Report to	Sustainable development panel	**Item**
	23 January 2013	4
Report of	Head of planning service	
Subject	Development Management Policies DPD - Submission	

Purpose

This report seeks comments of the panel on the submission version of the Development Management Policies Development Plan Document (the "DM Policies Plan") before it is reported to cabinet on 13 March. Subject to member consideration and agreement it is intended to seek authorisation by full council on 26 March to submit the plan to the Secretary of State for examination. Formal submission (under Regulation 22 of the Town and Country Planning Regulations 2012) would follow in April 2013, for independent examination during the summer.

Recommendation

To

1) note the report and relevant supporting information including:

   (a) a summary schedule of representations made to the pre-submission version of the plan where no change is proposed and the reasons for not proposing any change (Annex 1);

   (b) (b). a summary schedule of representations made to the pre-submission version of the plan where minor changes are proposed, and the justification for those changes (Annex 2);

   (c) the proposed submission version of the plan comprising plan text and appendices incorporating the minor changes set out in (b) (Annex 3);

(2) endorse the approach that is proposed for cabinet to recommend to council that it:

   (a) that the proposed Regulation 22 submission version of the Development Management Policies DPD (subject to the minor changes for clarification set out in Annex 2, and the further recommended change to policy DM21) is considered to be legally compliant and sound;

   (b) that the Development Management Policies DPD (as amended), alongside its evidence base, is authorised for formal submission under Regulation 22 of the Town and Country Planning (Local Plans) Regulations 2012;

(c) to delegate authority to the deputy chief executive (operations) in consultation with the cabinet member for environment and development to approve the detail of technical documents and supporting evidence required to be submitted alongside the Development Management Policies DPD for consideration at examination and to give evidence in support of the plan at examination.

Corporate and service priorities

The report helps to meet the corporate priority A prosperous city and the service plan priority to deliver the Development Management Policies DPD.

Financial implications

There are no direct financial implications to this report.

Ward/s: All wards

Cabinet member: Councillor Bremner – Environment and development

Contact officers

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Background documents

None

Report

Background

1. This report follows on from a report to the previous meeting of the panel on 9 January 2013, which gave a broad overview of progress of the Site Allocations plan and Development Management (DM) Policies plan. Operating alongside the adopted Joint core strategy for Greater Norwich, these plans set out local policies and site specific proposals to manage the use and development of land in Norwich city in the period to 2026, and once adopted they will entirely supersede the present local plan (City of Norwich Replacement Local Plan 2004). Both plans were recently consulted on under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, in order to invite comments on their soundness and legal compliance. The consultation on both plans ran concurrently for 12 weeks between August and October 2012.

2. The purpose of this report is:

   a) to report on the specific representations made to the DM Policies Plan, describing the issues raised and a recommended course of action in responding to each of those representations, and

   b) to provide panel members with a final opportunity to comment on the proposed submission version of the plan document. The latest version of the plan now proposed for submission incorporates a number of minor revisions for clarity which have been made to address representations, reflect changes in circumstances or correct factual errors.

Evolution of the plan

3. Work on the DM Policies Plan commenced in 2010. It has been subject to two separate periods of public consultation, in January 2011 – on an initial draft – and August 2012 – on the substantially revised draft version proposed for submission. The plan's policies have evolved continuously in response to representations received at draft and pre-submission stage, internal discussion with council officers, engagement with local stakeholders and statutory bodies and decisions and recommendations made by panel members on particular policy issues.

4. Importantly, the plan has also had to respond to rapid changes in government policy and legislation, most critically the publication of the National Planning Policy Framework (NPPF) in March 2012 and the neighbourhood planning provisions and the statutory Duty to Co-operate introduced by the Localism Act 2011, which affect the process of plan preparation itself. The ability of local plans to influence development and change will also be affected by ongoing changes to planning regulations, intended to streamline the process of applying for planning permission and in some cases to reduce or remove the need to obtain permission for certain kinds of development. Members have been informed of these various changes and the council's recommended response to them as they are announced.

Current stage

5. As reported to the previous panel meeting, the most recent consultation (the Regulation 19 pre-submission stage) invited views on the soundness and legal

compliance of both the DM Policies plan and Site allocations plan, together with the Policies Map. Members will recall that the Regulation 19 consultation version of the DM Policies plan was considered and agreed by this panel with minor changes on 27 June 2012 and subsequently approved for consultation by cabinet (with further minor changes) on 11 July. The consultation, running from 6 August to 26 October 2012, was the last opportunity for the public to comment on both plans before they are finalised and submitted to the Secretary of State for examination this year.

6. Views were also sought on the sustainability appraisal (SA) for each plan prepared by the council's retained consultants LUC. Legislation requires that sustainability appraisals must be prepared independently alongside local plans, assessing their policies and proposals against key sustainability objectives, examining any reasonable alternatives to them and making recommendations where necessary to improve the overall sustainability of the plan. These appraisal documents are currently being reviewed and updated in response to the latest round of proposed changes set out in this report. The updated sustainability appraisal of the DM Policies Plan will be attached when the plan is presented to cabinet in March. Prior to this, once available in its final form, it will be circulated to panel members

Analysis of Regulation 19 consultation response

7. Around 1700 individuals and organisations were consulted. A total of 69 separate representations were made on the soundness of the DM policies plan by 29 respondents, both individuals and organisations: this compares with 244 representations received to the previous draft plan in 2011. Three of the representations were specific to the policies map and related to identified errors or omissions on it. Nine representations were made by other local authorities, seven of which were made by Norfolk County Council or their agents, one by the Broads Authority and one by South Norfolk Council. A further two representations (additional to the 69 on the DM policies plan itself) concerned aspects of the sustainability appraisal.

8. In summary, of 71 substantive responses to the plan and SA, five were expressions of unqualified support, 46 were objections and 20 were comments – which include expressions of support in general terms albeit qualified by suggestions for minor changes. At this stage of the plan making process as the plan nears its final stages, a fairly small number of objections is to be expected. This is because (where reasonably practicable) the plan has been appropriately and flexibly revised in response to objections at previous stages. Many key objectors' concerns have been addressed by negotiation as the plan has developed.

9. The outstanding objections on soundness relate to matters on which it has not been possible or desirable to reach agreement at earlier stages, or which reiterate earlier objections where the council has already stated its reasoned justification for not changing the plan. In a limited number of cases new representations are made requesting the inclusion of matters of detail which it is not appropriate to include in a development plan document, or matters which it is considered are adequately addressed by other plan policies or the JCS.

10. Members should note that **no** objections have been received about the legal compliance of the plan – this means that there are no immediate concerns from objectors that the council has not followed the proper legal process in preparing the document or that it has not met the statutory Duty to Co-operate with neighbouring

authorities and other bodies. However, it will be necessary to demonstrate to the inspector that these steps have been followed by clearly auditing and documenting the process of plan preparation, setting out how policies have emerged from identified issues and showing how each of the required "compliance checks" have been met. This will also need to include material on how the plan complies with national policy in the NPPF. Officers are currently preparing this background material to submit with the plan and it is intended to take the advice of the Planning Inspectorate before it is finalised.

11. The analysis of representations and the council's proposed response is shown in detail in Annexes 1 and 2. Officers' intended course of action on each representation falls into one of four categories:

    a) ***No change necessary*** – Six representations of support which are noted and where no change to the plan is needed.

    b) ***Minor change proposed for clarity*** – Fifteen representations which can be addressed by making small changes to the plan without affecting its substantive content. These are minor changes for the purposes of clarifying how a policy will be interpreted or to reflect factual updates or correct errors. Standing advice from the Planning Inspectorate is that such minor changes can be made without further consultation provided they do not affect the interests of third parties or aggrieve other objectors. Officers consider it reasonable to accept these changes and they are therefore proposed to be incorporated into the plan text (Annex 1) and taken forward for submission.

    c) ***Seek change through examination*** – One representation to Policy DM21 on which a more substantive change is considered appropriate in order to resolve an issue highlighted by an objector. This relates to the approach to be taken when a proposal comes forward in a district or local centre for a particular use or activity which does not fall readily into the NPPF definition of a "main town centre use" and is not obviously a community use as defined by policy DM22. This could include for example, a one-off use supporting a local enterprise or a particular leisure or employment sector. The policy currently prohibits this altogether at ground floor level. This does not meet the NPPF test of a positively worded policy this is clearly inflexible and It is unlikely to be a fundamental issue of soundness, but would go beyond a minor clarification because it affects the detail and emphasis of the policy and may affect the interests of other objectors. The Planning Inspectorate assumes that that where practicable, most significant issues of disagreement will have been resolved at earlier stages in the plan making process. Consequently the regulations do not permit further changes to the submission version of the plan at this stage other than minor clarifications (see b). One option open to the council to take forward more wide-ranging alterations of this kind would be to undertake a further round of public consultation on a "focused change". However, this would add at least three months to the process and further delay examination and adoption of the plan. In order to avoid a lengthy delay to the whole plan arising from a single change, it is proposed that the plan is submitted as per Annex 3 (with minor changes only) and to table a detailed form of words to policy DM21 which officers would be willing to take forward to address this particular issue.. This would be made available to the inspector as a basis for further discussion and consideration at public examination alongside any statements of common ground between the council and the objector and evidence supporting the council's position. This course of action has been agreed as

appropriate by the Inspectorate for changes of this kind.

d) ***No change proposed*** – Forty-two representations raise issues or make suggestions for changes to the plan which officers consider cannot be accepted. There are a further two representations relating to the sustainability appraisal report, which are also not accepted and where no change to the report's assessment or sustainability scores is considered necessary. The representations on the plan fall into two groups. Firstly there are representations on essentially minor matters where it would be inappropriate to change the plan because the issue is already covered adequately by other policies, the JCS or national policy and guidance. Secondly there are more fundamental objections to policy or plan content which objectors consider should be discussed and resolved at examination, supported by appropriate evidence. These are expected to constitute the main issues to be heard at the examination hearings and are set out in paragraphs 13 and 14 below.

Additional changes

12. Seventeen proposed changes for clarification do not arise directly from representations, but officers consider it expedient to make them in the interests of improving the plan's effectiveness. These are very minor changes and updates for clarity which can be included in the submission version of the plan and are incorporated into the text at Annex 3.

Key issues raised in responses

13. An important principle of the examination process is that the Inspector, not the city council, determines which particular matters should and should not be discussed at examination and decides who should appear at the hearings. Officers' expectation is that the more fundamental issues - involving areas of disagreement or where further policy changes are proposed - are most likely to be the focus of debate at examination. These are principally those representations in category (c) and (d) above. However, it is open to the inspector to raise any issues he or she sees fit and to invite objectors to appear where it would assist in the overall understanding of the plan and enable a proper judgement to be reached on its soundness. This may include consideration of any previous objections (made at the draft stage) considered to be unresolved, as well as objections arising from the previous round of consultation.

14. In summary, the main issues which may be considered through examination are as follows

(a) Flood risk policy (DM5) –There is a request that flood risk assessments should be submitted for all householder development. A number of issues need to be clarified in relation to emerging county council responsibilities in relation to sustainable drainage. There are particular concerns re the part of the policy setting out the process for assessing potential alternative sites for development to avoid areas at risk of flooding (the sequential test process). Currently, the policy exempts developers proposing schemes in the city centre from having to consider reasonable alternative sites outside the centre. These objections have been made by the Environment Agency and Norfolk County Council.

(b) Protecting against environmental hazards (DM11) - an objector has stated that the policy contains insufficient detail in relation to the approach to be taken where new development is proposed adjacent to an existing noise generating use.

(c) Housing development (DM12) – objectors consider that the minimum housing density of 40 dwellings per hectare is not flexible enough and should be deleted.

(d) Main town centre uses (DM18) and conditions on retail warehouses (DM25) – agents representing the freehold owners of Riverside retail park object on the basis that the policy is negatively worded and an embargo on further retail development there without sustainable transport enhancements is unjustified, arguing that certain minor developments ought to be exempt from this requirement. There is a particular concern from the operator of Hall Road Retail Park that the policy does not allow applicants to consider existing retail parks as potential locations to accommodate development when assessing reasonable alternative sites for their proposal as part of the sequential test process. Objectors consider that indicative maximum size limits given in Appendix 4 for the acceptance of retail and other development in district and local centres are not justified or supported by an appropriate local evidence base, and that this detail should be included in the policy and not relegated to an appendix.

(e) Evening Economy (DM23) – an objector has contested the embargo on residential development and conversion within and adjacent to the late night activity zone, regarding it as negatively worded and over-prescriptive. It is suggested that the policy should allow for “low impact” uses such as student accommodation in the late night zone.

(f) Parking Standards (DM31) Objectors have challenged the basis for reducing car parking standards for out of centre retail development compared with the current local plan. A separate objector suggests that city centre car parking standards should be calculated having regard to “baseline” parking provision and traffic generation (i.e. proposals should be accepted where they do not involve any significant impact on present traffic conditions and account should be taken of any parking which is already available on site).

(g) A number of site specific objections, such as that in relation to the Deal Ground, are also seeking changes to relevant development management policies which are considered to place undue restrictions on existing business operations.

The evidence base

15. The DM policies plan is supported by a broad range of evidence, much of it common to both this plan and the Joint Core Strategy. The plan text makes extensive reference to this evidence base in the list of references at the end of each policy. To address particular issues around specific policies, officers have prepared a series of topic papers to explain and justify the approach taken. The topic papers are available on the council’s website at:

http://www.norwich.gov.uk/YourCouncil/Consultations/ClosedConsultations/2012/Pages/Norwichdevelopmentmanagementpoliciesdevelopmentplandocument–regulation19pre-submissiondraftplanforconsultation.aspx.

Conclusion

16. Limited changes are required to the Development Management Policies Plan, generally to provide minor clarifications. There are a small number of objections, in general relating to detailed technical points concerning the Development Management policies, which are likely to form the focus for debate at the examination in public into the plan.

Annex 1a - Representations on which no change is necessary

Policy/Ref	Respondent	Summary of rep	Action proposed
DM1	**Simply Planning for Location 3 Properties Ltd.**	Support policy and welcome approach of giving equal weight to economic, environmental and social dimensions	Noted and support welcomed.
DM3	**Natural England**	Welcomes plan; particular support for policy DM3	Noted and support welcomed.
DM3	**Norfolk Wildlife Trust**	Particular support for policy DM3.	Noted and support welcomed.
DM3	**Environment Agency**	Support requirement for use of sustainable materials and protection and enhancement of biodiversity	Noted and support welcomed.
DM14	**South Norfolk Council**	SNDC have raised concerns previously but now welcome the commitment the city council is making to Gypsy and Traveller provision in line with national policy and the local need assessment (GTAA)	Noted and support welcomed.
DM19	NLP for Capital Shopping Centres	Support policy approach - seeks a reasonable balance between protecting office space in appropriate circumstances and allowing beneficial development for alternative uses where this is justified.	Noted and support welcomed.

Policy/Ref	Respondent	Summary of rep	Council Response
General	**The Theatres Trust**	As a general point the supporting text is too long and much more detailed than is necessary. Also overlap between issues in separate chapters.`	NOT ACCEPTED. A conscious decision has been made to significantly expand the supporting text to explain the evolution of and reasoning for the policies rather than relegating this to topic papers. This gives the content more force and avoids the need for protracted discussion and clarification at examination. There will be some inevitable overlap between issues over separate chapters although the council has sought to minimise this.
DM2 DM19-017	**Lafarge Aggregates**	Policy insufficiently detailed to protect existing heavy industrial users from new development placing an unreasonable restrictions on activities. Additional criterion suggested to prevent new development placing an unreasonable restriction on or resulting in a change of planning condition to (sic) existing industrial development. DM2 considered to be in conflict with at least one site allocation.	NOT ACCEPTED: there is sufficient flexibility in policies DM2 and DM11 to allow an appropriate level of protection to be achieved for existing industrial operations whilst also ensuring their neighbours are properly safeguarded. The importance of the objectors' aggregate processing facility is acknowledged but it operates under a series of extant permissions, planning conditions and permits under other legislative regimes which will remain in force. It is not possible for new proposed development to result in a "change of planning condition to" existing development, rather it is the responsibility of those involved in delivering new development schemes to negotiate acceptable and workable compromises which respect the interests of all involved. A policy of indiscriminate blanket protection for all existing industrial users would be likely to stall beneficial regeneration, fail to meet the test of positive plan preparation and critically undermine the soundness of the document.
DM3 DM-19-016	**Norwich Society**	Plan does not include polices aimed at achieving high quality design and architecture. New section required to cover this.	NOT ACCEPTED: A requirement for high quality design is explicit in the NPPF and JCS Policy 2, moreover existing lower level guidance such as conservation area appraisals and design briefs can provide locally specific advice. Relevant national good practice guidance is cross-referenced at the end of the policy. It is not the role of this plan to act as a universal design manual for Norwich nor would such an approach be sufficiently flexible or effective to ensure a sound plan.

DM3 DM-19-016	**Norwich Society**	Plan does not effectively address the issue of inappropriate development in residential gardens.	NOT ACCEPTED: Although policy DM3 contains appropriate stipulations on design, layout and density, proposals involving development of residential gardens need to be approached on a case by case basis taking account of the configuration, constraints and context of the site. Although in most cases "garden grabbing" would be strongly discouraged there are instances where limited development within residential curtilages could be beneficial in the interests of good design and the efficient use of land. The existing policy approach is considered to offer sufficient flexibility to allow for these exceptional cases while ensuring a generally high standard of design and layout.
DM3 DM-19-016	**Norwich Society**	Plan does not effectively promote energy efficiency improvements to existing buildings (e.g. significant extensions) as required by the NPPF: Uttlesford DC policy cited as example of good practice in this area.	NOT ACCEPTED: it is clear that policy DM3 (j) applies to both new build and significant extensions. The Uttlesford policy approach would effectively require any addition or extension to address energy efficiency shortfalls in the existing building too, which would be unworkable and onerous for many applicants proposing modest extensions during a period of austerity. A potentially more rigorous policy approach has already been considered and discounted through examination of the JCS.
DM3 DM-19-016	**Norwich Society**	Policy needs to promote use of large tree varieties, as smaller varieties are generally ineffective in combating the urban heat island effect.	NOT ACCEPTED: This level of detail is inappropriate to high level policies in a development plan document. Policy DM7 is more directly concerned with the issue of trees: the council's adopted SPD on Trees and Development provides further guidance. Expert officer advice is available to assist in choice of tree species for specific sites and various different circumstances and it would be inappropriate to require the use of large tree species in all cases.
DM3 DM-19-017	**Lafarge Aggregates**	Policy does not take into account need to respect existing adjoining land uses (particularly industrial): additional policy criterion requested re “context”.	NOT ACCEPTED: this is already in clause (c) ("the design of all development must … [give] significant weight to the uses and activities around it…". A dedicated section on context with the express purpose of safeguarding industrial uses from inappropriate development is unnecessary and would not make for a positively prepared and sound plan.

DM3 DM-19-027	**RSPB**	Suggest an additional requirement to incorporate nesting sites into built structures, e.g. swift bricks and bat roosts, to support declining populations of urban birds and bats	NOT ACCEPTED: this level of detail is inappropriate to a development plan document. The inclusion of swift bricks and bat roosts can be promoted in most cases as part of the general requirement for design features which safeguard wildlife habitats and promote biodiversity (DM3 Clause (i) (a) and (c)). The recommended policy wording was in fact negotiated and agreed to address a Green Party objection to the draft version of the policy which raised very similar concerns.
DM3 DM-19-029	**English Heritage**	Suggest definition of “landmark building” in supporting text 3.6 could usefully be incorporated in the policy wording.	NOT ACCEPTED: the suggested policy change would unnecessarily duplicate existing advice and be procedurally difficult. The supporting text makes clear how the requirement for landmark buildings should be interpreted in Norwich.
DM5 DM-19-007	**Norfolk CC (Surface Water Management)**	Concerned that sequential approach to site selection when considering flood risk would in certain circumstances exclude the consideration of reasonable alternative sites outside the city centre. Approach has not been justified and is inconsistent with that recommended in NPPF.	NOT ACCEPTED: The approach to sequential site selection in the city centre for DM purposes has previously been endorsed by the EA (2009), acknowledging the SFRA level 2 study's conclusion that the city's housing needs cannot be accommodated solely by using land in flood zone 1. In practical terms, proposals for development in the centre will be supporting JCS priorities for expansion and regeneration of the centre set out in Policy 11 as well as the requirement to support and promote centres in the NPPF. Consequently it is expected that any substantive development proposal intended to support the city centre could not be accommodated outside it by definition and a site outside the centre would therefore not be a "reasonable" alternative.
DM5 DM-19-022	**Environment Agency**	Reduction of the relevant search area for reasonable alternative sites when applying the sequential test to flood risk in the city centre is not adequately explained: exemption of allocated sites from need to meet exceptions test appears not to be justified; more detail needed on requirement for FRA.	NOT ACCEPTED: The approach to sequential site selection in the city centre for DM purposes has previously been endorsed by the EA (2009), acknowledging the SFRA level 2 study's conclusion that the city's housing needs cannot be accommodated solely by using land in flood zone 1. In practical terms, proposals for development in the centre will be supporting JCS priorities for expansion and regeneration of the centre set out in Policy 11 as well as the requirement to support and promote centres in the NPPF. Consequently it is expected that any substantive development proposal intended to support and/or regenerate the city centre could not be accommodated outside it by definition and a site outside the centre would therefore not be a "reasonable" alternative.

		development should be required to have a positive, not just "neutral or positive", impact on flood risk.	NOT ACCEPTED: It is unreasonable to expect all new development to have a positive impact on (i.e. reduce) flood risk and it would be onerous to impose this on all forms of development of whatever scale. The expectation is always that a positive impact should be sought wherever it is possible to achieve it, but the important thing is that development should not contribute to increased risk. The "positive or neutral" wording was previously suggested by the Environment Agency and accepted by the council for the Reg19 draft of the plan.
	Norfolk CC (Surface Water Management)	5.20 - should not exclude householder development from need to submit FRA.	NOT ACCEPTED: Requirement for FRAs in householder development is necessarily limited by validation requirements and extant and proposed PD rights . To require them in "all development" would, in our opinion, impose an unreasonable burden on applicants contrary to NPPF advice on proportionate supporting information. Negotiate withdrawal or argue case through examination.
DM5 DM-19-030	**English Heritage**	Suggest that design of sustainable drainage systems should take account of the historic environment given the possibility of harm to buried archaeological deposits, etc.	NOT ACCEPTED: Sufficient safeguards are already in place in policy DM9 to address the issue of impact on buried archaeological deposits from development in general. This would include impacts from associated SUDS infrastructure. There is no need for a specific reference to this in policy DM5.
DM5 DM-19-017	**Lafarge Aggregates**	Policy does not take sufficient account of flood risk from sources such as groundwater induced flooding: approach to sequential and exceptions test for flood risk is also contrary to NPPF.	NOT ACCEPTED: Evidence from the SFRA Level 2 study confirms that groundwater induced flooding is not a significant risk in Norwich. The sequential test methodology reflects an approach justified through the JCS and agreed with the EA.
DM6 DM-19-027	**RSPB**	Policy needs explicit mention of the River Wensum Special Area of Conservation and the requirement that there be no impact upon it.	NOT ACCEPTED: The Wensum SAC is already safeguarded through national legislation as an internationally protected site; the NPPF, ODPM Circular 6/2005 and the JCS require these sites to be explicitly protected from harmful impacts. The supporting text describes its status and explains why a reference to international sites is unnecessary in local policy. To include a reference in DM6 to the SAC would merely be duplicating existing protection.

DM6 DM-19-016	**Norwich Society**	Biodiversity offsetting claimed to be ineffective without independent objective assessment of measures proposed (which policy should explicitly require), experience shows replacement habitats often inadequate.	NOT ACCEPTED: It is not clear what evidence the objector can produce to show that biodiversity offsetting schemes are ineffective. The emerging pilot local biodiversity offsetting scheme for Greater Norwich is intended to promote a more systematic approach involving expert assessment of proposals and an objective scoring system to enable proper comparisons and ensure replacement habitats which are genuine and viable alternatives.
DM6 DM-19-024	**The Planning Bureau for McCarthy and Stone**	Request deletion of areas of open space and Yare Valley Character Area shown on the Policies Map in association with requested reinstatement of site R45 - Bartram Mowers.	NOT ACCEPTED: The decision of the council's cabinet not to allocate site R45 for development reflects legitimate member and community concerns re the impact of that development on the integrity of the river valley landscape.
DM8 DM-19-010	**Norfolk CC (NPPS)**	Request additional criterion which would allow loss of open space where there is an overriding need to develop or extend a school and the benefits outweigh the loss.	NOT ACCEPTED: We acknowledge government imperatives to give great weight to the establishment and expansion of schools (NPPF para 74 and Letter to Chief Planning Officers of August 2011). However there is equally compelling policy advice in the NPPF (and JCS policy) re protection of valued community facilities and safeguarding of open space. These issues need to be considered in the round and a balanced judgment reached in each case involving the loss of playing fields, taking into account the relative provision of usable community open space in the locality as well as identified priorities for schools investment. Introducing a standard exceptions clause into DM8 would not give the necessary flexibility to address differing local circumstances.
DM8 DM-19-016	**Norwich Society**	Allotments should be protected for the long term: policy should require any new allotments permitted to be statutorily protected under the Allotments Act.	NOT ACCEPTED: Once established, new allotments would be regarded as open space and afforded appropriate protection under this policy. It is not possible in law for a policy operated under planning powers to stipulate that allotments must be statutorily protected because allotments and planning legislation are entirely separate.

DM8 DM-19-019	**Lanpro**	Object to the designation of the whole of former Lakenham Sports Ground site as open space under this policy; request reintroduction of originally proposed allocation R6 for housing and open space as in Reg 25 draft site allocations plan.	NOT ACCEPTED: The decision of the council's cabinet not to allocate site R6 for development reflects legitimate member and community concerns about the shortage of open space in the locality and potential impacts from the form of development proposed.
DM8 DM-19-004	**Dr Martin Hicks**	Supports retention of Lakenham Sports Club site as open space to meet the shortfall in facilities for formal organised recreation. Suggested possible alternative use to accommodate future expansion of local government offices and associated facilities served via County Hall. Land could be held for open space in exchange for the release for housing of alternative site(s) in public sector ownership.	Noted and support welcomed. An alternative proposal for local government office use could not be taken forward without strong evidence to show how it could be practically delivered and how it would improve the soundness of the plan. No change proposed.
DM12 DM-19-017	**Lafarge Aggregates**	Policy should resist residential development where there is scope to create nuisance or restrict activities on adjoining industrial sites.	NOT ACCEPTED: We fully acknowledge the strategic importance of the objectors' aggregate processing facility but the change as proposed would amount to blanket protection of *all* existing industrial sites which might conceivably experience some degree of what the objector describes as "nuisance" from new housing development. This would include some uses which it is clearly expedient to relocate or redevelop in the interests of delivering beneficial regeneration. Such an indiscriminate approach is wholly unacceptable and the plan would not be sound if changed as suggested .
DM12 DM-19-020	**Bidwells for R G Carter**	Inclusion of minimum density requirement of 40 dwellings per hectare does not give sufficient flexibility to meet a range of housing needs: should be deleted.	NOT ACCEPTED: There is clear local justification for applying a minimum density of 40 dwellings per hectare. This figure is entirely reasonable for an urban area and promotes the appropriate, efficient and sustainable use of land. The vast majority of new housing built in Norwich in the last ten years has been developed above (often well above) that density. The policy makes clear that exceptions can be made where the configuration and context of the site requires a lower density.

DM12 DM-19-025	**Bidwells for** Jarrolds	Inclusion of minimum density requirement of 40 dwellings per hectare does not give sufficient flexibility to meet a range of housing needs: should be deleted.	NOT ACCEPTED: There is clear local justification for applying a minimum density of 40 dwellings per hectare. This figure is entirely reasonable for an urban area and promotes the appropriate, efficient and sustainable use of land. The vast majority of new housing built in Norwich in the last ten years has been developed above (often well above) that density. The policy makes clear that exceptions can be made where the configuration and context of the site requires a lower density.
DM15 DM-19-021	**Simply Planning for Location 3 Properties Ltd.**	Consider wording of policy overly rigorous and unjustified where there is no prospect of historic housing allocations coming forward	NOT ACCEPTED: The process of site selection for the site allocations plan (including the Greater Norwich SHLAA) will have already considered and rejected any "historic housing allocations" which are unlikely to come forward. The sites currently identified in that plan are considered to be deliverable over the plan period and changes in development viability or deliverability can be identified through reviews of the relevant evidence over the plan period.
DM16 DM-19-017	**Lafarge Aggregates**	Policy sound in principle but should make provision for the safeguarding of railheads, wharves and other multimodal transport hubs.	NOT ACCEPTED: NPPF advice to this effect is acknowledged but with the exception of the objectors' site (which is already safeguarded in the minerals and waste CS) there are considered to be no commercial railheads, wharves or multimodal transport hubs which would merit such generic policy protection. Such a policy would therefore be superfluous.
DM16 DM-19-023	**RPS for Costco**	Policy (and para 16.11) should recognise the economic and employment-generating benefits of warehouse clubs and analogous sui generis uses and accept these on employment areas,	NOT ACCEPTED: Paragraph 16.12 makes clear that warehouse clubs and analogous uses will be assessed on a case by case basis and can be accepted on employment land if a sequential test justifies them. Unqualified acceptance would undermine JCS policy 5 requiring the protection of employment land and would tend to increase car dependency (contrary to national advice, JCS policy 6 and policy DM1), moreover it would not allow a balanced consideration of planning circumstances specific to a particular proposal.

DM18 DM-19-021	**Simply Planning for Location 3 Properties Ltd.**	Consider policy should have more flexibility in allowing for out of centre development where retail formats or nature of goods sold preclude an in-centre location	NOT ACCEPTED: It is clear that policy DM18 would allow out of centre retail development in these circumstances where a sequential test (and, where appropriate, impact test) justifies it - a similar approach has been taken in policy DM25 in relation to removal or variation of conditions. However it is the responsibility of the developer to show why the development could not be accommodated in a more sequentially suitable location.
DM18 **DM-19-028**	**NLP for Capital Shopping Centres**	Acceptance of main town centre uses should extend to the whole of the city centre not just to primary and secondary areas and large district centres.	NOT ACCEPTED: The geographical city centre is identified in the JCS as being at the top of the retail hierarchy. However large areas of the centre are outside the main retail core and dominated by residential or other incompatible commercial uses (e.g. the Late Night Activity Zone). In planning for the location of main town centre uses a more cautious discriminatory approach is needed which distinguishes between the areas of the centre of differing character which are prioritised variously for retail, leisure and office purposes. This is explained at length in the supporting text and appendix 4.
DM18 DM-19-033	Thomas Eggar LLP for Asda Stores Ltd	Re DM18 and Appendix 4: Indicative thresholds for scales of development included in Appendix 4 should be inherent in the policy; moreover the thresholds given are not supported by an appropriate evidence base. For local centres, they are too low for typical small format foodstore operators and should be applied to comparison retailing only. Supporting text suggests that impact test would be required for retail developments within centres - inconsistent with NPPF. Sequential and impact assessments are not required to assess scale, so this policy requirement should be removed. Parts of the policy in relation to criteria for assessing main town centre uses on employment areas unnecessarily duplicate advice already in NPPF.	NOT ACCEPTED: we acknowledge the need for more detail including an updated evidence based justification for the thresholds chosen and the overall policy approach, however this can be included in an updated retail and leisure topic paper. We consider there is little justification for a significant increase in the indicative minimum scale of floorspace applying to convenience stores. Such an approach would allow forms of foodstore development which would be clearly out of scale with the majority of local centres in the city. Consideration had been given to including indicative floorspace thresholds in policy DM18 itself rather than in appendix 4, however this would result in a particularly complex, detailed and inflexible policy which was not adaptable to change.

DM20 **DM-19-032**	Savills for Henderson Retail Warehouse Fund	Support in general terms, although request an amendment to supporting text to emphasise the economic benefits of cafés, restaurants and other supporting services.	NOT ACCEPTED: It is reasonably clear from the commentary to DM20 (and the corresponding commentary to policy 11 in the JCS) that cafés restaurants and other supporting services will have an increasingly important role to play in supporting the vitality and viability of Norwich city centre and particularly expanding the evening economy. The intention of the policy is to promote a flexible and positive approach when assessing such applications in primary and secondary shopping frontages. No change proposed, although the point can be further emphasised within SPD if necessary.
DM22 DM-19-005	**The Theatres Trust**	Support in general terms but suggest a more succinct definition of the term “community facilities” and query use of term “cultural centres”.	Not accepted: The definition of community facilities is considered to be appropriate and necessary to enable the proper interpretation of the policy since different types of community use fall into different use classes in planning law. The term "cultural centres" was intended to refer to community facilities supporting a particular facet of artistic or cultural life (e.g. centres promoting some aspect of the arts, or geared to the needs of particular religious or ethnic groups). We see no particular problem with this term.
DM23 DM-19-018	**Lanpro**	Blanket restriction on residential use in Late night activity zone unjustified and inflexible: qualification sought to allow conversion of upper floors to low impact uses such as student accommodation in appropriate cases.	NOT ACCEPTED: It is clear that the issues of late night noise, disturbance and antisocial behaviour associated with the Late Night Activity Zone merit a particularly rigorous approach to managing new uses within and adjoining the zone. In particular an embargo on residential conversion is supported by evidence that living conditions in residential premises adjoining major nightclubs would be wholly unacceptable due to irremediable noise issues. It is unclear why it should be permissible to introduce student accommodation as a "low impact" use when students are long term occupiers and would be just as vulnerable to late night noise and disturbance as any other householder.

DM25 DM-19-031	**Savills for Eskmuir Properties**	Acknowledgment needed in the supporting text that Sweet Briar Retail Park is a significant retail destination forming part of a large mixed use retail/leisure/ commercial area with much potential for cross-visitation (sic). It can be regarded as both sustainable and accessible.	NOT ACCEPTED: Sweet Briar Retail Park is a freestanding car-based retail destination which is poorly connected to adjoining residential areas and whose location on the Outer Ring Road has very limited accessibility to bus services and local pedestrian and cycle routes. It is self-evidently far less sustainably located than any existing district and local centre or any of the other three purpose built retail parks in Norwich. The argument that it can be regarded as sustainable on the basis of co-location with and "cross-visitation" from other nearby facilities which are equally car dependent - including a drive in fast food restaurant - is extremely tenuous. We would also highlight factual errors and misleading statements in the objector's representation such as referring to “open space” to the south of the site which is in fact employment land reserved for the future expansion of Briar Chemicals, a site containing a notifiable hazardous installation. All these factors are likely to militate against significant intensification or deregulation of retail use on this site.
DM28 DM-19-017	Lafarge Aggregates	Policy does not recognise the need to safeguard and improve existing sustainable transport infrastructure related to the movement of freight and/or heavy goods.	NOT ACCEPTED: JCS policy 6 covers these issues in general terms. The scope for provision of enhanced rail freight facilities at the Deal Ground (site R10) has been investigated and such a scheme is unlikely to be viable or deliverable. We see no compelling case for a generic policy for these facilities when the scope to provide them within the city is extremely limited.
.	**Norfolk CC (Economic development and strategy)**	Object to approach seeking more limited local standards for access and highway safety (and citing only a small range of instances where accesses onto main roads would be resisted) rather than referring to more comprehensive County Council guidance and design standards.	NOT ACCEPTED: The imposition of generic county wide access and highway safety standards is inappropriate in the historic urban context of Norwich, particularly since these standards are excessively car dominated and not in accordance with best practice advice in the Manual for Streets. Moreover the County's standards are not founded in statutory adopted development plan policy, whereas the equivalent Norwich standards in the adopted RLP are.
DM31 DM-19-025	**Bidwells for Jarrolds**	Further detail necessary in supporting text to clarify that assessment of proposals for redevelopment of existing uses should take account of baseline parking provision and traffic generation.	NOT ACCEPTED: There is a clear evidence- and policy-based justification for the approach taken in actively reducing parking levels, discouraging unnecessary car use in favour of more sustainable modes and combating traffic congestion. Making allowances for "baseline parking provision" is not necessarily appropriate in cases where existing parking provision is obviously excessive or poorly located.

DM31 DM-19-026	**Indigo Planning for Schroder UK Property Fund**	Appendix 3 includes a reduction in parking standards for A class uses from 1 space per 20 sq.m (RLP) to 1 space per 25 sq.m. This is unjustified and inflexible. Request reinstatement of RLP standard or allow parent/child and disabled spaces to be provided in addition to stipulated maximum.	NOT ACCEPTED: There is a clear evidence- and policy-based justification for the approach taken in reducing the car parking standard for A class uses.
Appendix 3 DM-19-014	**Mark Dunn (individual)**	Suggested changes to Appendix 3 introductory text: additional requirements re facilities for cyclists.	Not accepted: This level of detail is perhaps inappropriate to a development plan document (in particular shower and changing facilities could not be required in all cases) but suitable provision can still be negotiated case by case and/or included in travel plans.
Sustainability Appraisal SA-001	Norfolk CC (MW)	The quantitative approach taken in the SA has resulted in insufficient emphasis on wider than local impacts. There could, in particular be significant adverse impacts on a number of SA objectives from diversion of rail freight and essential aggregate distribution for local infrastructure projects onto the local highway network should adjoining development result in closure or substantial contraction of the safeguarded minerals railhead at Trowse. SA scores need to be adjusted to reflect this,	RESPONSE IS MADE THROUGH SA REVIEW. We consider that potential issues at the Deal Ground impacting on the adjoining minerals railhead can be resolved or appropriately managed through negotiation and it is extremely unlikely that development would result in its closure or substantial contraction. The updated Reg22 SA report confirms that these issues have been appropriately considered and makes reference to the Norfolk Waste and Minerals Core Strategy and DM DPD (and emerging Site Allocations Plans).

Sustainability Appraisal SA-002	RSPB	The cumulative impact of increased development in the Greater Norwich area could harm the Broads and other internationally designated nature conservation sites in Norfolk: no consideration in the SA report of the impact of increased visitor pressure from growth in Norwich. The city council should be involved in monitoring and managing these impacts.	RESPONSE IS MADE THROUGH SA REVIEW: Consultants undertaking the SA consider that these issues will have been picked up in the earlier HRA work accompanying the Joint Core Strategy and this is stated in the updated SA report. We concur that the issue has already been appropriately addressed at a strategic level through the SA and HRA of the JCS and accepted by Natural England. We take the view that it is not possible to attribute a particular change in visitor pressure on the Broads and other sites to new development in the city specifically. The argument that CIL receipts might to be used to mitigate visitor pressure on internationally protected sites in the wider area is therefore somewhat tenuous. The need for growth in greater Norwich as a whole has been amply demonstrated and its impacts quantified through the JCS and its associated SA and there is no need for this issue to be revisited in detail in the SA of local development documents.

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM1	**English Heritage**	Would like to see specific reference to protection and enhancement of the city's heritage assets as a component of sustainable development.	Amend second bullet point of policy DM1 to read • "protect and enhance the physical, *environmental and historic assets* of the city and to safeguard the special visual and environmental qualities of Norwich for all users"; Amend para 1.7 to read: " ... the quality of the built and natural environment raised, *environmental and heritage assets protected* and the wider advantages of growth made available to all sectors of the community...". Clarification.	Reinforces DM1 and makes clear that heritage should be considered as a component of sustainability
DM3	**Norwich Society**	Supporting text at 3.2 refers to design review of major developments but not to local design review arrangements: this is inconsistent with the NPPF.	Amend paragraph 3.2 to read "In accordance with NPPF recommendations, *local design review arrangements are in place to provide assessment and support to ensure high standards of design in Norwich. Formal comments on the design aspects of current planning applications have been provided on a monthly basis by the Norwich Society (the city's main local amenity society) for many years* . More significant development proposals may also be referred to an independent local design review panel ..." Clarification.	To acknowledge measures for design review at a local level.
DM5	**Norfolk County Council**	Plan should not set thresholds for requiring sustainable drainage measures in advance of national standards	Amend the second paragraph of policy headed "Sustainanable drainage" as follows: Sustainable drainage measures appropriate to the scale and nature of the development shall be incorporated in all appropriate development proposals involving the erection of new buildings or the extension of existing buildings (other than householder extensions), until such time as thresholds are established by nationally applicable standards for sustainable drainage. Such measures will be required except where this is not technically feasible or where it can be demonstrated that other factors preclude their use.	It is premature for the local plan to set size thresholds for SuDS in advance of national standards and reference to ground conditions should be deleted as these would not necessarily preclude certain types of SuDS;

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM5	**Norfolk County Council**	Policy measures are needed to mitigate surface water flood risk where significant risk is identified outside of designated areas;	Delete the policy heading "Critical Drainage Areas" and replace with "Areas at risk from surface water flooding" Amend the following paragraph as follows: Within the critical drainage areas as identified on the Policies Map, and in other areas where the best available evidence indicates that a serious and exceptional risk of surface water flooding exists, all developments involving new buildings or extensions over 50 sq m, with the exception of householder development, will be required to be accompanied by a flood risk assessment which gives adequate and appropriate consideration to surface water flooding. ..."	Policy measures are needed to mitigate surface water flood risk where significant risk is identified outside of designated areas;
DM5	**Norfolk County Council**	Text in 5.18-5.21 needs to acknowledge surface water flood risk outside CDAs	In paragraph 5.21, delete the text from the end of the first sentence to the end of the paragraph and replace with the following text: Norfolk County Council had intended to commission the technical modelling necessary to define the extent of these flood paths during the 2012-13 financial year, but at the time of writing the technical evidence is not yet available to enable any additional high-risk areas to be shown in detail on the Policies Map. The intention was to define them on the map under this policy as soon as the relevant technical report is published, prior to the formal adoption of this plan. Should this not be possible, the policy allows for the emergence of more extensive technical evidence on surface water flood risk to be taken into account over the plan period, so that in areas or sites outside of the Critical Drainage Areas where there is likely to be elevated risk of surface water flooding (e.g. as a result of specific topography) the same policy requirements would apply.	Accept the point made by the objector whilst acknowledging that the extent of such risk may need to be quantified through the emergence of better evidence
DM6	**Broads Authority**	Request removal of reference in supporting text to the Broads "National Park".	Accepted: Amend first sentence of policy to read "… taking particular account of the need to avoid harm to the adjoining *Broads Authority area* and other identified areas of natural environmental value …" Factual correction.	To reflect status of the Broads as equivalent to, but not actually, a National Park.
DM9	**n/a - officer change**		Reinstate heading "Archaeology" before section of policy commencing "In the defined areas of archeological interest …"	Archaeology section has a missing heading (this was inadvertently omitted at Reg25 draft stage)

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM11	**Environment Agency**		Add the following to the end of paragraph 2 in the 'Air and Water Quality' section of the policy. 'Any development which has the potential to pollute should demonstrate that pollution mitigation measures, protective of the water environment, have been incorporated into the development. Additional regard should be had where a site falls within a Source Protection Zone (in particular zone 1), on a Principal Aquifer or adjacent to a watercourse.	Amendments to policy clarify and explain responsibilities to developers concerning water quality .
DM11	**n/a - officer change**		In the bullet point list of notifiable installations in paragraph 11.3, replace "Bayer Cropscience" with "Briar Chemicals Ltd".	Factual change, to reflect sale of the site by Bayer in September 2012 and rebranding of company.
DM11	**n/a - officer change**		In paragraph 11.18, replace "the council has agreed to declare a single AQMA…" with "the council has now declared a single AQMA…"	Factual update. The order for the enlarged city centre AQMA was confirmed and came into force on 1 November 2012.
DM11	**n/a - officer change**		Amend first sentence of paragraph 11.21 to read: 'Developers must be mindful that the pollution of the water environment is an offence under the Environmental Permitting Regulations (England and Wales) 2010. Also, the Water Framework Directive requires there to be no deterioration in water status and for good status to be achieved in the long term. The proximity of the Norfolk and Suffolk Broads...'	Amendments to text to clarify and explain responsibilities to developers concerning water quality .
DM11	**Environment Agency**	Amendments to text needed to clarify and explain responsibilities to developers concerning water quality .	Add the following wording at the end of paragraph 11.22: 'Source Protection Zone 1 is particularly vulnerable to contamination, therefore a risk assessment will be required before anything other than clean roof water is discharged to ground in those areas.'	Amendments to text to clarify and explain responsibilities to developers concerning water quality .
DM14	**n/a - officer change**		In paragraph 14.4 (with reference to the Gypsies and Traveller Accommodation Assessment): (1) Line 1, delete "draft"; (2) Line 2, replace "2011" with "(published August 2012)"; (3) Line 8, delete "The final assessment report is expected to be published later in 2012." In the bulletted reference to the Gypsies and Traveller Accommodation Assessment at the end of the policy, delete "2011".	Factual update. The Greater Norwich Gypsies and Travellers Accommodation Assessment was agreed and published in August 2012.

