assessment
- Wind turbine sensitivity

3. Planning Background

3.1 The Joint Core Strategy will reflect national and regional planning policy. The central planning policy guidance is contained in **Planning Policy Statement (PPS 1) “Delivering Sustainable Development” (2005)**. This states that planning should facilitate and promote sustainable development by:

- making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- contributing to sustainable economic development;
- protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;
- ensuring high quality development through good and inclusive design, and the efficient use of resources; and,
- ensuring that development supports existing

communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

3.2 Other important planning policy statements and guidance notes include

- **PPS 3 Housing (2006):** seeks to provide for housing development that is sustainable with regard to location, layout and design, while meeting the needs of the community in terms of numbers, affordability and choice.
- **PPS 6 “Planning for Town Centres” (2005):** seeks to promote the vitality and viability of town and local centres as a focus for office, retail and leisure development in easily accessible locations well served by a choice of means of transport.
- **PPS 7 “Sustainable Development in Rural Areas”(2004):** among other things seeks to focus most new development in or near local service centres, allow some limited development in or next to other settlements to meet community needs, enable farm diversification, provide for tourism and maintain and enhance the countryside and its rural character.
- **Planning Policy Guidance (PPG 13) “Transport” (2001):** seeks to reduce the need to travel, promote sustainable transport choices for people and freight, and to locate development in locations easily accessible by non-car modes of transport.

Other planning policy statements are referred to in the relevant subject topic papers.

3.3 **Regional planning policy** set by the **draft East of England Plan** promotes sustainable economic and housing growth among many other things, while seeking to improve access to essential needs, the management of travel demands, the encouragement of sustainable modes of transport and the conservation and enhancement of the built and natural environment. The Joint Core Strategy must be in conformity with this plan.

3.4 The Plan (**Policy SS3**) proposes that most new development should be located in major towns and cities designated as

“Key centres for development and change”. Policy NR 1 promotes Norwich as such a centre and a regional focus for housing, employment, retail, leisure, cultural and educational development, while providing for significant new housing development in the Norwich Policy Area (NPA) (See Map 1). ***Therefore while the Plan does not provide for a ‘Rural Policy Area’ as such, its extent will need to complement the Norwich Policy Area, while by default its implied new housing provision will be for some 4500 dwellings.***

- 3.5 **Policy SS4** provides for development in **market towns and “Key Service Centres”** (which could be small towns or large villages). These could have the potential to accommodate development sympathetic to their local character of an appropriate scale and nature to meet housing and employment needs. Below this level, **“Other Rural Settlements”** could support local services and local needs with limited development to support the continued viability of agriculture and other diverse economic activities such as tourism, while providing for local needs housing and local services.

4. Current Position

- 4.1 Life in the rural areas has continued to change quickly, largely due to the impacts of increasing personal mobility, the loss of farming and other local employment, the steady losses of village services and facilities, the centralisation of jobs, shopping and other services in the larger settlements, the steady rise in house prices and declines in public transport. Increases in rural population have not necessarily prevented the losses of services and facilities due to the higher population thresholds often necessary to ensure their viability, allied to the impacts of changing lifestyles. Other factors such as the economic impact of EC farming policies are having a great impact on the human-influenced appearance of the countryside, which largely depends on a viable farming community. The challenge is to slow if not reverse some of impacts of these trends, and to provide for equality of opportunities for all to maintain a high quality of life with good access to jobs, services, facilities and housing at an affordable price and in a sustainable manner.

5. Defining the Issues

5.1 These arise from the impacts of the changes outlined above. The main challenges are:

- Improving public transport access to the higher order settlements
- Securing small-scale local employment opportunities while supporting the needs of agriculture
- Providing housing for a full range of local needs
- Supporting local services
- Preserving the character and local distinctiveness of our market towns, villages and countryside
- Protecting the natural environment and its biodiversity.

These issues are considered in greater detail in the range of topic papers referred to in the introduction.

5.2 **The location of new development:** A fundamental issue is the sustainable means by which provision can be made for new development. The Settlement Hierarchy topic paper sets out the broad approach to the development strategy across the Greater Norwich Area within the context of the draft East of England Plan. However **below the level of market towns**, the draft plan offers scope for the interpretation of the level of services provision that would justify the designations of *Key Service Centres* and *Other Rural Settlements*.

5.3 *Key Service Centres* could be small towns and larger villages which could accommodate a wide range of development of a sympathetic scale and nature, but should possess a good level of services and facilities. These might include a primary school, primary health care facilities, a range of retail and services provision able to meet day-to-day needs such as convenience shopping, local employment opportunities and frequent public transport to higher order settlements. The necessary provisions are open to debate.

5.4 *Other Rural Settlements* could provide for development outside the *Key Service Centres* to support agriculture and other economic activities such as tourism, housing for local needs and sufficient development to support local services.

The level of limited growth appropriate to such centres is open to debate but such places could be villages with restricted services that could accommodate limited growth without detriment to their form or character. Their required minimum levels of service provision again require discussion.

- 5.5 Another option could be to cluster together smaller settlements which could combine to provide the required range of basic services and facilities to provide for some limited new development. Examples of services from the Settlement Hierarchy topic paper are shown in Appendix 1.

Thought should also be given to the scales and type of development that could be provided for outside such settlements in the countryside. The opportunity to live and work at the same location could be an attractive option.

Issue one

If providing for housing and other development in the countryside, what essential services should justify the designation of Key Service Centres?

Issue two

What minimum services should “Other Rural Settlements” have to provide for more limited business and housing growth?

Issue three

Should a cluster of smaller settlements be identified to provide a combined range of services and facilities to accommodate new development and should they be close together and linked by alternatives to the car?

Issue four

What types and levels of new development should be provided for outside settlements (e.g. to allow for farm diversification, tourism and affordable housing)? How accessible should it be for non-car modes of transport?

- 5.6 **Access to jobs, services and facilities:** The predominant transport issues in the rural area arise from its dispersed population and lack of widespread public transport and good

quality roads. Due to the generally poor accessibility, the private car is assumed to remain an important means of travel. Poor access has adverse impacts on the social, economic, leisure and cultural aspects of rural residents' quality of life, while lorries for example, can have adverse impacts on rural roads (albeit lorries are essential for the operation of many rural businesses).

- 5.7 Government policy promotes the use of alternative modes of passenger transport to the car and encourages the transport of freight by rail. Developing a rural settlement hierarchy could provide a focus for transport investment by concentrating jobs, housing and services, while the **Accessibility Strategy** defined in the County Council **Local Transport Plan** seeks to improve accessibility to and between such settlements.
- 5.8 Bus priority schemes in the larger settlements, bus corridors between them, and rural community transport can provide for improved passenger alternatives to the car. The allocation of land for potential rail/road freight interchange (as currently allocated in Diss, near Hethersett and in Wymondham), plus the County Council's designation of Heavy Goods Vehicle (HGV) access routes can alleviate some of the problems associated with lorries.
- 5.9 Good access to jobs, services and facilities is a basic necessity but need not be by conventional means of transport alone. The use of electronic communication can also facilitate such access, which could open the way for the consideration of the innovative means of such provisions, perhaps allied to provisions for small businesses.

Issue five

How can public and community transport be improved and where?

Issue six

What alternative means of communication could be encouraged?

Issue seven

How should we manage the impact of lorries on rural roads?

- 5.10 **Housing:** Between 2001 and 2021, the rural area will be required to accommodate some 4500 new dwellings, but

because much of this provision has already been built or received planning permission, **only some 1200 dwellings require new land to be found in the whole rural area to 2021. However** because government planning guidance in PPS 3 “Housing” requires development plan documents allocating new housing land to look forward at least fifteen years from the expected date of the document’s “adoption”, **this rural area figure becomes some 2300 dwellings by 2026.** This figure requires land to be allocated, but there will possibly also be significant additional housing developed on “windfall” sites. The distribution between Broadland and South Norfolk districts of the houses requiring land to be allocated is open to debate.