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM16	**n/a - officer change**		In paragraph 16.2, replace "Bayer Cropscience" with "Briar Chemicals Ltd. (formerly Bayer Cropscience).	Factual change, see DM11.
DM18	**NLP for Capital Shopping Centres**	Reasoned justification for prohibition of main town centres uses on employment areas is unclear, also not clear if this refers to employment areas in centres or to all employment areas.	Accepted: Insert additional paragraph 18.11a, as follows: "18.11a As noted in paragraph 16.5 above, the Greater Norwich Employment Growth and Sites and Premises Study 2008 (the Arup Study) identifies a need to ensure adequate provision of employment land and premises to support strategic employment growth in Greater Norwich. Accordingly, JCS Policy 5 requires employment areas identified in local plans to be protected for their designated purpose. Thus, when considering proposals for main town centre uses on the employment areas identified under policy DM16 of this plan, it will be necessary to ensure that the proposed development would not only be appropriate in terms of its sequential suitability and impact, but also would not compromise the function of the employment area concerned or undermine prospects for its regeneration or improvement." Add "Greater Norwich Employment Growth and Sites and Premises Study (Arup/Oxford Economics 2008)" to the list of references at the end of the policy. Clarification of the reasoning for the policy approach.	Clarification of the relationship of this policy with DM16.
DM20	**NLP for Capital Shopping Centres**	Qualified support, subject to minor amendment to remove the word “already” in that section of policy covering circumstances where proportion of retail frontage is “already below” the applicable percentage threshold.	Accepted: Delete the word "already" from fifth paragraph of policy. To now read: *"Within defined retail frontages, where the proportion of retail uses at ground floor level is below the minimum proportion specified, proposals will be considered on a case by case basis and accepted where the proposal ..."* . Corresponding change proposed in DM21. Clarification through removal of unnecessary wording.	Objectors point accepted

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM20	**NLP for Capital Shopping Centres**	Re explanatory text 20.15 – support flexibility demonstrated through encouragement of alternative uses in long-term vacant premises and reduction of applicable marketing period for vacant shops from a year to nine months. Suggest it would be reasonable to grant temporary pp for alternative community uses for longer than a year.	Amend the last sentence of paragraph 20.15 to read: *Such temporary permission would typically be granted for an initial period of one year although there will be scope to agree longer periods in individual circumstances where it is appropriate and beneficial to do so. During this time the premises should still be actively marketed for retail purposes.* Clarification that there may be scope for flexibility in the application of the policy.	It is accepted that a longer period for temporary permissions may be appropriate in a difficult economic climate - responds to NPPF re flexible and positive policies.
DM21	**n/a - officer change**		Amend policy clause d) to read "the proposal would not result in a harmful impact on the vitality, viability and diversity of services in the centre, *in particular by not adding to the number of services or facilities which would not generally be available to the public during the normal working day;* and"	Responds to concerns of DM staff that a proliferation of evening only services, especially takeaways, could impact unacceptably on the vitality of local parades. Can be justified in terms of "Parades to be Proud of" and improves effectiveness of policy in clarifying what constitutes a harmful impact.
DM21	**n/a - officer change**		In policy clause f) replace "unacceptable environmental effects" with "*unacceptable impacts on residential amenity or other effects on traffic or the environment* ".	Improves effectiveness of policy in clarifying the impacts which are most relevant to protecting district and local centres.
DM21	**n/a - officer change**		In paragraph 21.11, after "large format retailers", add the following text: *"It will be particularly important to ensure that the range and choice of services in any one centre contributes to diversity and vitality across the whole of the working day and evening. Consequently the council would normally seek to achieve a balance of uses which is not disproportionately weighted towards evening-only services such as hot food takeaways, which often contribute very little to local and district centres if they are closed during the day. Conversely, uses such as cafés can offer significant benefits to the vitality and viability of local centres in both the daytime and evening through their role as community hubs and meeting places."*	New commentary to explain the reasoning for the changes to policy DM21 (d).

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM21	**n/a - officer change**		In paragraph 21.11, replace the second sentence commencing "Impact on diversity of services…" with the following text and commence this section as new para 21.11a as follows: 21.11a *The policy does not seek to impose a strict quota on the number and type of non-retail A class uses and other services in centres. Rather,* the impact on diversity of services of any particular proposal will be a matter of judgement on a case by case basis taking account of community needs, operators' business requirements, *likely impact on neighbour amenity* and considerations of how the range of services in individual centres might be changing and developing.	New commentary to better explain the application of policy DM21 and the need for flexibility, whilst giving appropriate weight to the need to protect neighbour amenity.
DM22	**n/a - officer change**		**Provision and enhancement of community facilities** In the first section of the policy, replace "community facilities" with "public or community facilities"	Clarification requested by DM officers for consistency with NPPF definition.
DM22	**n/a - officer change**		Protection of community facilities: DELETE clause d) in this section of the policy, relating to assets of community value.	To reflect the status of Assets of Community Value and the related registration and community challenge processes as independent from, and unable to be directly influenced by, planning powers.
DM22	**n/a - officer change**		Subdivide paragraph 22.7, commence new para 22.7a after "... importance of the facility to its users." (sentence beginning "The Localism Act 2011....)". In this paragraph: (i) replace "permit community and voluntary bodies" with *"allowing duly constituted community and voluntary bodies …*". (ii) replace "enable those bodies" with *"enabling those bodies"* (iii) After "…threat of disposal." add the following sentence "*The Assets of Community Value (ACV) provisions are set out in Part 5 Chapter 3 of the Act, and accompanying Assets of Community Value (England) Regulations came into force in September 2012".*	To reflect the status of Assets of Community Value and the related registration and community challenge processes as independent from, and unable to be directly influenced by, planning powers.

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM22	**n/a - officer change**		DELETE first sentence of paragraph 22.8 and replace with the following text: *22.8 Whilst the designation of a site or building as an asset of community value is important, it cannot be regarded as a material planning consideration. The process of listing assets of community value is separate from the planning process, which should only assess the planning merits of a scheme. Inclusion on the ACV list simply confirms assets nominated by community groups which are considered by them to have some community worth; however it is not an objective assessment of community value. In addition it would be inappropriate to treat a designated asset of community value as a material planning consideration when deciding a planning application when other non-designated community assets might have greater community value but have not been recognised by formal designation.*	As above, and to reflect advice given to elected members in September 2012 with regard to the relative weight and materiality in planning decisions of Assets of Community Value status.
DM22	**n/a - officer change**		*22.8a For the purposes of this policy, therefore, the community value of individual assets affected by development proposals would need to be objectively assessed on a case by case basis, irrespective of whether they are included on the ACV list or not. In appropriate cases it may be necessary for intending developers to consider how the exercise of any statutory community right to buy or community right to challenge under ACV legislation might affect the timescale for the delivery of a scheme.*	As above, and to reflect advice given to elected members in September 2012 with regard to the relative weight and materiality in planning decisions of Assets of Community Value status.
DM22	**n/a - officer change**		Commence new paragraph 22.8b with sentence *"As these opportunities arise, therefore…"*; delete *"these".*	As above

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM22	**n/a - officer change**		Under the Alternative Options section, replace the sentence commencing *"Following the recent extension of the council's local list …"* with the following text: *"Following the publication of the Norwich Society's prospective local list, the council's officially endorsed list of locally identified heritage assets (the Norwich local list) will be extended to a wider area of Norwich, and additional pubs would become protected as identified assets under policy DM9".*	To reflect the status of the emerging Norwich Society local list.
DM22	**n/a - officer change**		In te list of references at the end of the policy, add • The Assets of Community Value (England) Regulations 2012.	Factual update.
DM23	**NLP for Capital Shopping Centres**	Reference to leisure uses in the policy should be clarified as applying to D2 uses and not A3, A4 and A5: also requirement that such uses "will be restricted to" upper floors and basements in shopping frontages too onerous: should be changed to "will be encouraged in" to allow flexibility and permit some leisure operator presence at ground floor level.	Accepted: Amend paragraph 23.7 to read: "23.7 *Leisure uses* are defined as D2 uses <u>which may either be focused on active indoor sport (e.g. gymnasiums and health clubs) or</u> on passive public entertainment, such as cinemas and concert halls. The definition of leisure uses would also include theatres (which are sui generis uses and thus always require planning permission). <u>The expectation of this policy is that in order to protect retail function, vitality and viability it will not usually be appropriate to locate these larger format leisure uses at ground floor level within the primary retail area, nor would it be practical in most circumstances to do so. There may however be scope to make use of underused upper floor or basement space and provide a dedicated entrance from street level, and this would not preclude proposals providing a mix of leisure and hospitality uses, for example including a ground floor café or shop in association with the upper floor use</u>." Clarification to better explain the reasoning for and practical application of this part of the policy.	Clarification re the practical application and interpretation of the policy.

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM26	**Bidwells for UEA**	General support subject to minor textual change re Earlham Hall (a "historic building" rather than "house")	Accepted: Amend para 26.10 to read: 26.10 Earlham Hall is a grade II star listed *historic building* which adjoins, but does not lie within the existing or proposed university campus. Factual correction.	Objectors point accepted
DM29	**Capital Shopping Centres**	Additional policy criterion required accepting development in cases where a car park site is specifically allocated for development in the site allocations plan.	Add further criteria at the end of the policy: **c) other car park sites allocated for development in the Site Allocations Plan**	Objectors point accepted
DM33 DM-19-033	Thomas Eggar LLP for Asda Stores Ltd	Support in general terms but suggested that policy may result in developers paying twice for infrastructure both through CIL charges and planning obligations: city council urged to avoid this situation. Supporting text at 33.7 suggests that purpose of Regulation 123 list is to specify s106 funded items: this is not the case as s106 funding for items on the list is expressly prohibited by legislation.	Accepted: Amend first sentence of paragraph 33.7 to read: 33.7 *The city council's published "regulation 123 list" specifies the infrastructure items and projects which it intends to fund through CIL receipts. It is also intended (for the avoidance of doubt) to separately itemise those matters which remain appropriate to cover by means of a planning obligation.* Clarification to remove ambiguity in describing the purpose of the regulation 123 list. NB: It is not the intention that developers would be in a situation where they would be expected to pay twice for the same infrastructure: paragraph 33.6 states this clearly and unequivocally.	Clarification of the purpose of the regulation 123 list
DM33	**Indigo Planning for Schroder UK Property Fund**	Welcome flexibility in policy but consider that clause (a) should recognise cases where viability can be impacted by additional obligation requirements and development costs in isolation as well as in combination.	Accepted: Under "Viability Considerations", amend clause (a) to read: a) *the impact of CIL contributions, planning obligations and abnormal development costs either individually or in combination would result in a proposed development becoming economically unviable; and .."* Clarification: it is acknowledged that in some circumstances scheme viability might be significantly impacted by a single obligation.	Objectors point accepted

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
DM33	**n/a - officer change**		In paragraph 33.15, update the CIL adoption timetable as follows: • *Submission of final charging schedule with modifications: August 2012* • *Independent examination and consideration of objections: October 2012* • *Formal adoption of CIL (simultaneously by the three GNDP districts): expected early 2013.*	Factual update.
DM33	**n/a - officer change**		In paragraph 33.16, for "see policy DM33 following" read "s*ee policy DM33 above* ".	Editorial correction consequent on late reordering the CIL commentary to follow policy DM33 rather than preceding it.
Appendix 2	**n/a - officer change**		Following the first paragraph in the preamble, add the following text: *"It should be noted that Bayer Cropscience have sold their site at Sweet Briar Road as a going concern and and from 1 September 2012 it trades as Briar Chemicals Limited. "*	See DM11 above.
Policies Map	**English Heritage**	Scheduled Ancient Monuments boundary data updated and inaccuracies corrected: sites affected are - Castle Mound/Castle Bailey; Norman House, Whitefriars; Carrow Priory.	Correct the policies map to incorporate these changes	Factual correction to align the Policies Map data with the latest Scheduled Monument boundary data held by English Heritage.
Policies Map	**Paul Holley (Norwich City Council)**	Identified errors in depiction of existing and proposed Riverside Walk routes and Open Spaces boundary data on Policies Map are corrected.	Correct the policies map to incorporate these changes	Factual correction
Policies Map	**Joy Brown (Norwich City Council)**	Inadvertent omission of part of City Centre Leisure Area within Northern City Centre Area Action Plan area inset has been reinstated.	Correct the policies map to incorporate these changes	Factual correction

Policy/Ref	Respondent	Nature of rep	Action proposed	Justification for proposed change
Policies Map	NLP for Capital Shopping Centres	Lower ground floor retail frontages of Chapelfield are shown on both the main inset map and the shopping centre thumbnail plans, suggesting there are three retail levels in Chapelfield not two. One of the thumbnail plans should be removed to eliminate duplication. Primary frontage definition unclear.	Correct the policies map to remove duplication of shopping frontages on the main part of the city centre inset where they already appear on the shopping centre inset plans for Chapelfield and Castle Mall	Amendment to remove ambiguity

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ANNEX 2

Norwich development management policies development plan document

Submission Plan

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Foreword

Norwich is going through a challenging period of rapid change and development. Over the past few years, the Council has been working to prepare planning strategies and local policies to shape and deliver the growth Norwich needs sustainably and responsibly.

This document, the Development management policies plan, contains a suite of detailed planning policies to help guide and manage change in Norwich between now and 2026. The plan builds on and supports the sustainable growth strategy for the wider area set out in the adopted Joint Core Strategy. It also closely follows national planning requirements for sustainable development and positive, community-based planning.

Alongside the Site allocations and site specific policies DPD, the plan will set the parameters for the council's decisions on new development proposals in the city over the next fifteen or so years. Both documents will replace the previous City of Norwich Replacement Local Plan adopted in 2004.

We have considered and responded to the many valuable suggestions for change and improvement to the plan put forward through consultation over the last few years. We are confident that this version of the document we now propose to submit to the Secretary of State for examination will provide a strong and effective planning framework to move Norwich forward into the next decade, offering the right balance of certainty and flexibility to respond to the changes and challenges we face.

BRENDA ARTHUR
Leader of the city council

BERT BREMNER
Portfolio holder, environment and development

April 2013

Deleted: August 2012

Contents

Foreword 1

Contents 3

List of Policies 5

Introduction 6

The role of neighbourhood plans 10

What are development management policies? 11

Where we are now and what happens next 12

The sustainability appraisal 16

Appropriate assessment 16

Pre-submission (Regulation 19) consultation 17

Vision and objectives 19

A positive approach to development management 24

- The policies for submission 27
- Sustainable development principles for Norwich 27
- Ensuring satisfactory living and working conditions 31
- Delivering high quality design 35
- Providing for renewable and low carbon energy 44
- Planning effectively for flood resilience 46
- Protecting and enhancing the natural environment 54
- Trees and development 59
- Planning effectively for open space and recreation 62
- Safeguarding Norwich's heritage 70
- Supporting the delivery of communications infrastructure 76
- Protecting against environmental hazards 80
- Ensuring well-planned housing development 88
- Communal development and multiple occupation 95
- Meeting the needs of Gypsies, travellers and travelling showpeople 99
- Safeguarding the city's housing stock 102
- Supporting the needs of business 104
- Supporting small businesses 110
- Promoting and supporting centres 114
- Encouraging and promoting major office growth 121
- Protecting and supporting city centre shopping 128
- Protecting and supporting district and local centres 137

Planning for and safeguarding community facilities 144
Supporting and managing the evening and late night economy 151
Managing the impacts of hot food takeaways 156
Retail warehousing 159
Supporting development at the University of East Anglia (UEA) 163
Development at Norwich airport 167
Encouraging sustainable travel 172
Managing parking demand in the city centre 175
Access and highway safety 179
Car parking and servicing 182
Encouraging Car Free and Low Car Housing 185
Planning obligations and development viability 187

How we will monitor the plan 195

Appendix 1 – Infiltration capacity drainage map 196

Appendix 2 – Health and Safety Executive Areas 197

Appendix 3 – Standards for transportation requirements within new developments 203

Appendix 4 – Retail planning definitions 241

Appendix 5 – Community public houses 246

Appendix 6 – Local Listing 249

Appendix 7 – Local criteria for assessment of locally identified heritage assets 253

Appendix 8 – Long views and strategic viewpoints 256

List of Policies

		Page
DM1	Achieving and delivering sustainable development	28
DM2	Ensuring satisfactory living and working conditions	32
DM3	Delivering high quality design	36
DM4	Providing for renewable and low carbon energy	45
DM5	Planning effectively for flood resilience	47
DM6	Protecting and enhancing the natural environment	55
DM7	Trees and development	60
DM8	Planning effectively for open space and recreation	64
DM9	Safeguarding Norwich's heritage	72
DM10	Supporting the delivery of communications infrastructure	79
DM11	Protecting against environmental hazards	83
DM12	Ensuring well-planned housing development	92
DM13	Communal development and multiple occupation	99
DM14	Meeting the needs of Gypsies, travellers and travelling showpeople	103
DM15	Safeguarding the city's housing stock	106
DM16	Employment and business development	108
DM17	Supporting small business	114
DM18	Promoting and supporting centres	118
DM19	Encouraging and promoting major office growth	125
DM20	Protecting and supporting city centre shopping	132
DM21	Protecting and supporting district and local centres	141
DM22	Planning for and safeguarding community facilities	148
DM23	Supporting and managing the evening and late night economy	154
DM24	Managing the impacts of hot food takeaways	159
DM25	Retail warehousing	162
DM26	Supporting development at the University of East Anglia (UEA)	166
DM27	Development at Norwich airport	170
DM28	Encouraging sustainable travel	175
DM29	Managing car parking demand in the city centre	178
DM30	Access and highway safety	182
DM31	Car parking and servicing	185
DM32	Encouraging car free and low car housing	188
DM33	Planning obligations and development viability	190

Introduction

1. In 2004, the system for preparing and delivering planning policy called the Local development framework (LDF) was introduced. As shown in figure 1, the LDF was made up of a family of policy documents to guide and manage development in the city. This family of documents included:

    - Procedural documents setting out our timetable for producing the LDF (the Local development scheme*)*, how we will consult people about it (the Statement of community involvement) and how successfully it is being implemented (the Annual monitoring report and other regular monitoring reports);

    - Development plan documents setting out detailed planning policies and proposals for the city and the wider Norwich area. For Norwich these are the Joint Core Strategy (referred to throughout this document as the JCS), the Development management policies plan, the Site allocations plan and area action plans) and

    - Supplementary planning documents giving more detailed advice about how particular policies will work in practice.

2. This system has recently been reviewed by the present government and the local development framework "family of documents" concept is being phased out. Instead, local planning authorities will be required to produce a "local plan" for their area, although the local plan in practice may consist of more than one published document.

3. Since the plan preparation process for two separate documents has been underway in Norwich since 2009, we are continuing to produce both a Development Management Policies Plan containing general policies applying across the whole city, and a Site Allocations Plan, which sets out more detailed, site specific policies and proposals for individual change sites.

4. These two main planning documents dovetail together and will be complemented by the existing adopted *area action plan* for the Northern City centre and a limited number of supplementary planning documents. The adopted JCS sets the strategic context for all of these documents and is itself part of the local plan for Norwich. Within this document, the umbrella term "the local plan" will be used to refer to all the relevant development plan documents which will apply in Norwich, including this one. The documents making up the local plan are shown in Figure 1.

5. This Development management policies plan is part of the latest stage in the council's production of its new local plan. Once adopted, this will supersede the present local plan (City of Norwich replacement local plan 2004) and will provide local strategy and policies to manage the development of Norwich up to 2026.

6. The council's vision, objectives and strategic policies on important issues such as housing, employment and shopping are set out in the JCS, prepared jointly by Broadland District, Norwich City and South Norfolk Councils, with Norfolk County Council (see Vision and Objectives section below). The JCS was adopted in March 2011 and also forms part of the local plan for Norwich. The local policies in this DPD (applying to the city of Norwich alone) must be consistent with those strategic policies, objectives and priorities of the JCS.

7. This document provides detailed planning policies to help deliver the JCS and to guide how the council responds to planning applications for new development in the city. Reference is made to the JCS throughout the plan. The document also includes policies on locally specific issues not already covered by national policy or the JCS.

8. The *Development management policies plan* was first published as a draft for consultation in January 2011, jointly with the *Site Allocations Plan*. The eight-week period of public consultation on both plans included a permanent exhibition, two one-day consultation events in the city centre and a series of individual presentations to neighbourhood community groups, developers and other local stakeholders.

9. The consultation generated a relatively limited response but one which raised a wide range of issues on the proposed policies. There were 66 separate representations incorporating 244 individual comments. 23 of these supported the plan, with the remainder objecting to or otherwise commenting on the policies or suggesting changes.

10. This version of the plan (the *Pre-submission version*) is a final draft version of the plan which the city council now proposes to submit to the Secretary of State (see below). It incorporates a number of amendments, both in response to representations on the draft policies and to take account of changes in planning legislation and in the national and strategic planning policy context since the consultation draft version of the plan was published in 2011.

11. In particular, it seeks to respond to the significantly simplified statement of national planning policy introduced by the government in March 2012, the NPPF. Supplementary text to the policies in this plan explains how it seeks to incorporate the principles of the NPPF. This includes both the "Presumption in favour of sustainable development" in the NPPF and the need for a positive, proactive planning framework to help promote and secure sustainable development for the benefit of the city.

12. As well as inviting representations on this final draft of the *Development management policies plan*, the council is also currently inviting representations on its final draft proposals for specific sites identified for future development. This separate document is called the *Site allocations plan* and sets out more detailed policies and proposals on sites where change is anticipated or proposed and setting out the preferred land uses for those sites including housing and employment. The submission version of the Site Allocations Plan incorporates the original list of preferred sites consulted on in January 2011 and a number of additional sites which were put forward for potential inclusion during that exercise. A further round of consultation on the additional sites was undertaken in August/September 2011.

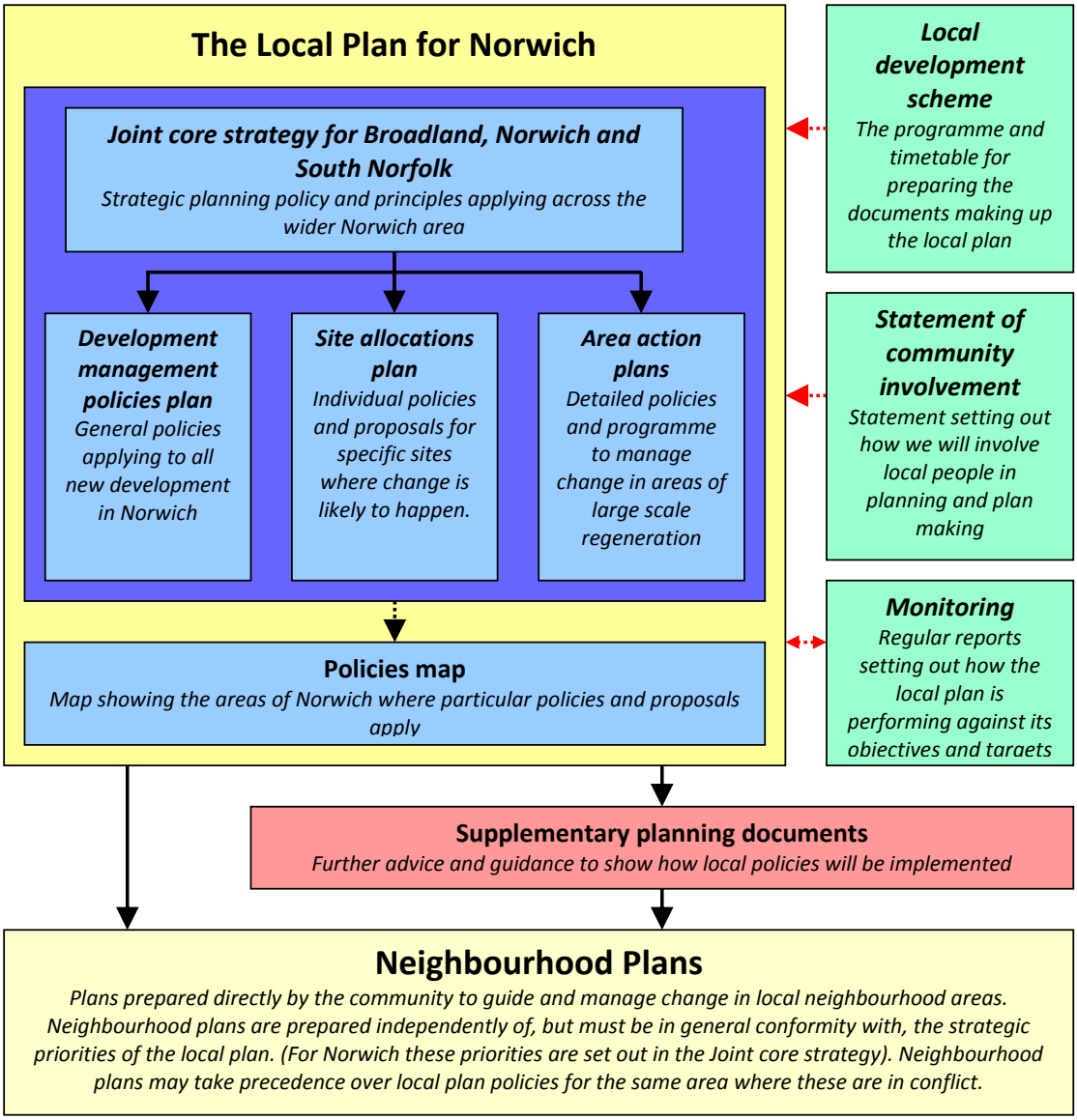

Figure 1: *Documents making up the local planning framework for Norwich*

13. To accompany this document the council has produced a Policies Map showing where various policies and allocations apply. This will form part of the formal submission on both the *Development management policies* and *Site allocations plan*.

The role of neighbourhood plans

14. Under the provisions of the Localism Act, local communities now have the opportunity to prepare their own neighbourhood plans. These plans set out policies and proposals to manage development and change in small areas and would be supported by powers for communities to grant planning permission for new development directly through Neighbourhood Development Orders and Community Right to Build Orders. Neighbourhood plans, like the statutory area-wide local plans which planning authorities must prepare, are subject to a process of independent examination and adoption., with the additional requirement for a local referendum.

15. Typically, a neighbourhood plan along these lines might be prepared for a rural or suburban parish administered by a parish council; however since Norwich has no parishes, the scope for neighbourhood planning in the city (and which areas it might be suitable for) is at present unclear.

16. The city council would welcome proposals for community-led neighbourhood plans for individual parts of Norwich to be brought forward where these help to promote beneficial development, regeneration or neighbourhood enhancement in accordance with the presumption in favour of sustainable development and the general principles set out in the NPPF.

17. Neighbourhood plans are required to be in general conformity with and should not undermine the strategic policies of the local plan (NPPF paragraph 184). In relation to this document and the Site allocations plan this means that they should not conflict with the agreed spatial planning objectives for greater Norwich set out in the adopted JCS and reproduced in the table following paragraph 50.

18. To demonstrate general conformity, the city council will expect any emerging policies and proposals in neighbourhood plans to accord with these strategic objectives and also to explain their relationship to the policies of this plan and proposals for individual sites in the Site Allocations Plan.

19. In the event that there is a conflict between a policy in a neighbourhood plan and the provisions of this plan, the government's expectation is that (so long as it has demonstrated general conformity with strategic policies) the neighbourhood plan should take precedence. However, to provide clarity and certainty for the council, the local community and prospective developers, the reasoning for any difference in approach in planning at a local level should be clearly set out and supported by evidence, for example that a policy and proposal would help to meet an overriding identified community need in a neighbourhood which would significantly outweigh the strategic objectives already in place.

What are development management policies?

20. Planning applications must be determined in accordance with the development plan for the area (now more usually referred to as "the local plan") unless material considerations indicate otherwise. The Development management policies plan forms part of that local plan for Norwich. Its main purpose is to set out local standards and criteria against which planning applications for the development and use of land and buildings will be assessed.

21. Since it is only one part of the Norwich local plan, it is important that this document and its policies are not read in isolation. As part of the plan making process, policies within the Development management policies plan cannot repeat the JCS, but must explain how its policies will be applied at a more local level and to define the circumstances in which planning permission will or will not be granted. Development management policies must be consistent with the JCS.

22. Similarly the policies must conform with - but not repeat - national planning policy contained in the NPPF and the technical guidance which supports it. For completeness, references are provided for each policy directing the user to other policies, documents and the relevant evidence base which may need to be considered when determining applications. This list is not exhaustive. All policies relevant at the time applications for planning permission are determined will be taken into consideration.

23. The Development management policies plan contains 33 policies, broadly based on the themes of the JCS. Supplementary text is also provided for each policy, giving further detail, explanation and clarification.

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Where we are now and what happens next

24. In preparing the Development management policies plan the council must follow a formal legal process which has a number of different steps (see Table 1 below), including consulting the public at key stages and taking the plan through an independent public examination to ensure that it is "sound". The policies in this plan have been significantly rewritten following comments received at draft stage, and also to make sure they take account of several major changes in national planning policy. These are the final published versions of the policies, which the council now proposes to submit to the Secretary of State for independent examination.

25. In carrying out his or her independent examination, the inspector can only consider issues related to the soundness and legal compliance of the plan and its policies – this covers issues such as whether the correct legal procedures were followed in its production and whether the policies are justified, effective and consistent with national policy and guidance as set out in the NPPF. The NPPF has introduced a further test of soundness: that plans should be *positively prepared*, based on a strategy which seeks to meet objectively assessed development and infrastructure needs, consistent with the NPPF's presumption in favour of sustainable development.

26. Although consideration of representations does not have to be confined to the specific tests of soundness outlined above, the Inspector will not be concerned with reopening a debate on matters of detail already objected to at consultation draft stage: these issues should already have been considered and responded to by the council (and their response documented and justified) in preparing this version of the plan. In order to be most helpful to the inspector, representations at this stage should preferably explain how the particular part of the plan objected to would make the document unsound or not legally compliant and set out what changes would be necessary to remedy this.

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27. In 2008 changes to the regulations governing local plan preparation meant that only one stage of public consultation has been necessary so far on this plan. In normal circumstances when reviewing local planning policy it is usual for an initial consultation to be carried out to decide which issues and options the policies in the plan ought to cover.

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28. However, because the general direction of the proposed policies has already been established through the JCS, a separate issues and options consultation on local policies for Norwich is unnecessary. As part of the process of producing the JCS, extensive public consultation took place on issues and

options and the preferred strategic approach. Discussions took place with members of the council and development management staff as part of the evidence gathering stage of the Development management policies plan and further discussions took place following consultation on the draft version. These discussions identified the level of detail needed to make sure the draft policies address local circumstances, were consistent so far as practicable with national policy whilst not repeating it, and to ensure that the policies can be implemented effectively.

29. Careful consideration of the consultation responses received at initial draft stage in 2011 resulted in a number of significant changes to policies to improve their effectiveness and consistency and to incorporate the changes in emphasis introduced by the NPPF. Following the further round of consultation on the pre-submission version of the plan undertaken in autumn 2012, a small number of further changes are incorporated in the plan to address representations, reflect factual changes or correct errors.

30. Although the submission document sets out the council's preferred approach which has evolved in response to the previous rounds of consultation, it also gives details of the alternative options considered as part of the process of producing the plan and the reasoning for discounting them.

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	Evidence gathering and consideration of options		January – October 2010
	Public consultation	Consultation on the draft policies	January – March 2011
	Initial review of plan to take account of consultation feedback	Includes separate assessment of implications of the draft NPPF	April – December 2011
	Further internal review and independent testing for soundness	Includes making further changes to respond to the final published NPPF	January – July 2012
	Pre-submission consultation	Opportunity for public comments on the soundness of the proposed submission document	August – October 2012
We are here	**Submission**	**Submission to the Secretary of State**	**April 2013**
	Independent public examination	Hearing to consider outstanding objections to the plan	Summer 2013
	Publication of Inspectors Report	Report of examination with recommendations for change	Early autumn 2013
	Adoption	The council adopts the *Development management policies plan*	Late autumn 2013

Table 1: Key stages of the Development management policies plan

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31. Published alongside this Development Management Policies Plan are the following documents as required under the relevant regulations:

- A **Policies Map** illustrating the policies of this plan and the individual sites which are subject to more detailed proposals in the *Site Allocations Plan.* For clarity, we have included a schedule of changes made to the Policies Map compared with the consultation draft version (January 2011) and links to the previous version. The Policies Map forms part of the plan and must be read alongside it);

- The **sustainability appraisal** of the plan, a technical summary of the report and the council's responses to its recommendations;

- a **statement of consultation and publicity** incorporating a detailed summary of the comments received at consultation draft stage and the council's formal response to those comments;

- A series of background **topic papers** and technical studies which provide further evidence and explanatory material to support and justify the proposed policies.

32. The plan will be formally submitted for consideration at an independent public examination which will cover issues of soundness and legal compliance and hear any outstanding objections to the document.

33. Following the examination, if the document is found to be sound, the council will formally adopt it as part of the local plan. This is expected to be during the autumn of 2013.

Deleted: <#>a **statement of representations procedure** setting out how people can respond to this plan (see also paragraph 44 below); ¶ <#>The online **representation form** enabling comments to be made on the plan.¶

Deleted: After the end of the statutory period for representations on this version of the Development Management Policies Plan, the council will consider whether any further changes need to be made to the document before it is submitted to the Secretary of State.

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The sustainability appraisal

34. As part of the plan making process it is necessary to carry out a sustainability appraisal in parallel with the development of the plan. Sustainability appraisal (SA) is a process to ensure that environmental, economic and social impacts of preferred policies and proposals and any reasonable alternatives are fully documented and taken into account.

35. A scoping report, setting out a proposed sustainability appraisal framework, was published for consultation in April 2010.

36. The city council has appointed and retained specialist planning consultants (LUC) to undertake the SA exercise for both this plan and the Site Allocations Plan. LUC's independent appraisal follows the recommended SA process and best practice. A draft SA report was published for consultation alongside the draft Development Management Policies Plan in January 2011. That report set out the outcome of the sustainability assessment of the draft policies for consultation and the alternative options.

37. A second, more comprehensive SA report was produced by LUC to accompany the pre-submission version of the plan consulted on between August and October 2012, and this is has been further reviewed in the light of the generally minor changes made to the plan in response to that consultation. This latest iteration of the sustainability appraisal report is published alongside this document.

Appropriate assessment

38. To comply with European legislation, Appropriate Assessment (AA) under the Habitats Regulations 1994 is mandatory for all relevant development plan documents. This is to ensure that policies and proposals will avoid adverse effects on certain habitats of national and international significance, whether these are already protected by a formal designation or are sites proposed for such protection (candidate sites). The council may only adopt a plan after it has been shown that the plan will not adversely affect the integrity of the sites concerned.

39. An independent consultant, the Landscape Partnership, was commissioned to prepare an Appropriate assessment screening report which was issued in

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A further stage of sustainability appraisal on the revised draft policies now included in this version of the plan has been undertaken by the same consultants.

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December 2010. They have concluded that, since the policies of this plan are not site-specific and will apply in general throughout Norwich, no impacts are likely to arise from the policies themselves which will impact on protected sites in the city or further afield. An appropriate assessment of the Development Management Policies Plan is not therefore required. Natural England have confirmed their agreement with this conclusion.

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Submission of the Development management policies plan (Regulation 22)

40. The plan as submitted sets out the council's proposed approach to the management of future development in the city. The council considers that in preparing the plan it has given full and proper consideration to the issues facing Norwich. It has worked positively and collaboratively with its neighbours to develop policies to address the important issues facing the city which . Respond to and and taking appropriate account of national policy and guidance.

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41. The inspector is only likely to give significant weight to objections based on the extent to which this plan complies with legal requirements and meets the four tests of soundness set out below. Alongside this plan, the council has set out in detail its formal responses to individual representations made at draft stage and the reasoning for the changes to policies proposed in this submission version, explaining how these changes relate to comments received and if suggested changes have not been made, the reasons why. The inspector may wish to take account of any further relevant comment on policies which objectors have already commented on at an earlier draft stage if they assist his overall assessment of the plan, but will need to focus chiefly on comments which relate to soundness and legal compliance, concern new or amended policies or raise new issues not previously addressed. It is open for objectors who wish to have their objections considered by the Inspector during the examination of the plan to propose further changes to policies or other plan content if it is considered that these would improve the soundness of the plan as a whole. The council may propose any mutually agreed changes to the inspector before or during examination.

Deleted: . This publication stage of the plan – called the Regulation 19 consultation – is the last chance for public comment before the plan is submitted for independent examination. Individuals and organisations now have the opportunity to submit comments focusing on the soundness and legal compliance of the proposed final draft policies, the supplementary text and the Policies Map, on the detail of the sustainability appraisal and on the process followed in the consideration of reasonable alternative options.

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42. The four tests of soundness as set out in the published NPPF, are:

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- Whether or not this plan has been **positively prepared** – the policies in the plan should be framed based on a strategy which seeks to meet

objectively assessed development and infrastructure requirements for Norwich, including unmet requirements from neighbouring authorities where it is practical to do so consistently with the presumption in favour of sustainable development set out in the NPPF;

- Whether or not this plan is **justified** – the plan should set out the most appropriate development management strategy for Norwich, when considered against the reasonable alternatives, based on proportionate evidence

- Whether or not this plan will be **effective** – the plan should be deliverable over its period (in this case the period up to 2026) and based on effective joint working on cross-boundary strategic priorities for greater Norwich; and

- Whether or not this plan will be **consistent with national policy** – the policies set out here should enable the delivery of sustainable development in accordance with the national policies in the NPPF.

43. Additionally, the Inspector must assess whether the plan is **legally compliant** – that is, whether the procedures followed in producing the plan have taken account of the legal requirements for plan preparation in the relevant regulations, including providing sufficient and timely opportunities for public involvement, preparing an appropriate and thorough sustainability appraisal to accompany the plan and ensuring that reasonable alternatives to the policies now proposed have been properly considered, assessed and discounted as part of the appraisal process. In addition, the newly introduced "Duty to co-operate" requires the council to work with neighbouring authorities to ensure strategic co-ordination of plans. The plan should demonstrate that this duty has been met.

44. This plan and its supporting documents as detailed in paragraph 31 above can be accessed online via the city council's website at www.norwich.gov.uk

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Deleted: <#>Please use the response form provided to make comments. You should try to ensure that your comment relates to an issue of legal compliance or to one or more of the tests of soundness listed above. You should state clearly how you consider the plan as a whole, its policies or other content (including the Policies Map), would or would not meet the tests of soundness, and set out any changes necessary to make the plan sound. ¶

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Deleted: <#>You can respond in several ways:¶
<#>by completing the online response form on the consultation webpage and submitting it electronically, following the instructions on screen;¶
<#>by clicking on the link to the PDF version of the response form, filling it in and sending it to us by email at LDF@norwich.gov.uk. You may find it easiest to download a blank copy of the response form to your computer and complete it later on. It would help us if you could use a separate form for each policy or proposal you are commenting on, but this is not essential; ¶
<#>by printing out a copy of the completed response form and posting it to the **Planning policy and projects team, room 336, City Hall, St Peters Street, Norwich, NR2 1NH**. ¶
<#>by submitting your response in person by coming to the second floor planning reception at City Hall (address above) during normal opening hours¶
<#>by leaving your response form with us at one of the formal events (venues and dates listed on the website).¶
You are welcome to support your response with additional information in a covering email or letter.¶
<#>Please call us via the council's customer contact centre on **0344 980 3333** if you need further advice or guidance on how to respond or would like consultation documents in alternative formats.¶ ... [1]

Vision and objectives

45. A number of commentators who submitted representations on the consultation draft version of this plan highlighted the apparent lack of an overall vision and clear objectives for the document. This is because the Development Management Policies Plan is a statement of local planning policy for the city of Norwich which supports and interprets the overall planning framework and strategic policies for greater Norwich set out in the adopted JCS covering Norwich, Broadland and South Norfolk.

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46. As such, the spatial planning objectives for both this plan and the Site Allocations Plan will be the same as those in the JCS, except where those objectives are specific to areas and locations outside the city boundary. For clarity, the spatial planning objectives of the JCS are set out in Table 2. The overall vision for the greater Norwich area is not reproduced in this plan but can be found in the JCS.

47. Proposals for all new development in Norwich will, consequently, be expected to take account of and help achieve these spatial planning objectives whilst complying with the specific policies and requirements of this plan.

Spatial planning objectives

48. Spatial planning objectives provide the framework to monitor the success of the JCS. They are derived from the Sustainable Community Strategies for each of the three districts.

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Objective 1

To minimise the contributors to climate change and address its impact

Throughout Broadland, Norwich and South Norfolk, high standards of design and sustainable access will be promoted to reduce greenhouse gases and adapt to the impact of climate change. Zero and low carbon developments will be encouraged. Water efficiency will be a priority in both new and existing development. New development will generally be guided away from areas with a high probability of flooding. Where new development in such areas is desirable for reasons of sustainability (e.g. in the city centre), flood mitigation will be required and flood protection will be maintained and enhanced.

Objective 2

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

The type, size and tenure, including affordable housing, will meet the needs identified by the Greater Norwich Sub Regional Housing Assessments. Most new homes will be built in the Norwich Policy Area (around 33,000 out of 36,820 between 2008 and 2026). Smaller sustainable settlements will accommodate smaller-scale growth. People will have alternatives to using cars and new housing, employment and services will be planned so they are grouped together wherever possible. The settlement hierarchy defines the towns and villages with a good range of jobs, services and facilities. Appropriate densities will make sure land is used efficiently and community needs will be met.

Objective 3

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

Existing employment sites will be safeguarded and enough land for employment development will be allocated 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 wider area. Its growth will be further encouraged, 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, Norwich Research Park, Norwich
Airport, Rackheath, Hethel and Wymondham will also be the focus of further jobs growth.

Supporting economic growth in the market towns and revitalising the rural economy are also priorities. Mixed-use development, live/ work units and diversification schemes will be encouraged to reduce the need for local people to commute long distances to work. As the employment needs of the area are so diverse it is essential to provide jobs for all people in the community.

Objective 4

To promote regeneration and reduce deprivation

There are significant concentrations of deprivation in Norwich, as well as equally serious pockets of deprivation in surrounding towns, villages and rural areas. Growth will be used to bring benefits to local people, especially those in deprived communities, to regenerate communities, local economies, under-used brownfield land and neighbourhoods by creating safe, healthy, prosperous, sustainable and inclusive communities. Development and growth will be used to bring benefits to local people, especially those in deprived communities.

Objective 5

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

Within Broadland, Norwich and South Norfolk there is a need to improve, expand and develop new education provision to serve an increasing population and higher educational aspirations. It is essential to provide an environment and the facilities to improve the skills of the workforce to support the developing economy of the area.

Objective 6

To make sure people have ready access to services

Norwich city centre will continue to provide a wide range of services accessible to a very wide area. The diversity, vitality and accessibility of the city centre will be maintained and enhanced. Investment will be encouraged in district and local centres to enhance accessibility, vitality and viability. The surrounding market towns and service centres will continue to play a key service role. Innovative approaches will be taken to support rural service provision. Wherever new homes or jobs are to be developed, existing supporting services must either already be adequate or will be provided at the right stage of a new development. This will ensure existing and future residents and workers will have access to the services they need.

Objective 7

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

The location and design of development will reduce the need to travel especially by private car. Greater use of sustainable modes of transport will be encouraged by better public transport, footways and cycle networks, and by co-location of housing with services, jobs, shops, schools and recreational facilities. A Bus Rapid Transit system and general enhancement to bus infrastructure will be introduced on keyroutes in the Norwich area. The strategic road network is also essential, especially for the health of the economy. The road network will provide improved access within Broadland, Norwich and South Norfolk in particular through the construction of the Northern Distributor Road. More than 90% of the area is rural and rural isolation can be reduced by encouraging newer communication and information technologies.

Objective 8

To positively protect and enhance the individual character and culture of the area

Promoting culture will help to develop the economy, stimulate further regeneration, increase sustainable tourism and promote community involvement. The role of Norwich as the cultural capital of East Anglia will be enhanced, so local people and visitors have access to a variety of facilities such as theatres, art galleries, museums and buildings of architectural and historic interest. Smaller scale cultural opportunities exist throughout the rest of the area and, in particular, in the market towns. Adequate public open space, sport and recreational facilities, as well as access to the countryside, is needed
locally to make sure everyone can take part in community activities. More visitors will be encouraged to the area by protecting the very qualities that make the area attractive. Gateways between the wider Norwich area and the Broads, the Brecks and the coast will be enhanced in a way that does not harm their special character.

Objective 9

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

The area is a special place and everyone should be proud of where they live, work, or study. Norwich has a remarkable historic centre with some fine architecture. There are also extensive areas of open space, historic parks and gardens, wildlife sites and wooded ridges in the city. The surrounding market towns and villages are very attractive with each having its own identity. People living in the area have access to open countryside, river valleys, wildlife sites and the special qualities of the Broads and the coast. It is a priority to maintain and improve these special qualities so that everyone can enjoy them. The use of previously developed land will be prioritised to minimise the loss of agricultural land and the countryside. The scale of development we have to accommodate will require the development of some significant greenfield areas, which will affect the existing landscape. Where this is necessary, development must provide environmental gains through green infrastructure, including allotments and community gardens. Biodiversity, geodiversity and locally distinctive landscapes will be protected and enhanced. Linkages between habitats will be promoted, helping to enable adaptation to climate change. Sustainable access to the countryside will be promoted. Efficient use will be made of minerals, energy and water resources, and the production of waste will be minimised.