5.11 The largest issue is the **lack of affordable housing** and its means of provision, especially when the scope for large new housing estates in which many such homes could be built through legal agreements with developers may be limited, if the relatively low remaining housing provisions are spread around a possibly large number of main settlements. While “exceptions sites” outside settlements are an acknowledged means of providing for affordable housing where there is a proven local need, thought is required about the sizes of general housing sites which should be obliged to provide for affordable housing, and whether “exceptions sites” should be adjacent to villages with at least certain services.

5.12 The government requires sites to be allocated by the Greater Norwich Area local authorities for **Gypsies and travellers** and a separate Development Plan Document is being publicised concurrently by South Norfolk Council. Broadland and Norwich City councils are awaiting a single issue review of the East of England Plan before consulting on this issue. A significant issue is the extent to which such sites should be integrated within settlements containing the same services required for general new housing. This is discussed in the Housing topic paper.

Issue eight

Where should most new housing be provided for and how could affordable housing development be encouraged?

Should all new market housing sites provide for an element of affordable housing or only sites above a certain size?

Should rural “exceptions” sites only be provided for in villages with a minimum level of services?

5.13 **The rural economy:** The challenges are to maintain a good range of local employment opportunities, maintain the vitality and viability of the main shopping and service centres, encourage the provision of village and local shops and services to meet essential daily needs, while encouraging tourism and farm diversification in a sustainable way to maintain a living countryside.

5.14 While government guidance has generally encouraged the concentration of new housing development in the larger centres, thought is required on the best means of stimulating local jobs and services in locations which should be easily accessible by non-car means of transport. but might not have to be when considering the lack of rural public transport, village pavements and cycle ways, and the generally high levels of rural car ownership.

5.15 The issues to consider include

- the most appropriate scales and types of employment development in rural locations,
- the most appropriate scales and type of shops to be provided for in the market towns and villages, and
- the types of goods that farm shops should be allowed to sell.

5.16 Farm shops are allowed to sell the products of the farm, but there are increasing pressures for the development of relatively large farm shops to sell food from a large local area and ranges of non-food goods, while providing various services. All of these might be acceptable provided there are no adverse impacts on local centres, and they could boost the local economy with job creation benefits.

Issue nine

Should land be allocated in a greater spread of smaller villages for commercial uses to widen job opportunities and reduce the need for travel? What are the most appropriate types and sizes of businesses that could be located in such villages?

Issue ten

Should non-farming commercial development be allowed in the countryside outside settlements and of what types and scale?

Issue eleven

Should farm shops be allowed to sell food from a more widespread area and what types and scale of non-food goods if any should be allowed?

5.17 **Community Life: *Health, crime and education*** are key themes in the community strategy visions for Norwich, Broadland and South Norfolk regarding the need to tackle social exclusion and rural deprivation. Good health helps to reduce poverty and disadvantage, low levels of crime and fear of crime increase personal feelings of safety, and learning provisions help people develop to their full potential. Low overall levels of deprivation mask pockets of rural deprivation often affecting ethnic minorities, migrant workers and gypsies and travellers involved in agriculture and food production.

5.18 Issues arise regarding the adequacy of **rural health provisions**, its need to provide for a changing age structure, the effects of rural isolation and problems affecting access to health services and good health inducing leisure and recreation facilities. **Crime rates** may be lower in the rural areas compared to the Norwich area, but are linked to wider issues such as a lack of jobs, educational opportunities, community facilities, housing layouts and design, and things to do. The **fear of crime** is also a universal concern.

5.19 While GCSE pass rates at grades A-C vary widely throughout the Greater Norwich Area, there are still needs to improve **educational aspirations and attainment** while meeting the needs of population growth. This is exacerbated in the more remote rural areas by the lack of accessibility to further and higher education and training facilities.