Objective 10

To be a place where people feel safe in their communities

People will have a stronger sense of belonging and pride in peoples' surroundings. There will be reduced crime and the fear of crime. Better community facilities, better road safety and design of new developments will help to reduce crime.

Objective 11

To encourage the development of healthy and active lifestyles

Within Broadland, Norwich and South Norfolk the accessibility of open space, the countryside, sports and recreational facilities will be improved. People will also be offered the best opportunities to make healthy travel choices as part of their daily lives. By working with
NHS Norfolk and Norfolk County Council, medical and social facilities will be properly planned for new developments and will be accessible to all.

Objective 12

To involve as many people as possible in new planning policy

All sections of the community will be actively encouraged to express their own vision of the future through this strategy, further plans and planning applications. There will be a particular focus on involving people who have not previously had a say in planning. As many people as possible should play a part in the ambitious long-term plans for growth across the whole area. This will help make planning more inclusive, and give confidence that the benefits of growth are felt more equally across existing and new communities in and around Norwich.

Table 2: The spatial planning objectives of the JCS

A positive approach to development management

49. Norwich city council recognises the important role of planning in bringing long term benefits for the city by supporting business growth and promoting sustainable development, as required by national policy.

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50. Therefore the plan's policies must ensure that development is responsibly planned to safeguard the city's natural and built environment, meet community needs and implement the policies and objectives of the adopted JCS. This will ensure that the plan is effective and can enable managed growth in the city to strengthen Norwich's role as a regional centre in the long term as part of the overall development of greater Norwich.

51. Effective development management relies on negotiating a careful balance between enabling growth and protecting Norwich's assets. This plan, with the Site Allocations Plan, will be the primary mechanism to inform that process.

52. Changes introduced through the Localism Act 2011 promote greater involvement of local people and interest groups in the planning process. In Norwich, developers are already required to carry out pre-application consultation on significant development proposals under the Statement of community involvement...

53. The council has introduced a number of measures to assist applicants and streamline the planning process and will continue to review these to ensure the service provided is the best possible within the resources available. Currently we provide:

- A basic pre-application advice service offered to householders and small commercial developers.
- A more extensive pre-application service for larger proposals.. Although there is at present no commitment to formal planning performance agreements (recommended in the NPPF), discussions on major schemes will usually involve early agreement of an indicative timescale for determining a planning application.
- Opportunities for presentation of development schemes to elected members, professionals and the general public in advance of formal submission.

54. Over the plan period, the council expects to take advantage of new legislation to improve the effectiveness of its development management service and to remove unnecessary regulation. These include local fee setting and Local Development Orders to remove the need for planning permission for certain types of development. The first of these local development orders, applying to the installation of windows and doors in flats, was consulted on in early 2012.

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The benefits of good information

55. A high quality submission for planning permission can contribute greatly to speedy and efficient decision making and support sustainable development. In order that they may be registered as valid and adequately considered against the policies that follow, all planning applications should be accompanied by the supporting information currently needed under national and local validation requirements.

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56. Details on information requirements and thresholds are set out in the Norwich City Council validation checklist. Information is only requested when necessary to enable the application to be determined. The checklist will be reviewed regularly to reflect best practice and will be available on the Norwich City Council website and at the council's offices. Failure to provide supporting documents essential to the determination of the application may lead to delays or the potential refusal of planning applications.

57. It is important that applicants show that development proposals are based on a full assessment of the site and how relevant policies in local development documents have been taken into account in relation to that site. The level of information required will depend on the complexity of the proposal and/or the characteristics of the site and area. Information from different assessments, such as energy statements, may be combined to form an overarching planning statement.

Alternative options

This section originally included a policy, DM1 in the consultation draft of the plan. This policy was removed and the issues covered are now in supporting text. This change has been made in response to objections stating that planning policies should be concerned with assessing the planning merits and managing the impacts

of proposed developments, and not with the regulatory process of validating the paperwork which describes them.

An alternative option is to retain a validation policy. This is not necessary as any missing or deficient information would relate to other plan policies and refusal of permission would be based on a failure to satisfy those policies.

A second alternative is to include a more detailed policy incorporating a list of information requirements required for validation. This would result in an overly lengthy policy and risk duplicating information already available through the planning application process. It would also be possible to include the information requirements within an appendix of this plan; however as information requirements change this would result in the plan becoming out of date very quickly.

References

- Town and Country Planning (General Management Procedure) (England) Order 2010 (statutory instrument 2010 no. 2184) and subsequent amendments;
- NPPF: CLG, 2012
  Development management: information requirements for applications, para. 192-193.
- Norwich City Council Validation Requirements (interactive checklist incorporating both local and national requirements): http://www.norwich.gov.uk/Planning/Documents/ValidationRequirements.pdf
- Guidance on information requirements and validation,
  CLG, 2010
- Development Management Policy Annex: Information requirements and validation for planning applications,
  CLG, 2010
- CLG Circular 06/2005 – Biodiversity and Geological Conservation
- Norfolk County Council travel plan guidance (online at www.norfolk.gov.uk).
- Design and access statements – How to write, read and use them; CABE (now Design Council CABE), 2006
- Planning and access for disabled people: a good practice guide, CLG, 2003
- Safer places: the planning system and crime prevention, CLG 2004.

The policies for submission

Sustainable development principles for Norwich

Policy DM1 – Achieving and delivering sustainable development

Subject to the detailed policies which follow, development proposals will be expected (through their design, configuration, visual appearance, location, means of access and spatial and functional relationship to existing uses and facilities), to:

- enhance and extend accessible opportunities for employment, education and training, stimulate competition and support business whilst enabling balanced, sustainable economic growth in the Norwich economy;
- protect and enhance the physical, environmental and historic assets of the city and to safeguard the special visual and environmental qualities of Norwich for all users;
- help to combat the effects of climate change and achieve national and local carbon reduction targets by making the most efficient practicable use of resources, minimising the overall need to travel, reducing dependency on the private car and high-emission vehicles and ensuring ease of access to facilities and services for all users both now and in the future;
- provide for a high level of safety and security, maximising opportunities for improved health and wellbeing and safeguarding the interests of the elderly and vulnerable groups;
- help to promote mixed, diverse, inclusive and equitable communities, by increasing opportunities for social interaction, community cohesion, cultural participation and lifelong learning.

In determining applications for development the council will afford equal weight to the economic, environmental and social dimensions of sustainability as expressed through this policy.

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Supplementary Text

1.1 Sustainable development is at the heart of the Development management policies plan. To this end the plan must set out positive, proactive policies for the assessment of planning applications for new development. Making full use of detailed local evidence, the plan's policies must respond to the needs of the area. The policies must not just cover short term issues as they will apply to decisions made up to 2026, covering a period of substantial change for Norwich. The decisions informed by the plan must support the strategic objectives and implement the planning policies of the JCS for greater Norwich to deliver sustainable, balanced growth over the wider Norwich area for the benefit of all its residents.

1.2 At the same time we must ensure that its policies take full account of the overarching planning principles set out in the NPPF. A presumption in favour of sustainable development is now enshrined in national planning policy and is fundamental to the success of the growth strategy for greater Norwich. To this end the city council will promote, support and encourage sustainable development proposals with demonstrable outcomes that help to meet the spatial planning objectives set out in the Vision and Objectives section above and which will secure sustainable development in accordance with the NPPF,

1.3 When considering development proposals the Council will take a positive approach that reflects this presumption. It will always work proactively and positively with prospective developers, businesses, community representatives and local stakeholders to negotiate and bring forward quality development solutions which mean that proposals can be approved wherever possible and which will maximise sustainable economic, environmental and social benefits for Norwich, taking account of the stated objectives of the Joint Core Strategy and the sustainable development priorities set out in policy DM1 which reinforce and interpret them locally.

1.4 It is acknowledged that the extent of documentation and supporting information necessary to make an informed assessment of proposals will vary widely between applications and some will be significantly more complex than others. Also, where there is substantial public interest in a proposal the number and complexity of representations received and the need to refer applications to councillors for determination will all have a bearing on the total length of time taken to reach a decision. Some of these factors may fall outside the control of the council.

1.5 However, subject to being able to address any unforeseen delays arising within the planning application process and the extent of resources available to do so, every effort will be made to ensure that planning applications which accord with the policies in this plan (and in the site allocations plan and relevant neighbourhood plans) can be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

- Specific policies in that Framework indicate that development should be restricted.

1.6 The success of the council's planning strategy in the past (implemented through the City of Norwich Replacement Local Plan and its predecessors) has been grounded in strong, robust, responsive and flexible policies which have delivered substantial dividends for Norwich. They have enabled significant economic growth and new development to be planned and targeted to those areas of the city where they are most beneficial, supporting and enhancing communities, addressing deprivation, fostering urban regeneration, providing and improving essential services and facilities within the city centre and local centres and ensuring that the heritage and environmental assets which give Norwich its unique character and sense of place are protected and enhanced.

1.7 However, this plan recognises that sustainable development cannot be achieved without a measure of positive management, regulation and negotiation. This plan seeks to ensure that sustainable development can be delivered for the long term, ensuring that the potentially harmful impacts of new building and new uses and activities can be reduced, the quality of the built and natural environment raised, environmental and heritage assets protected and the wider advantages of growth made available to all sectors of the community, rather than disproportionately favouring particular groups or sectors (such as only being available to those who have access to a car). For this plan to be effective, all parties in the development process are expected to ensure that new development is sustainable, delivering benefits for the community now but not compromising the ability of future generations to continue to reap those benefits.

1.8 Development and economic growth, though desirable and necessary, is not sustainable in itself unless its economic benefits are considered alongside its environmental and social impacts. Norwich will not benefit from badly designed, inappropriately located or poorly conceived proposals which clearly fail to deliver on sustainable development objectives. Those charged with making planning decisions in the public interest – be they local authority planners, local councillors or community representatives bringing forward the new generation of neighbourhood plans – must therefore ensure that the economic, environmental and social dimensions of proposed development and its relative impacts are fully considered and that a careful and responsible balance is struck between them.

1.9 No single development proposal is likely to deliver benefits equally in all areas, however by setting out a small number of key criteria setting out the expectations for all new development, policy DM1 seeks to ensure that these aspects are fully taken into account. The requirements of policy DM1 should

be balanced through the development process and the council will expect all relevant development to take account of them.

Alternative options

It is considered that the only reasonable alternative is not to have Policy DM1 and to rely on the NPPF and the overall vision and objectives of the JCS. It is considered that DM1 is necessary because its objectives provide a local interpretation of the NPPF presumption in favour of sustainable development and Policy DM1 is cross referenced in several other policies of the plan. Bullet point 3 is particularly important in emphasising the need to reduce car dependency and the overall need to travel, and gives additional force to other policies (especially DM28 on sustainable transport and DM25 on the removal or variation of conditions on retail warehousing and other retail floorspace).

References

NPPF: CLG, 2012. Achieving sustainable development; paragraphs 6-10; The presumption in favour of sustainable development, paragraphs.11-16.
Securing the Future - Delivering UK Sustainable Development Strategy, DEFRA, 2011

Ensuring satisfactory living and working conditions

Policy DM2 – Amenity

Existing occupiers
Development will be permitted where it would not result in an unacceptable impact on the amenity of the area or the living or working conditions or operations of neighbouring occupants. Particular regard will be given to:
a) the prevention of overlooking and the loss of privacy;
b) the prevention of overshadowing and loss of light and outlook; and
c) the prevention of disturbance from noise, odour, vibration, air or artificial light pollution.

Future occupiers
Development will only be permitted where
a) it provides for a high standard of amenity, satisfactory living and working conditions, adequate protection from noise and pollution and adequate levels of light and outlook for future occupiers; and
b) such a standard can be achieved and maintained without preventing or unreasonably restricting the continued operation of established authorised uses and activities on adjacent sites.

To ensure that residential dwellings are designed to meet the demands of everyday life, adequate internal space must be provided and would normally be expected to exceed the City Council's indicative minimum guidelines for internal space standards.

External amenity space within residential developments
Provision must be made for external private or communal amenity space which is appropriate for and integral to the residential development and forms a key part of the overall design of the site. Communal amenity areas shall be landscaped to a high standard in accordance with policy DM3. Provision of bin and cycle storage as required by policy DM31 should not be detrimental to the provision of suitable external private or communal amenity space.

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Conversions to residential use not making provision for external amenity space will only be acceptable where such provision is not feasible and:
a) it is enabling development to secure the future of a heritage asset;
b) it involves the re-use of upper floors of commercial premises within a defined centre; or
c) there are overriding benefits to the regeneration of a wider area.

Supplementary text

2.1 The NPPF is clear that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. To this end, all development must have regard to its actual or potential impact on people's living and working conditions and the existing operations of adjacent premises. Development will be expected to adequately protect (and where possible, enhance) the amenity of nearby occupants and provide for the needs of future occupants. Within a densely developed urban area such as Norwich, it is particularly important to protect the well-being of communities and to ensure that residents and businesses are not adversely affected by development. Unless otherwise stated, this policy applies to all forms of development within the city, including changes of use and smaller proposals such as extensions.

2.2 For the purposes of this policy "amenity" is defined as 'the desirable features of a place that ought to be protected or enhanced in the public interest'. This includes factors such as achieving and maintaining acceptable levels of privacy, safeguarding occupiers from excessive noise or light pollution and ensuring sufficient internal and external space and light. Consideration should not only be given to the impact of individual developments, but also to cumulative impacts. The policy will consider both the use or activity itself and its direct and indirect impacts (e.g. increases in traffic).

2.3 The protection of amenity covers both living and working conditions. This means firstly that new development should provide for adequate day to day living and working conditions for those who will be occupying it. Secondly, it means that development should not have undesirable amenity impacts on the living conditions of neighbouring residents or compromise the continued operation of uses and activities which are already established in the locality. The NPPF is clear (with particular reference to noise) that businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established (Para 123). The policy should in effect apply a precautionary principle ensuring a pattern of development which can either avoid altogether, or mitigate so far as is practicable, any harmful effects of new development on the quality of life for the community at large.

2.4 In relation to residential development, homes must be designed to meet the demands of everyday life, providing adequate space and facilities to enable residents to live comfortably and conveniently. The city council's indicative guidelines for minimum internal space standards are given below. These are based on the Homes and Communities Agency core housing design and sustainability standards proposed, but not adopted, in 2010 and those adopted by the Greater London Authority. Research undertaken by the Royal Institute of British Architects (RIBA) in September 2011 ("The Case for Space") proposes a range of minimum standards largely analogous to these. Development in the majority of cases can reasonably be expected to achieve these standards in Norwich but there may be some scope to relax them on a

case by case basis if there are exceptional conservation or regeneration benefits.

	Dwelling type (bedroom/persons)	Indicative minimum gross internal area (GIA) (sq.m)
Single storey dwelling	1p 1b2p 2b3p 2b4p 3b4p 3b5p 4b6p	37 50 61 70 74 86 99
Two storey dwelling	2b3p 2b4p 3b5p 4b6p	71 83 96 107
Three storey dwelling	3b5p 4b6p	102 113

2.5 Outdoor space around new homes may be provided as private gardens or as communal amenity space. It should, however, be integral to the overall design of the development. Where residential balconies are accepted as part of high density development proposals, this may contribute towards the overall provision of external amenity space.

2.6 Under the provisions of this policy and to meet the requirements of the NPPF for a good standard of amenity, it can be expected that conversions to residential uses where there is insufficient external amenity space would only to be permitted in exceptional circumstances. Such circumstances might include proposals securing the essential regeneration of a wider area and 'enabling development' – that is, development which would not normally be permitted but is accepted exceptionally because it would allow the repair, restoration and long term beneficial use of a heritage asset which could not be achieved in any other way. In all cases prospective developers are encouraged to consider reasonable options and to seek creative solutions for providing amenity space including the use of roof terraces, balconies and shared courtyards.

Alternative options

One alternative option is to have no policy or guidance on protecting the amenity of existing and future occupiers. This would not reflect the emphasis of previous national planning policy of the precautionary principle of identifying and addressing potential problems before they arise. Not having any coverage of amenity considerations in development is considered to have substantial risks since neither the NPPF nor the JCS contain detailed amenity standards suitable for use at a local

level, albeit that the need for a good standard of amenity is addressed in general terms by the NPPF

A second alternative is to have no detailed guidelines for internal space standards and to determine all applications on a case by case basis. It is considered that the internal space standards represent an appropriate and achievable guideline to ensure that all new homes have sufficient space for comfortable and flexible living. These standards are considered appropriate for urban areas with comparable standards being set out both in the London Housing Design Guide and by the RIBA.

A third option concerns external amenity space for residential developments. An alternative would be to set guidelines for external space standards and prohibit conversions to residential use where these standards were not met. This approach is likely to be overly restrictive and limit opportunities for the beneficial use of upper floors of commercial premises within the city centre and in local and district retail centres. It might also discourage development which promoted regeneration or safeguarded the future of heritage assets. Consequently this approach would be likely to conflict with national policy, the JCS and other policies within this plan which seek to prioritise regeneration and enable beneficial mixed use development.

References

- NPPF, CLG 2012: Core planning principles, high quality design and good standard of amenity, para 17; Natural environment – avoidance of noise and other harmful impacts on health and quality of life arising from new development, paras 122-123.
- Homes and Community Agency's proposed core housing design and sustainability standards (consultation document – March 2010)
- The Case for Space – the Size of England's New Homes, Royal Institute of British Architects, September 2011

Delivering high quality design

Policy DM3 – Design principles

Significant weight will be given to the following design principles in assessing development proposals:

a) Gateways

Major development within 100m of the main gateways to the city, as defined on the Policies Map, will only be permitted where its design is appropriate to and respects the location and context of the gateway. New landmark buildings of exceptional quality will be accepted where they help to define or emphasise the significance of the gateway. In these locations, particular emphasis will be given to design considerations over other factors.

b) Long views

The design of new buildings must pay careful attention to the need to protect and enhance the significant long views of the major landmarks identified in Appendix 8 and those identified in conservation area appraisals.

c) Local distinctiveness and character

Proposals should respect, enhance and respond to the character and local distinctiveness of the area. The design of all development must have regard to the character of the surrounding neighbourhood and the elements contributing to its overall sense of place, giving significant weight to the uses and activities around it, the historic context of the site, historic street patterns, plot boundaries, block sizes, height and materials.

d) Layout and siting

(i) The layout of a development should make efficient use of land, making best use of its topography and should have a positive impact
in terms of its appearance and the way it is used. Appropriate consideration should be given to orienting development in order to optimise energy efficiency and maximise solar gain.

(ii) Proposals should be designed to provide a permeable and legible network of routes and spaces through the development, which takes account of public accessibility, links effectively with existing routes and spaces and minimises opportunities for crime, disorder and anti-social behaviour. The public realm should be designed so that it is attractive, overlooked, safe and secure.

(iii) Well-designed and well-defined private, semi-private and public open space should be incorporated for all development, as appropriate to the area. This must include sufficient space for bin and cycle storage in accordance with policies DM2 and DM31.

e) Density

Development should achieve a density in keeping with the existing character and function of the area, although higher densities will be accepted within the city centre, district and local centres and other locations of high accessibility. The density

of development must take account of the need to protect and enhance heritage assets and their settings, where these would be affected. The density of residential development should accord with policy DM12.

f) Height, massing, scale and form

Developers should demonstrate that appropriate attention has been given to the height, scale, massing and form of new development including the avoidance of dominant or incongruous extensions and alterations to existing buildings..

g) Design of roads and streets

Streets, routes and spaces should enhance the quality of the environment. The provision of car parking, servicing areas and
accesses should not dominate. roads, pedestrian footways and cycleways should be constructed from a palette of materials chosen to reflect the special character of the city (including the selection of appropriate street furniture and lighting) to complement the character and appearance of the area and enhance the appearance, safety and usability of the public realm.

h) Materials and details

Proposals for new development (including extensions and alterations to existing buildings) will be required to demonstrate that appropriate consideration has been given to the selection and choice of materials and decorative colour (including hard and soft landscape materials). In choosing materials developers should have regard to the prevailing materials of the area. Development will be encouraged to make the maximum practical use of sustainable and reused/recycled materials.

i) Green infrastructure, landscaping and biodiversity

All new development will be expected to make appropriate provision for both the protection of existing and the provision of new green infrastructure as an integral part of the overall design which complements and enhances the development. Careful consideration must be given to the choice of hard and soft landscaping and boundary treatments and should be used to clearly define public and private space. Where reasonably practicable, provision should be made within developments for new and enhanced green infrastructure and for built and natural features which help to:

a) safeguard and enhance wildlife habitats, habitat links and natural features of geodiversity and biodiversity importance;

b) enhance the appearance and character of the built and natural environment of the site and its surroundings;

c) create a biodiversity-rich environment through the design of built structures and landscaping, the latter to include the use of native plant species; and

d) link new areas of wildlife habitat into the existing network of habitats;

j) Energy Efficiency and Climate Change
All new development involving the construction of new, or the significant extension or adaptation of existing buildings will be expected to
a) achieve the highest practicable standards of energy efficiency in design by means of internal and external layout, orientation, massing, materials, insulation, heat recovery, natural ventilation, shading and the use of landscaping and planting which is climate-change resistant and beneficial to biodiversity;
b) reduce the carbon footprint of new development so far as reasonably practicable through the re-use and conversion of existing buildings and the reclamation, re-use and recycling of construction materials;
c) utilise construction techniques and incorporate design features which help to ameliorate the urban heat island effect by reducing heat absorption.
d) promote and facilitate sustainable drainage and mitigate against flood risk from surface water runoff as required by policy DM5.

Supplementary text

3.1 High quality and inclusive design is essential to deliver sustainable development. The NPPF requires local and neighbourhood plans to develop robust and comprehensive policies that set out the quality of development that will be expected for their area. This policy contains further detail to help implement this aspect of national policy and supplement the strategic design principles set out in JCS Policy 2:. It sets out the design principles that should be applied across the city to all forms and scales of development

3.2 In accordance with NPPF recommendations, local design review arrangements are in place to provide assessment and support to ensure high standards of design in Norwich. Formal comments on the design aspects of current planning applications have been provided on a monthly basis by the Norwich Society (the city's main local amenity society) for many years. More significant development proposals in Norwich may also be referred to an independent local design review panel for consideration before submission and, where appropriate, considered by elected members as part of pre-application public consultation. It is expected that where proposals of exceptional significance such as large new retail, commercial or housing schemes come forward they may need to be referred to Design Council CABE (or such successor body as inherits its responsibilities) for national design review.

3.3 Norwich's built and natural environment is of generally high quality and is characterised by a tight urban form, well provided with green open spaces and trees and exhibiting a historic townscape of particularly high quality reflecting its development over the past 1,000 years. It is essential that new development takes full account of these qualities in order to build on its strengths and promote local distinctiveness through high quality design. New development should therefore be designed to use land efficiently and be

adaptable, (optimising the potential of the site to accommodate development) as well as enhancing the character and appearance of the neighbourhood in which it will be situated..

3.4 Although information requirements for planning applications have been reviewed to remove the need for formal design and access statements for householder and other types of minor development, they are required for significant development proposals and most development in sensitive areas . Design and access statements have proved to be a useful means of setting out essential design principles for development schemes and have helped to drive up design quality standards in Norwich and elsewhere as well as enabling more effective and speedier decision-making. Where such statements are required these should aim to show how a proposal is functional, attractive and accessible to all. They should also show how the proposal meets the requirements of the local plan as a whole, with a particular focus on both policy 2 of the JCS and policy DM3 of this document.

3.5 The policy emphasises the importance of local character and distinctiveness and ensuring that the new development relates to and enhances key landscape and townscape elements, in particular the need to encourage green design to support biodiversity and combat the effects of climate change. All proposals, including both traditional and contemporary designs, should be capable of being successfully integrated within neighbourhoods. Good design involves not only the creation of attractive features and forms within developments, but also includes consideration of the relationship of buildings with space and with the built form surrounding them.. Furthermore, it should address how different places and uses interconnect and how people move between them (see NPPF paragraph 61). Particular consideration needs to be given to the impact of extensions and alterations both on the existing building and its immediate surroundings: the city council's good practice guidance (Advice for Household Extensions) gives more detailed assistance to applicants in relation to householder development.

3.6 The gateways identified in this plan are firstly those around the fringe of the city which demarcate the Norwich urban area from the surrounding countryside. Secondly those leading into the city centre assist in welcoming visitors to the centre and signifying its functional importance. The city centre gateways often coincide with the position of historic gateways to the old walled city of Norwich. Gateways may be marked by appropriately designed landmark buildings: for the purposes of this policy a landmark is defined (in accordance with the definition in CABE's *By Design*) as "a building or structure that stands out from its background by virtue of height, size or some other aspect of design". However, because of the particularly sensitive townscape of the historic city it is considered that excessively tall or large buildings would be inappropriate in most gateway locations. The expectation of this policy is that gateway sites would be marked by development of exceptionally high quality which relies for its distinctiveness on design aspects other than size and height..

3.7 The distinctive topography of Norwich, with its two river valleys and sometimes steep, often wooded valley sides, offers the opportunity for long views across the city from elevated viewpoints. These views contribute greatly to appreciation of the townscape and provide a sense of place. The policy does not seek to protect all views from all places. Rather it seeks to manage and control development which could affect the key long views identified in Appendix 8 and those which are identified in conservation area appraisals.

3.8 In general, there is scope to achieve higher densities in the city centre and in and around district and local centres. However, the density of development should respect and have regard to the existing character of the area. The assessment of an area's character and the impact of the development on it should take into consideration its historical context, urban morphology, the make-up of blocks and plots, landscape, predominant heights, views, design, materials and heritage assets in the area. Where a site is located within a conservation area particular account must be taken of any design guidance the relevant conservation area appraisal, as required by JCS policy 2.

3.9 When considering the layout of a site, priority should be given to non-car modes of transport, respecting the needs of pedestrians and cyclists over motor vehicles. This approach will assist in creating an attractive and safe environment for its intended users, and also help to promote sustainable development in accordance with the presumption set out in the NPPF. To comply with policy DM31 and the standards in Appendix 3, car parking should not dominate schemes. Public and private open space should also be integral to the design of the development and should be well situated and defined to avoid piecemeal and isolated patches of public space that are not well used and may be prone to vandalism.

3.10 Careful consideration should also be given to detailed design aspects including the selection and choice of materials for buildings, landscaping, boundary treatments, demarcation of public and private space, street surfacing and street furniture. The range of materials which can be used for the construction of roads, footways and pedestrian areas has increased dramatically over recent years, but many of these new materials are not especially appropriate to the character of the city. Developers will be encouraged to use a limited range of materials that are capable of being adapted flexibly to the individual character of specific streets and places, in accordance with the Streetscape Design Manual, to ensure that the quality of the public realm is maintained and improved.

3.11 To comply with this policy, materials should be chosen having regard to the local materials palette prevalent in the area but also to promote the conservation of resources through the use of the most sustainable and resource-efficient materials practicable. Should there be a conflict between these two objectives, this would need to be resolved through negotiation on

a case-by-case basis to achieve the most appropriate and beneficial design solution for the site.

3.12 The application of external colour to historic buildings is also a characteristic feature of Norwich which helps to define and reinforce local identity. Applying decorative colour to the external walls of listed buildings may need listed building consent and must be agreed by the council as local planning authority. Selected colours should take account of the Historic Colour Strategy. Advice on appropriate colours and materials is available from the council's specialist urban design and conservation staff.

3.13 The design of new development offers many opportunities to improve and enhance the biodiversity and geodiversity of Norwich, both by incorporating features to promote biodiversity value within individual schemes (for example features to attract and support wildlife) and by creating new green areas to provide links to existing habitats, as required by the JCS.

3.14 Consequently development should be designed to safeguard and, where practicable, enhance natural features creating wildlife habitats and to provide new green infrastructure. This is particularly important within or adjacent to national, regional and local environmental assets and areas of open space as defined on the Policies Map. Appendix 6 of the Green Infrastructure Delivery Plan (GIDP) should be consulted to ensure that green infrastructure provision and enhancement is locationally sensitive to the particular character of the area and enhances local distinctiveness. Green infrastructure opportunity areas are detailed and illustrated in Appendices 5 and 6 of the Delivery Plan.

3.15 Even the smallest development proposals can make a useful contribution to increasing biodiversity through quite modest and low-cost enhancements and building design features, such as bat and bird boxes and bird bricks. Larger developments would be encouraged to incorporate more extensive wildlife-friendly features as part of their overall design, such as green and brown roofs, which have the added advantages of capturing rainwater, combating surface water run-off and reducing the impact of flooding. Practical advice on incorporating green design features and enhancing biodiversity in schemes is available from various sources Supplementary planning guidance on promoting biodiversity is expected to be brought forward in the near future by Norfolk County Council and will help to support this policy.

3.16 JCS policy 1 states that development in the area will be energy and resource efficient, mitigate against the urban heat island effect and be adaptable to climate change. Policy DM3 of this plan provides further detail as to how this requirement will be applied in Norwich. Since not all development involves new buildings, it also clarifies what categories of development the policy applies to.

3.17 Addressing climate change is an important aspect underpinning the local plan. The JCS promotes the sustainable location of development, the efficient use of resources and the promotion of renewable energy. Policy 3 of the JCS requires major schemes to provide at least 10% of their energy requirements from decentralised low carbon and renewable energy sources and for the largest proposals to demonstrate that they have taken opportunities to maximise the contribution of such sources. Because of identified constraints on water supplies in the east of England, it also requires new development to be water efficient. All new housing development must achieve Code for sustainable homes Level 4 for water efficiency and schemes over 500 dwellings must achieve level 6 by 2015. Supplementary advice for developers supporting JCS policy 3 in relation to water efficiency is contained in a Water Efficiency Advice Note issued by the Greater Norwich Development Partnership in 2011.

3.18 More rigorous national standards for energy efficiency are being introduced through the Building Regulations, with the aim of ensuring new development becomes zero carbon. The timing of the introduction of the higher national standards will determine the standards applied in Norwich. Supplementary planning advice will be prepared in support of this part of the policy if required.

3.19 Minimising and mitigating against flood risk is also an important requirement of JCS policy. The issue is dealt with more fully in policy DM5 but can also be addressed through aspects of the design of buildings themselves. Particular vulnerability to surface water flooding has been identified in certain parts of the city (critical drainage areas) in the Norwich Surface Water Management Plan (SWMP). The SWMP makes specific recommendations as to how the issue might be addressed in Policy DM3 and other policies of this plan. Changes made from the draft version of this plan seek to respond to those recommendations.

3.20 As set out in the JCS, “Building for Life” (published by CABE) will be used to evaluate residential development of 10 or more units. Should these be revised or superseded, account will be taken of any equivalent best practice standards which are subsequently adopted during the currency of this plan.

3.21 Other design guides should be referred to where appropriate. These include By Design, Manual for streets, Streetscape design manual and Secured by design. Within conservation areas, the advice in any published conservation area appraisals will be taken into account, in accordance with JCS Policy 2. Within the city centre conservation area, proposals should accord with the design guidelines and principles set out in the City centre conservation area appraisal.

Alternative options

The alternative options include more prescriptive standards. This option would not support the approach for having flexible criteria-based guidelines that allow for site specific considerations to be taken into account in securing high quality sustainable design.

In relation to green design, consideration has been given to more stringent standards of green design, including mandatory requirements for green and brown roofs and wildlife-friendly features
across the city as a whole or in selected areas. In particular, requiring enhanced green design standards within the "green opportunity
corridors" identified as part of the Norwich Green Grid in the Green Infrastructure Study may have offered more scope to enhance ecological networks and facilitate the migration of wildlife . Practical difficulties in identifying the precise boundaries of these corridors and considerations of the potential cost burden on developers have discounted this option. However, the requirement for enhanced standards of green design as part of flood resilience measures within the critical drainage areas will contribute positively to flood mitigation and is required to combat the significantly greater risk of flooding from surface water runoff identified in technical evidence from the Surface Water Management Plan.

The other alternative is to have no standards, and rely on national policies and the JCS. This approach would not provide design criteria specific to Norwich which are detailed enough to ensure that local distinctiveness and local concerns form a key consideration when determining planning applications.

References

- NPPF: CLG, 2012*:* Presumption in favour of sustainable development; Core Planning Principles; para. 17 re design; Section 7 - Requiring Good Design; Section 8 - Promoting healthy communities (safe and accessible environments;
  Section 10 – Meeting the challenge of climate change, secure radical reductions in greenhouse gas emissions, take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption; manage the risk of flooding;
  Section 12 – Conserving and enhancing the natural environment (minimise impacts on biodiversity).
- JCS policy 1: Addressing climate change and protecting environmental assets
- JCS policy 2: Promoting good design
- JCS policy 7: Supporting communities
- JCS policy 11: Norwich city centre
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- Town and Country Planning (General Development Procedure) (Amendment) (England) Order 2010: re Design and Access Statements
- CABE guide on Design and access statements – How to write, read and use them
- CABE Creating successful masterplans
- Building for Life
- By Design
- Manual for Streets
- Norwich streetscape design manual
- Secured by Design
- Historic characterisation and sensitivity assessment (2009)
- Conservation area appraisals
- Guide to enhancing biodiversity on site (Middlemarch Environmental/ Land Securities)
- Norwich Surface Water Management Plan
- The Code for Sustainable Homes
- BREEAM: The environmental assessment method for buildings
- The Code for Sustainable Buildings
- Water Efficiency Advice Note (Greater Norwich Development Partnership, 2011)
- Advice for Household Extensions (Norwich City Council 2012)

Providing for renewable and low carbon energy

Policy DM4

Renewable energy
Renewable energy generation schemes will be strongly promoted and encouraged as part of development proposals where reasonably practicable.

Proposals for renewable energy development (including community-led initiatives brought forward through neighbourhood plans) will be permitted where their scale, siting and cumulative effects would not have a significant adverse impact on:
a) neighbouring uses or amenity
b) visual amenity, particularly from sensitive viewpoints
c) environmental and heritage assets; and
d) highway safety

Where development is permitted, mitigation measures, such as landscaping, may be required to minimise any potential negative visual amenity and/or highway impacts.

Supplementary text

4.1 The NPPF states that local planning authorities should design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily (Para 97). More specific technical advice on renewable energy generation is published in the Department for Energy and Climate Change (DECC)'s National Policy Statement for Renewable Energy Infrastructure and the Overarching national policy statement for energy.

4.2 The JCS emphasises the importance of renewable sources to ensure that development contributes towards energy targets and does not have a negative impact on the environment. Policy DM4 aims to ensure that, within the city, the use of renewable energy will be encouraged as part of development proposals and will be permitted provided that there are no significant adverse impacts upon neighbouring uses and visual amenity, environmental and historic assets and highways.

4.3 Careful siting of installations may be sufficient to prevent adverse impacts; however in some cases appropriate landscape screening could be used to mask or reduce the visual and amenity impact of the proposal. When considering the design of proposals consideration will also be given to issues such as overshadowing and noise impact.

4.4 This policy does not focus on any particular type of renewable energy as technologies change over time: also, the need to apply for planning

permission for many microgeneration facilities has been relaxed and may be further reviewed during the plan period.

Alternative options

The option of not having a policy to set out the criteria that will be applied in assessing applications for renewable energy proposals would be contrary to national policy in the NPPF.

References

- NPPF, CLG, 2012.. Section 10 - Meeting the challenge of climate change, flooding and coastal change: recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources
- Overarching National Policy Statement for Energy, Department for Energy and Climate Change, 2011
- National Policy Statement for Renewable Energy Infrastructure, DECC, 2011
- JCS policy 1: Addressing climate change and protecting environmental assets
- JCS policy 3: Energy and water
- Sustainable energy study for the JCS for Broadland, Norwich and South Norfolk (2009)

Planning effectively for flood resilience

Policy DM5
Flooding

Flooding from rivers
All development proposals will be assessed and determined having regard to the need to manage and mitigate against flood risk from all sources. Development proposals must be supported by the relevant flood risk assessments and show that (where necessary) alternative sites of lower flood risk have been assessed, adopting a sequential approach to site selection according to the requirements of national policy and standing technical advice which supports it.

The sequential site assessment as set out in the NPPF will be expected to consider reasonable alternatives for locating the development in a zone of lower flood risk on any site elsewhere in Norwich, except in the case of:

- Proposals within the city centre regeneration areas identified on the Policies Map, in which case the assessment need only take account of reasonable alternative sites within the boundary of the relevant regeneration area concerned or (where no such alternative sites exist) alternative regeneration areas elsewhere in the city centre;
- Proposals within the city centre which are outside the regeneration areas identified on the Policies Map, in which case the assessment need only take account of reasonable alternative sites within the city centre; and
- Any other proposal which is consistent with and forms part of a specific allocation for development within the Site allocations plan and other adopted development plan documents, in which case the requirement for the sequential and exceptions tests will not apply.

Sustainable drainage and surface water flooding

Mitigation measures to deal with surface water arising from development proposals should be incorporated to minimise the risk of flooding on the development site and within the surrounding area.

Sustainable drainage measures appropriate to the scale and nature of the development shall be incorporated in all appropriate development proposals involving the erection of new buildings or the extension of existing buildings (other than householder extensions), until such time as thresholds are established by nationally applicable standards for sustainable drainage. Such measures will be required except where this is not technically feasible or where it can be demonstrated that other factors preclude their use.

Within the critical drainage areas as identified on the Policies Map, and in other areas where the best available evidence indicates that a serious and exceptional risk

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of surface water flooding exists, all developments involving new buildings or extensions over 50 sq m, with the exception of householder development, will be required to be accompanied by a flood risk assessment which gives adequate and appropriate consideration to surface water flooding. Developers will be required to show within such a flood risk and surface water management assessment that the proposed development:

a) would not increase the vulnerability of the site to flooding from surface water run-off from existing or predicted water flows; and
b) would have a neutral or positive impact on the risk of surface water flooding in the wider area.

Development must, as appropriate, incorporate mitigation measures to reduce surface water runoff, manage surface water flood risk to the development itself and to others, maximise the use of permeable materials to increase infiltration capacity, incorporate on site water storage and make use of green roofs and walls wherever reasonably practicable.

The use of permeable materials, on-site rainwater storage, green roofs and walls will be required unless the developer can provide justification to demonstrate that this would not be practicable or feasible within the constraints or configuration of the site, or would compromise wider regeneration objectives.

Surface Treatment
Development proposals will be required to maximise the use of soft landscaping and permeable surfacing materials unless the developer can provide justification to demonstrate that this is not feasible.

Where permission is required, proposals involving the provision of new or replacement paved and other impermeable surfaced areas will only be permitted:
a) in areas of impermeable soils as identified in Appendix 1;
b) in other areas where it can be demonstrated that permeable surfaces are not practicable due to poor soil infiltration capacity, high groundwater levels or risk of subsidence; and
c) in areas with soils with average or good infiltration capacity, where it can be demonstrated that there is an exceptional and overriding justification for such surfaces.

In cases where poor soil infiltration capacity or other factors preclude the use of permeable surfacing materials, development proposals should seek to manage and minimise the impact of surface water run-off by suitable measures for water storage on site.

Supplementary text

5.1 The purpose of this policy is to minimise flood risk to new development and to protect existing development from increased flood risk as a result of new development.

5.2 An extensive evidence base on flooding locally has informed plan making. The Level 1 Strategic Flood Risk Assessment identifies those areas of Norwich which are at risk of flooding from the rivers Wensum and Yare (tidal and fluvial flooding) taking account of the best available evidence of predicted net sea level rise consequent on climate change. The Level 2 Strategic flood risk assessment for Norwich analysed the extent to which development in flood zone 2, with suitable flood mitigation, will be necessary in order to achieve the housing targets set out in the JCS. The Surface Water Management Plan identifies areas of the city at greater risk from surface water flooding resulting from heavy rainfall events (pluvial flooding).

5.3 JCS policy 1 requires new development to be located to minimise flood risk, mitigating any such risk through design and implementing sustainable drainage. The national policy context is set out in the NPPF within Section 10: Meeting the challenge of climate change, flooding and coastal change.

5.4 Environment Agency definitions now incorporated in the Technical Guidance to the NPPF categorise the relative degrees of tidal and fluvial flood risk to different zones, these being Zone 1 (low probability of flooding), Zone 2 (medium probability), Zone 3a (high probability) and Zone 3b (the functional floodplain). These definitions remain in standard use for planning purposes. The applicable zones are illustrated by the flood maps produced by the Environment Agency (EA) which are available from their website.

5.5 The NPPF and its technical guidance set out the requirement to apply a sequential approach which assesses alternative potential sites for new development, to ensure that where possible, development can be brought forward in areas at little or no risk of flooding in preference to areas at higher risk. The overall aim is to steer new development to areas of lowest risk. Where there are no reasonably available alternative sites in Flood Zone 1, consideration should be given to the vulnerability of land uses and reasonably available sites in Flood Zone 2. Where there are no reasonably available alternative sites in Flood Zone 1 or 2, sites is Flood Zone 3 may be considered, taking into account the flood vulnerability of the land use proposed. The relative levels of flood vulnerability for different land uses are set out in the NPPF technical guidance..

5.6 The Level 2 Strategic flood risk assessment for Norwich shows that development in flood zone 2, with suitable flood mitigation, will be necessary in order to achieve the housing targets set out in the JCS. Such development will also help to address the social and economic needs of the city, promoting essential regeneration in the city centre and retaining its vitality as the most accessible location in the sub-region.

5.7 Other than in the city centre (including the regeneration areas detailed below), the search area for reasonable alternatives for locating proposed development in a zone of lower flood risk will extend to the whole of Norwich. However, where sites are specifically shown for development in the Site allocations plan, and in any other development plan documents forming part of the local plan, the principle of development is already established. The required risk assessments will already have been undertaken as part of the plan-making and sustainability appraisal process, to show that the form of development proposed for the site concerned is appropriate and justified in the context of flood risk.

5.8 Prospective developers therefore need not re-apply the sequential test for any proposal which falls within an allocated development site in a development plan document and is in accordance with the applicable plan policy for that site. However, the detailed design of schemes should still follow a sequential approach to ensure that flood-vulnerable uses and activities occupy areas of lowest flood risk within the site.

5.9 The Level 2 Strategic flood risk assessment also shows that the exceptions test will not be required for allocated housing sites within Norwich.

5.10 For the city centre, the JCS sets out the importance of mixed use development and regeneration to enhance its regional role, including the redevelopment of brownfield sites. Within Norwich the identified priority regeneration areas are shown on the Policies Map, these being

- the northern city centre area, whose boundary is defined by the adopted Northern City Centre Area Action Plan,
- the St. Stephens Masterplan area (predominantly in Flood Zone 1 and hence unlikely to be affected by significant fluvial flood risk); and
- an area in the south east of the city centre which is intended to be the focus of mixed use regeneration and neighbourhood renewal over the course of the plan period (under the emerging South City Centre Vision and Investment Plan). The overall strategic plan for this area may be supplemented by smaller area development briefs for opportunity sites such as Rose Lane/Mountergate.

5.11 Because of the fundamental importance of city centre regeneration in the JCS, it has been accepted by the Environment Agency that a smaller search area can be used for reasonable alternatives to new development which is in a regeneration area, the principle being that these areas have already been identified and subject to prior testing of alternative development scenarios through the plan making and sustainability appraisal process, during the preparation of the JCS and Northern City Centre Area Action Plan. Accordingly, it is not expected that the search for alternative sites for any

proposal in a regeneration area would need to extend outside the boundaries of the regeneration area concerned.

5.12 For development in regeneration areas at increased risk of flooding (outside Zone 1) the flood risk assessment should focus on addressing how the flood risk will be managed and mitigated and the sequential approach should be applied when considering the location of development within the site.

5.13 Other than in the priority regeneration areas, the extent of the search area for alternative sites under the sequential test will be the city centre. For the purposes of this policy "city centre" means the area defined by the city centre inset boundary on the Policies Map.

5.14 Where development is proposed other than in these specific locations or on sites which are specifically allocated in the Site Allocations Plan, the policy follows Environment Agency advice that in carrying out the sequential test, the search for reasonable alternatives should look across the whole of Norwich. In practical terms it is expected that the scope for locating development elsewhere will depend upon the nature and intended catchment area of the use proposed. For example if a proposed development in an area with some degree of flood risk was intended to serve a essential community need for residents within a particular neighbourhood of the city and would be acceptable in all other respects, it would not be reasonable to insist that it be located outside that neighbourhood if the flood risk could be adequately mitigated. In some situations it may be appropriate to consider the relevant neighbourhood area as the appropriate area of search, taking account of the advice of the Environment Agency. Flexibility will be applied in these cases to ensure that flood risk is considered alongside other needs and priorities within the locality to achieve the most appropriate development solution.

5.15 For the purposes of the sequential test, a site would not be considered to be a reasonable alternative if:

- it is developed or in the process of being developed;
- it has an extant planning permission for redevelopment or a resolution to approve;
- the owner has stated that there is no intention to develop the site within the next five years or the site is subject to a lease with an unexpired period of five years or more.

5.16 The city council's validation checklist requires all proposals either on sites greater than one hectare or within areas at risk of flooding to provide a flood risk assessment identifying the scale of the flood risk, likely sources of flooding and flood risk mitigation and management measures.

5.17 The law relating to sustainable drainage is changing. Schedule 3 of the Flood and Water Management Act 2010 introduced standards for the design,

construction, maintenance and operation of new rainwater drainage systems, and specifies that an 'approving body' will now be responsible for approving most types of rainwater drainage systems before any construction work with drainage implications can start. For Norwich the approving body will be Norfolk County Council as lead local flood authority. Upon full commencement of this "drainage permission" regime sustainable drainage systems will become mandatory for most forms of development. Notwithstanding the emergence of the new drainage approving role of the County Council, the sustainable drainage section of this policy retains a requirement for surface water drainage issues to be addressed in planning applications, both to ensure that surface water drainage issues are considered ahead of the commencement of the new regime and to ensure that the impact of drainage measures on the form and visual appearance of developments is properly taken into account in the design of new development.

Deleted: Under this new "drainage permission" regime therefore, sustainable drainage systems will become mandatory for most forms of development. Nevertheless, it is this plan which sets the policies for drainage permissions. The sustainable drainage section of the policy therefore retains a requirement for drainage issues to be addressed in all appropriate development.

5.18 There are two particular zones within Norwich which are especially prone to surface water flooding, a zone within the outer ring road between Unthank Road and Earlham Road to the west and south-west of the city centre and a zone running on a north-south axis from the outer ring road at Catton Grove Road/Oak Lane to the north end of the city centre at Magdalen Street. Both these areas coincide with the course of former streams which were tributaries of the river Wensum. These zones, shown on the Policies Map, comprise the critical drainage areas identified in the Surface water management plan.

5.19 Modelling evidence supporting the SWMP provides justification for requiring new development in these areas to incorporate higher standards of flood resilience than are necessary elsewhere. Although these areas are already densely developed and may not offer many opportunities for major development, this policy requires surface water flooding issues to be fully addressed in flood risk assessments submitted with applications and flood-resistant design enhancements to be incorporated within any new development proposals which do come forward.

5.20 To prevent an increase in surface water flooding within these areas, all significant proposals involving new buildings or extensions with the exception of householder development, will be required to be accompanied by a flood risk assessment specifically addressing surface water flooding issues and identifying measures to protect against and reduce the vulnerability of the site and the wider area to the effects of surface water run off. Appropriate measures may include the use of permeable surfaces, grey water recycling, green and brown roofs and walls, soakaways, water storage areas and water butts.

5.21 Environment Agency advice is that the flood paths which drain into these critical drainage areas should also be subject to the same degree of protection under this policy. Norfolk County Council had intended to

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commission the technical modelling necessary to define the extent of these flood paths during the 2012-13 financial year, but at the time of writing the technical evidence is not yet available to enable any additional high-risk areas to be shown in detail on the Policies Map. The intention was to define them on the map under this policy as soon as the relevant technical report is published, prior to the formal adoption of this plan. Should this not be possible, the policy allows for the emergence of more extensive technical evidence on surface water flood risk to be taken into account over the plan period, so that in areas or sites outside of the Critical Drainage Areas where there is likely to be elevated risk of surface water flooding (e.g. as a result of specific topography) the same policy requirements would apply.

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5.22 The extensive use of permeable surfaces in all external areas can make a significant contribution towards sustainable drainage. Consequently, this is encouraged within all development which needs planning permission, including proposals for the paving of front gardens of domestic dwellings and more substantial areas of surfacing associated with commercial and other non-residential development. Amendments were made to the General Permitted Development Order in 2008 bringing the paving over of front gardens within the scope of planning control. Planning permission is now required for the paving of domestic front gardens with an area of over five square metres except in cases where permeable surfaces complying with the CLG and Environment Agency's 'Guidance on the permeable surfacing of front gardens', are used.

5.23 The scope for using permeable surfaces may be reduced where soils have poor infiltration capacity, where groundwater levels are high or where ground conditions present particular risks of subsidence from voids and instability in the underlying geology. Large areas of Norwich are built on chalk and some are especially prone to subsidence (see policy DM11). Where it is demonstrated that permeable surfaces are likely to be unacceptable for these reasons, hard surfaced paving may be accepted. In these cases developers will be encouraged to explore alternative means of managing surface water runoff within the development site. Where soils are well drained, impermeable surfaces will only be permitted where it is demonstrated that there is an overriding need for such a surface.

5.24 The technical data which determines soil infiltration capacity is not collected at a level of detail which enables it to be mapped at a large scale, consequently it is not practicable to show these areas on the Policies Map. An indicative infiltration capacity drainage map is instead provided in appendix 1 of this plan. As the map is indicative, it must be demonstrated on a case by case basis within all relevant areas of the city that permeable surfaces are not practicable. The city council will take account of any more detailed technical advice and/or mapped data that emerges over the plan period which enables a more informed judgement to be made on issues of drainage capacity in relation to this policy.

Alternative options

The alternative option is to rely on national planning policy and the JCS. This approach would not take account of all types
of flooding including specific local issues and concerns and would not provide the necessary level of detail on fluvial, tidal and surface water flooding, sustainable drainage and surfacing materials which are necessary at a local level .

References

- NPPF CLG, 2012: Delivering sustainable development, presumption in favour of sustainable development; Section 10 – Meeting the challenge of climate change, flooding and coastal change: minimising vulnerability to climate change and managing the risk of flooding.
- NPPF, CLG, 2012: Technical guidance – Flood Risk.
- Norwich strategic flood risk assessment, Levels 1 and 2
- Norwich Surface Water Management Plan and associated technical studies
- Provisions of the Flood and Water Management Act 2010
- Greater Norwich integrated water cycle study
- Guidance on the permeable surfacing of front gardens.

Protecting and enhancing the natural environment

Policy DM6
Natural Environmental assets
Development will be expected to take all reasonable opportunities to avoid harm to and protect and enhance the natural environment of Norwich and its setting, including both sites and species, taking particular account of the need to avoid harm to the adjoining Broads Authority area and other identified areas of natural environmental value immediately adjoining the City . Appropriate proposals which deliver significant benefits or enhancements to local biodiversity or geodiversity will be strongly supported and encouraged. Opportunities should be taken to incorporate and integrate biodiversity, green infrastructure and wildlife friendly features in the design of individual schemes.

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Where, in exceptional circumstances, development is accepted which is likely to result in substantial and unavoidable harm to or loss of priority habitats and species populations identified through local biodiversity action plans, developers will be required to provide for the re-creation and recovery of such populations through biodiversity offsetting.

Nationally protected sites of special scientific interest (SSSI)
Development having a significant adverse impact on SSSIs not subject to an international designation will only be permitted in exceptional circumstances where the benefits of the development clearly and substantially outweigh the impacts that it is likely to have. Such proposals must be accompanied by an environmental statement, showing clearly how the development would mitigate any effects on the features of the site that make it of special scientific interest and any broader impacts on the national network of SSSIs.

Regional and local sites
Development affecting sites of regional and local importance for nature conservation, biodiversity, geodiversity or geological interest will only be permitted where it would not result in significant and demonstrable harm to the particular interest and value of the site, taking account of:

- The effectiveness of any proposals to mitigate the environmental impact of the development,
- any overriding benefits arising from that development in achieving the wider objectives of the JCS and
- any opportunities for local enhancements to biodiversity, geodiversity or green infrastructure associated with the proposal.

The sites to which this part of the policy applies include local nature reserves, County Wildlife Sites, County Geodiversity Sites, roadside nature reserves (RNRs), and significant areas of woodland identified on the Policies Map which are not covered by the above designations. Where development results in some impact the proposal

must be accompanied an assessment of that impact and specify the appropriate mitigating measures that will be undertaken.

Yare Valley character area

Within the Yare Valley character area, as defined on the Policies Map, development will only be permitted where it would not damage the environmental quality, biodiversity or character of the area and where it is for:

a) agriculture or forestry purposes; or

b) facilities ancillary to outdoor sport and recreation or other uses appropriate to the purpose of this policy; or

c) the limited extension of or alteration to existing buildings.

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Supplementary text

6.1 Policy 1 of the JCS is concerned with protecting the wealth of natural environmental assets which Norwich benefits from and creating and enhancing habitat links to, from and within the city to surrounding open countryside and the Broads to benefit biodiversity and to help to address climate change.

6.2 The need for strong protection of nationally and internationally recognised environmental assets, landscapes, habitats and ecological networks is emphasised in Section 11 of the NPPF – Conserving and enhancing the natural environment. It requires local authorities to protect valued landscapes, minimise impacts on biodiversity and provide net gains in biodiversity where possible aiming to halt the overall decline in biodiversity which has occurred over recent years. Clear distinctions are recommended to be made in policy between the hierarchy of international, national, regional and locally designated sites. It also states that plans should identify and map components of local ecological networks, including: international, national and local sites of importance for biodiversity, wildlife corridors and areas identified by local partnerships for habitat restoration or re-creation.

6.3 Key ecological networks and sites are already identified through the evidence studies supporting the JCS. Policy DM6 follows the principles set out in national guidance and supplements Policy 1 of the JCS to ensure the protection, management and enhancement of the city's valued natural environmental assets.

6.4 The general principle of the policy is that sustainable development promoted through this plan should aim to ensure the protection, management and enhancement of all natural environmental assets and the more significant the asset, the greater the presumption in favour of its protection. It is expected that the majority of cases, priority habitats and species in Norwich will already have been identified on a site-specific basis and are protected through national and local designations. In cases where development is likely

to have a significant impact on priority habitats and species which are not identified in this way, appropriate provision must be made by the developer to compensate for any unavoidable loss of biodiversity on site. Mechanisms to ensure adequate compensation for such loss (biodiversity offsetting schemes) are being developed through the Greater Norwich Development Partnership.

6.5 A small section of the River Wensum Special Area of Conservation (SAC), to the north of Hellesdon Mill, as shown on the Policies Map, lies within the plan area. This stretch of the river is also a Site of Special Scientific Interest (SSSI). As an internationally protected site, the river is statutorily protected under the Habitats Regulations, so no policy is necessary in this plan. The River Wensum provides a green link through the city; however the navigable, tidal stretch of the Wensum south-east of New Mills is within the Broads Authority area.

6.6 There are an additional four SSSIs in Norwich. These are Eaton Chalk Pit, Catton Chalk Pit, St James' Hollow (Mousehold) and Sweet Briar Road Meadows. The sites are of particular value for their flora, fauna, geological or physical features. There is a strong presumption against development which adversely affects the special interest of these sites.

6.7 Eight sites have been designated as local nature reserves and 29 further areas have been designated as county wildlife sites. In addition a roadside nature reserve (RNR), has been designated in an area alongside Ipswich Road close to Danby Wood. Norwich also has over 200 acres of woodland in public ownership and an abundance of well-wooded areas, including areas of ancient woodland. The policy seeks to protect the environmental value of these sites. Consequently, any proposal that potentially affects this will need to be accompanied by an assessment of impact and any losses of biodiversity mitigated.

6.8 Sites may also be identified for their geological or geomorphological importance as County Geodiversity Sites (CGS), equivalent to the established County Wildlife Site designation. At present no sites in Norwich have CGS status, but should any be identified over the plan period they would be covered by this policy. Consequently they would be subject to the same requirements for impact assessment and appropriate mitigation as apply to sites of wildlife interest.

6.9 The Greater Norwich Green infrastructure delivery plan (GIDP) identifies five green infrastructure priority areas, two of which extend into Norwich. These are 'Norwich to the Broads' and 'Water City' (the rivers Yare and Wensum). Green Infrastructure refers to networks of protected sites, nature reserves, green spaces, waterways and green linkages. The approach to green infrastructure is set out within three policies within this plan. Policy DM3 addresses the issue of the safeguarding and enhancement of green infrastructure within development proposals, DM6 considers those elements

of the green infrastructure priority network which are also natural environmental assets and DM8 deals with the recreational and amenity considerations for open space, including allotments.

6.10 The green infrastructure priority areas are safeguarded for the most part either through national protection (sites of special scientific interest), through regional and local landscape designations of various types and through established policy protection of other areas of community open space which have recreational or amenity value. These green areas are indicated collectively on the Policies Map and may overlap.

6.11 The Yare Valley provides a green corridor to the south of Norwich, separating the city form suburbs and employment areas in South Norfolk and providing a green urban edge. However, there are parts of the Yare valley which are not covered by any national or local landscape designation and some areas which are partially developed. The Yare Valley character area has therefore been defined in recognition of the vulnerability of certain parts of the valley to potentially unsympathetic development which could otherwise compromise the character of this important natural environmental resource.

6.12 For the purpose of this policy the term 'limited extension or alteration' refers to development that is not significantly greater than allowed for under permitted development rights and which would not have a significantly detrimental impact on the character of the area. Although such proposals may not be harmful in isolation, it will be necessary to take account of any cumulative impacts resulting from previous extensions and additions on the same site.

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Alternative options

An alternative option would be to have no policy on environmental assets and green infrastructure. This would mean relying on national policies and legislation and the JCS. It is considered that this would not provide sufficient detail to protect national, regional and local environmental assets which are of great importance to Norwich. Having no policy would not satisfy the requirements of the NPPF for local criteria-based policies relating to the natural environment, nor would it implement the JCS's requirement for development plan documents to have detailed policies to enable implementation of green infrastructure.

A second option is to provide stronger protection for Norwich's environmental assets and to prohibit any form of development within national, regional and local sites or the Yare Valley character area. This approach would rule out all development, some of which may be
appropriate, necessary and acceptable within these areas, and would not comply with the NPPF's presumption in favour of sustainable development.

A third option is to have a single policy on the management of green infrastructure as opposed to its separate aspects being addressed by DM3, DM6 and DM8. This approach would have the benefit of consolidating all relevant issues together; however it might result in an over lengthy, complex and confusing policy.

References

- NPPF: CLG, 2012: Section 11 – Conserving and enhancing the natural environment: protecting and enhancing valued landscapes, geological conservation interests and soils, minimising impacts on biodiversity and geodiversity.
- ODPM Circular 06/2005: Biodiversity and geological conservation – statutory obligations and their impact within the planning system
- JCS policy 1: Addressing climate change and protecting environmental assets
- JCS policy 7: Supporting communities
- JCS policy 9: Strategy for growth in the Norwich policy area
- JCS policy 11: Norwich city centre
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- JCS policy 18: The Broads
- Greater Norwich Development Partnership Green Infrastructure Study (2008)
- Greater Norwich Development Partnership Green Infrastructure Delivery Plan (2009)
- Appropriate Assessment screening report for the Development Management Policies Plan.

Trees and development

Policy DM7
Trees and development

Trees and significant hedge and shrub masses should be retained as an integral part of the design of development except where their long-term survival would be compromised by their age or physical condition or there are exceptional and overriding benefits in accepting their loss.
Development requiring the loss of a protected tree or hedgerow (including preserved trees, protected hedgerows, trees in Conservation Areas, ancient trees, aged and veteran trees and trees classified as being of categories A or B in value), will only be permitted where:
a) the removal of a tree or hedgerow will enhance the survival or growth of other protected trees or hedgerows; or
b) it would allow for a substantially improved overall approach to the design and landscaping of the development that would outweigh the loss of any tree or hedgerow.
Where the loss of trees is accepted in these circumstances, developers will be required to provide at least equivalent replacement in terms of biomass. This should be provided on site unless the developer can show exceptional circumstances which would justify replacement provision elsewhere.

Development affecting trees and hedgerows
Where a proposed development retains existing trees and hedgerows on site, or where development occurs within a tree root protection area, provision must be made for their care and protection
throughout the duration of the development with mitigation measures being put in place to ensure that development works do not have a harmful impact on existing trees.

Street trees
Major development proposals that have a frontage onto a new or existing highway of more than ten metres will only be permitted where they provide for the planting and maintenance of street trees of appropriate species at intervals appropriate to the site, except where the site's location requires a clearly building-dominated design approach that would be prejudiced by the inclusion of street trees.

Supplementary text

7.1 Trees, hedges and shrubs add great beauty and sense of place and character to Norwich's landscape and are a defining feature within the city. There are around 750,000 trees in the city, growing in a wide variety of locations. Trees enhance the structure and layout of the city, provide important landmarks, complement the built environment by providing screening, perspective, focal points, privacy and seclusion and they define and separate open spaces. They also provide habitats for a range of wildlife and form a "carbon sink" helping to absorb and store and counteract the harmful effect of carbon dioxide emissions. This policy, relating to trees affected by development, will further the Council's aim to preserve the variety, number and quality of trees in Norwich and to ensure that development contributes to the maintenance or enhancement of the tree cover of the urban area.

7.2 For the purposes of this policy, *protected trees* include those protected by a tree preservation order, a tree within a conservation area, an ancient, aged or veteran tree or any other tree of category B or A as per BS 5837:2005 (as amended). The Woodland Trust and other sources state that there is no precise definition of an *ancient tree* but there are three guiding principles: 1) trees which are of interest biologically, aesthetically or culturally because of their age; 2) trees that are in the ancient stage of their life; 3) trees that are old relative to others of the same species. A commonly accepted technical definition of an ancient tree is "A tree that shows characteristics of having passed beyond its mature phase." Such characteristics might typically include a large girth, signs of crown retrenchment and hollowing of the stem.

7.3 The NPPF, similarly, defines an *aged or veteran tree* as "a tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally". *Ancient trees* are usually older than the majority of trees of the same species in the same geographic area, whilst a *veteran tree* is one with similar characteristics to an ancient tree, but not necessarily ancient in years.

7.4 Consistent with the NPPF's advice on protecting valued landscapes, the presumption of this policy is that existing viable trees, hedgerows and other shrub masses of value should be protected unless their loss is unavoidable. Where new development is proposed the preference will always be to incorporate trees and significant hedges and shrub masses into the development. Where the loss of any tree is unavoidable as part of a development, replacement provision is required and will be calculated in terms of replacement biomass rather than on a one to one basis. Where specific on or off site planting proposals are negotiated as part of the overall enhancement of a particular development site, the replacement, protection and maintenance of trees, shrubs and other natural features would normally be specified by condition or secured by a planning obligation, (either a section 106 agreement or unilateral undertaking). Larger scale enhancement of green infrastructure would be funded directly through the Community

Infrastructure Levy (see the discussion of the role of the Community Infrastructure Levy at page 295).

7.5 Where a proposed development retains existing trees on site, a satisfactory arboricultural impact assessment should be submitted in accordance with BS5837:2005 (as amended) and the Norwich city council validation checklist. This statement should analyse the potential impact on the retained trees. Where proposed development would have an impact on trees, particularly where it would impinge on root protection areas of trees both within and outside the development site, a site specific arboricultural method statement should be submitted. The statement should demonstrate mitigation measures are in place to ensure that development works do not harm the existing tree.

7.6 A supplementary planning document 'Trees And Development' has successfully supported the council's previous policies in relation to trees and has been commended as an example of best practice. The document will be reviewed and updated as necessary to support this policy, giving further detail on the recommended process to be followed to ensure appropriate protection and management of trees on development sites and to encourage the effective integration of existing and the provision of new trees within development schemes.

Alternative options

An alternative option would be to not have a policy on trees and development and to rely on national planning policy and circulars. This may result in the unnecessary loss of trees and significant hedge and shrub masses, the damage of trees during development and a lack of the provision of new trees as part of development proposals.

References

- NPPF: CLG, 2012, Section 11 – Conserving and enhancing the natural environment: Minimise impacts on biodiversity and geodiversity, resist loss of irreplaceable habitats including ancient/veteran trees
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- Town and Country Planning Act 1990: s197 (as amended): duty for planning permission to make appropriate provision for the protection of trees
- Natural Environment And Rural Communities Act 2006: s40, duty to conserve biodiversity
- The British Standards Institute Standards BS 5837:2005; Trees in relation to construction.

Planning effectively for open space and recreation

Policy DM8
Open space

Protection of existing open space
Development leading to the loss of open space (identified on the Policies Map) which is used primarily for sport or recreation will only be permitted where
a) the proposal would result in an overall qualitative or quantitative improvement to recreational facilities (either within the open space or on an alternative accessible site in the locality; and
b) the benefits to sport or recreation would outweigh the loss of that open space.

For the purposes of this policy "loss of open space which is used primarily for sport or recreation" is taken to include the loss of any recreational buildings ancillary to and directly associated with the open space and essential to its recreational function. Proposals involving the loss of any other recreational buildings in community use which are not associated with open space will be assessed in accordance with policy DM22 of this plan.

In addition, development leading to the loss of open space of whatever type (identified on the Policies Map), will only be permitted where:
a) the proposal would not cause significant harm to the amenity or biodiversity value of the open space; and
b) an assessment shows that the site is no longer required for or is demonstrably unsuitable for its original intended purpose; and
c) there is no viable or reasonably practicable means of restoring or re-using it for an alternative form of open space.

The development of allotments for other uses will not be permitted unless new provision of an equivalent size and an equal or higher standard is provided on an alternative accessible site in the locality.

Provision of new open space
All development involving the construction of new dwellings (or their provision through conversion or change of use) is required to contribute to the provision, enhancement and maintenance of local open space either by means of on-site provision or indirect contribution through the community infrastructure levy .

Proposals for development on sites not already identified in the Site Allocations Plan which

- involve the development of 100 dwellings and above; or
- are on sites of over two hectares in size

will be required to provide for informal publicly accessible recreational open space on site as an integral part of the overall design and landscaping of the development. The space provided should be of an appropriate form and character to allow for meaningful use and will be additional to the requirements for site landscaping and green infrastructure set out in policy DM3

In addition, on all sites which provide 100 child bed spaces or more, proposals should include the on-site provision of younger children's playspace (of at least 150 sq metres in size with a minimum of four different pieces of equipment) unless there is a play area of equivalent standard within 400 metres walking distance of the site. In these circumstances, developers will be expected to provide for the improvement, enhancement or reprovision of any such established play area or areas, such provision being commensurate with the level of new playspace demand likely to be generated from the development.

Proposals for new freestanding allotments will be permitted
where they contribute toward meeting identified local need and they are provided in an accessible site in the locality.

Proposals for new and enhanced local green spaces which are not already identified as open space on the Policies Map will be encouraged where:

a) they make a positive contribution to the visual amenity, biodiversity value or character of neighbourhoods and
b) their use as local green space would not conflict with site-specific proposals in the site allocations DPD or compromise the regeneration of a wider area.

Supplementary text

8.1 Norwich is generally well provided with open space with around 500 hectares of parks and open spaces. The city benefits from large natural areas such as Mousehold Heath and the river valleys, many fine parks such as Earlham Park, Eaton Park and Wensum Park, allotments and numerous areas of informal open space for residents to enjoy. Green open space in development is of vital importance in enhancing local amenity, helping to promote better health and well-being and fostering community cohesion, as well as providing essential green infrastructure, establishing habitats and networks of ecological and wildlife value and contributing greatly to the character and appearance of the city.

8.2 For the purpose of this policy, open space includes:

- Parks and gardens
- Natural and semi natural green space
- Green corridors
- Outdoor sports facilities and recreation grounds
- Indoor sports facilities where associated with an area for outdoor sport and recreation and essential to the function of that area
- Informal amenity open space
- Outdoor play provision for children and young people
- Allotments and community gardens

8.3 In practice, most open spaces serve more than one function. For example, an open space such as Eaton Park is important for sport, play, biodiversity, amenity and recreation.

8.4 An open space needs assessment, including an audit of the quality, quantity and accessibility of all open spaces in the city, was published in December 2007. This has been supplemented by a commissioned study on local requirements for indoor sport undertaken by Sport England in October 2011 using their standard facilities planning model. The needs assessment and sports hall study provide the most overall provision and distribution of open space and other community facilities within the city. Area profiles provide more detailed assessment of the adequacy of open space provision based on the defined areas. The Open Space, Sport and Recreation Topic Paper supporting this plan provides additional background and sets out the main conclusions of both studies.

8.5 Areas of open space identified as part of the study are shown on the Policies Map. The presumption of this policy is that the loss of designated open space which is in, or has the potential of being put to, beneficial and viable use will only be permitted if it can be shown that redevelopment would bring demonstrable and overriding benefits. Decisions will take account of the spatial planning objectives of the JCS, policy DM1 of this plan and the presumption in favour of sustainable development set out in the NPPF. Development which would adversely affect the character of historic parks and gardens will not be permitted in accordance with the NPPF and policy DM9 of this plan.

8.6 In relation to formal open space whose primary purpose is sport and recreation, any redevelopment should be capable of delivering overall sporting benefits. Where indoor sports facilities are not associated with a designated open space but are freestanding buildings, they are not generally indicated on the Policies Map and are assessed as community facilities subject to policy DM22.

8.7 In assessing proposals which involve the loss of recreational open space, the council will have regard to the adequacy and inclusivity of any replacement open space and/or built facilities offered as part of the proposal (i.e. to what extent the proposal offers opportunities for socially inclusive recreation available to all as opposed to more exclusive or specialist activities), the accessibility and quality of existing open space and recreational facilities on the proposal site and elsewhere in the locality and the overall sufficiency of open space and recreational provision in the area, taking account of up to date needs assessments for the type of open space or facility involved.

8.8 The requirement of policy DM8 for alternative provision on an "accessible site in the locality" will mean that such a site, where offered, should be a genuinely accessible and reasonable alternative to users who would be displaced from the proposal site and (to comply with the NPPF and policies DM1 and DM28 of this plan) should not result in an increase in the overall need to travel.

8.9 For neighbourhood facilities mainly serving the local community (including allotments) the council's expectation is that the maximum distance to such an alternative site should normally be no more than 400 metres, and should not involve crossing a major road. For larger open space and recreational facilities serving a city wide catchment, or a particular sector of sport, it may not be practicable to offer an alternative site in the immediate vicinity. In these circumstances the overall net benefits of any replacement package would need to be assessed and negotiated flexibly on a case by case basis.

8.10 Any proposal considered under this policy which involves the loss of school playing field land must take account of the provisions of Section 77 of the School Standards and Framework Act 1998 which requires the agreement of the Secretary of State before planning permission is sought for development or change of use. It is a requirement that any proceeds from the disposal of the school playing field must be used towards specific projects to improve or enhance sports or educational facilities.

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8.11 As well as protecting existing open space from inappropriate development, it is essential that the quality of that space can be improved and its accessibility enhanced so residents and visitors can continue to enjoy it. It is also important that new development proposals should exploit the potential for enhancement and extension of open space and green infrastructure to serve future residents and other users. To achieve this, all residential development will provide a contribution towards the provision, enhancement and maintenance of open space through the community infrastructure levy, as part of the standard obligations set out in policy DM33 of this plan. This may include the provision of informal open space within existing residential areas, contributions toward the provision of community allotments within new development and the enhancement of existing allotments where local need for such provision is identified.

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8.12 Although there may be relatively few instances where windfall sites of such size emerge over the plan period, the expectation of this policy is that provision for a dedicated area of formal open space will normally need to be made on site for schemes which provide more than 100 new dwellings or are more than two hectares in size, unless local circumstances or other material considerations indicate that a different approach is necessary.

8.13 The approach to be taken in individual cases would depend on the precise nature and location of the site and would need to take account of the availability and accessibility of recreational and other open space nearby, any identified shortages of particular types of open space in the area, the scope of the site to accommodate communal open space to serve a number of separate smaller development sites in the vicinity and the particular form and character of existing development in the surrounding area

8.14 Sites below this size thresholds given are unlikely to be able to accommodate areas of viable formal recreational open space which it is cost effective to adopt and maintain at public expense, although smaller areas of amenity open space and other hard and soft landscaped areas will be required in all development as an essential part of the scheme design in accordance with policy DM3. As an indicative guide, on-site open space provided in accordance with this policy in combination with incidental open space and landscaping required under policy DM3 should not generally be less than 20% of the total site area.

8.15 Until the arrangements for CIL charging are finalised and adopted, the precise mechanisms for levering funding to support the delivery of open space in individual cases cannot be specified in this plan. However where dedicated open space is required on larger sites and is considered to be the most appropriate way of providing it to serve local needs, the council will encourage flexible funding solutions making use of an appropriate proportion of pooled CIL contributions. In appropriate cases there may be scope for refunding a portion of CIL contributions for green infrastructure back to the developer to meet the direct costs of providing and maintaining an area of open space within the site. Alternatively contributions may be used to enhance and upgrade existing open space in the locality and provide for the enhancement of green links between areas of open space.

8.16 As part of overall enhancement of open space in Norwich, this plan supports proposals for the creation and designation of smaller local green spaces (for example, community gardens) as promoted by the NPPF.

8.17 The Open space needs assessment shows that within all four sectors of the city there is a shortfall of play provision. This plan cannot require any proposed housing development to provide playspace to address a pre-existing shortfall, since this would be contrary to national advice that planning obligations must relate directly to the development proposed. New housing schemes, including those where housing is provided as part of mixed

use development will however contribute to the additional need for children's playspace generated from its occupiers. Where appropriate, proposals may offer opportunities to consolidate or enhance existing play provision in the neighbourhood at the same time. All sites of 100 child bedspaces or more will make provision for younger children's equipped playspace as part of the development; however in cases where a well equipped children's play area already exists within 400 metres walking distance from the site an alternative may be to fund an upgrade to this existing play area in preference to creating a new one, or to relocate an existing nearby play area in a more accessible location within the new development, releasing the site for other uses.

8.18 For the purposes of this policy, a "child bedspace" means any bedroom additional to the first bedroom in a dwelling (up to a maximum of three child bedspaces), discounting any rooms designed specifically for elderly people. Thus the calculation is:

- a dwelling with two bedrooms provides one child bedspace;
- a dwelling with three bedrooms provides two child bedspaces;
- a dwelling with four or more bedrooms provides three child bedspaces

8.19 Further detail on the provision of open space and playspace and the funding and delivery mechanisms available to provide it is expected to be brought forward once the arrangements for CIL charging are finalised. This is likely to take the form of a supplementary planning document.

Alternative options

An alternative option would be not to provide detailed guidance on the protection and provision of open space. This would not achieve the aims of national policy to deliver new and enhanced open space to meet community needs in the NPPF.

A second option is to provide stronger protection and insist that all existing areas of open space are retained in perpetuity; however this may result in the persistence of areas of open space which are undersized, impractical, difficult to put to an effective recreational or other use and not cost effective to maintain at public expense. In these circumstances open space is more likely to become unsightly, neglected and disused. It would also reduce opportunities to improve local recreational facilities if these are offered by new development.

New open space and the enhancement of existing open space is expected to be delivered mainly through the community infrastructure levy and as such options are limited. The open space needs assessment which was carried out in 2007, set out that development is expected to provide 5.69 ha of open space per 1000 people. The study acknowledges that within city centre locations, it is unlikely that significant provision could be made on site because of lack of space available and as such financial contributions will be sought for off site facilities through a S106 agreement. As this study was carried out before the introduction of the community infrastructure levy this option has been discounted.

The only reasonable alternative approach for the provision of open space could be to require on site child play space and informal open space on smaller development than currently proposed within the policy, however, this may result in some developments becoming unviable and may result in pockets of open space which are not well used due to their size and location.

References

- NPPF: CLG, 2012, Section 8 – Promoting healthy communities: ensuring access to high quality open spaces and opportunities for sport and recreation that promote the health and well-being of communities, protect existing open space from development except where clear and overriding justification; provide for local green spaces.
- JCS policy 1: Addressing climate change and protecting environment
- JCS policy 7: Supporting communities
- JCS policy 11: Norwich city centre
- JCS policy 20: Implementation
- Norwich open space needs assessment, and individual area profiles; Leisure and the Environment, December 2007
- Sports hall provision in Norwich, 2011 profile report;
  Sport England, October 2011

- The Protection of School Playing Fields and Land for Academies, Department for Education, July 2007
- A Sporting Future for the Playing Fields of England, Sport England, 1997.
- Local investment plan and programme

Safeguarding Norwich's heritage

Policy DM9
The historic environment and heritage assets

All development must have regard to the historic environment and take account of the contribution heritage assets make to the character of an area and its sense of place (defined by reference to the national and local evidence base relating to heritage, including relevant detailed advice in conservation area appraisals.

Development shall maximise opportunities to preserve, enhance, or better reveal the significance of designated heritage assets and that of any other heritage assets subsequently identified through the development process. It will also promote recognition of the importance of the historic environment through heritage interpretation measures.

Where proposals which involve the unavoidable loss of any designated or locally identified heritage asset are accepted exceptionally under this policy, a legally binding commitment from the developer must be made to implement a viable scheme before any works affecting the asset are carried out.

Locally identified heritage assets
Where locally identified heritage assets are affected by development proposals, their significance should be retained within development wherever reasonably practicable. Development resulting in harm to or loss of significance of a locally identified asset will only be acceptable where:
a) there are demonstrable and overriding benefits associated with the development; and
b) it can be demonstrated that there would be no reasonably practicable or viable means of retaining the asset within a development.

Archaeology
In the defined areas of archaeological interest, development that will disturb remains below ground will only be permitted where it can be demonstrated through an assessment that:
a) there is little likelihood of remains being found and monitoring of works will take place during construction; or
b) remains which should be preserved in situ can be protected and preserved during construction and significant artefacts are displayed as part of the development; or
c) remains that would not justify preservation in situ will be removed and displayed in an appropriate location and context.

Other heritage assets
Consideration will be given to the protection of heritage assets which have not been previously identified or designated but which are subsequently identified through the process of decision making, or during development. Any such heritage assets,

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including artefacts, building elements or historical associations which would increase the significance of sites and/or adjoining or containing buildings, will be assessed for their potential local heritage significance before development proceeds.

Where heritage assets newly identified through this process are demonstrated by evidence and independent assessment to have more than local (i.e. national or international) significance, there will be a presumption in favour of their retention, protection and enhancement.

Where heritage assets newly identified through this process are demonstrated to have local significance, development proposals affecting them will be determined in accordance with the criteria for existing locally identified heritage assets as set out in this policy. Any assessment of local significance should be made in accordance with the criteria set out in Appendix 7 of this plan.

Historic environment record
Development proposals affecting designated and locally identified heritage assets will be expected to show that the significance of these assets has been adequately assessed and taken into account by reference to the Historic Environment Record and the relevant local evidence base.

Where a heritage asset is lost or its significance harmed the asset must be recorded and placed on the Historic Environment Record.

Supplementary text

9.1 Norwich has a history spanning more than a thousand years and therefore has a wealth of heritage assets. The government's objective in the NPPF is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. A heritage asset is defined in the Glossary to the NPPF as "a building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions." The definition goes on to state that "heritage assets are the valued components of the historic environment. They include designated heritage assets and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).

9.2 In this plan, heritage assets are taken to include both assets designated at the national level and those identified at the local level for their contribution to the historic environment of Norwich.

Nationally designated heritage assets

9.3 Heritage assets considered to be of national significance include Scheduled Ancient Monuments, Listed Buildings, registered parks and gardens and

Conservation Areas. These national designations give statutory protection to the asset. The principles to be followed in protecting and conserving such assets are set out in Section 12 of the NPPF: Conserving and enhancing the historic environment. This plan does not therefore have detailed policies covering nationally designated heritage assets, but acknowledges that there will be a presumption in favour of protection except where there is exceptional and overriding justification for loss of or harm to their significance. All opportunities to protect, conserve or better reveal the significance of nationally designated assets should be taken in new development.

9.4 Scheduled Ancient Monuments (SAMs) are protected by statutory powers under the Ancient Monuments and Archaeological Areas Act 1979. There is the presumption in favour of their protection, preservation and enhancement and any development that would be detrimental to these objectives should be refused. In Norwich there are 25 SAMs, mainly medieval structures in the city centre, including the cathedral gates, the castle and the city wall. It is also important that development in proximity to SAMs respects their importance and wherever possible allows for public access and interpretation.

9.5 There are around 1500 listed buildings in Norwich. A listed building is one that has been placed on the statutory list because of its special architectural or historic interest. The city council will continue to promote the repair, re-use and enhancement of the setting of listed buildings. Demolition will be resisted and development resulting in substantial harm to or the loss of listed buildings will only be permitted in exceptional circumstances.

9.6 Norwich has a number of important public parks and private open spaces of historic significance. The English Heritage National Register of Historic Parks and Gardens contains a list of registered parks and gardens.

9.7 There are 17 conservation areas within Norwich. Conservation area appraisals analyse and describe the character and appearance of each of the areas. These appraisals will be used alongside planning policies, detailed guidance and site-specific development briefs or policies to provide additional information for development proposals.

9.8 Information on the majority of nationally designated heritage assets can be found by consulting the Norfolk Historic Environment Record (HER) via www.heritagegateway.org.

Locally identified heritage assets

9.9 There are a number of historic assets already identified at the local level. The Norfolk Historic Environment Record can provide information on some of these locally identified assets and it is supplemented by a number of other information sources. Locally identified assets are being progressively added to the HER.

9.10 Locally identified heritage assets already recognised as contributing towards Norwich's distinctive character include the council's established local list of buildings within conservation areas, as well as certain parks and gardens and other open spaces which are of local heritage significance but are not afforded national protection. Norwich's local list has recently been expanded by the addition of locally significant heritage assets which fall within the outer ring road but are located outside conservation areas. This supplement to the local list, to be published in summer 2012, has been compiled and consulted on by the Norwich Society (the city's main local amenity society) with the close involvement and co-operation of the city council as local planning authority. The emerging Norwich Society list is included within Appendix 6 to this document. Following endorsement and adoption of the list by the city council, with any changes recommended to be necessary, these buildings will have the same status for the purposes of policy DM9 as those on the pre-existing local list. Norwich is cited as a best practice example of such joint working arrangements for local listing in English Heritage's *Good Practice Guide for Local Heritage Listing* (May 2012).

9.11 For all identified heritage assets, there should be a presumption in favour of their conservation and the more significant the asset, the greater the presumption in favour of its conservation should be. The loss of or harm to significance will only be acceptable if it can be demonstrated that there are overriding public benefits and it is not viable to retain the asset within the development.

9.12 The Area of Main Archaeological Interest is also locally identified and is defined on the Policies Map. It covers the former walled city and suburbs such as Heigham Street and Bracondale. This policy provides the basis for judging a development proposal according to the significance of any remains likely to be found on site. Any development within this area which may disturb remains below ground, should be subject to an archaeological assessment and agreement on a programme of works. The assessment of archaeological significance must be prepared in consultation with the Norfolk Historic Environment Service (which is part of Norfolk County Council) or another approved archaeological contractor.

Other heritage assets

9.13 Heritage assets also include currently undesignated or unidentified assets which may be identified during the process of decision making, or may be revealed in the course of development. These may include assets of established community value and assets which contribute towards giving areas their sense of place and neighbourhood feel.

9.14 As part of the planning application process, consideration should be given to whether a heritage asset whose significance is not recognised or appreciated currently but becomes apparent through the application process merits formal protection. Where, following assessment, such an asset is judged to

be worthy of protection, the principle to be followed is that any proposals resulting in harm to or loss of significance will be assessed according to the degree of significance the asset is agreed to possess, in the same way as would apply if it had already been recognised.

9.15 An independent assessment of heritage significance would normally be undertaken by English Heritage (or any equivalent successor body that becomes responsible for heritage asset protection during the currency of this plan). Where the significance of newly discovered assets is adjudged not to be so great as to merit national protection, there may be a case for some form of local recognition, typically by including the asset, or the building or structure in which it has been discovered or of which it forms part, on the council's local list. Assessments of local significance should use the criteria currently used to assess locally significant heritage assets and take account of the views of the community, local and national heritage bodies and conservation and design professionals in reaching a balanced judgement on the significance of the asset.

Heritage interpretation

9.16 The city council attaches considerable importance to the need for people to be able to understand and interpret the heritage of Norwich. The council will continue to negotiate for the provision of heritage interpretation within new development schemes where they will have community value. This will be secured either through direct provision on site or by means of an agreed financial contribution to providing or enhancing interpretive measures elsewhere in the vicinity. There is considerable potential to provide heritage interpretation in imaginative and creative ways with the scale and location of such provision depending upon the size of the scheme proposed and the significance of the asset affected.

The Historic Environment Record

9.17 Heritage impact assessments are required for all applications which affect heritage assets, their content and scope being set out in the city council's local validation checklist. The Historic Environment Record should be regarded as an essential source of information for prospective developers to use in understanding and appreciating the value of assets affected by development proposals and in compiling this impact assessment. Developers are, consequently, advised to consult the local Historic Environment Record at an early stage in the application process and to show how it has been used in evolving proposals. Where proposals significance of a heritage asset is either harmed or lost, the applicant is responsible for ensuring that the asset is recorded and placed on the Historic Environment Record. Where the loss of significance concerns its community or cultural value, elements of that significance should be either preserved on site through appropriate interpretation, or financial contribution must be provided, to allow that significance to be reinstated elsewhere in the vicinity. Further detail on

heritage interpretation will be set out in a Supplementary Planning Document.

Alternative options

The alternative option is to have no policy on locally identified and non identified heritage assets and to rely on the NPPF, national guidance and the JCS. This would not reflect the local
distinctiveness of Norwich's history and would not provide enough detail to supplement national and local strategic policies. This approach may result in the significance of many of Norwich's heritage assets being lost or harmed.

References

- NPPF, CLG 2012: Section 12, Conserving and enhancing the historic environment
- JCS policy 1: Addressing climate change and protecting environmental assets
- JCS policy 11: Norwich city centre
- Greater Norwich historic characterisation and sensitivity assessment (2009)
- Conservation area appraisals, various.
- Ancient Monuments and Archaeological Areas Act 1979
- Norfolk Historic Environment Record (HER).
- English Heritage: Good practice guide to local heritage listing, 2012.

Supporting the delivery of communications infrastructure

Policy DM10
Communications Infrastructure

Proposals for the provision, upgrading and enhancement of wireless and fixed data transfer and telecommunications networks and their associated infrastructure that requires planning permission will be encouraged and accepted where:

a) there is no unacceptable impact on the character and appearance of the area, on residential amenity or on the safe and satisfactory functioning of highways;

b) the proposal can be accommodated as a shared facility with existing infrastructure unless it can be demonstrated that this would result in unacceptable visual or environmental impacts which would outweigh the advantages of sharing;

c) it can be demonstrated that there will be no significant and irremediable interference with electrical equipment, air traffic services or instrumentation operated in the national interest; and

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d) all reasonably practicable steps are taken to minimise adverse visual impact; and

e) the proposal is certified to be in conformity with the latest national guidelines on radiation protection. This will include consideration of both individual and cumulative effects of the apparatus having regard to any other significant electromagnetic field generators in the locality.

In addition, in cases where such proposals affect:

a) designated or locally identified heritage assets; or

b) nationally protected Sites of Special Scientific interest (SSSI), regional and local sites, the Yare Valley Character Area and areas of open space (as shown on the Policies Map)

development will be accepted where the proposed facility is designed and sited to be as unobtrusive as reasonably practicable in relation to the protected area, or other mitigating benefits can be demonstrated which outweigh the impact of the proposal.

New development affecting existing telecommunications infrastructure

Where the scale form and massing of the new development is shown, on the basis of sound technical evidence, to be likely to cause an unavoidable interference with existing broadcast and telecommunications services in the vicinity, the city council will seek opportunities (in negotiations with the developer and the relevant telecommunications operator) to mitigate such impact through appropriate design modifications and all suitable measures for resiting, reprovision or enhancement of any relevant communications infrastructure within the new development.

Supplementary text

10.1 Section 5 of the NPPF: "Supporting high quality communications infrastructure" requires local plans to support the expansion of electronic communications networks including telecommunications and high speed broadband.

10.2 Communications infrastructure which is up-to-date and fit for purpose is essential to meet the changing needs of business and individual users. It will be needed to support the planned economic growth and employment development in the greater Norwich area and (as online social networking becomes an accepted facet of everyday life) will also play an increasingly important role in supporting communities and fostering community cohesion. Accordingly, this policy applies to all forms of communications infrastructure, including public and private fixed and wireless broadband networks for the high speed transmission of data, telecommunications masts and other apparatus for mobile phone operators, public CCTV and webcams, installations required by the broadcast media and communications technology needed to serve particular business sectors such as private security, healthcare, defence and civil aviation.

10.3 In assessing applications for all forms of communications infrastructure, the city council will work with prospective developers and operators to identify the most efficient, practicable and environmentally acceptable solutions for the location(s) in which the infrastructure is proposed, taking account of the standing advice to encourage and facilitate the development of such networks in the NPPF

10.4 Whilst seeking to encourage the appropriate expansion of these networks, the policy also aims to manage the siting, design and appearance of telecommunications installations and other communications infrastructure so far as is practicable to ensure the protection of Norwich's natural environmental and heritage assets.

10.5 In many cases such equipment will not require planning permission: nevertheless where new or upgraded infrastructure is proposed on a large scale (e.g. high-speed broadband) the potential impacts on the local environment will need to be considered. The city council encourages early engagement with operators where new network infrastructure is proposed in order to identify and discuss any particular issues with the design or siting of new equipment and to reach mutually agreeable solutions. Operators will be encouraged to develop innovative solutions in terms of design, structure, materials and colouring to ensure that these issues are appropriately addressed and the impact of installations minimised .

10.6 In the case of telecommunications installations, the preference will be to accommodate new apparatus on existing masts and/or within existing telecommunication infrastructure to keep the environmental impact to a

minimum, except where the proliferation of installations in a single location will result in impacts from visual clutter which outweigh the advantages of sharing.

10.7 It is the government's view that the planning system is not the place to determine health safeguards in relation to telecommunications development. It remains central government's responsibility to determine what measures are necessary to protect public health. The city council will nevertheless seek assurances that all new development is in accordance with up-to-date national emission guidelines through the appropriate certification procedures when proposals are submitted.