5.20 **Culture and leisure pursuits** also benefit one's quality of life and rely on commercial leisure facilities, community centres and village halls and a variety of formal and informal leisure and recreation pursuits. Despite a reliance on Norwich, there is a range of leisure and cultural deficiencies in the rural area and market towns that requires addressing in terms of what

should be provided for, and how and when. Leisure can also include the enjoyment of the historic market towns and tourist attractions but a lack of non-car access can deter their enjoyment.

- 5.21 The government is also keen to encourage “***the evening economy***”, which includes commercial leisure pursuits, pubs, clubs and eating places. Rural accessibility and adverse impacts on nearby housing are issues to be considered in relation to the best locations for new facilities, especially in the historic centres of the market towns.

Issue twelve

Are there particular problems with the availability of and access to health and education facilities and how should we address them?

Issue thirteen

What cultural and leisure facilities should be provided for or improved in the rural area and where?

Should the evening economy be encouraged and where?

- 5.22 **The environment and rural character:** The character of the towns, villages and countryside is an important consideration as the rural policy area contains a diversity of landscapes and a wealth of natural and historic built environments. These include the many historic town and village centres designated as conservation areas, many listed buildings, the adjacent acclaimed and nationally important wetlands of the Norfolk Broads which provide a major landscape, nature and recreational resource, the convergence on Norwich of some five nationally defined landscape character types, dispersed heathland, woodland and the important landscape features and habitats provided by the rivers Bure, Wensum, Waveney and Yare.

- 5.23 The promotion of sustainable development focuses on the need to live within our environmental limits, to mitigate against man’s impact on climate change, to promote the use of sustainable energy and to protect and enhance the built and natural environment. This means a need to reduce the environmental impact of new development and the means of

transport used to access it, to reduce greenhouse gas emissions and adverse impacts on climate change.

- 5.24 Other impacts requiring thought include the use of water and natural resources, the production of waste, the management of water to reduce flood risks, and the provision of recreation facilities and open space complementary to the built and natural environment.
- 5.25 The rural area has its own attraction for recreation in the open countryside, while two of the market towns in the area (Diss and Aylsham) have joined the 'Cittaslow' (or slow town) movement, recognising their local distinctiveness, with a different ethos and approach to promoting the quality of life. The issue of "local distinctiveness" is a significant consideration in the production of the new local development framework and can encompass social, cultural, economic and environmental elements of the local quality of life

Issue fourteen

What is distinctive about the area and should it be protected and enhanced?

- 5.26 **The extent of the Rural Area:** This is shown in Map 1. While noting that many rural issues apply equally within the Norwich Policy Area, the definition of the boundary is open to debate. While the Norwich Policy Area is intended to accommodate most of the Greater Norwich Area's growth, any additions to it should reflect the availability of easily accessible centres with adequate shops and services and the environmental capacity to accommodate further housing development.

Issue fifteen

Should the extent of the Rural Area be altered and where, bearing in mind the relationship with the Norwich Policy Area?