10.8 Although larger scale telecommunications development requires planning permission, there are many aspects which do not, as they are permitted by virtue of the General Permitted Development Order (GPDO). Where it is the intention to install equipment under permitted development rights that is subject to the prior approval procedure, consideration must be given to the siting and appearance of development in accordance with the requirements of the GPDO and the relevant safeguards imposed by the operator licensing regime. The GPDO also requires operators to remove any telecommunications equipment when it is redundant.

10.9 Section 5 of the NPPF: Supporting high quality communications infrastructure advises local planning authorities to ensure they have evidence to demonstrate that communications infrastructure will not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest; and that they have considered the possibility of the construction of new buildings or other structures interfering with broadcast and telecommunications services.

10.10 The council recognises that a fully informed judgement on this issue may require a detailed technical knowledge of the location, specifications and capacities of individual pieces of network infrastructure which officers assessing planning applications may not necessarily possess. Furthermore the council may not be in a position to routinely consult every operator who might be potentially affected by new installations or other development but would endeavour to take into account the interests of those operators within the planning process so far as is practicable.

10.11 The council will therefore encourage the operators of communications infrastructure to keep abreast of new development proposals through the normal process of application publicity and engagement in plan-making as set out in the Statement of community involvement. Any issues of concern with the design or siting of new development can therefore be raised and discussed and these issues addressed at an early stage in the application process.

10.12 If there is conclusive evidence that a particular development proposal would impact on the efficient operation of existing broadcast and telecommunications services the council will endeavour to negotiate design solutions which will help to mitigate any identified impacts on a case by case basis, although the likelihood of some impact will not necessarily be a reason to block development which delivers clear benefits for the city and is otherwise in accordance with the policies and overarching sustainable development objectives of this plan.

Alternative options

An alternative option is to have no policy on communications infrastructure and to rely on national policy and guidance and other policies within this plan. This would be contrary the provisions of the NPPF which makes clear that local plans should include proper consideration of communications infrastructure issues. The absence of a detailed policy may result in the development of communications infrastructure having an unacceptable impact on the character and appearance of an area, residential amenity or highway safety.

A second alternative is to have a more restrictive policy. This approach may not allow enough flexibility for the efficient development of the network and the demands imposed by the technology and would run counter to the advice in the NPPF for policies which help to support the delivery of high quality communications infrastructure.

References

- NPPF: CLG, 2012: Section 5: Supporting high quality communications infrastructure
- JCS Policy 6: access and transportation: provision of IT infrastructure and fast broadband.
- The Town and Country Planning (General Permitted Development) Order 1995 (as amended): Schedule 2 Part 24: development by telecommunications code system operators.

Protecting against environmental hazards

Policy DM11
Environmental hazards

Health and Safety Executive areas
Development within the specified distances from the sites identified as notifiable installations or the development of new notifiable installations must take account of any risks involved and the need for appropriate separation between hazardous installations and incompatible uses.

Subsidence
In locations where the best available evidence shows that the viability of development could be affected by:

a) serious and exceptional risk of subsidence, and/or
b) serious and exceptional risk of ground instability or potentially unstable land on or adjoining the site

developers will be required, as part of any viability assessment necessary under policy DM33, to show that they have investigated and taken account of such risk by identifying appropriate design elements, exceptional engineering works or other mitigation measures which are necessary to satisfactorily address that risk and enable a viable development to proceed..

Contamination
Permission for development or change of use within locations where it is known or suspected that land is contaminated or within 250m of a former landfill site (as shown on the Policies Map) will only be granted where
a) it can be demonstrated by site investigations that there is no evidence of contamination which is likely to prevent the grant of planning permission; or
b) where evidence of contamination exists, provision is made for any site remediation measures necessary to deal appropriately with that contamination before commencement.

Air and Water Quality
In areas where an Air Quality Management Area (AQMA) has been declared (under the Environment Act, 1995), development which is likely to have an impact on air quality will be required to take particular account of the air quality action plan for that area. Where the action plan identifies poor or deteriorating air quality as an

issue in localised areas within the AQMA, development will be required to incorporate measures which will mitigate against the effects of existing or potential further deterioration in local air quality through design, density, disposition of uses or travel demand management as appropriate, on a case-by-case basis.

Development proposals falling within designated groundwater source protection zones or affecting a principal aquifer (as defined by the Environment Agency) are required to demonstrate that appropriate measures have been incorporated to minimise any risk of pollution to the water source. Any development which has the potential to pollute should demonstrate that pollution mitigation measures, protective of the water environment, have been incorporated into the development. Additional regard should be had where a site falls within a Source Protection Zone (in particular zone 1), on a Principal Aquifer or adjacent to a watercourse.

Noise

To help reduce the impact of noise, appropriate and proportionate mitigating measures will be required and appropriate limiting conditions will be attached to permissions for development which, on the best available evidence, is likely to:

a) give rise to sources of environmental noise, neighbour noise, or neighbourhood noise which will have some adverse impact on the health, wellbeing and quality of life of existing adjoining and nearby occupiers, or

b) result in some adverse impact on the health, wellbeing and quality of life of future occupiers of the proposed development by increasing their potential exposure to existing sources of noise in the vicinity.

In determining individual proposals for noise-generating uses or uses which may increase noise exposure, account will be taken of the operational needs of business, the character and function of the area, the levels of neighbourhood noise which might be reasonably expected in the daytime, evening and late at night, the disposition of uses and activities in the vicinity in relation to residential occupation, and the reasonable expectation of residents for a high standard of amenity and outlook and a period of quiet enjoyment for at least part of the day.

Permission may be refused exceptionally in cases where the exposure of adjoining occupiers to noise from the proposed development could not be reduced through planning conditions or other mitigating measures below the significant observed adverse effect level (SOAEL) which is assessed as appropriate for that location.

Supplementary text

11.1 In accordance with the provisions of the NPPF, local authorities must ensure that sites are suitable for development taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation.

Health and Safety Executive areas

11.2 Sites and installations which have quantities of hazardous substances present on site are designated as notifiable installations by the Health and Safety Executive.

11.3 The following sites are currently identified as notifiable installations as they pose specific issues of safety and possible harm to human health in adjoining areas:

- Calor Gas, Livestock Market site
- Briar Chemicals Ltd.
- Heigham Waterworks
- Gas Holders – Bishop Bridge Road and Cremorne Lane

Deleted: Bayer Cropscience

11.4 The specified distances are identified on the map in appendix 2. The distances and notifiable installations are subject to change over time. Where changes occur, the revised map will be made available on Norwich City Council's website.

11.5 It is considered prudent to control the kinds of development which are permitted in the vicinity of such installations and the Council will consult the Health and Safety Executive on planning applications within the specified distances of these installations. In determining whether or not to grant permission for a development within the consultation distances, the risks to the proposed development and the nature of that development will be taken into account.

11.6 The siting of new notifiable installations will be managed with the aim of keeping the installations separate from housing and other sensitive land uses with which the installations would be incompatible. The Council will consult the Health and Safety Executive and the Environment Agency about the siting of proposals for new notifiable installations.

Subsidence

11.7 In Norwich numerous examples of subsidence have been recorded historically due to ground instability. These conditions affect particular parts of the city, due both to the vulnerability of the underlying chalk geology to solution cavities and to historic shallow chalk and flint workings within it. Former landfill sites are also of concern and are an indirect hazard associated with ground movement.

11.8 Proposals for development in affected areas will generally need to take relevant technical advice on the most effective means of overcoming any potential problems. Advances in building construction techniques mean that development on unstable ground may be capable of being addressed satisfactorily by suitable foundation technologies. These measures can be required in the great majority of cases through the building control process. Only where there are exceptionally high risks of subsidence which objective technical evidence shows cannot be resolved by suitable mitigation measures should development not go ahead. The aim should not be to prevent the development of such land altogether, though in some extreme cases that may be the appropriate response. Rather it is to ensure that development is suitable and that the physical constraints on the land are taken into account at all stages of the planning process.

11.9 It is the responsibility of the developer to determine whether land is suitable for a particular purpose, and to factor in costs associated with subsidence or land instability as part of the overall assessment of scheme viability. Developers will not normally need to submit detailed technical information with a planning application on the degree of subsidence risk or land instability associated with a site or the engineering works necessary to address it to enable an informed assessment to be made on the planning merits of the scheme. However, in cases where instability is known or suspected to pose serious risks, there may be particular cost implications for the viability of development which need to be taken account of in negotiations relating to planning obligations under policy DM33.

11.10 Should an independent viability assessment be necessary to resolve this issue, sufficient information should then be submitted to enable an informed judgement to be made on the construction cost implications of any measures to address subsidence risk and/or ground instability and their impact on overall development viability. .

11.11 Partial mapped information on the incidence of chalk workings which are likely to impact on ground conditions is held by the city council's retained property advisors and areas of known risk can thus be identified during the application validation process. However, the lack of comprehensive information on the extent of these workings makes it impractical to indicate precise areas of elevated risk on a map or to identify them by other means within the plan. Where such areas of risk are known to exist which may have a significant potential impact on development costs, case officers will discuss

the issue at an early stage with applicants and will attach an informative to decisions on relevant planning applications advising of the risk.

11.12 Additional to the specific risk from chalk workings, it is known that the underlying geology of Norwich can cause a small degree of risk to foundations throughout the city, mainly resulting from undermining from water leakage. The existence of such workings does not imply that development is inappropriate or undesirable. Rather, the highlighting of this issue within the policy is intended to indicate to prospective developers that there may be some degree of risk, and that appropriate design elements, engineering works or other mitigation measures may be necessary to enable viable development to proceed.

Contamination

11.13 The council supports the use of the planning system to bring areas of contaminated land back into use; however the authority must satisfy itself that the potential for contamination and any risks arising are properly assessed. Affected development must incorporate remediation and management measures. These must deal with risks of water pollution, contamination from site works and with health risks for end users.

11.14 Where a site is affected by contamination or land stability issues, the responsibility for securing a safe development rests with the developer and/or landowner (NPPF, para 120). Accordingly, the developer should be able to demonstrate that an appropriate site investigation has been undertaken which shows no evidence of contamination on the site likely to affect the grant of a planning permission. The report should be submitted with a planning application and the Council will consult the Environment Agency and take account of environmental health officer advice in assessing such reports. Local technical guidance is available (prepared by the Norfolk Environmental Protection Group for adoption by individual districts) setting out the requirements for the content and scope of such reports.

11.15 If contamination is shown the developer must also demonstrate that a method of treatment necessary to deal with any hazards found has been agreed or conditions requiring such measures to be implemented can be attached. Such measures must ensure that water resources and other environmental resources are not adversely affected, further migration of gases and substances is prevented, and that appropriate remediation takes place on-site to secure a safe development that is suitable for its proposed use.

Air and water quality

11.16 Any consideration of the quality of air and potential impacts arising from development is capable of being a material planning consideration. In considering proposals the council must take appropriate account of the risks from pollution, and how these can be managed or reduced. Planning and pollution controls are separate but complementary. The planning system

plays an important role in determining the location of development which may either give rise to, or be exposed to potential risks from, pollution. Development which may give rise to airborne emissions of harmful substances will be required to assess their possible direct and indirect impacts on health, the natural environment and general amenity. Appropriate mitigation measures should be identified. Particular consideration should be given to pollution issues for development proposals in and around Air Quality Management Areas (AQMAs).

11.17 Particular areas of central Norwich: the Castle area, Grapes Hill, St Augustines Street and Riverside Road have experienced levels of nitrogen dioxide higher then the annual air quality objective, as a result of vehicle congestion on these heavily trafficked sections of the road network. These were formerly designated as individual Air Quality Management Areas (AQMAs). More recent monitoring of air quality has shown levels of nitrogen dioxide higher than the annual objective at additional "hot spots" – part of King Street around its junction with Carrow Road and at Bull Close Road. At Grapes Hill traffic management measures appear to have led to an improvement in air quality on a sustained basis, whilst the introduction of a low emission zone in Castle Meadow has produced encouraging results albeit that limit values are yet to be met on a sustained basis. The recent implementation of a gyratory system in the north of the city centre which diverts inbound traffic away from St. Augustines Street appears to be delivering results in terms of reduced pollution levels in this area.

11.18 The air quality issues identified at Bull Close Road and King Street would justify the formal declaration of additional AQMAs for these areas. However in view of the costs and the procedural and legal complexity of declaring multiple smaller AQMAs, the council has now declared a single AQMA for a larger area of the city centre, in which localised air quality "hot spots" can be identified and addressed. This approach enables a greater range of transport interventions to be used in tackling air quality: such as those which are not geographically specific for example parking controls. The declaration of a wider AQMA does not imply that air quality issues are of equal severity across the entire area, merely that developers should take account of these issues where the air quality action plan identifies them.

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11.19 In considering development proposals likely to have implications for air quality, development management officers will take account of any site-specific advice from the council's environmental protection officers on appropriate mitigation measures. Technical guidance for developers on the available means to address air quality issues is available on a county-wide basis in support of this policy.

11.20 It is important that new development which may give rise to a potential adverse impact on either air or water quality is responsibly managed to reduce and mitigate that risk. Since the impacts of environmental pollution are addressed mainly through other legislation and pollution control

permitting regimes, the planning decision-making process informed by this plan must focus on the suitability and the impact of the development or use itself (NPPF, para 122) and not seek to revisit issues already satisfactorily dealt with through other pollution control mechanisms.

11.21 Developers must be mindful that the pollution of ground water and/or surface water is an offence under the Environmental Permitting Regulations (England and Wales) 2010, Also, the Water Framework Directive requires there to be no deterioration in water status and for good status to be achieved in the long term. The proximity of the Norfolk and Suffolk Broads and other valued habitats within and in close proximity to the city makes it particularly important that developers give consideration to both these issues in formulating development proposals.

Deleted: Water Resources Act 1991

11.22 The whole of Norwich (with the exception of a sector between the Newmarket and Ipswich Roads south of the outer ring road) falls within one of the designated Ground Water Source Protection Zones SPZ1, 2 and 3 and the majority of the city overlies principal or secondary aquifers defined by the Environment Agency. As these zones are likely to be redefined from time to time on the basis of up-to-date technical modelling, they are not shown in this plan or on the Policies Map, but can be consulted on the Environment Agency website. The council will take into account any relevant advice from the council's environmental health officers and the Environment Agency in assessing proposals likely to have a significant impact on air or water quality. Source Protection Zone 1 is particularly vulnerable to contamination, therefore a risk assessment will be required before anything other than clean roof water is discharged to ground in those areas.

Noise

11.23 The NPPF in Section 11: Conserving and enhancing the natural environment requires planning policies and decisions to avoid noise from giving rise to significant adverse impacts on health and the quality of life as the result of new development, and to mitigate and reduce to a minimum other adverse impacts on health and quality of life. This means both that development likely to give rise to noise should not itself give rise to unacceptable levels of noise pollution, and that other development, particularly residential development, should be planned and located so as not to expose residents or occupiers to excessive noise levels from existing uses and activities.

11.24 This part of the policy should be read alongside other relevant policies of the plan seeking to manage particular forms of development (in particular late night activities subject to policy DM23 and hot food takeaways subject to policy DM24). It seeks to apply a precautionary principle, recognising that it will be necessary in certain circumstances to limit the impacts of noise-generating uses in the interests of amenity, albeit not to the extent where it would impact unreasonably on the operating conditions of business (see policy DM2). The acceptability and the precise impact of noise will vary according to where the proposed development is located, but the

expectation is that in the city centre the intensity of commercial uses and activities, particularly those relating to the evening and late night economy, will typically generate higher levels of neighbourhood noise than would characterise a quiet suburban area, and that some noise in these areas is inevitable. Accordingly, relative noise sensitivity and the level at which noise becomes significantly harmful to health and quality of life (the "significant observed adverse effect level" or SOAEL) will vary from place to place, and this will have a bearing on the scope and nature of any conditions or mitigating measures required.

11.25 In framing conditions necessary to manage and mitigate the impact of noise either by means of insulation, limits on amplified sound or mechanical noise or the restriction of hours of operation, account will be taken of the relevant technical advice from environmental health officers on what is appropriate in individual cases. Such conditions will be proportionate and reasonable to the circumstances of the case.

Alternative options

An alternative option is to not have a policy on the management of environmental hazards and to rely on national advice. It is considered that the policy is required to supplement national policy as it sets criteria to ensure that the potential for ground contamination, air and water quality and noise, and any risks arising are properly assessed where it is appropriate to undertake that assessment through the planning process and that development, where necessary, incorporates measures to deal with risks.

There are no reasonable alternatives with regard to Health and Safety Executive Areas and subsidence as national policies and the JCS do not provide sufficient guidance on these important issues.

References

- NPPF: CLG, 2012: Section 11: Conserving and enhancing the natural environment: Preventing unacceptable risks from pollution and land instability, considerations for planning policies and decisions relating to the impact of noise on and from existing and proposed development.
- Land Contamination Reports – advice for consultants and developers; Norfolk Environmental Protection Group - Contaminated Land Officers Group - May 2009
- Planning and Pollution in Norfolk, March 2012
- Technical Guidance: Development on Land Affected by Contamination, Norfolk Environmental Protection Group
- Technical Guidance: Air Quality and Land use Planning, Norfolk Environmental Protection Group
- Noise Policy Statement for England (NPSE): DEFRA, March 2010.

Ensuring well-planned housing development

Policy DM12
Principles for all residential development

Residential development whether by new build or conversion will be permitted except where it:

- is on land specifically designated for non-residential purposes in this plan or the Site allocations plan;
- it is within a specified distance from a notifiable hazardous installation defined under policy DM11 and there is an unresolved objection from the Health and Safety Executive;
- is within or immediately adjacent to the Late Night Activity Zone (Policy DM23 will apply);
- involves the conversion or change of use of high quality office space for which an objectively assessed long term need is demonstrated (Policy DM19 will apply); or,
- involves the conversion of non-residential floorspace at ground floor level within the primary or secondary retail area or a district or local centre (Policies DM20 or DM21 will apply).

Development proposals will be expected to maximise opportunities for the conversion and re-use of existing residential and commercial premises for housing where this is achievable and practicable. Subject to the exception criteria above, such proposals will be strongly supported where premises are underused or long-term vacant.

All residential development should comply with the following criteria in addition to the requirements of other policies:

a) Proposals for development should not compromise the delivery of wider regeneration proposals and should be consistent with the overall spatial planning objectives for sustainable development set out in the JCS and policy DM1 of this plan;
b) Proposals should have no detrimental impacts upon the character and amenity of the surrounding area (including open space and designated and locally identified natural environmental and heritage assets) which cannot be resolved by the imposition of conditions;
c) Proposals should contribute to achieving a diverse mix of uses within the locality, taking account of individual site proposals in the Site Allocations Plan, other relevant development plan documents and neighbourhood plans and having regard to the overall housing delivery targets set out in the JCS. A mix of uses including housing will be encouraged and accepted on individual development sites where this is achievable and practicable;
d) Proposals should provide for a mix of dwellings, in terms of size, type and tenure including (where the size and configuration of the site makes this practicable and

feasible) a proportion of family housing and flats to meet the needs of the community. The mix will be based on the findings of the Housing Needs Assessment or subsequent assessments;
e) Proposals should achieve a density in keeping with the existing character and function of the area, taking account of the significance of heritage assets where relevant and the proximity to local services, and/or public transport routes. At least 40 dwellings (net density) per hectare should be achieved unless this would have a harmful impact on character and local distinctiveness of the area or there are other exceptional circumstances which justify a lower density. In the city centre, within and adjoining district and local centres and in other locations of high accessibility higher densities will be accepted taking account of identified housing needs and the need to protect character, local distinctiveness and heritage significance; and
f) For all proposals involving the construction of 10 or more dwellings, at least 10% of those dwellings will be built to Lifetime Homes standard (or equivalent).

Supplementary text

12.1 The NPPF, in Section 6: Delivering a wide choice of high quality homes emphasises the critical importance of planning effectively for housing delivery and (in particular) significantly boosting the housing supply. The JCS sets the overall housebuilding levels needed to achieve the ambitious housing growth required in the greater Norwich area to 2026. For the city of Norwich the new dwelling requirement over this period (calculated from a base date of April 2008) is 8,592 dwellings. Over and above existing commitments – that is, sites that already have planning permission for housing development and land already earmarked for housing in other adopted plans - there is a need for additional housing sites to be identified in Norwich sufficient for 3,000 extra homes over the plan period. The Site Allocations Plan provides for this level of allocation by identifying specific sites for housing development as well as mixed use development proposals with an element of housing. The Housing Topic Paper provides further detail on the background to housing provision in Norwich generally as well as describing the national policy context for housing delivery as set out in the NPPF. JCS policy 4 sets out the broad policy requirements for the quantity and mix of housing in greater Norwich, including affordable housing, housing with care and specific provision for Gypsies and Travellers (see policy DM14 of this plan).

12.2 In order to deliver the challenging housing requirement set out in the JCS, it is not considered appropriate to phase the release of housing sites.

12.3 The purpose of policy DM12 is to set out the key development principles which should apply to all proposals for new housing in Norwich irrespective of whether these come forward on land which is already earmarked for housing or not. Since Norwich is a predominantly urban area with relatively few large areas of undeveloped land suitable for housebuilding, a significant proportion of new housing in the past has been delivered on small sites and

other land which has not previously been identified for development. These are known as windfall sites. It is anticipated that this trend will continue and further windfall sites will come forward which are not already accounted for in the Site Allocations Plan and other plans, helping to augment the overall housing supply in the city.

12.4 The historic contribution of windfall sites in Norwich as a continuous and reliable source of supply shows that windfall sites may legitimately be included as part of the city's five-year housing land supply calculation (see NPPF paragraph 48). The Housing topic paper contains more discussion on this issue.

12.5 This policy supplements the general design criteria of policy DM3. It applies to all forms of housing development, including both market and affordable housing, dwelling houses, flats, houses in multiple occupation (HMOs), residential institutions and communal co-operative housing schemes run by and on behalf of their residents, known as co-housing.

12.6 As an urban area at the heart of the sub-region, Norwich is the most sustainable location for housing growth. Residential development will thus be broadly acceptable across the city, except where land or premises are clearly designated and intended for alternative uses or development would prejudice wider regeneration objectives. The NPPF emphasises the valuable contribution that the re-use of empty housing and other buildings for residential purposes can make, requiring local authorities to "normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing … provided that there are not strong economic reasons why such development would be inappropriate" (Paragraph 51).

12.7 The city council acknowledges that in the majority of cases beneficial residential conversion of existing housing and commercial buildings can be encouraged and supported and will normally look favourably on such proposals. However, it is also recognised that the specific economic objectives of this plan and the JCS may be compromised by the indiscriminate acceptance of housing in certain locations. For example, the Joint Core Strategy includes a requirement (justified by objective evidence) to protect employment land for its designated purpose and to accommodate substantial office based business growth focused within and close to the city centre (Policies 5, 11). Consequently this plan must seek to provide for that essential growth by facilitating the development of major new grade A floorspace in the city centre and resisting the loss of existing high quality office accommodation where it is suitable can help to meet identified requirements (Policy DM19).

12.8 Similarly, to implement the JCS and support the objectives of the NPPF in relation to the vitality of town centres and healthy communities, policies

DM20 and DM21 seek to manage the use of ground floors in the primary shopping area and in local and district centres to protect their retail, commercial and community functions, in particular to sustain the vitality of a strong, vibrant and diverse primary shopping area which has exhibited generally low levels of vacancy at a time when many other centres are in decline. The city council can at present see no compelling justification for accepting residential use at ground floor level in primary retail frontages (which are demonstrably successful and vibrant parts of the central shopping area), but will encourage and support residential use in secondary areas in appropriate cases, consistent with the need to retain a diversity of specialist and independent shopping and supporting uses, promote the evening economy, or (as with Elm Hill) to maintain their particular character and distinctiveness for visitors.

12.9 As well as the economic reasons cited above it is also important that any housing provided through conversion and reuse should be of an appropriate standard and should not result in unacceptable impacts on the amenity and living conditions of future residents (NPPF: Core Planning Principles, para 17 and policy DM2 and DM11 of this plan). To this end, policy DM23 seeks to safeguard existing residents from, and prevent the exposure of potential new residents to, the impacts of noise and disturbance within and adjacent to the Late Night Activity Zone.

12.10 As part of a sustainable approach to using land, mixed use developments will be promoted where practicable. Housing can make a valuable contribution to mixed use schemes. The Council will positively encourage the conversion of vacant buildings, or parts of buildings, to housing. Within the city centre and district and local centres, particular encouragement is given to conversion of space above shops and other commercial premises where this would not give rise to unacceptable impacts on living conditions.

12.11 Major schemes (10 or more dwellings) will normally be expected to include a mixture of types and sizes of dwellings unless the size and configuration of the site makes this impractical. It is important that schemes which have the scope to do so can include a proportion of family homes, as well as provision for single and two person households. Local housing needs are informed by local housing market assessments, which include examination of the nature of current and future households, the type of demand for housing which will result, and the particular accommodation needs of different groups. For Norwich, the Housing Needs Assessment carried out in 2006 provides the most up-to-date information. A review of the assessment is underway, due for completion in mid 2013... Such assessments have traditionally been confined to the accommodation needs of those requiring affordable housing and other forms of social housing, but in order to address the full range of housing need this policy will also need to take account of the relevant market signals and trends in the private sector.

12.12 The findings of the 2006 housing needs assessment demonstrate a pressing need for affordable housing in the city. Policy 4 of the JCS requires a proportion of affordable housing on all sites of five or more dwellings in accordance with the most up-to-date needs assessment. The affordable housing policy requirement (in terms of percentage required and site size thresholds on which it will be sought) has been adjusted to take account of the findings of the Greater Norwich affordable housing viability study published by Drivers Jonas Deloitte in 2010.

12.13 The proportion of affordable units sought is on a sliding scale ranging from 20 percent on sites of between 5 and 9 dwellings up to a maximum of 33 percent on sites of 16 dwellings and over. This proportion may be reduced by negotiation where it can be demonstrated that site characteristics and the need for essential infrastructure provision, in combination with the affordable housing requirement, would render the site unviable in prevailing market conditions.

12.14 It is important that proposals maximise efficient use of a site and of land as a whole in the city. Higher density development is promoted in the most accessible locations and close to services, in and around the city centre and other centres. In general housing development in the city centre has achieved very high densities, whilst in some other parts of the city development has been permitted in the past lower densities. Generally, this policy seeks to achieve densities which are appropriate and consistent with the character of different neighbourhoods, whilst achieving high quality design and an appropriate mix of dwelling type and size. Poor design that would lead to development which would appear cramped or conflict with neighbourhood amenity and character will not be supported. At least 40 dwellings (net density) per hectare should be achieved unless this would compromise the character and local distinctiveness of neighbourhoods which are characterised by low density housing and an open landscape character, or there are exceptional circumstances which justify a lower density. These circumstances might include the preservation and enhancement of environmental and heritage assets or a requirement for reduced density consequent on ground condition considerations.

12.15 Higher densities may be achievable within the city centre and other highly accessible locations through the use of car free and low car housing which is considered in policy DM32 of this plan. The acceptance of particular densities may also be determined by viability considerations, since demand patterns change over time, particularly in relation to the demand for flats and family houses.

12.16 In accepting a range of different sizes, types and densities of new housing, it is necessary to meet the housing targets in the JCS for 3000 new homes over the plan period over and above previous commitments. Housing completions will be monitored to ensure that housing supply requirements are being met.

12.17 It is important that provision is made for those who have particular needs. Building regulations require all dwellings to be constructed so they are accessible for disabled people visiting the house or flat; however this does not provide for those who become dependent upon a wheelchair during their lifetime. All public sector funded housing must be built to the Lifetime Homes standard by 2011. This policy requires that 10% of all homes on sites of 10 or more dwellings to be built to this standard to increase the availability of housing in the private sector which can be built or readily adapted to cater for people's needs and to allow people to retain in their homes rather than having to move to more specialist accommodation.

12.18 When assessing planning applications for residential development, many of the policies within the plan are applicable. The following are of particular relevance:

- Private and shared public amenity space – policy DM2
- Internal space standards – policy DM2
- Landscaping and green infrastructure – policy DM3
- Layout and design – policy DM3
- Open space – policy DM8
- Bin and cycle storage – policy DM31
- Parking – policy DM31

Alternative options

The alternative option is to omit detailed criteria on residential development. This would mean relying on national guidance in the NPPF, the JCS and other policies within this plan. It is not considered that these would provide sufficient detail to address the housing need in Norwich, would not meet the requirement of the NPPF for detailed policies to guarantee the delivery of a wide choice of quality homes and set out local requirements and standards for meeting housing need.

References

- NPPF: CLG, 2012: Section 6: Delivering a wide choice of quality homes
- JCS policy 1: Addressing climate change and protecting environmental assets
- JCS policy 4: Housing delivery
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- JCS policy 11: Norwich city centre
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- JCS policy 20: Implementation
- Greater Norwich Sub-Region Evidence Base for a Housing Market Assessment: A study of Housing Need and Stock Condition (2006)
- Greater Norwich Housing Market Assessment (2007)
- Greater Norwich affordable housing viability study, (2010)
- Greater Norwich Housing Strategy 2008-2011
- Local Investment Plan and Programme

Communal development and multiple occupation

Policy DM13
Flats, bedsits and larger houses in multiple occupation (HMOs)

Proposals for the construction or conversion of existing buildings to flats, bedsits and larger houses in multiple occupation will be permitted where they:

(a) achieve a high standard of amenity and living conditions for existing and future residents and would not result in an unacceptable impact on the living and working conditions of neighbouring residential and non-residential occupiers, in accordance with the criteria as set out in policy DM2 of this plan;

b) satisfy criteria (a), (b) and (c) for residential development as set out in policy DM12 of this plan; and

c) demonstrate that a satisfactory standard of servicing, parking and amenity space for all residents can be achieved within any limitations imposed by the size and configuration of the site, including making provision for appropriately located bin storage, cycle storage and drying areas in accordance with policy DM31 of this plan and the standards set out in Appendix 3.

Landscaping schemes should be designed to be low maintenance and attractive and opportunities should be taken, where reasonably practicable, to reduce the level of car parking on and around the site.

Residential institutions

Development of residential institutions will be acceptable where it satisfies the following criteria, in addition to satisfying the overall objectives for sustainable development set out in policy DM1 and criteria (a), (b) and (c) for residential development as set out in policy DM12 of this plan:
a) The site is not designated or allocated for an alternative non-residential use; or
b) the site is designated or allocated for housing development and it can be demonstrated that the proposal would not compromise the delivery of a sufficient number of dwellings to meet the calculated five-year housing supply requirement for the city; and in all cases
c) The location provides convenient and direct pedestrian access to local facilities and bus routes;
d) The provision of shared amenity space is satisfactory for use by residents and visitors;

e) Applicants can demonstrate the provision of satisfactory servicing and warden/staff accommodation.

Supplementary text

13.1 In accordance with advice in the NPPF supporting the conversion and reuse of existing buildings for housing (see also policy DM12), the existing housing stock can often be adapted to meet changing needs by converting or subdividing existing larger houses to smaller units (flats and bedsits) or to a house in multiple occupation. There has been significant trend for this form of housing in the private rented market in Norwich in recent years. This trend has emerged in part due to the accommodation needs of the city's substantial student population, but also to cater for contract and transient workers and to address a general need for low cost accommodation for young professionals unable to afford home ownership.

13.2 It is important that such proposals take account of effects on the surrounding area, including housing density, residential character and the amenity and living conditions of neighbours. This policy allows for proposals to be determined on a case by case basis. The higher density of occupation resulting from conversion of single dwellings to flats or HMOs will give rise to increased pressure on on-street and off-street parking as well as requiring sufficient areas of private, useable amenity space and adequate refuse storage facilities for residents. It is also important that there is satisfactory internal space, the layout is planned to minimise potential possible noise nuisance and that adaptations are visually acceptable. These issues should be considered in accordance with the standards set out in the relevant policies elsewhere in this plan.

13.3 With regard to HMOs, this policy applies only to the change of use from C3 (dwellinghouse) or C4 (3-6 person HMO) to larger HMOs with 7 or more residents (classified in planning law as "sui generis"). It does not apply to the change of use from C3 to C4.

13.4 The purpose of the residential institution criterion of the policy is to ensure the essential needs of this type of development are met. Such proposals should also consider the requirements of policy DM12 and assess how the development will integrate into its surroundings.

13.5 For the purpose of this policy, residential institutions include residential homes, nursing homes and other communal homes that meet the supported care needs of the elderly and other vulnerable groups, but which do not provide their accommodation in self-contained dwelling units. The definition also extends to other communal establishments with residential care or support on site (e.g. hostels and shelters).

13.6 The policy should ensure that the location, design and layout of institutional development provides a satisfactory standard of amenity and living conditions for residents and ensures good accessibility within the site for

visitors and ready access to local facilities for staff and residents. The expansion of care home provision, particularly for dementia care, is a priority in Norwich and is supported by JCS policy 7. However, under the nationally prescribed methodology for calculating housing land supply, residential institutions cannot be counted towards a local authority's housing supply. This results from the supply figure being expressed in dwelling numbers, whilst residential institutions are not regarded as dwellings.

13.7 For that reason, although institutional development is strongly supported, there may be implications for the overall housing supply where this type of development is accepted on sites which are allocated in development plan documents for general needs housing. In assessing any development proposal for institutional care it will be necessary to balance the advantages of the development in meeting identified care needs against any loss of a potential housing site, or part-site, necessary to maintain and where necessary, augment a five year housing land supply as required by the NPPF.

Alternative options

One alternative option is not to have a separate policy on the conversion of buildings to flats, HMOs and residential institutions and to rely on policy DM12, other policies within this plan and national guidance. It is considered that a separate policy is appropriate as this form of development has particular impacts and implications over and above those of purpose built and general needs housing. It is important that any proposal for this form of development takes into consideration its impacts on the surrounding area and ensures high standards of amenity for prospective occupiers and immediate neighbours.

An alternative approach is to manage this form of development more systematically by applying percentage limits on the number of properties which can be converted to institutions or forms of multiple occupation, to ensure that these do not become over-dominant in any one street or area. It is considered that this approach would not allow sufficient flexibility to deal with individual cases or take account of the character and context of different parts of the city, and may be difficult to monitor. Such an indiscriminate policy approach could not readily distinguish between the widely differing impacts of different kinds of communal development, but there is a risk that it might be used to impose value judgements about the generic impact of one particular form of multiple occupation, such as student housing, when there would be no basis in planning law to do so. This being so it is considered more appropriate to determine applications on a case by case basis by reference to a criteria-based policy.

In relation to residential institutions, a third approach would be to adopt a more restrictive policy prohibiting any form of institutional development on allocated housing land as proposed in the draft version of this plan. Sites allocated for general

needs housing may also offer particular locational advantages for institutional development. A total embargo would unreasonably restrict choice and fail to implement policy 7 of the JCS in relation to meeting identified elderly care needs in Norwich. To allow flexibility, it is considered more appropriate to accept such proposals where they are appropriately designed and accessibly located and where the potential impact of the loss of allocated housing land on the five year housing supply is not critical.

References

- NPPF, CLG 2012: Section 6 Delivering a wide choice of quality homes; address the needs of different groups in the community including older people and people with disabilities (Para 50);
- JCS policy 4: Housing delivery
- JCS policy 7: Supporting communities
- Norwich sustainable community strategy 2008-2020.

Meeting the needs of Gypsies, travellers and travelling showpeople

Policy DM14
Gypsies, travellers and travelling showpeople

The existing gypsy and traveller site at Swanton Road and the travelling showpeople's site at Hooper Lane, off Sprowston Road (as shown on the Policies Map) will be retained and reserved for those purposes. Proposals for the upgrading and enhancement of either site over the plan period will be accepted and permitted where consistent with other relevant policies of this plan.

Proposals for the development of additional sites within Norwich to meet the identified needs of the traveller community will be permitted where:

a) safe access to the site can be obtained through an appropriate layout with good visibility, without the loss of natural screening;
b) the site has good access to public transport, services and community facilities including shops, healthcare facilities and schools;
c) the development will not have a significant detrimental impact on the character and amenity of the area; and
d) the proposed site is of sufficient size and in a location to meet the on site needs of occupiers, having regard to current national standards for site design and management, including for the provision of appropriate services and infrastructure.

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Supplementary text

14.1 The government's National Planning Policy Statement on Travellers was issued in March 2012. It requires local authorities to work collaboratively with their neighbours to assess and provide for the needs of the traveller community. In particular, it requires local plans to identify a specific deliverable supply of sites for travellers as part of the overall housing requirement. While local plans are required to identify overall numbers of pitches and plots and broad locational criteria for sites at a strategic level, site specific locations should also be identified in plans in accordance with assessments of need .

14.2 JCS policy 4 sets out a requirement for an additional 15 permanent residential Gypsy and traveller pitches in Norwich city between 2006 and 2011 and a further 20 pitches between 2012 and 2026, based on estimates of need originally incorporated in the (now abolished) Regional Spatial Strategy for the East of England. Up to 27 plots for travelling show people may also be required in the greater Norwich area from 2006-2026. The JCS accepts that following the abolition of the RSS, detailed provision for Gypsies and travellers set out in development plan documents should be based on updated evidence of local need.

14.3 Currently the council provides a site at Swanton Road for Gypsies and Travellers, leased to Norfolk County Council, while a site at Hooper Lane is owned by the Showmen's Guild. These two sites have met the needs of the two groups of travelling people in the past; however as identified in the JCS there is a requirement to identify new sites for the future. For the reasons given below, no sites were considered suitable to put forward as part of the Site Allocations Plan. The purpose of this policy is to set out positive criteria for assessing any future planning application. In accordance with policy DM6 and DM8 of this plan, development of accommodation for gypsies and travellers will not be acceptable within nationally protected Sites of Special Scientific Interest, regional and local sites protected for their nature conservation and biodiversity interest, the Yare Valley Character Area and areas of open space as defined on the Policies Map. In accordance with policy DM16 of this plan, sites will not be acceptable on defined employment areas.

14.4 Evidence from the Greater Norwich Gypsies and Travellers Accommodation Assessment (published August 2012) suggests an immediate requirement in Norwich over the first five years of the plan period for a maximum of 11 additional pitches rather than the 20 indicated in the JCS. This is part of an overall five year requirement across greater Norwich for 51 pitches, the remainder being distributed between Broadland and South Norfolk. There is likely to be an ongoing requirement for up to 30 additional pitches in the greater Norwich area over the remainder of the plan period. The report indicates no requirement for additional plots for travelling showpeople.

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14.5 Four potential new allocations in Norwich for Gypsies and travellers were considered and appraised for their suitability in 2008 but rejected on the grounds of potential conflict with existing or proposed development allocations or found unacceptable for other environmental reasons such as vulnerability to flooding. The only site with scope for additional Gypsy and traveller provision in the city at this stage is considered to be the existing site at Swanton Road where three new pitches were permitted and provided in 2012, contributing to the 11-pitch requirement over the first five years. The remaining eight pitches identified in the five-year supply are proposed to be accommodated by a westward extension to the site at Swanton Road. Implementation will be dependent on agreement from the Homes and Communities Agency to support an increase in the number of pitches above that generally regarded as best management practice.

14.6 The council considers that it would be inadvisable and premature to allocate or progress other specific sites for travellers until these issues are resolved: in the meantime a criteria-based approach as set out in policy DM14 is regarded as offering sufficient flexibility to assess any other proposed sites should they come forward over the plan period. Further discussion of the background to Gypsy and traveller provision is contained in the Housing Topic Paper supporting this document,

14.7 All planning applications for Gypsy and Traveller sites should demonstrate how the proposal will meet current national standards for site design and management, and should contain full details of screening, landscaping, security, mitigation of any other significant impacts and arrangements for management of the site.

Alternative options

One alternative option is not to have a policy and to rely on national guidance and the JCS. It is not considered that there are sufficient detailed criteria within national guidance or the JCS to assess future planning applications.

Other options are to have more stringent or less stringent criteria. It is considered that the policy achieves the right balance as it is flexible enough to meet the need identified within the JCS and subsequent local evidence studies whilst ensuring that any new sites are accessible, have safe access, are of sufficient size and do not have a detrimental impact on the character of the area.

References

- NPPF: CLG, 2012: Section 6: Delivering a wide choice of quality homes
- Planning Policy for Traveller sites: CLG:2012
- JCS policy 4: Housing delivery
- Greater Norwich Gypsies and Travellers Accommodation Assessment; Opinion Research Services 2012.

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Safeguarding the city's housing stock

Policy DM15
Loss of existing housing

Development resulting in the loss of existing housing or land allocated for housing will only be permitted where it involves:

a) exceptional benefits to sustainability (defined in terms of the overall sustainable development criteria set out in policy DM1) which clearly and justifiably outweigh the loss of housing; or
b) overriding conservation or regeneration benefits which cannot be delivered in any other way; or
c) an overriding community gain through the provision or enhancement of essential community facilities; or
d) a net improvement in the standard of housing through upgrading, replacement, reconfiguration or reprovision of existing dwellings.

Supplementary text

15.1 In order to retain sufficient housing to meet needs, and maintain quality and choice in the housing supply as required by the NPPF, there is a strong presumption in this plan against the loss of housing. This policy applies where a proposal involves the complete loss of a dwelling, or dwellings, or where a redevelopment or conversion would result in a net reduction in the total number of dwellings on a site.

15.2 The policy allows for exceptional circumstances where redevelopment of housing for other uses would result in benefits which would help to deliver sustainable development or other objectives of this plan and the JCS. Loss of housing may also be accepted exceptionally where it involves new or enhanced community facilities such as health centres, dental surgeries and police stations. The policy will also permit the loss of housing where there are wider conservation or regeneration benefits to the area and would allow partial or total redevelopment to replace obsolescent dwellings either on the same site or reprovided elsewhere where this would result in an overall improvement in the standard of housing in the locality.

Alternative options

One alternative approach is not to have a policy on the loss of housing. It is not considered that national guidance and the JCS contain sufficient detail on this issue.

Other options are to have more stringent or less stringent criteria. It is considered that the policy achieves broadly the right balance as it is flexible enough to allow the loss of housing where there are clear benefits to sustainability, conservation/regeneration or community cohesion and enables ongoing improvements to the standard of residential accommodation whilst resisting its loss in most circumstances. The significant loss of housing stock would restrict quality and choice contrary to national guidance and tend to run counter to the JCS's objectives relating to new housing development, in particular to provide an additional 3,000 dwellings in addition of existing commitments up to 2026.

References

- NPPF: CLG, 2012: Section 6 Delivering a wide choice of quality homes
- JCS policy 4: Housing delivery
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- JCS policy 7: Community infrastructure and cohesion
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes (regeneration of tired suburbs; neighbourhood based renewal).

Supporting the needs of business

Policy DM16
Employment and business development
Proposals which provide for or assist in the creation of high quality employment and business development and inward investment, provide for the adaptation and expansion of local firms and allow accessible and equitable job opportunities for all will be permitted where consistent with the overall sustainability objectives set out in policy DM1 and other policies of this plan.

The employment areas defined on the Policies Map will be prioritised for employment uses and other forms of economic development where this would not conflict with the requirements of policy DM18 in relation to town centre uses or with policy DM19 in relation to city centre office development, would not prejudice the function of the employment area and would not undermine committed proposals for its redevelopment or regeneration..

Proposals for new employment development (including expansion of established businesses and upgrading, improvement or redevelopment of existing premises) will be permitted within all defined employment areas subject to the adequate protection of neighbouring amenity and living conditions in accordance with policy DM2.

Proposal for public and community uses and main town centre uses will be assessed in accordance with policies DM18 and DM22

Supplementary text

16.1 The NPPF requires local planning authorities to plan proactively to meet the development needs of business and support an economy fit for the 21st century, recognising and seeking to address potential barriers to investment including a poor environment or any lack of infrastructure, services or housing (Paras 20-21). To this end, major new infrastructure provision and strategic employment allocations are being brought forward through the JCS to support the ambitious levels of employment growth in the greater Norwich area required in the period to 2026. Investment strategies will focus on overcoming constraints on the release and development of key sites.

16.2 The City of Norwich supports a substantial and diverse employment base including a number of designated employment areas which are of particular importance for manufacturing, distribution and other employment service uses. These are located mainly around the outer ring road and include both traditional industrial estates and two substantial single-user sites, Briar Chemicals Ltd (formerly Bayer Cropscience) and Colman Foods, the latter a very long-established major employer now part of the Unilever group of

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companies. In order to support jobs and economic growth as set out in Policy 5 of the JCS, this policy seeks to promote the appropriate expansion of business and to secure sustainable economic development both on designated employment land and elsewhere, whilst ensuring that job opportunities are located to be accessible and existing employment areas are prioritised for the categories of job-creating development which will be most beneficial both in terms of economic growth and social and environmental sustainability.

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16.3 .This policy aims to support business by allowing for beneficial growth and development within existing employment areas, including single user employment sites. It supports proposals which will provide for the expansion of existing businesses or the upgrading, improvement or regeneration of industrial estates where this would not compromise objectives for targeted employment growth in the city centre or threaten the vitality and viability of the city centre or district and local centres.

16.4 For the purpose of this policy the following definitions apply:

- *Employment development* refers to business development within use classes B1(a); B1(b), B1(c), B2 and B8 (offices, light industry, research and development, general industry and storage/distribution);
- *Economic development* is development which achieves at least one of the following objectives:
    - provides employment opportunities;
    - generates wealth; or
    - produces or generates an economic output or product;
- *Main town centre uses* are as defined in the NPPF, comprising:
    - Retail development (including warehouse clubs and factory outlet centres);
    - Leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas; restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls);
    - Offices;
    - Arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

16.5 The Greater Norwich Employment Growth and Sites and Premises Study 2008 (the Arup study) identifies a need to ensure adequate provision of employment land and premises to support strategic employment growth, stating that there is no case for the wholesale de-designation of any of the existing employment sites for other (non B class) uses. All major employment sites are in active use and largely occupied, with low vacancy levels which are mostly associated with natural churn – that is, the normally expected rate of turnover of premises as occupiers move within the available stock – rather than lack of demand. The study does, however, note that more intensive use could be made of some sites. As a consequence, the policy provides strong

protection for employment sites whilst allowing for some flexibility where development can contribute to sustainable development objectives and not undermine the JCS's locational strategy for employment growth.

16.6 A main conclusion of the study was that many of the existing employment sites included both offices and industry and thus few had a dominant industrial or office use. It was recommended that this should be clarified as the competitiveness of the sites may be put at risk by the overall mix of uses, suggesting that this might be resolved by more detailed frameworks produced in partnership with site owners.

16.7 The city council is likely to bring forward such a management framework in a strategic review of the major employment site it owns – the Airport Industrial Estate – and (subject to consistency with the sustainable development objectives of the Joint Core Strategy and this plan) would welcome proposals for the management and future development of other employment areas where they can help to maximise the efficient use of land and assist in overall regeneration and enhancement. This approach is consistent with the NPPF's requirement to "identify priority areas for economic regeneration, infrastructure provision and environmental enhancement"

16.8 The Arup study recommends that there should be no differentiation between prime and general employment areas (as in the previous local plan) as all such sites will and should continue to play a significant role in future employment. It concludes that there is no reason to believe that some of the sites do not have a competitive future and should thus continue to be protected mainly for B class uses.

16.9 The NPPF states in paragraph 22 that planning policies should avoid the long term protection of employment land or floorspace where there is no reasonable prospect of a site being used for that purpose, and applications for alternative uses of designated land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

16.10 Despite the more recent economic downturn and the likely pressure for alternative uses on employment land, the council considers that the scarcity of available development sites within the city boundary justifies a strategy which aims to protect, enhance and make the best use of the city's reserve of employment land in order to support long term economic growth and retain wealth-creating employment in Norwich. Without such a strategy there is a risk that employment growth will be attracted disproportionately to more peripheral and less sustainable sites outside the city. Furthermore, policies which encourage managed investment and improvement in existing employment areas are consistent with the NPPF's requirement to "recognise and seek to address potential barriers to investment, including poor environment or any lack of infrastructure."

16.11 Given the NPPF's emphasis on securing sustainable economic growth, it is not appropriate to restrict the use of employment areas solely to B class uses. Accordingly, the purpose of this policy is to allow for economic development other than main town centre uses where this does not undermine overarching objectives for sustainable development, prejudice the function of the employment area or, in the case of office development, threaten prospects for city centre regeneration based on commercial office growth (the criteria applying to B1 office development in employment areas are considered in policy DM19). Only in exceptional circumstances will the policy allow for town centre uses. This will be where the proposal meets the relevant sequential and impact test requirements and is complementary to the employment designation or where the use is ancillary to an existing business. For the purpose of this policy ancillary uses are a subsidiary use connected to the main use of an existing building or piece of land.

16.12 Examples of uses that may be considered appropriate within designated employment areas include bus depots, car showrooms, waste uses and training facilities connected with existing businesses. Proposals for trade retail outlets will be determined on a case by case basis with consideration being given to the particular scale and nature of the operation, its potential retail and transportation impacts and its consistency with other relevant policies of the plan .

16.13 Proposals for economic development outside the identified employment areas (including the extension and intensification of existing businesses) will be permitted where they meet the sustainable development criteria in policy DM1, satisfy the amenity requirements set out in policy DM2 and transport requirements as set out in policies DM28 and DM31. Development should not be piecemeal in character or prejudice the possible future development of a larger site.

Alternative options

One alternative approach is not to designate existing employment areas at all and to consider proposals for alternative uses on their merits. This approach could be argued to be more consistent with the NPPF's requirement for a more business-supportive and flexible approach which responds to market signals. The council's view is that this approach would not be NPPF-compliant since it would fail to meet objectively assessed longer term economic needs set out in the 2008 Arup study. It would result in extreme uncertainty for prospective developers and investors, potentially leading to dispersal of main town centre uses to peripheral locations, diversion of business and inward investment to less sustainable locations on the Norwich urban fringe, (which evidence shows is already occurring), and almost certainly to loss of scarce employment land in the city through development for other uses. It would thus fail to support essential economic growth and inward investment priorities causing significant harm to the local economy, failing to implement JCS policy 5 and running directly contrary to the evidence base which supports it.

A second alternative is to differentiate between prime and general employment areas (as in the 2004 City of Norwich Replacement Local Plan), prioritising B class employment uses on selected better quality estates and allowing flexibility for a wider range of uses in others. Superficially this approach would again appear more NPPF compliant but would not be in accordance with the 2008 Arup study which contains a clear recommendation to safeguard all employment sites for their designated purpose and to consider introducing stronger policy protection for them, alongside strategies to promote their regeneration and secure their qualitative improvement. JCS policy 5 has followed this approach.
A third alternative is to accept only B class employment uses on designated employment areas and to not allow other forms of economic development. Although this rigorous approach follows the recommendations of the 2008 Arup study, it would be contrary to subsequent national policy advice both in the NPPF and its predecessor PPS4, advising local planning authorities to plan positively for and to proactively encourage sustainable economic growth.

A final alternative is to allow greater flexibility with regard to main town centre uses in employment areas. This approach is likely to have harmful impacts on local and district centres and the city centre, running contrary to the NPPF requirement that policies should aim to promote and sustain town centres. It would reduce the availability of a range and choice of employment sites to support essential economic growth and would tend to promote a less sustainable pattern of development by increasing dependence on and use of the private car and other high-emission vehicles.

References

- NPPF: CLG, 2012; Section 1: Building a strong, competitive economy; Support economic development, plan proactively for and promote economic growth, ensure sufficiency and suitability of the existing and future supply of land available for economic development to meet identified requirements.
- JCS policy 5: The economy
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- Greater Norwich Employment Growth and Sites and Premises Study (Arup/Oxford Economics 2008)
- Employment Topic Paper, January 2012.

Supporting small businesses

Policy DM17
Protection of small and medium scale business sites and premises

Proposals for new small-scale business development and for live-work units, including proposals brought forward through neighbourhood plans, will be permitted where they meet the overall sustainable development criteria set out in policy DM1 and comply with other relevant policies of this plan.

Sites and premises providing for small and medium scale businesses will be safeguarded for class B business uses and other economic development purposes. Proposals leading to the loss of suitable sites or premises which are used by, or available for, such businesses will be permitted where the possibility of reusing or redeveloping the site or premises for similar or alternative business purposes has been fully explored and it can be demonstrated that there is no demand for small and medium scale business units in the area; and
a) the site or premises is no longer viable, feasible or practicable to retain for business use; or
b) retaining the business in situ would be significantly detrimental to the amenities of adjoining occupiers, would prevent or delay the beneficial development of land allocated for other purposes or would compromise the regeneration of a wider area; or
c) there would be an overriding community benefit from a new use which could not be achieved by locating that use in a more accessible or sustainable location.

Supplementary text

17.1 Despite the city's dominance by major employers, small and medium scale businesses are also of considerable significance in the local economy and are expected to play an increasingly important role in stimulating economic recovery, providing high quality employment opportunities for local communities and fostering sustainable business growth and innovation. Policies within this plan therefore seek to offer positive support to the small business sector.

17.2 The 2008 Arup study identifies a need for more small units as a result of small business sites having been lost to housing, especially within the city centre. Further evidence from the study suggests that in the past, where it has been necessary to relocate small businesses, they often find it difficult to find suitable premises in the urban area which results in some of the demand being met in less sustainable rural areas.

17.3 Therefore policy 5 of the JCS aims to address the needs of small, medium and start up businesses by retaining a range and choice of small and medium

employment sites.. The council will also support new development proposals which make appropriate provision for small businesses whether as freestanding accommodation or as live-work units, although these are more likely to be identified as part of neighbourhood plans and other small area planning initiatives.

17.4 For the purpose of this policy, premises for small and medium scale businesses means premises which provide a net floorspace of less than 1,500 square metres.

17.5 Policy DM17 complements the promotion of and protection afforded to designated employment sites by policy DM16. Loss of office premises is dealt with more particularly by policy DM19. The policy is intended primarily to protect accessibly located small business premises outside defined employment areas. Freestanding premises or small clusters of units may provide low-cost accommodation meeting a wide range of business needs, for example to support the cluster of creative industries and high-technology and knowledge-driven sectors, which not only has significant importance in Norwich but is also highlighted as a national planning priority in the NPPF. . Such premises may also provide for small locally based manufacturing and service companies, including, for example, motor repairs and servicing, which are unable to access prestige premises or to afford city centre rents.

17.6 The policy applies both to the existing use and, where the property or site is vacant, the most recent use. In making an assessment of the relative demand for small business sites and premises, the city council and prospective developers will need to have regard to the rate at which such units are occupied and reliable market information from letting agents on existing schemes, as well as considering whether there are other schemes which can provide suitable sized units of a reasonable quality.

17.7 For the purpose of this policy the kinds of "overriding community benefits" which might justify the loss of small business premises are most likely to derive from new community facilities falling within the D1 use class such as health centres, dental surgeries and police stations. However, since such uses should preferably be located where they are most accessible to the local population, it will be necessary for proposals offering such community benefit to show that they could not be located in a more accessible or central location, in accordance with the sequential approach and the hierarchy of centres defined by JCS Policy 19.

Alternative options

An alternative is to not have a policy protecting small and medium scale sites and premises and to rely on national policies and the JCS. It is not considered that these provide sufficient detail and consequently such a strategy could result in the significant loss of small and medium scale business sites and premises, with resultant harm to the local economy.

Consideration has also been given to designating specific priority sites for small business purposes on the Policies Map, an option suggested by some objectors to the draft version of this plan. This approach may offer more certainty and could be argued to follow the NPPF's advice to "Identify priority areas for economic regeneration." However, this would create considerable inflexibility. It would involve a value judgement on which areas were most important or suitable for small businesses, and might mean favouring development for certain uses in arbitrarily chosen areas of the city at the expense of perhaps equally well located and suitable premises elsewhere which, if not identified, might not be adequately protected by other policies. In addition it would not allow scope for consideration of one-off schemes or ad hoc proposals beneficial to small businesses which emerged over the plan period. The result would be an over-prescriptive locational policy for small businesses which would tend to restrict quality and choice. That would be counterproductive and difficult to justify, and would not incorporate the necessary flexibility to meet changing circumstances over the plan period which the NPPF requires. Should a need arise to reserve particular small business sites to meet local needs, they might be identified within site-specific proposals in the Site allocations plan, or more usefully brought forward through neighbourhood plans or other small area plans which could be reviewed more frequently if circumstances were to change.

Final options are to have more stringent or less stringent criteria. It is considered that the proposed policy achieves the right balance. Whilst it is flexible enough to allow the loss of small and medium scale sites and premises in certain circumstances, it also promotes small business development generally and protects small and medium sites and premises where there is an identified demand.

References

- NPPF: CLG, 2012: Section 1: Building a strong, competitive economy; support economic development, plan proactively for and promote economic growth, ensure sufficiency and suitability of the existing and future supply of land available for economic development to meet identified requirements.
- JCS policy 5: The economy
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- Greater Norwich Employment Growth and Sites and Premises Study (Arup/Oxford Economics 2008)
- Norwich Monthly economic barometer, digest of economic statistics produced by Norwich City Council's economic development unit.
- Employment Topic Paper, January 2012.

Promoting and supporting centres

Policy DM18
Retail, leisure and other main town centre uses

Development for retail, leisure and other main town centre uses as defined in the NPPF, (with the exception of B1 offices) will be permitted within the city centre primary and secondary retail areas, large district centres and existing and proposed district and local centres as defined in Appendix 4, where:
a) their scale is appropriate to the centre's position in the hierarchy as set out in JCS Policy 19 and does not exceed the indicative thresholds set out in Appendix 4; and
b) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
c) if involving a change of use in a defined centre, the proposal accords with policies DM20 and DM21 of this plan.

Notwithstanding the criteria above, there will be no further retail development at the Riverside Large District Centre unless it provides sustainable transport improvements to significantly enhance accessibility by public transport and pedestrian and cycle linkages from the retail park to the primary and secondary retail areas, sufficient to offset any potentially harmful impacts on traffic congestion and highway safety arising from additional trip generation associated with the new development.

Proposals for main town centre uses (with the exception of B1 offices) which are not within a defined centre (other than those forming part of a specific development allocation within the Site Allocations Plan) will be permitted where
a) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
b) the proposal is justified by a sequential site assessment (and where applicable, impact assessment) applying to the scale of development proposed.

Proposals for main town centre uses on employment areas will be permitted exceptionally where
a) the sequential and impact assessment requirements have been satisfied and it is demonstrated that it is not practical to accommodate the development on a more sequentially preferable or accessible site; and
b) the use is appropriate to the character and function of the employment area; or
c) the use is ancillary to or associated with an existing use already on the employment area.

The sequential and impact assessments must demonstrate clearly that:

- the proposal could not be accommodated on any reasonable alternative and available site or sites within or adjacent to a defined centre at the appropriate level of the hierarchy; and
- the proposal would not result in a significantly harmful impact on the vitality and viability of the city centre or other existing and proposed centres, would not compromise committed proposals for their expansion and would not significantly undermine prospects for their regeneration, improvement or enhancement.

The applicable floorspace threshold for such sequential and impact assessments will be as set out in Appendix 4 of this plan**.**

Development accepted within or adjacent to centres in accordance with this policy must take opportunities, where reasonably practicable, to improve the quality of the public realm and the safety and attractiveness of the centre. Any improvements sought on a case by case basis will be commensurate with the scale and nature of the proposed development and may include environmental enhancement and new or enhanced public facilities.

Major schemes in the city centre will also be expected to demonstrate that provision will be made on site to maximise accessibility for all, through measures such as shopmobility schemes and crèche facilities.

Supplementary text

18.1 The NPPF in section 2: Ensuring the vitality of town centres, states that planning policies should be positive, promote competitive town centre environments and set out planning policies for the management and growth of centres over the plan period, It requires local planning authorities to recognise town centres as the heart of their communities and to pursue policies to support their viability and vitality. This policy seeks to positively support town centre uses within the defined retail centres in Norwich to enhance their diversity and individuality, assure their future competitiveness and help deliver the appropriately managed and sustainably located development necessary to support them.

18.2 Norwich has been commended by government as an example of best practice in planning for town centres and has the highest proportion of its retailing in its centre of any major city in the country. This is the result of the long term policy approach, from the late 1980s, of promoting a strong, vibrant and diverse city centre, attracting high quality retail development to the centre whilst supporting it with targeted public realm improvements. At the same time (in order to manage the growth of potentially harmful competitor facilities which would divert investment away from centres) it has been necessary to some extent to limit the spread of out-of-town retail development and to restrict retail diversification in less sustainable out-of-centre locations such as retail parks.

18.3 The NPPF requires local plans to define a network and hierarchy of centres that is resilient to anticipated future economic changes. Policy 19 of the JCS sets out the network and hierarchy of centres which will apply in greater Norwich, as follows:

1. Norwich City centre;
2. Large District Centres of Anglia Square/Magdalen Street and Riverside;
3. District Centres;
4. Local Centres.

18.4 The geographical city centre of Norwich – broadly the area within the historic city walls with the addition of Riverside to the east and the area around Queens Road and Brazen Gate to the south – is very extensive, reflecting its historical pattern of development. As a result it contains not just one traditional "centre" but several. As well as a thriving primary retail area and numerous secondary and specialist shopping streets and areas, Norwich benefits from two large district retail centres within the city centre. The centre at Anglia Square/Magdalen Street, is based around a 1970s shopping development which is the subject of large scale regeneration proposals including the expansion of its retail offer. The centre at Riverside is a relatively recent retail park and leisure complex close to Norwich rail station. These locations act as neighbourhood centres serving the north and the east of Norwich respectively as well as complementing the overall retail offer of the city centre as a whole.

18.5 The city centre also has distinct areas dominated by leisure and hospitality uses (pubs, bars and restaurants) areas with a focus on culture and the arts and zones of major office employment. Thus the "city centre" as defined in the JCS is in fact made up of several interdependent, overlapping and complementary functional "centres". The most appropriate location for proposed development within the city centre will generally depend on its intended function, its scale and catchment, the nature of the use proposed and how it relates to other similar uses and activities.

18.6 Norwich city centre is the preferred location at the top of the hierarchy to accommodate the full range of facilities serving the Norwich area, whilst district and local centres lower down the hierarchy are appropriate locations for smaller scale locally based facilities. The JCS sets out a clear and reasoned enhancement strategy in policy 11 to strengthen the city's role as a cultural centre and international visitor destination, expand the role of evening economy, leisure and hospitality uses, plan for a major expansion of comparison retail floorspace whilst promoting retail diversity and significantly expanding the city centre's role as an employment centre.

18.7 The NPPF recognises the primacy of town centres for a wide range of main town centre uses. In Norwich as elsewhere, the multiplicity of retail facilities and supporting services which sustain the long term competitiveness,

viability and vitality of a successful city centre are interdependent. To maintain and build on the proven success of Norwich's planning strategy the council considers it necessary not only that a majority of retail and leisure services should remain located sustainably and accessibly in the centre of Norwich, but also to have policies in place to keep people living and working there. Therefore it is essential to sustain and expand a strong city centre employment base, thus ensuring that there is continued support for existing and proposed retail and leisure facilities and to assist in physical and economic regeneration, and to encourage a complementary, diverse and beneficial range of hospitality, arts and cultural services and visitor accommodation to keep the city centre thriving, vibrant, competitive and attractive. A strategy which allowed the dispersal of these facilities to less sustainable out of centre locations would be likely to seriously undermine the objectives of the JCS.

18.8 To successfully implement the strategy and comply with the NPPF this policy requires main town centre uses to be located in defined centres unless there is a clear case (justified by sequential and impact tests as set out in paras 24-26 of the NPPF) for locating them elsewhere. It also seeks to manage the scale and location of new development in accordance with a local hierarchy of retail centres. This is to ensure that large scale development is located in larger centres and everyday shopping needs can be met locally in smaller centres. Consequently the policy includes thresholds for maximum scales of development in different types of centre.

18.9 For the purposes of this policy, main town centre uses are as defined in the NPPF, comprising:

- retail development (including warehouse clubs and factory outlet centres);
- leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls);
- offices;
- arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

18.10 This policy applies to any applications which create additional floorspace, including applications for internal alternations where planning permission is required, applications to vary or remove conditions changing the range of goods sold and applications for change of use.

18.11 The NPPF also advises local authorities to "set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres" (Para 23). The council acknowledges the importance of these uses in supporting centres and will continue to prioritise development which benefits those centres, accepting development

exceptionally where it is demonstrated that proposals cannot reasonably be located in centres and would not harm their vitality and viability or prospects for their improvement. Any proposals that come forward for sites outside centres would therefore need to demonstrate that they would not harm existing centres.

18.11a As noted in paragraph 16.5 above, the Greater Norwich Employment Growth and Sites and Premises Study 2008 (the Arup Study) identifies a need to ensure adequate provision of employment land and premises to support strategic employment growth in Greater Norwich. Accordingly, JCS Policy 5 requires employment areas identified in local plans to be protected for their designated purpose. Thus, when considering proposals for main town centre uses on the employment areas identified under policy DM16 of this plan, it will be necessary to ensure that the proposed development would not only be appropriate in terms of its sequential suitability and impact, but also would not compromise the function of the employment area concerned or undermine prospects for its regeneration or improvement.

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18.12 There are also a number of smaller district and local centres in suburban areas, providing everyday services. These are identified on the Policies Map and a list of these centres is provided in Appendix 4 of this plan. Many have been expanded in recent years through the addition of small scale supermarkets complementing local shops and services, thus reducing the need to travel to out-of-town superstores for top up shopping. A new district centre is planned for Hall Road, serving the south of Norwich.

18.13 All development within these defined centres should be of a scale appropriate to the form and function of the centre. The NPPF requires both applicants and local authorities to demonstrate flexibility on issues such as format and scale, but the principle applied here is that new development should not be clearly out of scale with the centre in which it is proposed. The comparatively good accessibility of Norwich city centre, the lack of competing retail centres and the relatively small extent of the urban area of Norwich results in there being few larger suburban district centres of the scale which might be expected in major conurbations.

18.14 Although district centres such as Bowthorpe and Eaton are anchored by medium-sized foodstores, others are more akin to large local centres. For Norwich therefore, the default 2500 sq.m floorspace threshold set by the impact test requirement of the NPPF, whilst suitable for large district centres, may be excessive for use in relation to the suburban district centres and local centres. The local thresholds used in this plan are, therefore lower than this (1000 sq.m for district centres; 500 sq.m for local centres) and reflect a proportionate and reasonable approach tailored to local circumstances.

18.15 This policy also requires that development is only permitted where it accords with policies DM20 and DM21 of this plan. This is to ensure that the emphasis is on protecting a critical mass of retail activity within defined retail frontages

within the primary and secondary retail areas and the large district centres and that the local and district centres continue to provide for the day to day needs of the local community.

18.16 Riverside is designated in policies 11 and 19 of the JCS as a large district centre and as an area for change. Riverside is a mixed use development, including leisure facilities, housing and retailing. The Norwich City centre key diagram within the JCS indicates that the main focus for change should be on commercial development as opposed to future retail development, to strengthen the mix of uses.

18.17 Despite Riverside Retail Park falling within the city centre boundary, it consists of retail warehouse style units and functions as a separate retail destination to the city centre, with very few linked trips. Riverside is currently a car-based destination with a large surface car park. To promote the sustainable development objectives of this plan, further retail development should not be accepted at Riverside unless it significantly strengthens the linkages between the city centre and the retail park through stronger public transport connections and enhanced pedestrian and cycle links.

18.18 Proposals for town centre uses outside defined centres will only be permitted where they satisfy the sequential assessment and where applicable the impact assessment. The sequential approach ensures that all in-centre options are considered before less central sites. Where no in-centre sites are able to accommodate a proposed development, preference will be given to edge-of-centre locations which are well connected to the centre by means of easy pedestrian access.

18.19 JCS policies 11 and 12 encourage significant improvement of the external environment of the city centre and require local and district centres to be protected and enhanced. New development in centres will often present the opportunity for environmental improvements to enhance accessibility to, or the setting of, new development, to better integrate it with the remainder of the centre and provide public realm improvements. It is expected that larger scale off site improvements to the public realm would be funded directly by the Community Infrastructure Levy, whereas smaller scale improvements necessary as a result of new development, for example footway improvements or pedestrian crossings to connect a new edge of centre facility with a defined centre, would be secured by site-specific planning obligation.

Alternative options

An alternative option is not to have a policy on town centre uses and to rely on national guidance and the JCS. The preferred option clearly sets out the approach and criteria that will be used for determining applications for town centre uses within all parts of the city.

A second alternative would be to relax the requirement for uses other than retail and leisure to justify out-of-centre locations. Whilst this may be seen as more flexible it would not be compliant with the NPPF which is clear that the "town centres first" principle applies to all main town centre uses. The strength of Norwich and its long term success as a regional shopping and visitor destination rely on maintaining a full range of complementary services and facilities and a substantial employment base to ensure continued vitality, viability and attractiveness and provide a sound basis for future expansion and growth. Allowing unmanaged dispersal of selected uses such as visitor accommodation and large scale office employment would increase the need for unsustainable travel and damage prospects for the regeneration and enhancement of the city centre and neighbourhood centres. This would also be directly contrary to the JCS.

References

- NPPF: CLG, 2012: Section 2: Supporting the vitality of town centres.
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- JCS policy 11: Norwich city centre
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- JCS policy 19: The hierarchy of centres
- Retail and town centres topic paper, January 2012
- Greater Norwich Employment Growth and Sites and Premises Study (Arup/Oxford Economics 2008)

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Encouraging and promoting major office growth

Policy DM19
Offices

Inclusion of offices within development proposals
In the priority areas for office development within the city centre, as defined on the Policies Map, development on all sites over 0.25 hectare will be expected to include an element of office floorspace. Proposals not including an office element will only be permitted where it can be demonstrated that offices are not feasible or viable on a specific site.

Location for new office development
Development for new B1 offices within the priority areas for office development, the city centre, large district centres and existing and proposed district and local centres as defined on the Policies Map and in Appendix 4, will be permitted where:
a) their scale is appropriate to the centre's position in the hierarchy as set out in JCS Policy 19 and does not exceed the indicative thresholds set out in Appendix 4; and
b) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
c) if involving a change of use in a defined centre, the proposal accords with policies DM20 and DM21 of this plan.

Proposals for new B1 offices which are not within a defined centre (other than those forming part of a specific development allocation within the Site Allocations Plan) will be permitted where:
a) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
b) the proposal is justified by a sequential site assessment (and where applicable, impact assessment) applying to the scale of development proposed.

The sequential and impact assessments must demonstrate clearly that:

- the proposal could not be accommodated on any reasonable alternative and available site or sites within or adjacent to a defined centre at the appropriate level of the hierarchy; and
- the proposal would not result in a significantly harmful impact on the vitality and viability of the city centre or other existing and proposed centres, would not compromise committed proposals for their expansion and would not significantly undermine prospects for their regeneration, improvement or enhancement.

Proposals for B1 office development in defined employment areas will be permitted where:
a) the sequential and impact assessment requirements have been satisfied and it is demonstrated that it is not practical to accommodate the development on a more sequentially preferable or accessible site; and
b) the use is appropriate to the character and function of the employment area; or
c) the office use is ancillary to or associated with an existing use already on the employment area.

Protection of high quality office space
Proposals involving the redevelopment or change of use in whole or in part of larger existing office premises of 1500 sq.m gross internal area and over will not be permitted unless:

a) In all cases, it can be demonstrated that the premises are no longer fit for purpose and their retention or upgrading and continued occupation for office purposes would not be economically viable, feasible or practicable; and
b) In the city centre, it can be demonstrated that the proposal would support wider strategic objectives for the centre, (as set out in JCS policy 11) which would outweigh the loss of the office space; or
c) The proposal involves the redevelopment of the office space with replacement accommodation of an equal or higher standard; or
d) The proposal would bring a long-term vacant designated or locally identified heritage asset back into beneficial use.

The upgrading of other existing poor quality office space and smaller office premises will be supported. Proposals which improve the efficiency, usability and appearance of office accommodation or provide additional office floorspace through extension or adaptation will be permitted, provided that any disbenefits which arise from the proposal, such as impact on landscape or streetscape, do not outweigh the benefits of the improvements.

Supplementary text

19.1 The promotion of new high quality office development and protection of a supply of suitable business floorspace in sustainable and accessible locations is a crucial element of the city council's development strategy for Norwich. In particular the retention of a substantial office employment base in the city centre is critical to maintaining the long term viability and vitality of the city as a retail and visitor destination and a major employment hub. Both these objectives align with the NPPF's emphasis on sustainable development, supporting the needs of business and protecting town centres. The JCS makes clear that the city centre should be the main focus for retail, leisure and office development, with housing and educational development reinforcing the vibrancy of the centre.

19.2 The long term future of office employment in the city centre rests on the availability of modern office floorspace of exceptional quality (Grade A) in attractive locations, alongside the retention and upgrading of existing office premises where feasible. In recent years there have been significant job losses in the city, most markedly in office based jobs in the financial and public services sectors both through downsizing of established employers and decentralising office accommodation to less sustainable peripheral sites outside the city. This has resulted in something of an imbalance between city centre and out-of- centre office employment and an overall increase in the need to travel if office workplaces are over reliant on accessibility by car. For this imbalance to worsen would run counter to the sustainable development objectives of the NPPF and the objectives of the JCS to promote sustainable accessibility and attract a substantial quantum of new office floorspace to the city centre.

19.3 Sustaining a supply of good quality office premises and providing for new office floorspace is therefore necessary both to support the required economic growth in the area and to retain the strength of the city centre, the most sustainable location for office development in the sub-region. The purpose of this policy is to protect existing high quality (Grade A) office space and Grade B space which is capable of being upgraded to an equivalent standard, promote the upgrading of poorer quality office space and provide new office accommodation in defined areas of the city centre and in other accessible and sustainable locations where this is consistent with business needs, complies with the overall sustainability objectives of national policy and the JCS and does not compromise the objectives of this plan for the economic regeneration of the centre.

19.4 The Greater Norwich Employment Growth and Premises Study 2008 (the Arup study) acknowledges that Norwich, like several other cities, needs to address the tension of developing office space within the city and on the city fringes. It estimates that the city centre will need to accommodate at least 100,000 sq m of new offices up to 2026 to support the level of growth required and identifying potential areas for significant growth which have informed the definition of the office priority areas in this plan.

19.5 The subsequent economic downturn has reduced the immediate impetus for large scale new build office development in the centre at least for the short term, although some consented schemes are still likely to proceed and others may be reconfigured to enable existing premises to be retained and upgraded rather than redeveloped. The recent depletion of office based employment in Norwich city could reduce the overall demand for new office floorspace or extend the timescale for its achievement. It is also possible that new ways of working and fuller integration of mobile information and communications technologies into working practices may reduce the need for employment to be based full time in large scale purpose built office premises, perhaps favouring smaller formats, live work units or home working. This may in turn

reduce the overall need for office floorspace assumed in the Arup study for a particular level of job growth.

19.6 New office development will therefore need to be carefully monitored. Future reviews of business floorspace need, taking account of employment trends and market demand, will be required to ensure that this policy remains up to date and relevant over the course of the plan period.

19.7 Objective studies of longer term need prepared by the Greater Anglia LEP and informing the greater Norwich economic strategy show that, with its strong focus on financial services, creative industries and knowledge based economy, the city will have a strong dependency on office employment and a substantial requirement for new office space for the foreseeable future. That floorspace must be located as sustainably and accessibly as possible. Accordingly local policies must ensure that the city centre remains attractive to office employers and new city centre office provision will need to compete effectively with out-of-town campus and business park style development, providing appropriately and flexibly for the needs of businesses, supporting and offering the benefits of a location with sustainable access to all city centre facilities.

19.8 To achieve this, the policy aims to ensure that longer term opportunities for sustainably located office development in the city centre are made use of by establishing an office priority area. Developments on sites over 0.25 hectares in the office priority areas should include an indicative minimum proportion 25% of total floorspace for business use. Any schemes which do not provide office space will need to provide evidence of a lack of demand, feasibility or viability and proposals clearly intended to subdivide sites into smaller parcels to avoid the 0.25 hectare threshold will not be accepted. This policy also aims to restrict development which results in the loss of high quality office space unless there is a clear justification on the grounds of feasibility and economic viability for re-use or redevelopment for other purposes, or where an alternative use would bring compensatory economic benefits, for example by increasing opportunities for accessible education or training.

19.9 The office priority area includes the parts of the city centre specified within the JCS as areas of comprehensive redevelopment and key areas of change with a focus on commercial development. It includes a zone in the south-east of the city centre between the rail station and Queens Road, talking in Rose Lane/Mountergate and King Street/Rouen Road. This area benefits from sustainable transport links and a high level of pedestrian accessibility.

19.10 The undeveloped part of the St James Place development at Barrack Street/Whitefriars is also identified as an office priority area. This site provides the opportunity for new high quality, centrally located office floorspace to be provided in the early part of the plan period. It is part of an emerging office employment hub with links to Anglia Square. The area has good accessibility between to the remainder of the city centre with Peters

Bridge providing a direct pedestrian/cycle link across the river Wensum to the Riverside Walk, connecting to Bishopgate and the professional office quarter around the Cathedral.

19.11 Area-wide regeneration based on office development is supported by site-specific allocations in the Site Allocations Plan and small area plans. An outline master plan for the St Stephens area has informed the Site Allocations Plan. It identifies sites for up to 50,000 sq.m of new office floorspace. It is expected that more detailed plans and delivery programmes established through partnership working as part of the emerging South City Centre Plan will also help to deliver office allocations in the Rose Lane/Mountergate area, which could accommodate a similar amount of office space.

19.12 For the purpose of this policy the protection of office space applies to office space with a net floorspace greater than 1500 square metres. Premises smaller than this will be covered by policy DM17 relating to small and medium-scale businesses. High quality office space can be defined as Grade A and B office space. Grade A offices are defined as new or recently refurbished, high quality facilities in prime, accessible locations. Grade B offices are of a good standard with adequate facilities and accessibility.

19.13 The city also contains a wider variety of existing older office buildings many of which do not to meet modern user requirements, defined as Grade C standard. Where economically viable, feasible and practicable the preference of the council is for these premises to be upgraded, rather than redeveloped or converted for alternative uses; however there will be instances where there is no reasonably practicable or viable means of making them fit for purpose for office occupation, where they are poorly located or where the proximity of potentially conflicting uses and activities makes them commercially unattractive. In these instances the council will apply flexibility on a case by case basis.

Alternative options

An alternative option is not to have a policy on the protection of office space and to rely on national policy and the JCS. This option has been discounted because it could lead to the unmanaged loss of high quality office space, which could result in a significant harm to the local economy. It might also result in considerable pressure for the redevelopment of office space for other uses.

Alternative options are to have more stringent or less stringent criteria for the protection of offices. It is considered that the proposed policy achieves the right balance as it is flexible enough to allow the loss of offices where it is not economically viable, practicable or feasible to retain them or where there are overriding benefits from alternative forms of development.

A further option is to only protect offices within the city centre. It is however considered that there are offices outside the city centre which may merit protection as they are sustainably located.

In relation to the provision of new office space, one alternative is not to have a policy and to rely on national policy and the JCS. It is not considered that this approach would be robust enough to secure the provision of sufficient new office floorspace in the right locations, given that the evidence base justifies a need for major office development, particularly in the city centre. The policy has been given additional flexibility to respond to the NPPF and allow for appropriately located and appropriately scaled office development elsewhere in the city where consistent with other objectives. However to remain consistent with, and successfully implement, the JCS a local policy with a strong emphasis on the promotion of city centre office development and the protection of city centre office floorspace is essential. Without this policy there is a strong likelihood that Norwich's vibrant city centre could face decline.

Other alternatives are to have a larger or smaller defined office area and to increase or decrease the applicable site size threshold. It is considered that the preferred policy achieves the right balance.

References

- NPPF: CLG, 2012: Section 1: Building a strong, prosperous economy: Supporting economic development: identify and plan for new or emerging sectors likely to locate in the area, plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries; identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- *JCS* policy 11: Norwich city centre
- *Greater Norwich Employment Growth and Sites and Premises Study* (Arup/Oxford Economics, 2008)
- *Employment Topic Paper,* January 2012.

Protecting and supporting city centre shopping

Policy DM20
Managing change in the primary and secondary retail areas and Large District Centres

Defined retail frontages
Within the defined primary and secondary retail areas and Large District centres, non-retail uses in classes A2, A3, A4, A5 and other main town centre uses will be permitted where:
a) they would not have a harmful impact on the vitality and viability of the area and on the individual street; and
b) within retail frontages defined on the Policies Map, where they would not result in the proportion of A1 retail uses at ground floor level falling below an indicative minimum proportion which is justified as necessary to support the continued retail function of that frontage zone.

The indicative minimum thresholds used in support of this policy will be set out in a supplementary planning document and will be reviewed flexibly as necessary in response to objective evidence of retail market trends and changes in the character and function of the central shopping area over the plan period.

In assessing proposals for change of use within defined retail frontage zones, the proportion of A1 retail use in that frontage will be calculated taking account of any other proposals in the same zone permitted but not implemented.

For the purposes of clause b) "ground floor level" means street level, except in the case of the internal parts of Castle Mall and Chapelfield where retail frontages are defined on two separate retail levels within those centres.

Within defined retail frontages, where the proportion of retail uses at ground floor level is below the minimum proportion specified, proposals will be considered on a case by case basis and accepted where the proposal

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a) would result in a designated or locally identified heritage asset or other long-term vacant building being brought back into beneficial use where it is demonstrated that those benefits could not be delivered by retaining a retail use; or

b) would otherwise have a beneficial effect on the vitality, viability and character of the area which could not be achieved by retaining or reinstating a retail use.

The beneficial use of upper floors and basements or of premises located outside defined retail frontages will be permitted where the proposed use is compatible with surrounding uses and consistent with other relevant policies of this plan.

In all cases:

- Proposals involving the change of use of ground floors only must ensure that separate access is maintained to, and should not prejudice the beneficial existing or potential future use of, lower and upper floors;
- Proposals for alternative uses should not give rise to unacceptable environmental effects which could not be overcome by the imposition of conditions;
- Where necessary, permission will be granted subject to conditions restricting hours of opening and/or removing permitted development rights to change to alternative uses in order to protect the amenity of surrounding occupants and the vitality and viability of the area generally.

Supplementary text

20.1 Section 2 of the NPPF: Ensuring the vitality of town centres states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. Policies must define the extent of town centres and primary shopping areas based on a clear definition of primary and secondary frontages in designated centres, making clear which uses will be permitted in such locations. Competitive centres should promote customer choice and a diverse retail offer and reflect the individuality of town centres.

20.2 Norwich is a thriving retail and visitor destination of regional significance and, in terms of retail spend and attractiveness, among the top ten nationally. The city centre is the most accessible and sustainable location for retail, leisure, office, cultural and tourism related development. In accordance with NPPF advice, the purpose of this policy is to balance the priorities between different town centre uses, aiming to retain a substantial proportion of shopping within the core shopping streets and key attractors of Castle Mall and Chapelfield, whilst accepting a diversity of uses in the speciality and local independent shopping areas and secondary shopping streets.

20.3 Retail uses are critical in underpinning the city centre's continued vitality and viability; however an appropriate diversity of other town centre uses such as restaurants, cafes, financial services, leisure and cultural uses and office based employment help support the economic vitality and health of the city centre, for people of all ages throughout the day and evening.

20.4 Policy DM20 takes forward the proven approach of the City of Norwich Replacement Local Plan 2004 and its predecessors to protect and strengthen the retail offer of the city centre and proactively manage incremental change to help support its retail vitality, viability and diversity. The strategy has both supported the city centre as a major regional shopping destination and, through improvements to the public realm, ensured that its historic character

is enhanced and specialist retailing encouraged. In recent years this has enabled the development of leisure, cultural and entertainment facilities at Riverside and the Forum, consolidated large multiple retailing at Chapelfield and assisted in the expansion and retention of specialist and local independent retailing in the Norwich Lanes. Further regeneration of the city centre, as set out in policy 11 of the JCS, will be supported by this policy alongside provision for the future expansion of the primary shopping area at St Stephens Street in the Site Allocations Plan and St Stephens Area Masterplan and substantial new retail development at Anglia Square through the Northern City Centre Area Action Plan. .

20.5 The primary and secondary retail areas and Large District Centres are shown on the Policies Map. The primary area and the Anglia Square/Magdalen Street large district centre are subdivided into smaller frontage zones within which defined retail frontages are identified for the purposes of this policy, whilst the majority of the secondary areas are self-contained zones within which a defined retail frontage may or may not apply, depending on the character and function of the area concerned. The frontage zones acknowledge the varied functions of discrete groups of streets within the centre and the relative importance of retail uses and other supporting services in defining their individual character and attractiveness. Frontages in the primary area include a generally high proportion of A1 retail uses, with the secondary frontages providing opportunities for a more diverse mix of supporting services to promote vitality and interest, as well as allowing a particular focus in some areas on speciality and local independent retailing (in accordance with JCS policy 11).

20.6 Although a policy on the management of uses in the city centre could not be made so flexible that it would put the key retail attractions of Norwich at risk, it is acknowledged that retail centres are dynamic and constantly changing. This will be particularly so if the growth in internet-based retailing continues at the expense of the high street. The city council acknowledges that a policy seeking to manage change in retail frontages must be approached in the context of a period of rapid and dynamic change in the retail sector and in the character and function of town centres which means that the nature of the shopping experience could be markedly different. Accordingly a decision has been made not to include detailed percentage thresholds (setting out a minimum proportion of A1 retail use which should be sought in different shopping frontages) within the body of the policy itself, but instead to include appropriate and justifiable thresholds in adopted supplementary planning documents which can be reviewed and updated on a regular basis in response to change as it occurs. This approach will allow the flexibility to adapt to change in the character and function of the centre over the fifteen-year plan period which may well see a significant transformation in the way primary and secondary shopping areas are used.

20.7 The percentage of A1 retail use will be calculated by reference to frontage length – i.e. the total measured length of a defined frontage which is in retail

use within the applicable frontage zone at ground floor level. Defined frontages are shown by a solid blue line notation on the Policies Map. The only exception to this is where main shopping frontages exist on two or more floor levels, as at Castle Mall and Chapelfield; which are illustrated on inset plans showing each level separately. This method is used because it is the presence of an active, attractive, lively and diverse retail frontage within a particular street or area which has the most obvious impact on its overall vitality and viability, rather than the contribution of a particular quantum or scale of retail floorspace. Basing the calculation of the percentage of retail uses on individual frontage zones, formed by smaller groups of streets, rather than on the primary area as a whole, ensures that a healthy mix and balance of uses can be maintained across the area. It also avoids potential damage to retail vitality and viability from disproportionate clustering of non-retail uses in any one part of it.

20.8 The definition of retail frontages on the policies map reflects the character and function of different parts of the area and incorporates a number of changes from the previous local plan. It prioritises the core shopping streets and both shopping malls, for a generally high proportion of retail use (suggested at 85%), helping to maintain a critical mass of shopping; whilst allowing a greater proportion of beneficial non-retail uses elsewhere.

20.9 For the purposes of this policy the primary retail area is divided into two parts. Firstly there are the core pedestrian priority areas and main shopping streets, focused on the key route between St Stephens Street and the Market Place, together with the two purpose built shopping centres of Castle Mall and Chapelfield. These areas are characterised by large format multiple retailers and have a generally high pedestrian footfall. Secondly there is the network of more intimately-scaled pedestrian shopping streets lying either side of and including London Street, which have a higher proportion of speciality and local independent shops complemented by a variety of supporting services such as street cafés, restaurants and hot and cold food takeaways catering to the daytime shopper and visitor.

20.10 The council's previous policy on the management of retail uses required that a minimum proportion of 85% of A1 retail use should normally be maintained within all defined retail frontages in the primary area. In recent years the changing nature of the shopping experience in Norwich has led to a wider diversity of uses – in particular cafés and restaurants – being accepted in some frontage zones in the primary area in breach of this threshold where there are clear benefits to vitality and viability. Experience has shown that this more flexible approach has aided overall vitality and viability: retail vacancy rates have remained low and the city centre has remained generally resilient to the effects of the post-2008 recession, remaining in the top ten retail destinations in the country.

20.11 A requirement to maintain a minimum of 85% A1 retail frontage indiscriminately in all of the primary area frontage zones is no longer

considered appropriate, since retail representation in many zones as defined in the previous adopted local plan has already fallen below that level and JCS policy 11 promotes the extension of leisure and hospitality uses across the city centre. Additionally there is a need to respond to the NPPF's emphasis on supporting enterprise and stimulating economic growth, which would include giving appropriate encouragement to non-retail supporting services and other town centre uses where they can help to sustain city centre vitality and viability. The scope to vary the detail of the policy thresholds through SPD will give additional flexibility.

20.12 The successful application of the policy will rely on regular monitoring of change in retail frontages and appropriate review of SPD to ensure that any thresholds applied remain relevant and necessary. It should also be able to encourage the types of non-retail uses which can make a genuinely beneficial contribution to vitality and activity in street frontages and not result in areas of dead frontage for all or part of the day.

20.13 Where they do not cause major residential amenity concerns, proposals for A3, and A4 uses (cafés, restaurants, and drinking establishments) will generally be supported in preference to A2 and A5 uses (financial and professional services and hot food takeaways). A2 and A5 uses would need to demonstrate exceptional benefits to vitality and viability which could not be achieved by an alternative use, (for example where the takeaway use is geared primarily to daytime use serving shoppers, or where the financial and professional service is offered as part of a broader mix of uses within the same premises. Conditions may be imposed in appropriate cases to restrict permitted development rights for change of use within class A or other use classes where an otherwise permitted change of use would be likely, in the opinion of the city council, to result in a harmful impact on retail vitality and viability or on residential amenity.

20.14 In secondary retail areas and Large District Centres, some of which are identified as "Specialist shopping areas" in JCS policy 11, many streets have particular specialisms such as St Benedicts being geared to businesses which support music, alternative culture and the creative arts, Magdalen Street's emphasis on ethnic retailers and restaurants and Elm Hill's focus on speciality retailing appealing to tourist and visitors. A threshold setting out a minimum level of retail use may still be appropriate to apply in some areas as it is important that secondary areas do not become over dominated by non-retail uses and a reasonable representation of shops is retained. Particular account will be taken of the need to encourage and protect speciality and local independent retailing and supporting services within areas such as the Norwich Lanes. For those areas which do not have a defined retail frontage the policy will focus on protecting their vitality and viability and ensuring that proposals for alternative uses would not have an unacceptable impact on other areas of the centre or undermine the overall objectives of the JCS.