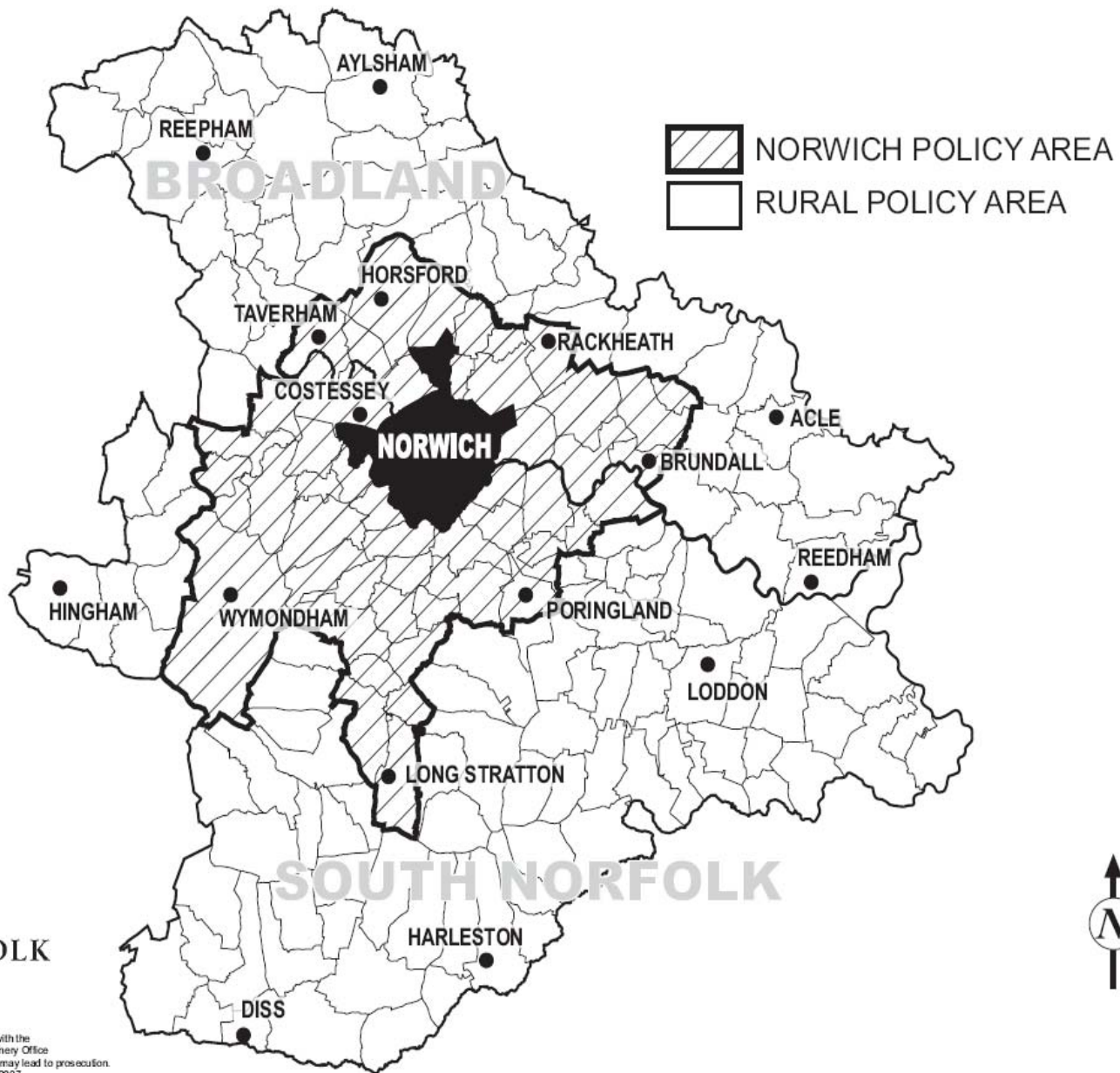
6. Conclusions

This Topic Paper has attempted to identify the key rural area issues to be addressed in the forthcoming Greater Norwich Core Strategy. It is intended to generate discussion rather than provide solutions and there are likely to be rural issues that have not been raised. Your views are therefore welcomed at the workshop on whether these are the key issues that should be addressed in the Core Strategy, and whether there are any others that should also be addressed.

Appendix 1: Examples of services to be considered in the designation of rural settlements as locations for growth

- Doctor
- Dentist
- Village Hall / Community meeting place
- Indoor recreation facilities
- Outdoor recreation facilities
- Recycling facilities
- Other groups e.g. Sports, Scouts, Toddlers
- Library
- Church / Religious place of worship
- Public House
- Pre-School
- First School
- Middle School
- High School
- Mobile / visiting services
- Post Office
- Food Store
- Newsagent
- Business / Job opportunities
- Bank
- Garage
- Hairdresser
- Other shops and services
- Farm Shop
- Residential care home
- Public Transport: Journey to work service
- Public Transport: Day time service
- Public Transport: Evening Service
- Rail Service
- Cycle/pedestrian access
- Restaurant
- Size of population
- Other criteria (not covered above)

Appendix 2: Map 1: The Greater Norwich Area



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