20.15 In circumstances where an area or premises suffers from long term vacancy, the loss of a shop may be accepted where this would have a beneficial effect on the vitality of the area or would contribute to its economic or physical regeneration. Applicants proposing alternative permanent uses for long-term vacant retail premises will normally be expected to show that the premises has been vacant for more than nine months, kept in a good state of repair and actively marketed throughout that period at a realistic commercial rent or sale price with no interest being shown from potential retail occupiers. The council will encourage and grant permission for community uses within vacant premises on a temporary basis where this would help to improve the vitality and attractiveness of areas which are otherwise in decline. Such temporary permission would typically be granted for an initial period of one year although there will be scope to agree longer periods in individual circumstances where it is appropriate and beneficial to do so. During this time the premises should still be actively marketed for retail purposes.

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20.16 Many premises within the primary and secondary retail areas are located outside defined retail frontages and there is much scope for the productive re-use and conversion of vacant and underused parts of retail and commercial premises situated above and below street level. In order to ensure that Norwich city centre remains vibrant and diverse and to promote the most sustainable use of buildings in accordance with policy DM3, the council will seek to maximise the use of upper floors, basements or premises outside defined retail frontages and will support appropriate proposals which achieve this. Appropriate uses include residential, offices, restaurants and cafes, pubs and bars, non-residential institutions and leisure uses which are at an appropriate scale for their location within the city centre. Proposals providing for a main use of a building at ground floor level only must maintain or reinstate separate accesses to upper and lower floors to ensure that the future use of those areas of the building is not prejudiced. The council will not support proposals for ground floor uses that do not make provision for the effective use of upper floors in the long term.

20.17 It is important to ensure that uses proposed at all levels of a building are compatible and a particular mix and disposition of uses within a building would not give rise to unacceptable impacts on living or working conditions or on the wider environment. In assessing proposals for change of use, consideration will be given to likely impacts on the amenity of existing and future occupiers in accordance with policy DM2 and DM11 of this plan. Conditions will be used as appropriate to limit hours of opening and/or restrict otherwise permitted future changes of use which would result in such undesirable impacts.

20.18 In the event that changes to the Use Classes Order are brought forward which remove the need for permission for certain changes of use to which this policy applies, the council will consider any justification for supplementary measures such as Article 4 directions in support of policy DM20 if proposed permitted changes are likely to cause significant harm to

retail vitality and viability in certain streets and areas. Conversely, where additional flexibility is deemed necessary in areas of decline there may be scope to introduce Local Development Orders to allow specific changes of use to be made without permission.

20.19 This policy will need to be supported by regularly reviewed SPD as well as other initiatives to enhance the retailing environment and improve conditions for businesses across the city centre. The city council, through the City Centre Management Partnership, is already effectively operating the kind of Town Team approach endorsed through the Portas Review. and smaller area retail consortia such as the Norwich Lanes are doing much to raise the profile of specialist and local independent retailing in this part of the centre. The partnership is currently consulting on proposals for a Business Improvement District (BID) covering much of the south-western part of the centre including the primary retail area and the Norwich Lanes which, if agreed, will enable further investment income to be generated to secure environmental improvements and project funding to help improve trading conditions for businesses.

Alternative options

One alternative option is to incorporate indicative percentage thresholds within the body of the policy to manage the proportion of retail uses in different areas (as in the previous City of Norwich Replacement Local Plan and as proposed in the draft of this plan). This approach has merits in terms of increased certainty for applicants, but could not be readily varied to adapt to change without a complex and lengthy process of review and could rapidly become out of date. The option of including this detail in SPD will offer a greater degree of flexibility but could mean that decisions made in support of the policy reliant on retaining a minimum level of retail representation in a particular area would be more difficult to defend on appeal.

A second alternative is to not to change the percentage thresholds, frontage zone boundaries, defined retail frontages and areas which were used in the previous adopted local plan for the primary and secondary retail areas and the Large District Centres. As noted, this approach would not give sufficient regard to the changes in the character and function of individual areas of the centre which have occurred since the previous plan was adopted, nor would it take account of the need for a degree of flexibility to promote sustainable economic growth and support business.

Another option is to set different thresholds for the acceptance of non-retail uses within specific retail frontages. Accepting a greater proportion of non-retail uses within the primary area core streets is likely to lead to significant loss of multiple stores and high value retailing and could significantly damage the city centre's attractiveness as a regional shopping destination. Strong protection of retail uses in the primary area has previously been supported in a number of appeal decisions which affect premises in these core streets. It is considered that there is no justification for departing from previous policy in these most critical parts of the centre, albeit that there is a case for a slightly more flexible approach in other areas to better reflect the JCS's emphasis on speciality and independent retailing and supporting the evening economy..

Applying a more restrictive policy on non-retail uses could be equally damaging to vitality and viability, reducing opportunities for beneficial supporting uses and in particular not allowing for the growth in the evening economy and its expansion within the city centre. The proposed approach is considered to achieve a good balance between protecting critical vitality and viability and promoting an appropriated diversity of uses within different areas of the centre.

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It is considered that not having any policy to manage change of use within the primary and secondary retail areas and Large District Centres and treating proposals on their merits is not an option as national policy and the JCS do not contain sufficient guidance to determine individual planning applications within these areas.

References

- NPPF: CLG, 2012: Section 2: Ensuring the vitality of town centres: Promote the vitality and viability of town centres: define the extent of the town centre and the primary shopping area, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations. Section 8: Promoting healthy communities: ensure that established shops and facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community;
- High Streets at the Heart of our Communities: The Government's Response to the Mary Portas Review, CLG 2012
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- JCS policy 11: Norwich city centre
- JCS policy 19: The hierarchy of centres
- Norwich Sub Region: Retail and Town Centres Study (GVA Grimley, 2007)
- Retail and Town Centres Topic Paper (January 2012)

Protecting and supporting district and local centres

Policy DM21

Management of uses within district and local centres

Key principles

Within existing and proposed district and local retail centres, as defined on the Policies Map and shown in Appendix 4, non-retail uses in classes A2, A3, A4, A5, public and community uses and other main town centre uses will be permitted where:

a) the proposal would not result in the proportion of A1 retail units at ground floor level within the centre falling below 60% (for district centres) or below 50% (for local centres); and would not result in the loss of, or significant reduction in, retail floorspace within any main foodstore serving the centre; or

b) in cases where the proportion of A1 retail uses is already below the applicable threshold in clause a), the proposal would not result in the loss of, or significant reduction in, retail floorspace within any main foodstore serving the centre;

c) in cases where the proposal is for a community use or other non-retail service and would conflict with the provisions of clauses a) or b):

- It would provide a community benefit or address an identified deficiency in provision in the area which can be shown to outweigh the loss of the retail use, and
- It could not reasonably be accommodated in a more accessible or sustainable location either within the same centre or in an alternative local or district centre in the vicinity;

and, in all cases

d) the proposal would not result in a harmful impact on the vitality, viability and diversity of services in the centre, in particular by not adding to the number of services or facilities which would not generally be available to the public during the normal working day; and

e) the proposal would offer a service whose scale and function is appropriate to the centre's position in the retail hierarchy; and

f) the proposal would not give rise to unacceptable impacts on residential amenity or other effects on traffic or the environment which could not be overcome by the imposition of conditions.

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Other requirements
Proposals which are not for main town centre uses, with the exception of community uses, will not be permitted at ground floor level within district and local retail centres.

The beneficial use of upper floors will be permitted where the use is compatible with surrounding uses. Proposals involving the use of ground floors only must ensure that separate access is maintained to, and should not prejudice the beneficial existing or potential future use of, lower and upper floors.

Where necessary, permission will be granted subject to conditions restricting hours of opening and/or removing permitted development rights to change to alternative uses to protect the amenity of surrounding occupants and the vitality and viability of the centre concerned.

Supplementary text

21.1 The NPPF in Section 8: Promoting Healthy Communities, requires local authorities to plan positively for shared space and community facilities such as local shops, meeting places, sports venues, cultural facilities, public houses and places of worship and other local services to enhance the sustainability of communities and residential environments. They should also guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs; ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and ensure an integrated approach to considering the location of location of housing, economic uses and community facilities and services.. Both this policy and policy DM22 following reflect those aspirations and the emphasis of the JCS on protecting and enhancing neighbourhood centres and supporting communities.

21.2 Norwich's neighbourhoods are generally well served by local and district retail centres. These retail centres provide convenient facilities for local people which are readily accessible on foot and by cycle and which are normally on or close to high frequency bus routes. Policy 12 of the JCS requires that local and district centres should be protected and enhanced. This policy seeks to ensure that a suitable range of local services is maintained within these centres to provide for everyday needs. It complements policy DM18 dealing with proposals for substantive new development for town centre uses.

21.3 For the purpose of this policy the same definitions of district and local centre are used as in the JCS. A district retail centre is a group of shops containing at least one supermarket or superstore and other services, providing for a catchment extending beyond the immediate locality. A local retail centre is a group of shops or services forming a centre of purely local significance.

21.4 As is the case in the city centre, the council has, historically, sought to protect the vitality and viability of district and local centres by requiring that these centres should, wherever possible, retain a minimum percentage of their premises in retail use. This minimum was fixed at 60% in the previous local plan. Trends toward a higher proportion of non-retail uses in some centres has meant that a 60% threshold has been exceeded in many cases and is no longer appropriate.

21.5 The council undertook detailed research in 2010 to establish whether there were any local and district centres where different percentage thresholds would be suitable, instances where local centres should be upgraded to district centres, or where the changing function of particular groups of shops not previously identified as local centres justified giving them status as such. Changes were recommended to the boundaries of some local and district centres and local centres are newly designated at the University of East Anglia, Aylsham Road/Copenhagen Way, Magdalen Road/Clarke Road, Long John Hill and St Stephens Road.

21.6 The results of this research informed the draft version of this policy, which took the approach of applying a range of minimum retail percentage thresholds which differentiated between groups of centres according to their particular form and function. It also incorporated detail on the criteria to be used for the assessment of other town centre uses and community facilities proposed in district and local centres.

21.7 In Norwich, the majority of neighbourhood shopping centres are characterised by parades or clusters of small and medium sized shop units. Many rely for their continued vitality and viability on having a diverse mix of uses in which local shops predominate. Local centres in Norwich will usually include at least one small-scale local foodstore to meet day to day needs for top-up shopping. However, two particular centres – Eaton District Centre and the newly identified local centre at Aylsham Road/Copenhagen Way – are based around a single foodstore alongside a diversity of supporting uses rather than necessarily having a high representation of small traditional shops. The continued vitality and viability of these centres relies effectively on the retention of the foodstore and not to any great degree on the protection of a minimum proportion of retail units elsewhere in the centre.

21.8 As is the case with the city centre, the particular characteristics and mix of shops and services in district and local centres in Norwich has changed markedly since the inception of the previous local plan in 2001. There has been strong growth in one-stop local convenience retailing: national foodstore operators have sought opportunities to establish small scale local foodstores within and close to existing local and district centres, both through the development of completely new stores and by conversion of existing shops and other commercial premises to food supermarkets.

21.9 The trend toward one-stop convenience shopping and the growth of supporting non-retail services (in particular hot food takeaways) is a reflection of changing lifestyles and is sometimes alleged to have resulted in a harmful impact on retail diversity and local independent retailing; however the most recent research undertaken by this council shows that the introduction of new foodstores into local centres has in fact supported those centres and resulted in lower vacancy rates. It is not the role of this policy to inhibit competition between individual retailers as this would be contrary to national policy. Nor can the policy or the planning process in general influence the particular operator or business model of retail development accepted in these centres. Rather, this policy aims to be responsive to objectively assessed needs and aims to ensure that the vitality, viability and diversity of centres is protected and strengthened to meet day to day shopping needs and reduce the need to travel.

21.10 The council's approach to local and district centres is to seek a balance between retaining an appropriate range and choice of shops to meet local needs and allowing other beneficial supporting uses which complement and are appropriate to the scale and function of the centre. In recognition of the changing characteristics of neighbourhood centres and the generally higher proportion of supporting services in them, the indicative minimum threshold for the proportion of A1 retail units has been set at 50% for local centres and 60% for district centres, alongside a requirement to seek to retain local convenience floorspace. This allows more flexibility in circumstances where the proportion of retail units is already lower than the indicated minimum and where the retention of an anchor foodstore may be more critical to the vitality and viability of the centre than keeping a high proportion of smaller shops.

21.11 The requirement that proposals should not have a harmful impact on the diversity of services in centres should also ensure that particular types of service such as hot food takeaways would not become over-represented in any one centre and prevent centres becoming completely dominated by large format retailers. It will be particularly important to ensure that the range and choice of services in any one centre contributes to diversity and vitality across the whole of the working day and evening. Consequently the council would normally seek to achieve a balance of uses which is not disproportionately weighted towards evening-only services such as hot food takeaways, which often contribute very little to local and district centres if they are closed during the day. Conversely, uses such as cafés can offer significant benefits to the vitality and viability of local centres in both the daytime and evening through their role as community hubs and meeting places.

21.11a The policy does not seek to impose a strict quota on the number and type of non-retail A class uses and other services in centres. Rather, the impact on diversity of services of any particular proposal will be a matter of judgement on a case by case basis taking account of community needs, operators' business requirements, likely impact on neighbour amenity and

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considerations of how the range of services in individual centres might be changing and developing. More specific criteria for the consideration of hot food takeaways are included in policy DM24.

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21.12 For the purposes of this policy main town centre uses are as defined in the NPPF. The proportion of A1 retail units will be calculated on the basis of the total number of separate premises at ground floor level within a defined centre. The boundaries of local and district centres have been redefined in some cases. This is to ensure that premises which do not contribute to their neighbourhood centre function, for example, isolated dwellings within or at the end of a parade of shops, are not included within the centre and are not taken into account in calculating the proportion of non-retail uses. Where suitable locations emerge adjacent to centres which can accommodate their appropriate expansion, the council will support such proposals consistent with the criteria in policy DM18.

21.13 The policy allows additional flexibility for the acceptance of other beneficial uses where it can be demonstrated that the use is underrepresented in the centre or it is for a community purpose which is appropriate to the scale of the centre and could not be accommodated in a more accessible or sustainable location, either within the same centre or elsewhere in the locality. Appropriate uses include residential, offices, restaurants and cafes, pubs and bars, non-residential institutions and leisure uses which are at an appropriate scale to serve a local catchment. The acceptance of these uses will be subject to compliance with other policies of the plan, in particular that they should not give rise to unacceptable impacts on the living and working conditions of neighbours (Policies DM2, DM11).

21.14 The NPPF advises local authorities to recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites. Local and district centres should be at the heart of communities and are the most sustainable and accessible location for new residential development as well as providing a wide range of retail and other services. Residential use is supported by this policy and where it is accepted in close proximity to centres should be at a higher density where this is in keeping with character of surrounding area (in accordance with policies DM3 and DM12). The beneficial use of upper floors within local and district centres will also be supported. Proposals providing for a main use of a building at ground floor level only must maintain or reinstate separate accesses to upper and lower floors to ensure that the future use of those areas of the building is not prejudiced. The council will not support proposals for ground floor uses that do not make provision for the effective use of upper floors in the long term.

21.15 It is important to ensure that uses proposed at all levels of a building are compatible. In assessing proposals for change of use, consideration will be given to likely impacts on the amenity of existing and future occupiers in accordance with policy DM2 of this plan. Conditions will be used as

appropriate to limit hours of opening and/or restrict otherwise permitted future changes of use which would result in such undesirable impacts.

21.16 A new district centre at Hall Road (Harford Place) is proposed in the Site Allocations Plan in recognition of the need for a centre to serve the south of the city and of longstanding proposals to provide this through redevelopment of the former Bally Shoes site. Additionally, that plan provides for local shopping and leisure facilities to serve new mixed use development at the Deal Ground site at Trowse. The precise siting of any local centre has yet to be determined and, since it partly extends into South Norfolk, a discrete local centre to serve the Deal Ground may or may not be situated within Norwich.

21.17 Once implemented, the Harford Place centre will be considered as a District Centre and proposals for changes of use within it will be determined in accordance with this policy. A 60% indicative minimum threshold for retail uses will apply. In the event of a purpose built neighbourhood centre being established at the Deal Ground within the city boundary, it would be regarded as a local centre and also subject to the provisions of this policy.

Alternative options

It is considered that not having a policy on district and local centres is not an option as national policy and the JCS do not
contain sufficient detail to determine individual planning applications within Norwich's district and local centres.

One alternative is to adopt different boundaries for the district and local centres. The boundaries chosen are considered appropriate as they are defined so as to reflect the extent of retail and other complementary supporting services and to exclude uses which are clearly not contributors to the function of the centre. The boundaries reflect an up-to-date assessment.

Another option is to continue the Local Plan approach which sets a uniform 60% minimum for the retention of retail uses in all local and district centres. It is considered that this does not acknowledge the higher proportion of supporting services in many centres or the need for flexibility to respond to change over the plan period.

A further option is to retain the approach taken in the draft version of this policy and introduce more differentiation in the thresholds applied to individual centres. This approach is now considered to be too inflexible in responding to change and, in particular, does not acknowledge that in many centres it is the retention of a main foodstore and not the existence of a particular minimum number of A1 shops elsewhere that is the key to protecting its vitality and viability. The proposed policy is considered to strike the appropriate balance between promoting vitality, viability and diversity and preventing damaging changes to the core functions of neighbourhood centres.

References

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- NPPF: CLG, 2012: Section 8: Promoting healthy communities: Deliver community facilities and local services; ensure that established shops and facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community.
- Parades to be proud of: Strategies to support local shops, CLG, June 2012
- JCS policy 7: Supporting communities
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- JCS policy 19: The hierarchy of centres
- Norwich Sub Region: Retail and Town Centres Study (GVA Grimley, 2007)
- Retail Topic Paper: Local and District Centres (September 2010)
- Retail and Town Centres Topic Paper (January 2012).

Planning for and safeguarding community facilities

Policy DM22
Provision and enhancement of community facilities

Development of new or enhanced public or community facilities will be permitted and encouraged where they contribute positively to the wellbeing and social cohesion of local communities, with preference being given to locations within or adjacent to the city centre or existing and proposed local and district centres in accordance with the hierarchy of centres set out in JCS policy 19. Proposals within centres will be accepted where their location is appropriate to and their scale and function is compatible with the centre in which they are proposed.

Where it can be demonstrated through a sequential site assessment that there are no reasonably available sites within a centre, preference will be given to accessible sites firstly in edge of centre locations and then in out of centre locations (other than those forming part of a specific development allocation within the Site Allocations Plan) where:
a) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan; and
b) there are overriding community, amenity and environmental benefits deriving from an out of centre location, or
c) the proposal is for a public or community use provided in association with and ancillary or complementary to outdoor sport and recreation on the same or an adjacent site, and is consistent with the requirements of policy DM8.

In addition, where the sequential assessment requirements have been satisfied and where new public and community facilities are proposed within defined employment areas, the use should not prejudice the function of the area or conflict with established or future employment uses or committed proposals for employment development or redevelopment.

Schools and other educational development

Proposals for new or replacement schools and other educational facilities, extensions to existing schools and changes of use for school or other educational and training purposes will be accepted and permitted where:
a) they would not undermine the objectives for sustainable development set out in policy DM1, in particular by increasing the need to travel by private car.
b) they would not give rise to significant impacts on the environment, highway safety or traffic arising from locational constraints or the particular configuration of the site or premises which could not be overcome by the imposition of conditions,
c) appropriate and adequate provision can be made for the residential accommodation needs of students (where required).

Particular support will be given to proposals which provide for the shared use of schools facilities by the wider community.

Comment [JMB1]: Consistent with NPPF definition.

Comment [JMB2]: CLARIFICATION wording is as suggested by DM officers to better explain the application of the sequential test to community facilities. However may not be consistent with NPPF advice where community facilities are not main town centre uses.

Comment [JMB3]: Suggested by DM officers to better explain the approach to be taken where proposals for community facilities come forward on defined employment areas. The changes to this section were finalised too late to be fed into the SA process and hence were not reflected in the Reg 19 draft policy. Consider it would improve effectiveness (and hence soundness) - however is it too significant a change to be regarded as a clarification?

Deleted: The provision of new community facilities outside or not adjacent to centres will be acceptable where there is a clear community need for such a facility and:¶
a) it can be demonstrated that there are no suitable premises within or adjacent to centres; or¶
b) the proposal is predominately for outdoor sport or recreation activities (including recreational buildings provided in association with and ancillary or complementary to those activities) and is consistent with the requirements of policy DM8; or¶
c) there are overriding community, amenity and environmental benefits deriving from an out of centre location. ¶

The local community must be consulted to ensure that new and enhanced community facilities of all types best meet their needs and aspirations..

Protection of community facilities

Development resulting in the loss of an existing community facility (excluding community public houses listed in Appendix 5) will only be permitted where:
a) adequate alternative provision exists or will be provided in an equally accessible or more accessible location within 800 metres walking distance; or
b) all reasonable efforts have been made to preserve the facility but it has been demonstrated that it would not be economically viable, feasible or practicable to retain the building or site for its existing use; and
c) evidence is provided to confirm that the property or site has been marketed for a meaningful period and that there is no realistic interest in its retention for the current use or for an alternative community use.

The involvement of the local community will be sought in identifying the importance of local facilities, including them (where appropriate) on the statutory list of assets of community value and in developing appropriate solutions for their retention and enhancement.

Development resulting in the loss of historic and community public houses listed in Appendix 5, will only be permitted where criteria b), c) and d) above are satisfied.

Where it is demonstrated that an existing community use is not viable, preference will be given to the change of use or redevelopment to alternative community uses before other uses are considered. Proposals for development which involve the unavoidable loss of community facilities for which there is a proven demand will be required to consider the scope for relocating or reproviding the facility either within the new development or on an alternative site within the locality and to make such provision where feasible and practicable.

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Deleted: d) in the case of a listed asset of community value, the opportunity has been taken to consider the exercise of any statutory community right to buy or community right to challenge from a duly appointed neighbourhood or community body, where relevant.¶

Supplementary text

22.1 This policy also responds to the requirements of the NPPF in relation to promoting healthy communities, as detailed in the supplementary text to policy DM21. It seeks to ensure that an appropriate and accessible range and choice of community facilities and services is maintained within Norwich and to protect viable facilities so far as is practicable unless there is an overriding justification for their loss or exceptional benefits deriving from alternative forms of development.

22.2 Community facilities are essential to ensure and maintain a high quality of life for those that live, work and visit Norwich city centre and its suburban residential neighbourhoods. The council seeks to support and where possible,

enhance, viable and necessary community facilities which play an important role in social interaction and community cohesion. The Site allocations plan makes provision for community facilities in a number of key development allocations: where need is demonstrated it is envisaged that the Community Infrastructure Levy will be the primary mechanism for funding and securing additional community facilities for which a need can be justified.

22.3 For the purpose of this policy "a community facility" should be taken to include facilities generally available to and used by the local community at large for the purposes of leisure, social interaction, health and wellbeing or learning. This will include, but not be confined to, community centres , premises for indoor sport, leisure and cultural centres, places of worship, doctor's surgeries/ health centres, crèches, playgroups, libraries, schools and other training and educational facilities.

22.4 Proposals for community uses which are also main town centre uses will be expected to accord with the provisions of policy DM18: the principle being that the most appropriate location for a new facility will depend on its intended scale and catchment with most purely local services being best located in or close to local and district centres and facilities serving a wider catchment area being best located in or on the edge of the city centre. Exceptionally a new facility may be accepted in accessible locations outside centres where there is a clear community need and where a more central location is demonstrated to be impractical. Sports facilities in association with an existing formal recreational open space may also be accepted where there are exceptional benefits to sport arising from the new facility, in accordance with policy DM8.

22.5 The NPPF (paragraph 72) states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing communities, Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education.. To this end, Policy 7 of the JCS provides for "sufficient, appropriate and accessible education opportunities for both residents and non-residents, including wider community use of schools, including through design", also accepting new primary and new or expanded secondary schools to serve the major growth locations and enhancement of further and higher education facilities.

22.6 Much of the responsibility for planning future schools provision formerly rested with Norfolk County Council as local education authority. The county council is also responsible for deciding planning applications affecting its own schools, with the city council involved as a statutory consultee. In more recent years the trend to greater self-government of schools and the emergence of academy schools and free schools will mean that a generally higher proportion of applications for schools development may need to be determined directly by the city council. It is likely that any significant

requirements for new schools will have already been identified through the Site allocations plan but there will be instances where a smaller scale proposal for a school or other education or training facility comes forward outside the local plan process. In accordance with the NPPF the council will adopt a positive and collaborative approach to schools proposals and will work closely with providers to identify and overcome any constraints on development, including the need for any on site or off site accommodation for students.

22.7 The local community must be fully involved in order to gain a proper understanding of the importance of any community facility and the implications of any proposal which may affect it. Applicants proposing to redevelop or convert facilities which are of established community value will be expected to engage with local communities at an early stage in the planning process about the relative importance of the facility to its users.

22.7a The Localism Act 2011 requires assets of community value to be included on a list maintained by the local authority, allowing duly constituted community and voluntary bodies to nominate land and buildings for inclusion on that list and enabling those bodies to exercise community right to buy and community right to challenge powers in respect of any community facility on the list which is under threat of disposal. The Assets of Community Value (ACV) provisions are set out in Part 5 Chapter 3 of the Act, and accompanying Assets of Community Value (England) Regulations came into force in September 2012.

22.8 Whilst the designation of a site or building as an asset of community value is important, it cannot be regarded as a material planning consideration. The process of listing assets of community value is separate from the planning process, which should only assess the planning merits of a scheme. Inclusion on the ACV list simply confirms assets nominated by community groups which are considered by them to have some community worth; however it is not an objective assessment of community value. In addition it would be inappropriate to treat a designated asset of community value as a material planning consideration when deciding a planning application when other non-designated community assets might have greater community value but have not been recognised by formal designation.

22.8a For the purposes of this policy, therefore, the community value of individual assets affected by development proposals would need to be objectively assessed on a case by case basis, irrespective of whether they are included on the ACV list or not. In appropriate cases it may be necessary for intending developers to consider how the exercise of any statutory community right to buy or community right to challenge under ACV legislation might affect the timescale for the delivery of a scheme.

22.8b As opportunities emerge and the neighbourhood planning system evolves over the plan period, it is expected that community and voluntary bodies in

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Deleted: At the time of writing, the legal mechanisms for introducing these powers are not finalised: their practical operation in Norwich is unclear, since there are at present no commonly constituted bodies (such as suburban parish councils) which could obviously inherit neighbourhood planning roles and responsibilities for small areas.

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Norwich would have more formal and direct involvement in planning and protecting local community facilities in the context of this policy and the community rights set out in the Localism Act.

22.9 The principles of policy DM9 in relation to previously unrecognised heritage assets may also be relevant here, since the intrinsic merit of a heritage asset may rest not only in its historic fabric but in its social history and role in the community over a number of years. Reference should be made to the Community Engagement Strategy and Statement of community involvement, which are codes of practice of how people can expect to be involved in planning the planning process.

22.10 Whilst it is not the role of this plan to seek to protect facilities indiscriminately which are clearly not economically viable or feasible to retain in any form, it is reasonable to require that the loss of any community facility of value should be justified by evidence before development proceeds and it is important that sufficient evidence is provided to enable a proper assessment. The Council will require any application involving the release of any community facility or land last used for community purposes to be supported by written evidence and applicants should contact the Council at the earliest stage to discuss the details. The level of detail will depend upon the nature of the proposal but could be expected to include evidence such as:

i) In the case of a business, the current and projected trading performance;
ii) In the case of a community facility, the current and projected patterns of use;
iii) The nature and condition of the building or site and the cost of repairs, renovations or improvements needed to allow the facility to continue in operation;
iv) The nature and location of comparable facilities;
v) The potential to relocate the use into other premises or to another site in the area
vi) In the case of a business, evidence that the premises has been actively marketed for a period of not less than nine months at a realistic commercial rent (or sale price) with no interest being shown from potential occupiers. Evidence might include sales literature, details of approaches, and details of offers. (It should be noted that any evidence of a commercially sensitive nature or which breaches commercial confidentiality would not be made publicly available);
vii) Evidence that the local community has been notified in writing of the intention to close the facility and detail of representations received.

22.11 Norwich is fortunate in offering a vibrant and distinctive pub culture appealing to all ages and social groups. Pubs can contribute greatly to social interaction and community cohesion in residential neighbourhoods, help to support and promote the evening economy and the cultural life of the city centre, act as repositories of social history and (if they are buildings of historic interest) be valued heritage assets and memorable tourist and visitor

attractions in their own right. In a period when many towns and cities are suffering from widespread closures and loss of community pubs, Norwich has been able to retain a wide and diverse choice of public houses particularly in the inner urban areas to the north and southwest of the city centre. However, the city has not been immune to pub closures and over the past few years many long-established pubs have closed, been converted to other commercial uses or demolished altogether, often without the need for planning permission.

22.12 In areas of the city where pubs are more sparsely distributed (especially the outlying housing estates), a single pub closure may have a disproportionate impact particularly if it has a wider role in supporting a community which may be suffering from some degree of deprivation. Whilst the council recognises the value of protecting public houses for their intrinsic merit as social and community hubs, it is just as important to ensure a beneficial role for these more vulnerable and perhaps less well regarded public houses.

22.13 No policy can require a pub to be kept open if there is no realistic prospect of its continuing as a going concern, and it could be contrary to national guidance to insist on this. Rather, Policy DM22 continues the approach of the previous local plan in seeking to identify selected public houses which have special historic or community significance and requiring substantive evidence to justify their loss. This will afford a degree of protection from indiscriminate redevelopment and, so far as is practicable, from change of use. However, the General Permitted Development Order permits a wide range of changes of use of pubs without the need to apply for planning permission. Appendix 5 identifies the community public houses to which this policy will apply.

22.14 In many cases the pub's heritage interest will already be subject to protection from statutory listing or its inclusion on the council's local list but a selected number of additional pubs have been identified which are of value for other reasons: most notably that they may be the only remaining pub serving a substantial residential area.

22.15 The evidence to be provided in support of a proposal affecting protected public houses should have regard to the criteria outlined above for other forms of community facility. While no endorsement of the organisation is implied or should be inferred, the Campaign for Real Ale's Public House Viability Test is considered to be a useful reference in setting out the most relevant matters the council would need to consider in reaching an informed judgement for such an exercise.

22.16 The potential loss of a pub within a district or local centre will also need to be considered in relation to policy DM21 where it is likely to affect the vitality, viability or diversity of the centre concerned.

Alternative options

An alternative approach is to have no policy on the provision and protection of community facilities and to rely on national policy and the JCS. It is not considered that these provide sufficient guidance for the appropriate consideration of proposals involving the loss of community facilities.

Alternative options are to have more stringent or less stringent criteria for the protection of community facilities. It is considered that the proposed policy achieves the right balance as it is flexible enough to allow the loss of community facilities where it is not economically viable, feasible or practicable to retain them, where satisfactory alternative provision exists, or where redevelopment would result in a net improvement in community provision.

Following the publication of the Norwich Society's prospective local list, the council's officially endorsed list of locally identified heritage assets (the *Norwich local list*) will be extended to a wider area of Norwich, and additional pubs would become protected as identified assets under policy DM9. With this in mind, consideration has been given to not including a specific list of public houses prioritised for protection and to rely instead on other policies of this plan, national policy and the JCS to assess proposals affecting community pubs on a case by case basis. It is considered that although protection by statutory or local listing may act to safeguard the physical fabric of the building for its heritage interest, it may not give adequate consideration to the intrinsic value of a pub as a community asset: additionally the local listing appraisal has not yet been carried out for the whole of the city so some areas are not covered. Accordingly the option of a specific pub list has been retained to afford additional protection to pubs not explicitly safeguarded by other means.

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References

- NPPF: CLG, 2012: Deliver community facilities and local services: safeguard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs
- Proposals to introduce a Community Right to Buy - assets of community value: Consultation paper, CLG, February 2011.
- Proposals to introduce a Community Right to Challenge: Consultation paper, CLG, February 2011
- Community Right to Challenge - Policy Statement, CLG, September 2011
- Assets of Community Value - Policy Statement, CLG, September 2011
- The Assets of Community Value (England) Regulations 2012
- JCS policy 7: Supporting communities
- Norwich Community Engagement Strategy
- Norwich Statement of community involvement
- Campaign for Real Ale Public House Viability Test: http://www.camra.org.uk/viabilitytest

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Supporting and managing the evening and late night economy

Policy DM23
Evening, leisure and late night uses
To enhance the vibrancy of the city centre and local and district centres, , leisure uses, hospitality uses and late night entertainment uses will be permitted within the areas defined below and where they would not give rise to unacceptable amenity and environmental impacts which could not be overcome by the imposition of conditions. Where necessary, permission will be granted subject to conditions restricting hours of opening and/or removing permitted development rights to change to alternative uses in order to protect the amenity of surrounding occupants and the vitality and viability of the area generally and to minimise the potential for crime and disorder.

Leisure uses
Proposals for leisure and hospitality uses, other than late night activities, will be permitted within the city centre leisure area as defined on the Policies Map, which for the purposes of the sequential test is the most preferable location for new leisure and hospitality uses . The sequential approach set out in policy DM18 will be used to determine applications for leisure uses outside the defined leisure area. Within the primary retail area, leisure uses will be restricted to upper floors and basements only.

Late night activities
Proposals for new late night entertainment uses will only be permitted within the defined Late Night Activity Zone. Residential and other noise-sensitive uses will not be permitted either within this area, or outside this area in premises where the impact of noise from late night entertainment uses (including direct impact from structural transmission) is shown to have an unacceptably harmful impact on living and/or working conditions for future occupants.

Supplementary text

23.1 Norwich has a good provision and wide choice of leisure facilities, including restaurants and bars, with the city centre having a strong draw across a wide area, both during the daytime and evenings. Some 20,000-25,000 people visit Norwich on weekend evenings to enjoy the opportunities provided by the evening and night time economy.

23.2 The purpose of this policy is to assist in managing the evening and night-time economy and to encourage a diverse range of complementary leisure, evening and night-time uses which appeal to a wide range of ages and social groups. It must also ensure that development does not harm the character and function of the city centre and district and local centres, undermine their vitality and viability or lead to significant problems of crime, disorder and

noise nuisance which would impact unacceptably on the amenity of those living and working in the area or threaten public safety and security. This is reflected in national policy which encourages safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion (NPPF para 69).

23.3 The *Norwich Sub Region Retail and Town Centres Study* estimates that a substantial amount of space may be required for supporting service related uses, such as leisure and tourism. The study identifies a possible need for 3,000 sq.m of new café, restaurant and bar space to be provided by 2016 (based on a typical proportion of 15% of floorspace in mixed use retail schemes being devoted to such services). Although the post-2008 recession has curtailed the expansion of the retail sector to some extent, there remains significant impetus for development for new late night uses, diversification of pubs and bars into new formats and expansion of the leisure offer into additional areas of the centre.

23.4 The NPPF indicates that a sequential approach should be taken to the location of main town centre uses. This requires that the first preference for leisure and entertainment facilities should be city centre locations, followed by edge of centre and district and local centres. For the purposes of this policy the defined city centre leisure area should be taken as the most preferable location for focusing new facilities within the centre.

23.5 The strategic approach is set out in policy 11 of the JCS which states that the city centre's role will be promoted by expanding the use of the city centre to all, in particular the early evening economy and extending leisure and hospitality uses across the centre with late night activities focused in identified areas. The Norwich City centre key diagram within the JCS includes an indicative map of the Main Leisure Area and the Late Night Leisure Areas. This policy provides additional detail and defines the Main Leisure and Late Night Activity Zone on the Policies Map. The boundaries of the Late Night Activity Zone have been modified from the previous local plan. This is in recognition of the expansion of late night uses over the past ten years further east along Prince of Wales Road and the shift in focus of parts of Upper King Street and Tombland away from late night uses to hospitality uses geared to the evening economy.

23.6 For the purposes of this policy *hospitality uses* are defined as cafés and restaurants falling within the present class A3 of the Use Classes Order. They also includes drinking establishments (Class A4) which do not routinely open beyond 12 midnight. This distinction is not hard and fast: a number of establishments such as licensed café bars may include aspects of both A3 and A4 as well as potentially offering various forms of public entertainment, but it will be a matter of judgement for the planning case officer whether a use is likely to be geared mainly to evening or late night customers and what its impacts are most likely to be.

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23.7 *Leisure uses* are defined as D2 uses which may either be focused on active indoor sport (e.g. gymnasiums and health clubs) or on passive public entertainment, such as cinemas and concert halls. The definition of leisure uses would also include theatres (which are sui generis uses and thus always require planning permission). The expectation of this policy is that in in order to protect retail function, vitality and viability it will not usually be appropriate to locate these larger format leisure uses at ground floor level within the primary retail area, nor would it be practical in most circumstances to do so. There may however be scope to make use of underused upper floor or basement space and provide a dedicated entrance from street level, and this would not preclude proposals providing a mix of leisure and hospitality uses, for example including a ground floor café or shop in association with the upper floor use.

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23.8 *Late night activities* are nightclubs, sex encounter establishments and drinking establishments which routinely open beyond 12 midnight. It is acknowledged that many existing pubs and bars operate with late night licenses in locations outside the late night activity zone and, since many pubs pre-date the operation of the planning system and restrictive planning conditions on opening hours, may be controllable only under licensing powers. However, the expectation is that any significant expansion of late night uses and new late night activities will generally only be permitted within the Late Night Activity Zone.

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23.9 Norwich city council's licensing policy sets out the council's approach to licensing and its expectations for those involved in licensable activities. As is the case with licensing, planning conditions should be appropriate to the circumstances of each individual establishment and be attached on a case by case basis. Hours of opening will be dependent upon proximity to residential or other sensitive uses and any actual or potential threat of crime and disorder to the public, but within the Late Night Activity Zone, the expectation is that later opening can be accepted unless there are likely to be exceptional impacts on amenity.

23.10 This pressure for expansion of the evening and late night economy often has potential for conflict with existing uses and activities, particularly where new focuses of evening and late night use are established and routes between them may draw customers through predominantly residential areas. Because of the exceptional impact of late night noise and disturbance on potential future occupants of new development, residential and other noise sensitive uses will not be permitted either within the Late Night Activity Zone or in locations so close to it that these impacts could not be adequately mitigated by conditions such as requiring higher standards of soundproofing than would normally be necessary.

23.11 The council recognises that the issues involved are complex and will need to be managed carefully and responsibly. A coordinated approach to managing the late night economy is already in place through the forum of the city

centre management partnership, involving close co-operation between the council's planning, licensing and environmental health officers, pub and club operators, representatives of the local community and the police to ensure proper regulation and enforcement.

23.12 Local authorities have a statutory duty to minimise the potential for crime, disorder and public nuisance in their area. Given these requirements, Norfolk Constabulary currently advise that planning permissions for late night uses should be restricted by conditions. In accordance with this advice premises in the Late Night Activity Zone will not be permitted to open past 0400hrs on any day, given the constraints on additional police resources dedicated to the Late Night Activity Zone which results in the withdrawal of additional police cover at 0500hrs. Notwithstanding this, there will be instances where significantly earlier closing times are appropriate within the Late Night Activity Zone in order to protect the amenity of adjacent residential occupiers. Standing police advice is that premises outside the Late Night Activity Zone should not be permitted to open past midnight unless it can be clearly demonstrated that there would be no detrimental impact on the living conditions of nearby residents or that there is no potential threat of crime and disorder to the public.

23.13 The approach has been followed consistently for applications for new late night activities or proposals to vary planning conditions to extend opening hours. Such proposals will be dealt with flexibly on a case by case basis taking account of the particular nature of the use, the proximity of residential uses, the likely impacts on amenity or on crime and disorder, the extent to which there may be noise nuisance (and the scope to address this by condition) and the adequacy of management policies in place to ensure the safety and security of customers and staff.

23.14 Not all premises, particularly long established pubs, are subject to planning conditions on opening hours because the use itself may have pre-dated the need for planning permission. In these cases the council will continue to seek maximum consistency between opening hours applied through planning condition and those applied through licensing. Where a condition for opening hours differs from the licensing hours, the applicant must observe the earlier closing time.

23.15 Issues relating to the late night sale of alcohol and a late night levy on clubs and bars to help meet the cost of additional policing are not dealt with directly through planning, but may have implications for the practical application of this policy in terms of aligning planning and licensing conditions on opening hours.

23.16 To respond to future national policy changes which may affect the management of the evening and late night economy in Norwich, and to take account of its monitored impacts on particular areas of the city centre over the plan period, it is expected that additional guidance will be produced and

consulted upon to provide further detail on the evening and late night economy in support of this policy. This may either take the form of a supplementary planning document or technical code of practice guide for planning case officers, premises operators and others involved in the planning process.

Alternative options

An alternative is to not have a policy on the evening, leisure and late night economy and to rely on national policy and the JCS. Although the JCS sets out the general policy approach to the evening and late night economy and provides indicative leisure and late night areas, it is not considered that the policy or key diagram provides sufficient detail.

As the broad policy approach is set out within the JCS, options are limited. The main alternatives are to extend or reduce the boundaries to the defined leisure and late night activity areas. It is considered that the proposed option is appropriate as it strikes an appropriate balance between promoting the evening and late night economy and protecting residential amenity and other potentially sensitive uses and interests.

References

- NPPF: Section 2: Ensuring the vitality of town centres; Section 8: Promoting healthy communities.
- JCS policy 8: Culture, leisure and entertainment
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- JCS policy 11: Norwich city centre
- Norwich Sub Region: Retail and Town Centres Study (2007)
- JCS City centre Topic Paper (November 2009)
- Retail and Town Centres Topic Paper (January 2012)

Managing the impacts of hot food takeaways

Policy DM24
Hot food takeaways
Hot food takeaways (use class A5) will be permitted where
a) the proposal would not give rise to unacceptable environmental effects which could not be overcome by the imposition of conditions; and
b) the proposal has safe and convenient access and would not be detrimental to highway or pedestrian safety.

Where necessary, permission will be granted subject to conditions restricting hours of opening in order to protect the amenity of surrounding occupants and the vitality and viability of the area generally.

This policy will also apply to applications to relax or vary conditions to allow hot food takeaway facilities in conjunction with existing restaurants, cafés and other hospitality uses.

Supplementary text

24.1 Norwich has seen an expansion of hot food takeaways within the city centre and local and district centres in recognition of the increased role of takeaway food outlets to support the evening and late night economy and the changing function of neighbourhood centres. Whilst policy DM20 and DM21 seek to maintain an appropriate balance between retail and supporting services in centres, hot food takeaways raise additional issues in relation to impact on residential and visual amenity, litter, noise and disturbance, parking and highway safety and food odour nuisance (particularly where there is a cumulative or incremental impact from several outlets in close proximity).

24.2 In assessing proposals for hot food takeaways the council will apply the criteria in policies DM20 and DM21 to maintain a minimum retail representation in centres and ensure their continued vitality, viability and diversity. Proposals for freestanding hot food takeaways outside centres will not generally be supported as they would tend to lead to a less accessible pattern of development, potentially attracting car borne customers into residential areas and adding to problems of noise and disturbance, parking and highway safety.

24.3 Hot food takeaway outlets are not always suitable in areas where vehicular access is restricted, traffic volumes are high, servicing is inadequate or no on- or off-street customer parking is available. They need to be located appropriately so that the potential impact of car borne customers stopping to use the outlet, or customers on foot congregating outside, can be properly managed and the effects of mechanical noise, vibration, food odour nuisance,

litter and potential late night disturbance on the occupants of neighbouring properties minimised. Policy DM2 and DM11 will be relevant in the assessment of impacts on amenity from noise and disturbance..

24.4 The particular operational needs of takeaways for food waste storage, fume extraction flues and filtration plant will also have implications for the external appearance and setting of buildings. Careful consideration must be given to the design and visual appearance of these elements. To enable a proper assessment, applicants proposing hot food takeaway uses will generally be required to provide details of the proposed internal layout of premises and the design and specification of the proposed fume extraction system as part of a full application rather than these details being covered by condition.

24.5 To ensure hot food takeaways do not harm amenity or the character of an area, either individually or collectively, consideration will also be given to conditions setting appropriate hours of opening and requiring agreement for suitable refuse storage and management arrangements. Standard conditions providing for limitations on noise and vibration and food odour will generally be imposed in accordance with the recommendations of environmental health officers where necessary.

Alternative options

An alternative is to not have a policy on hot food takeaways and to rely on national policies, the JCS and other policies of this plan. It is considered that a separate policy on hot food takeaways is justified because of their particular amenity, environmental and highway impacts not common to other forms of development.

A second alternative is to specify an absolute limit on the number of takeaway outlets which can be accepted in defined centres and other locations as suggested by some objectors to the draft version of this plan. This would not recognise that the impacts of takeaways vary from place to place, indeed different takeaway formats in use class A5 may have widely varying impacts. There are instances where several can be accommodated satisfactorily with no significant impacts on retail vitality and viability, amenity or traffic. Additionally such an inflexible approach would amount to an unjustifiable restriction on commercial competition between individual retailers,

which would act against the NPPF's advice in relation to competitive town centre environments (Section 2)..

A third alternative option is to also restrict hot food takeaways where they would be in close proximity to schools. It is not considered appropriate to take this approach for three reasons. Firstly, such an approach would be a relatively 'blunt instrument' since it prejudges the role of takeaways: some takeaways can, and do, provide healthy options on their menus. Secondly, unhealthy food is not the sole preserve of hot food takeaways. Shops and cafés may also offer unhealthy 'junk' food routinely

to school pupils and it is a matter of choice for individuals whether or not to buy it. The council does not consider that it is the role of planning policy to intervene in lifestyle choices to this extent. Thirdly, relatively few of the secondary schools in Norwich are located close to defined retail centres so the introduction of this criterion would be of little value.

References

- NPPF: CLG, 2012: Section 2: Ensuring the vitality of town centres, Section 8: Promoting healthy communities: guard against the unnecessary loss of valued facilities and services; ensure that established shops and facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community; Section 11: Conserving and enhancing the natural environment: avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development.

Retail warehousing

Policy DM25
Use and removal of restrictive conditions on retail warehousing and other retail premises

Proposals for the removal or variation of conditions restricting retail warehousing and other A1 retail floorspace to the sale of specified categories of goods will be permitted where

- the sequential and impact test requirements of policy DM18 are satisfied; and
- the proposal would not conflict with the general criteria for sustainable development set out in policy DM1, in particular by not increasing the overall need to travel and not increasing dependency on the private car and high-emission vehicles.

Proposals will be assessed on a case-by-case basis taking account of the nature and bulk of the goods to be sold and the extent to which those goods once purchased could reasonably be transported by means other than the car.

Supplementary text

25.1 The NPPF makes clear that proposals for new main town centre uses, including retail, should be located for preference within or on the edge of town centres but also advises local authorities to set policies for the consideration of proposals which cannot be accommodated there. The majority of retail development in Norwich which is not in a defined centre is located in retail warehouse parks and various freestanding retail warehouse premises predominantly in employment areas.

25.2 There are two main out of centre retail warehouse parks in Norwich. These are at Hall Road/Barrett Road (south of the City) and Sweet Briar Road (west of the City and straddling the boundary with Broadland). There are two additional retail warehouse parks in the Norwich urban area, Sprowston Retail Park just to the north-east of the city, in Broadland District and Longwater Retail Park at the western end of the Norwich Southern Bypass, in South Norfolk. The two fringe of centre retail parks (Riverside Retail Park and Cathedral Retail Park) have separate policy designations, the former regarded as a Large District Centre in its own right, the latter part of the secondary shopping area of St. Benedicts. Proposals in these areas would be assessed in relation to policies DM18 and DM20 of this plan, which apply within the city centre.

25.3 The out-of-centre retail warehouse parks in Norwich do not relate to existing defined centres and are not considered to be well-located to ensure

satisfactory access by public transport or by modes other than the private car. Some of the warehouses currently operate under conditions which restrict them to the sale of bulky goods or other specified categories of goods which are justified by the requirements of a specific operator. These warehouses are often not appropriately located to allow the relaxation of planning conditions to accept a wider range of goods or to intensify or diversify into general comparison or convenience retailing. To allow entirely unregulated retailing from retail warehouse parks could result in a potentially significant impact on the city centre and district and local centres and would also increase reliance on the private car. Both of these outcomes would be contrary to the objectives of the JCS in relation to protection and enhancement of the city centre and its requirement to promote sustainable transport, and would not be in the overall interests of securing sustainable development.

25.4 The Norwich Sub Region: Retail and Town Centres Study, 2007 concluded that there is no need for further retail warehouse development in Norwich, although it is considered that there is potential to expand the existing retail warehouse park at Hall Road as part of a wider redevelopment. Any new floorspace proposed within the Hall Road and Sweet Briar retail parks would need to be justified under policy DM18 in terms of its impact on existing centres and to show that alternative locations had been considered in accordance with the sequential approach. Where accepted, new floorspace would be subject to appropriate conditions on the type of goods sold to protect the vitality and viability of Norwich city centre and local and district centres.

25.5 It is acknowledged that following the implementation of the Hall Road District centre proposal the retail park could then be regarded as an edge of centre location. Proposals for new floorspace or the relaxation of conditions within it would, however, still need to be assessed in accordance with the criteria in policy DM18 including the requirement for sequential and impact assessments, on a case by case basis, to ensure that their impact on the city centre and on relevant local and district centres can be properly assessed and quantified.

25.6 A number of other freestanding retail warehouses within Norwich operate in accordance with permissions restricting the range of goods that can be sold from them to specified goods only. Freestanding retail warehouses (or small groups of them) in locations such as Barker Street, Fifers Lane and Whiffler Road, have often been established for many years and were approved from the 1980s onwards – sometimes on appeal – at a time when planning policy for out-of-town retailing was more permissive. By and large, they are also located away from defined centres, do not offer any particularly strong locational advantages over the purpose built retail parks and are also largely car-based destinations with very poor access by alternative modes of transport.

25.7 Consequently, to relax restrictions on the range of goods permitted to be sold would tend to attract new unregulated retail development to destinations which are demonstrably unsuitable in terms of sustainable accessibility, could have unforeseen and undesirable impacts on the vitality and viability of centres and would increase reliance on the private car and lead to an overall increase in the need to travel.

Alternative options

An alternative approach is not to have a policy on planning conditions for retail warehouse floorspace and rely solely on policy DM18. A lack of a strong policy may result in new forms of retail warehousing becoming established in unsuitable locations and the removal of appropriate and necessary conditions on existing retail warehouses. This is likely to have a harmful impact on the vitality of the city centre and increase dependency on the private car and high emission vehicles.

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A second alternative is to restrict all new retail warehouse development to the defined retail warehouse parks (as proposed in the draft version of this policy) and to impose more rigorous restrictions on what can be sold there (i.e. bulky goods only). This runs contrary to national policy on competitive retail environments as it would effectively constrain new development on the basis of need, which is no longer a relevant consideration. It does not recognise that there are retail warehouses in Norwich other than in the retail parks and there may be potentially suitable locations for new retail warehouse development which are sequentially preferable to either of the existing out of centre retail parks. A generic bulky goods only restriction may not be appropriate in all cases as there may be certain operators who may be able to justify out of centre locations with little or no impact on existing centres but who may not sell exclusively bulky goods. The more criteria-based policy now proposed, which requires justification in terms of impact on existing centres and sequential suitability, is considered more appropriate. This is because it meets the need for flexible and responsive policies which support competition in the NPPF, whilst acting to prevent unrestricted retail warehouse format development in clearly unsuitable and unsustainable locations.

References

- NPPF: CLG, 2012: Section 2: Supporting the vitality of town centres; prioritise main town centre uses in centres according to the sequential approach, Section 4: Promoting sustainable transport: Support reductions in greenhouse gas emissions and congestion: accommodate the efficient delivery of goods and supplies; consider whether safe and suitable access to the site can be achieved for all people; ensure developments that generate significant movement located where the need to travel will be minimised and the use of sustainable transport modes maximised; give priority to pedestrian and cycle movements and have access to high quality public transport facilities. .

- Norwich sub region: retail and town centres study (GVA Grimley. 2007)
- Retail and Town Centres Topic Paper, January 2012.

Supporting development at the University of East Anglia (UEA)

Policy DM26
Development at the University of East Anglia (UEA)
Development within the UEA campus, as defined on the Policies Map, will be permitted providing it is for university related uses and is in accordance with the UEA masterplan and with any subsequent detailed guidance endorsed by the council for individual parts of the site. Development must, where relevant:

a) conserve the landscape and architectural significance of the UEA, retaining a green edge; safeguard and (where appropriate and practicable) enhance the biodiversity and geodiversity interest of the campus and protect significant vistas;
b) implement the UEA Travel Plan, promoting public transport use, walking and cycling, both within and to and from the university, encouraging shared car use and minimising single-occupancy car trips to reduce the overall need to travel by car; and
c) promote public access to open spaces.

Supplementary text

26.1 The University of East Anglia is an important asset for the city and the county. It is a major employer and is internationally recognised for its excellence, particularly in the fields of environmental science and literature. Its importance to economic growth in Greater Norwich is recognised by the JCS identifying it, together with the neighbouring Norwich Research Park and the Norfolk and Norwich University Hospital in South Norfolk, as a strategic employment site. The growth of this employment site is fundamental to the economic strategy for the area, promoting the linked development of knowledge-based industries, particularly plant sciences, education and the hospital.

26.2 As a consequence of the need for growth at the UEA, and to ensure that the growth is sustainable and does not have a negative impact on neighbouring residential areas and the highly attractive landscape of the Yare Valley and neighbouring parks, Norwich City Council has worked closely with the UEA on the production of masterplanning documents.

26.3 Work on these documents has informed the development of this policy, which covers all development in the university campus, as defined on the Policies Map. This policy aims to ensure that any development within the university campus retains and enhances the special character of the university and its historic development, whilst protecting the landscape character and wildlife/biodiversity interest of its river valley setting. The masterplan has also informed detailed site allocation policies in the Site Allocations plan.

26.4 The masterplanning documents already endorsed by the council consist of the UEA Strategic Principles Document (2010), the UEA Development Framework Strategy (2010) and the Earlham Hall area Vision and Development document (2011) (see 26.10 below). Further documents for specific sites will be produced (see 26.8 below).

26.5 A portfolio of related documents has informed the production of the UEA masterplanning documents. These documents set out the history and local circumstances relevant to development at the university. They include the Conservation Development Strategy and the Landscape Strategy, which give detail on clause (a) of the policy, concerning landscape, architecture and vistas. The masterplanning documents and the accompanying portfolio of documents will in most cases be material considerations in assessing planning applications within the university campus.

26.6 The masterplanning documents have identified that, in order to provide for the growth needs of the university, it is necessary both to have limited infill within the campus and to extend the boundaries of the campus.

26.7 The campus boundary is proposed to be extended to include

- recently developed sports facilities and their car park,
- the former Blackdale School site, and
- a long term strategic reserve site allocation. This strategic reserve site is between Bluebell Road and Suffolk Walk and is likely to be required for further student accommodation towards the end of the plan period.

26.8 Development briefs are intended to be produced for the former school and the strategic reserve sites. Further detail on each of these sites is in the Site Allocations Plan.

26.9 This policy requires all development, other than development involving very minor works or localised changes of use,, to implement travel planning measures to minimise vehicular traffic to the site set out in the most up to date version of the Travel Plan. In addition, where possible, it requires improved public access to open space. Development at the former Blackdale School site would enable public access to Blackdale Plantation, whilst development of the strategic reserve site would need to make provision for improved access to the Yare Valley.

Earlham Hall

26.10 Earlham Hall is a grade II star listed historic building which adjoins, but does not lie within the existing or proposed university campus. It has an established use as part of the University. A separate allocation for an enterprise and innovation centre on land to the east of Earlham Hall is also proposed through the Site Allocations Plan. This site includes Earlham Hall itself, but does not affect any areas of publicly accessible parkland around it.

Comment [JMB4]: Correction : requested by Bidwells. Not in use as a house for many years

Deleted: house

A "Vision and Development Document" (VADD) has been prepared by the University with the aim of informing the overall design of a development scheme, securing the repair, refurbishment and beneficial long-term use of Earlham Hall and promoting complementary new development around it to enhance the setting of the listed building and the surrounding public parkland.

Alternative options

An alternative option is to have no specific policy on the UEA and to rely on other policies in this plan, for example employment, transport and housing policies. It is considered necessary to have a dedicated policy addressing specific issues at UEA as the growth of the university is critical to the local economy. It is also essential that the special qualities of the campus and its setting are protected and enhanced, whilst also protecting neighbouring residential areas, parks and the Yare Valley.

A second alternative is to amend the content of the policy to prevent any further growth of the UEA. This would be contrary to the JCS. The policy is informed by the JCS's expectation of managed growth and is determined by the above considerations which have been informed by work on an emerging masterplan undertaken by the university, with input from the city council and extensive public consultation.

The third alternative is for the policy to cover a different area, either retaining the previous Local Plan boundaries, or expanding it to cover a larger area than now proposed in this document and the Site Allocations plan. The spatial coverage of the policy is based on the masterplanning work and shows the amount of land needed for expansion, taking account of the need for environmental protection. For the scale of growth to be accommodated to ensure the UEA maintains its strategic importance of to the local and regional economy, the masterplanning documents have shown that restricting development to within the present university campus boundaries would not be practical: therefore limited expansion of the campus boundaries is proposed. Greater expansion of the campus is not a preferred option due to the environmental constraints imposed by its setting and the likely adverse environmental impacts of such unconstrained growth, particularly on the Yare Valley.

Consideration has been given to including more detailed requirements in the policy setting out the matters to be included in a development brief, covering issues in relation to design, form, massing, protection of long views and use of materials, as requested by an objector to the draft policy. The council takes the view that this level of detail is not appropriate to include in a general development management policy. A meaningful brief would necessarily need to cover these aspects and many of these requirements are already set out in generic policies DM2 (design principles) and DM9 (heritage assets). There is no need to reiterate them here.

References

- JCS policy 7: Supporting communities
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- UEA Strategic Principles Document (2010)
- UEA Development Framework Strategy (2010)
- Earlham Hall Vision and Development Document (2011)
- The Conservation Development Strategy
- The Landscape Strategy

Development at Norwich airport

Policy DM27
Norwich airport
Within the airport boundary falling within Norwich city, as defined on the Policies Map, development will be permitted where it is for:

a) airport operational purposes;
b) uses ancillary to the function of the airport; and
c) facilities providing improved transport links

and where proposals would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan or the requirements of policy DM28 in relation to sustainable travel.

Where necessary, development must include mitigation measures to reduce impact on neighbouring uses.

Development for alternative uses will not generally be supported in advance of the adoption of an agreed masterplan for the airport, including a Travel Plan and Sustainable Access Strategy.

This policy will also apply to the area of the Paddocks at Holt Road (Site R32 in the Site Allocations Plan) if the masterplan shows that this area is necessary to accommodate the expansion of airport operational uses within the plan period.

Supplementary text

27.1 The NPPF states that when planning for ports, airports and airfields that are not subject to a separate national policy statement, plans should take account of their growth and role in serving business, leisure, training and emergency service needs. Plans also should take account of the principles set out in the relevant national policy statements and the Government Framework for UK Aviation.

27.2 Norwich International Airport is of major importance as a strategic transport hub, a key business driver for the local and regional economy and an employer in its own right. Located at the northern edge of the city on the A140 abutting Hellesdon, Catton and Horsham St Faith, its operational boundaries extend further north into Broadland District.

27.3 Norwich was one of the 30 national "Major airports" identified for potential growth in the 2003 aviation white paper *The Future of Air Transport.* Further development of the airport and other regional airports in the south-east was supported in principle to cater for local demand, subject to relevant

environmental considerations. Local and strategic planning policy for the airport is thus founded on the expectation of potentially significant, albeit responsibly managed, expansion.

27.4 The JCS sets out the strategic planning context for Norwich International Airport, identifying it as a principal provider of international connections from the area. It supports improvements at the airport to expand business and leisure opportunities and provide for expansion of services to a wide range of international and domestic destinations.

27.5 The government commenced a review of national aviation policy, issuing a scoping document for consultation (*Developing a sustainable framework for UK aviation*) in March 2011 just after the JCS was adopted. It sets out the government's view that many of the provisions of the 2003 White Paper are "*no longer fit for purpose … fail to recognise the importance of addressing climate change and give insufficient weight to the local environmental impacts of aviation*". The government is committed to delivering a strategy for air transport which takes account of the positive and negative impacts of aviation, achieves a sustainable balance between them and integrates aviation policy with wider Government objectives, including delivering sustainable economic growth, combating climate change and protecting the local environment.

27.6 Alongside its advice on planning for airports and its strong emphasis on facilitating economic growth, the NPPF stresses the need for planning to support reductions in greenhouse gas emissions. Developments that generate significant movement should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. Local planning authorities should ensure that opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure, and show that safe and suitable access to the site can be achieved for all people...

27.7 As a result of the strategic priorities set out in the JCS, the airport policy focuses on the need to enable the airport to continue to function effectively, to accommodate a new transport interchange and to grow. This includes meeting the needs for growth in passenger numbers, freight, offshore operations, executive travel, general aviation and maintenance, repair and overhaul (MRO) activities.

27.8 The city council acknowledges the critical importance of airport expansion in supporting wider economic growth in and improving transport links to and from the Norwich area as set out in the JCS. However it is essential that such growth should be planned and managed sustainably. It is clear that detailed considerations of development potential, layout, design, zoning and the disposition of uses and their interrelationship need to be addressed in a comprehensive masterplan alongside a travel plan and an airport surface

access strategy (a statutory requirement) which makes appropriate and necessary provision for sustainable travel.

27.9 All of these are seen as critical by the city council and its partner planning authorities in order to put in place an appropriate strategic framework to manage airport expansion and inform the consideration of future major development proposals within the airport boundary. In advance of a master plan, any significant development proposals at the airport would be required to maximise sustainable access and provide for integrated travel planning as recommended by the NPPF and required by policy DM28 of this plan.

27.10 Although discussions are ongoing, the absence of an agreed timescale for the airport to commit to a masterplan means that neither this DPD nor the equivalent one in Broadland (both with partial coverage of the airport) can pre-empt the process by imposing a masterplan or stipulating what must be in it. In the interim, a development management policy for the airport must necessarily be fairly flexible and deal only in broad principles, sufficient to deal with any ad hoc planning applications pending the emergence of the masterplan, also having regard to the relevant policies of this plan and those of other development plan documents.

27.11 The airport is a major employer in its own right and is adjacent to a large industrial estate, jointly owned and managed by the city and county councils, which is a defined employment area under policy DM16. Many occupiers are in airport related business. The JCS identifies the need for a further 30 hectares of new business park land for airport related employment. Such a large area of land will not be available within the city council boundaries and accordingly major new employment development may need to be accommodated in adjoining districts or by redevelopment providing more efficient use of land in existing employment areas. To enhance facilities and increase its attractiveness for airport-related businesses, beneficial regeneration, redevelopment and rationalisation of landholdings within the Airport Industrial Estate (alongside improved transport and access links between the estate and the airport itself) are priorities for the city council.

27.12 At present, strategic access to the airport is poor. The JCS proposes access enhancements through the Northern Distributor Road (NDR) and public transport improvements on the A140 corridor to the city centre. This would require a public transport interchange at the airport and may include the relocation and expansion of the present airport Park and Ride to a site to the north, adjacent to the NDR. Government funding for the first stage of the NDR from Postwick to the airport was confirmed in December 2011: this funding allocation is conditional upon progress being made on the sustainable transport elements of the Norwich Area Transport Strategy, which include bus rapid transit and improvements for cycling and pedestrians within the Norwich urban area.

27.13 Whilst most of the airport's anticipated needs can be met within the present airport boundaries, the Site Allocations Plan also proposes an area of land between the airport and the A140 (The Paddocks) as a potential extension. In addition, the present park and ride site has been included within the airport boundary as the JCS suggests the park and ride may be moved. The revised policy designation within the airport boundary would not extend current operational land of the airport. Development of these sites would not therefore have the benefit of permitted development rights covering the rest of the airport.

27.14 To provide for short-term development needs within the airport boundary, the policy restricts development firstly to operational uses, such as new hangars and extension to buildings; secondly to those non operational uses which support the airport's function, such as training facilities and offices supporting airport uses and thirdly to transport improvements. More major developments, in particular the JCS's requirement for expand business and leisure opportunities, are unlikely to be appropriate for consideration as ad hoc planning applications and the council's expectation is that such major development proposals must be assessed in the context of a masterplan.

Alternative options

An alternative option is to have a policy which constrains further growth of the airport. This would be contrary to the commitment of the JCS to appropriately managed airport expansion to support the economic growth necessary in greater Norwich. It is recognised that the 2003 Aviation White Paper which supports further airport development in principle, subject to relevant environmental considerations, is subject to review. However it is expected that regional airports such as Norwich will continue to play a vital role in meeting the transport and business needs of the local economy in the context of a sustainable aviation framework. It would be premature and inadvisable to depart from adopted policy unless and until a subsequently adopted national sustainable aviation framework suggests a significantly different policy approach is necessary for the airport.

A second alternative option would be to have no specific policy covering the airport and to rely on the JCS, other policies within this plan and national guidance.

A third alternative is for the policy to cover a different area, either retaining the previous Local Plan boundary, or expanding it to cover a larger area.

The need for a separate local policy and its spatial coverage and content are all founded on the growth and likely access needs of the airport which has been established by the JCS. The proposed policy takes into consideration the specific operational requirements of an airport, balanced with the need to minimise impacts on neighbouring uses.

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In response to specific concerns of objectors to the draft policy that economic growth of the airport was emphasised over considerations of environmental protection, carbon reduction and sustainable accessibility, the supporting text has been significantly expanded to discuss these aspects in more detail and relate the policy to sustainable development priorities in the NPPF and requirements for sustainable transport in policy DM28 of this plan. It also makes clear that any major development contemplated at the airport must necessarily be approached in the context of a strategic masterplan, effectively integrating travel planning and a sustainable surface access strategy.

References

- NPPF: CLG, 2012: Section 4: Promoting sustainable transport: accommodate the efficient delivery of goods and supplies; provide infrastructure to support sustainable economic growth, support reductions in greenhouse gas emissions and congestion; consider the growth and role of airports in serving business, leisure, training and emergency service needs, Travel planning for developments which generate significant amounts of movement.
- JCS policy 6: Access and transportation
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- White Paper: *The Future of Air Transport*, Department for Transport, December 2003
- *Developing a sustainable framework for UK aviation: Scoping document,* Department for Transport, March 2011

Encouraging sustainable travel

Policy DM28
Encouraging sustainable travel
New development will be expected to be consistent with the criteria for sustainable development set out in policy DM1, particularly in relation to reducing the overall need to travel. Cumulatively, development proposals must ensure, so far as is practicable, that they would not result in overall net growth across the City in travel by private car and that any anticipated increase in travel demand resulting from the development can be accommodated or diverted to non-car modes.

To this end, consistent with their scale and location, new developments must be designed to ensure that:
a) cycle and pedestrian links and public transport corridors are incorporated to maximise the opportunity for sustainable transport, both from within the development and the wider area. Links must be an integral part of the design of the development. Where relevant, developments should take opportunities to link with, improve and enhance the strategic and local cycle network as defined within the Norwich Area Transport Strategy or any successor strategic transport planning document which may be adopted during the currency of this plan;

b) developments maximise accessibility to and permeability within the site for pedestrians, ensuring that all new pedestrian routes proposed are coherent, convenient and legible in accordance with the design and layout requirements of policy DM3. Development proposals with a river frontage to the rivers Wensum and Yare which includes the route of the Riverside Walk (as shown on the Policies Map) will be required to make provision for the relevant section of the walk as part of the overall design of the development. Design in these cases should allow for bankside access for essential river bank maintenance in accordance with the advice of the Environment Agency. Where development adjoins a navigable section of the river, opportunities should be taken to provide residential and/or commercial moorings to facilitate access by water where this is appropriate and reasonably practicable to achieve.

c) cycle and pedestrian links to nearby services (including bus stops), are enhanced where necessary. This may include the provision of pedestrian crossing points. All parts of the development should have easy access to bus services and bus stops with appropriate levels of information, lighting, cycle parking (on high speed bus corridors) and other relevant services;

d) parking areas and vehicle movements do not dominate, but create convenient, safe and attractive environments;
e) travel planning is integral to the design and operation of the development, and travel plans or travel information plans are provided as part of development proposals, in accordance with the criteria and thresholds set out in Appendix 3; and

f) provision is made for the inclusion of a car club where this is required, in accordance with the criteria and thresholds set out in Appendix 3.

Supplementary text

28.1 Section 4 of the NPPF (Promoting sustainable transport) is clear that planning must support a pattern of development which facilitates and promotes the use of sustainable modes of transport. Local transport policy must facilitate economic growth by taking a positive approach to planning for development but should at the same time support reductions in greenhouse gas emissions and congestion and promote accessibility through planning for the location and mix of development in a way that ensures safe and secure access for all people.

28.2 Transport and traffic management are challenging issues facing Norwich. With its largely historic network of street and roads, and little opportunity to increase capacity for private vehicle use, the emphasis in recent years has been on restraining traffic growth, minimising the need to travel in the first place and promoting alternative modes of travel to the private car and high-emission vehicles. The local context of Norwich as a densely developed urban area with a particularly sensitive historic environment means that all available opportunities must be taken to manage traffic growth and plan responsibly for sustainable travel. In terms of the NPPF, this is a reasonable and justified approach which has been given considerable emphasis through national policy in recent years. Whilst anxious to facilitate and support the growth and development that Norwich needs, the city council takes the view that a less regulated approach to transport planning would not be in the best interests of the city and would not secure sustainable development.

28.3 The JCS sets out, particularly in policy 6, the approach to be taken to travel planning within the Norwich area, and importantly embeds the approach detailed in the Norwich Area Transportation Strategy (NATS). The 'vision' of NATS is to provide the highest possible level of access to enhance the economic health of the area, whilst minimising the impact on the built and natural environment by outlining the approach to improvements for sustainable transport modes, and where appropriate the development of additional road capacity.

28.4 Policy 8 of NATS is of particular relevance as this seeks to ensure that growth in demand for travel across the Norwich area is met by means other than the private car, with the aim being prevent worsening of existing congestion levels within the Norwich area as a whole. This principle is embodied in policy DM28 which requires that new development should not result in an overall increase in private car use.

28.5 To further this objective it is essential (in accordance with national policy in the NPPF) that all developments have effective access to pedestrian, cycle

and bus networks to maximise travel choice, and that their design provides for this whilst creating a safe and attractive environment. JCS policies 1 and 2 require development to be designed to prioritise low impact modes of travel. This development management policy provides further detail on how these strategic policies should be implemented.

Alternative options

The alternative option is to have no policy on encouraging sustainable travel and to rely on national policies and the JCS. It is considered that the proposed detailed policy is necessary to support the objectives of NATS and the JCS in reducing car journeys and promoting alternative methods of transport.

References

- NPPF, CLG, 2012: Support reductions in greenhouse gas emissions and congestion: developments that generate significant movement located where the need to travel will be minimised and the use of sustainable transport modes can be maximised; accommodate the efficient delivery of goods and supplies; consider whether safe and suitable access to the site can be achieved for all people; ensure developments that generate significant movement located where the need to travel will be minimised and the use of sustainable transport modes maximised; give priority to pedestrian and cycle movements and have access to high quality public transport facilities. d.
- JCS policy 1: Addressing climate change and protecting environmental assets
- JCS policy 2: Promoting good design
- JCS policy 6: Access and transportation
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- JCS policy 11: Norwich city centre
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes
- Norwich Area Transportation Strategy (NATS)
- Transport Topic Paper, January 2012.

Managing parking demand in the city centre

Policy DM29
City centre public off-street car parking

Public off-street car parking will only be permitted within the city centre parking area as defined on the Policies Map. Within this defined area, the total number of off street public car parking spaces available at any one time will not exceed 10,000 and proposals which would result in this figure being exceeded will not be permitted.

Any new public off-street car parking, whether associated with development or not, will only be permitted where it:
a) replaces and consolidates existing provision elsewhere within the defined area;
b) provides efficient, high capacity parking (generally this will require in the region of 500 car parking spaces minimum, unless a lower capacity can be justified by the configuration, design constraints and location of the site);
c) improves the balance and distribution of car parking within the city centre, to provide new parking outside the areas identified for reduced car parking;
d) makes efficient use of land, by decking or inclusion within the built form of a wider redevelopment;
e) operates with a tariff that encourages short and medium stay use, and which discourages all day commuter car parking;
f) includes provision of Variable Message Signing (VMS) to advise motorists of the availability of spaces beyond the development site, as part of the citywide VMS scheme;
g) is of high quality and secure, with level surfacing, marked spaces (including spaces for disabled drivers with appropriate level access to the surrounding area and associated facilities which will ensure safe and convenient access for and use by disabled people), and is properly lit and managed;
h) is easily accessible by car from the inner ring road, either directly, or from a main access route;
i) is easily accessible on foot to the retail/leisure area(s) that it serves; and
j) makes provision for publicly accessible electric vehicle recharging points.

With the exception of multi-storey car parks, the redevelopment of existing car parks for other uses will be permitted to facilitate this consolidation (even where there is no immediate prospect of their replacement) where the existing car park is:
a) poorly located in terms of vehicular access; or
b) located within the area identified for reduced car parking on the Policies Map.

Supplementary text

29.1 The NPPF states that local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, setting appropriate parking charges that do not undermine the vitality of town centres. Also, to effectively implement the NPPF's advice in relation to sustainable transport and ensure sustainable development, local parking policies , (alongside other planning and transport measures), must help to promote sustainable transport choices and reduce reliance on the private car and high-emission vehicles for work and other journeys.

29.2 In accordance with NPPF advice, Policy DM29 seeks to secure an overall improvement in off-street parking provision in the city centre by enhancing its quality. However, to implement the objectives for sustainable transport set out in JCS policy 6 and remain consistent with the local transport plan, a policy approach which involves proactive and responsible management of city centre parking demand is necessary to effectively balance the needs of business with the protection of the environment. It is clear that the NPPF does not endorse increases in the quantity of town centre parking where these would lead to an increase in unsustainable travel.

29.3 The aim of this policy is, therefore, to apply appropriate restraints on commuting by car to the city centre whilst improving the range, quality and distribution of available parking. This policy approach will operate in tandem with the aims of NATS to substantially increase the availability and quality of alternative modes of travel to the centre, whilst retaining an appropriate level of visitor/customer parking for city centre retail and leisure uses.

29.4 For the purposes of this policy public off-street car parking is defined as city centre car parking provision that is available for any member of the public to use on payment of a parking charge. It specifically does not include any off-street parking related to a particular use (for example a private office car park). This type of parking provision is normally referred to as 'private non-residential parking'.

29.5 Policy 9 of the JCS states that parking restraint is appropriate in areas of high accessibility, particularly around the city centre, and NATS policy 32 restrains parking provision in the city centre to operational use only (further information is available in Appendix 3) or for visitor/customer needs provided that this replaces existing provision. This is consequent on a review of parking provision within the city centre. Forecasts show that during the lifetime of the Strategy (until 2021), the demand for short and medium stay car parking within the city centre is likely to exceed the current supply of public off street spaces. Some car parking within the centre is still tariffed for long stay use, despite the long term policy (NATS policy 35) to provide for long stay needs at the Park and Ride sites. Therefore the expectation is that existing car parking will increasingly operate with tariffs likely to discourage long stay use, whilst this will be a requirement of any replacement car parking provision.

29.6 A policy of restraint on city centre car parking has been in operation since 1995, but the adoption of the Local Plan in 2004 extended the defined city centre to include the recently constructed Riverside area. The calculated number of city centre spaces at that time was thus expanded to 10,002 to take account of the multi-storey and surface car parking available at Riverside. The area covered by this policy thus includes the historic centre of the city within the former city walls, and the Riverside area, plus those areas adjacent to the inner ring road that have a primarily city centre function. The area is shown on the Policies Map, as are the areas, primarily the northern city centre and the Riverside area, that currently have a substantially higher level of parking relative to their level of retail and leisure provision than the primary retail area. It also shows areas of the centre where net levels of parking could be increased.

29.7 Outside this central area, parking will normally be provided on site in accordance with the parking standards contained in Appendix 3.

29.8 Consideration has been given to allowing more flexibility to accept the temporary use of city centre development sites for public car parking as a means of generating income to support the viability of redevelopment schemes, as requested by some objectors to the draft version of this policy. The policy would not necessarily rule this out where the 10,002 space cap is not exceeded, although the site would need to be accessibly located for city centre shops and services. Where public parking was proposed in the short term on that basis, the use of a site for car parking should not result in unacceptable traffic impacts or delay or prejudice beneficial redevelopment. Permissions would need to be strictly time-limited to ensure that permanent redevelopment was not unreasonably delayed. Proposals of this nature will thus need to be assessed on a case by case basis, taking account of these impacts as well as the availability and quality of existing parking provision within the area in which the temporary parking was proposed.

Alternative options

One alternative is to have no policy on city centre public off-street car parking and to rely on the NPPF, NATS and the JCS. This approach would result in a lack of clarity and insufficient detail on how and where new parking provision should be provided. Operational information is needed to ensure that NATS and JCS policy 9 can be implemented.

A second alternative is to relax the criteria for new off street car parking. This may result in low quality, non permanent parking areas which do not make efficient use of land. It would also reduce the opportunities for new well located, high quality strategic car parks which help to support the vitality of the city centre.

A third alternative is to reduce the overall number of spaces within the city centre. It is considered that a reduction in overall car parking would be inappropriate as this would not provide for future need which will arise from growth within the Norwich

Policy Area. Furthermore NATS does not indicate a reduced level of parking provision.

Allowing increased levels of parking is not an option as this would be contrary to national and strategic sustainable transport policies and NATS.

The final alternative is to maintain maximum levels at 10,000 spaces but to not identify areas for an overall reduction in parking and areas for an overall increase in parking. This may reduce opportunities to rebalance parking provision across the city centre. The preferred approach seeks to focus new parking provision within or near areas identified within the JCS and within this plan for retail and leisure development and to reduce parking provision within areas where there is currently an oversupply.

References

- NPPF, CLG 2012: Section 2: Ensuring the vitality town centres; Section 4: Promoting sustainable transport: Support reductions in greenhouse gas emissions and congestion, exploit opportunities for sustainable transport modes; ensure that developments give priority to pedestrian and cycle movements and have access to high quality public transport facilities; improve the quality of parking in town centres.
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- Norwich Area Transportation Strategy (NATS)
- Transport Topic Paper, Norwich City Council, January 2012

Access and highway safety

Policy DM30

Access and highway safety

The design of roads and spaces within new developments, and within sites which are being substantially redeveloped, must take account of the urban environment and overall setting of the scheme and include design measures to limit traffic speeds to 20mph.

Development must seek opportunities to remove unnecessary access points onto the principal or main distributor routes (as defined in the NATS route hierarchy). New vehicular accesses onto these routes will only be permitted where there is no practical alternative from a more minor route and (where adjacent to an existing or proposed bus rapid transit corridor) they would not prevent or restrict the implementation of necessary highway or junction improvement works associated with the corridor. Any new access point must allow for access and egress in a forward gear.

In other locations, accesses (including private driveways) will be acceptable where:
a) those onto local access routes can provide for access and egress in a forward gear;
b) they are not close to an existing junction, the inside bend of a road, within the limits of a pedestrian crossing or the brow of a hill;
c) they would not result in the loss of street trees, a significant area of verge, or other landscape feature;
d) there is sufficient space available within the curtilage of the site to accommodate the size of vehicle likely to be used by an existing or future occupier;
e) in areas with existing on street car parking pressure, the gain in terms of off-street parking would significantly outweigh the loss of any existing on-street parking;
f) the quality of the street scene is maintained; and
g) appropriate adjustments which are a direct consequence of the development proposed are made to existing on-street waiting arrangements, at the developer's expense.

Development within, over or adjacent to spaces or streets that form part of the public realm will ensure that adequate clearance either below or around the structure is available to allow the safe passage of pedestrians, cyclists and, where appropriate, vehicles.

Supplementary text

30.1 Despite the overriding aims of national, strategic and local transport policy to promote travel by alternative means, the private car is likely to remain an important mode of transport in the Norwich area for the foreseeable future. The Norwich Area Transport Strategy seeks to minimise the intrusion of vehicular traffic into most of the city by concentrating the major parts of journeys on roads with sufficient capacity. The primary function of roads within the Norwich area is set out in NATS Policy 47 and the purpose of this policy is thus to ensure that new development does not introduce additional hazards or delays on strategically important parts of the road network, whilst ensuring appropriate levels of safety elsewhere. This is particularly important in relation to the Bus Rapid Transit (BRT) corridors, whose implementation should not be compromised by inappropriate access works particularly in the vicinity of junctions where widening or other improvement may be required. The BRT network is defined in NATS and shown indicatively in the JCS key diagram but BRT corridors are not shown on the Policies Map to allow for the eventuality of new or amended routes emerging over the lifetime of this plan.

30.2 The Manual for Streets (MfS), together with its companion guide Manual for Streets 2 – Application of the Wider Principles, provide significant advice on the nature and design of the streets within the built environment, and full account should be taken of this advice. There are, however, a number of areas on which MfS does not provide advice, and which can have significant impact on the form and acceptability of development, and may even render it impossible to implement if appropriate agreements under other legislation cannot subsequently be obtained.

30.3 Traffic Regulation Orders are required where on street parking controls need to be changed or included in a new development. This is likely to be a requirement for most developments within Controlled Parking Zones (CPZs) where new vehicular accesses or new streets are created. This is because every part of the adopted highway within a controlled parking zone must be covered by some form of parking control, and existing arrangements are unlikely to be suited to, or to cover, a new development.

Alternative options

There are no reasonable alternatives to this policy as national policies and the JCS do not provide sufficient guidance on access and highway safety.

Consideration has been given to incorporating more detailed and specific technical standards for the provision of access which reflect the standards currently applied by Norfolk County Council outside the city as requested in their response to the draft version of this policy. The city council regards the requirements of this policy as

sufficient to ensure safety whilst offering necessary flexibility. The rigid technical standards for the design of new accesses onto the highway network applied by the County Council are not always appropriate or achievable in the urban context of Norwich, so it would be unhelpful to include them in the policy.

References

- NPPF, CLG 2012: Section 4: Promoting sustainable transport
- JCS policy 2: Promoting good design
- Norwich Area Transportation Strategy (NATS)
- Manual for Streets; CLG/Department for Transport/Welsh Assembly, 2007
- Manual for Streets 2 – Application of the Wider Principles, Chartered Institute of Highways and Transportation, 2010
- Transport Topic Paper, January 2012

Car parking and servicing

Policy DM31
Car parking and servicing
To ensure appropriate levels of parking and service, developments should incorporate parking, servicing and other facilities in accordance with the advice and standards set out within Appendix 3. Development will be acceptable where the following criteria are addressed where relevant:
a) car parking is provided within the limits prescribed (at least the minimum, and not more than the maximum);
b) cycle parking is provided to at least the levels prescribed;
c) the required level of parking is provided for disabled drivers;
d) provision is made for electric car charging points;
e) it is demonstrated that adequate provision has been made for access to, and servicing of the proposed development, and in particular, that adequate and appropriately designed provision has been made for the storage and collection of refuse taking account of the current requirements for waste segregation for recycling;
f) provision of or alteration to on-street parking controls is made to ensure the safe and effective operation of the development; and
g) space is provided for the operation of a car club vehicle within the site.

Where it is demonstrated that the provision of essential facilities (for example, the required levels of cycle parking) on site is not feasible they may be secured nearby where an appropriate solution is identified at the developers expense.

Supplementary text

31.1 The NPPF states that if setting parking standards for residential and non-residential development, local planning authorities should take into account:

- the accessibility of the development
- the type, mix and use of development
- local car ownership;
- the availability of and opportunities for public transport; and
- an overall need to reduce the use of high-emission vehicles.

31.2 In order to ensure that development is sustainable, local parking policies, alongside other planning and transport measures, should act to promote sustainable transport choices and reduce reliance on the private car for work and other journeys.

31.3 An explicit requirement to set maximum parking standards is no longer part of national policy. However, this does not imply that such standards should be abandoned altogether, particularly in an urban area. Local planning

authorities are free to apply parking standards which can be justified by evidence and are appropriate and necessary to address local circumstances. There is, similarly, no explicit directive that parking standards should promote sustainable transport choices, but the overall emphasis of the NPPF on promoting patterns of development which facilitate the use of sustainable transport modes would not be well-served by a policy of parking deregulation.

31.4 The Transport Topic Paper gives further justification for the parking standards proposed within this plan in the context of these criteria and the JCS. The aim of this policy is to ensure that parking levels are restrained to a practical minimum, whilst the opportunities for more sustainable transport choices is made available. This includes provision for cycle storage, and access to car club spaces and charging points for plug in and ultra low emission vehicles as recommended in paragraph 35 of the NPPF..

31.5 Policy 9 of the JCS requires parking restraint in areas of high accessibility, and this applies, with appropriate variation, across Norwich. The overall strategy is to restrain parking for both commercial and residential development to an increasing extent the closer the development is to the city centre.

31.6 Maximum car parking standards have been in operation in Norwich for some time, and largely these have worked well. However, there have been issues with parking in some residential developments which have caused difficulties for some residents. These have occurred principally outside the controlled parking zones, where the estate roads cannot accommodate a significant level of on-street parking, but parking control is not appropriate.

31.7 Advice produced in 2006 by English Partnerships: “Car parking – What Works Where” is a useful reference document when considering car parking provision and arrangement. This advice has been used to refine the residential car parking standards contained in Appendix 3.

31.8 The provision of cycle parking for all developments is essential to facilitate a modal shift towards cycling. To this end, proposals which do not cater adequately for the needs of cyclists or where provision for cycle parking and storage is poorly designed and located, not properly integrated with or dominated by car parking will not be accepted. This is fully in accordance with advice in the NPPF to create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones (Paragraph 35);

31.9 To this end, developers will be expected to ensure that the facilities provided for cyclists are considered as part of an overall scheme design approach which will ensure that they are attractive and accessible to intended users. General considerations of design, layout, access and circulation should take account of the principles set out in policies DM3, DM12 (for residential development) and DM30.

Alternative options

The option of not having a policy setting out parking standards would be likely to result in levels of parking provision which are excessive and which would act against the requirements of NATS for growth in demand for travel across the Norwich area to be met by means other than the private car. An unregulated approach would not be in accordance with the NPPF's requirement to minimise the need to travel and maximise the use of sustainable transport modes. Not having a policy on servicing would result in unsatisfactory servicing arrangements as there are no detailed standards either within national guidance or the JCS.

Alternative options are to apply more stringent or less stringent car parking standards. It is considered that the proposed policy achieves the right balance for both residential and non residential development. With regard to residential the proposed standards take account of car ownership levels, accessibility and the efficient use of land. For non residential development the proposed levels help achieve the aims and objectives of NATS whilst not being so onerous as to discourage continued economic development and investment within the city.

References

- NPPF, CLG 2012: Section 4: Promoting sustainable transport; ensure safe and secure layouts that minimise traffic conflict and minimise clutter, Support reductions in greenhouse gas emissions and congestion, accommodate the efficient delivery of goods and supplies; exploit opportunities for the use of sustainable transport modes.
- JCS policy 9: Strategy for growth in the Norwich Policy Area
- *Norwich Area Transportation Strategy* (NATS)
- *Car parking – What Works Where*; English Partnerships, 2006
- *Transport Topic Paper*, January 2012

Encouraging Car Free and Low Car Housing

Policy DM32
Car Free or Low Car Housing
Residential development must be car free in the following cases

a) on sites identified in the *Site allocations plan* for car free housing;
b) on sites situated within the city centre primary retail area; and
c) on sites which are within a controlled parking zone, and where vehicular access cannot be provided under DM30 due to the site's location adjacent to a principal or main distributor route (as defined in NATS).

The development of car free or low car housing will be acceptable within the following areas:
a) sites within the controlled parking zones in and surrounding the city centre;
b) on other sites within 200 metres of a bus stop offering a service to the city centre of at least a 10 minute daytime and 30 minute evening frequency; where it can be demonstrated that the provision of reduced levels of car parking on site would not result in or exacerbate problems of on street parking or traffic congestion; or
c) on other sites within or immediately adjacent to district centres, giving preference to schemes where the inclusion of car free or low car housing can contribute to the beneficial reuse and regeneration of vacant or underused buildings within the centre, subject to the provisions of policy DM21.

The inclusion or provision of (or access to) a car club space or spaces (and where appropriate a car club vehicle) will be taken into account in assessing any proposal.

Supplementary text

32.1 The NPPF requires that development should promote the efficient use of land, and ensure good design. Residential and non-residential parking standards if used should take into account the accessibility of the development, its type, mix and use, local car ownership; the availability of and opportunities for public transport and an overall need to reduce the use of high-emission vehicles.

32.2 Within the more central parts of the city, housing densities are high, and car ownership low, whilst services and facilities are mostly available within walking distance, and most locations around the urban area are easily accessible by public transport. In addition, the central part of the city is covered by controlled parking zones, and new developments are not eligible for parking permits. Furthermore, historic street patterns often make it difficult to provide parking which is visually appropriate to the historic context of the centre.

32.3 There is therefore significant opportunity to develop sites with limited parking provision, and to offer (but not impose) car-free living as a lifestyle choice. This can lead an increase in the density of development in sustainable locations, and reduce build costs. For the purpose of this policy, *low car housing* refers to development where the provision of car parking is less than one space per dwelling.

Alternative options

An alternative is to have no policy on car free or low car housing. This approach may result in the provision of excessive levels of car parking in highly accessible locations. The proposed approach takes into consideration car ownership levels and accessibility. It promotes the efficient use of land and encourages sustainable lifestyles. Furthermore it encourages the reuse of upper floors of commercial premises (consistent with the aims of policies DM20 and DM21) and allows for housing within areas of the city centre which are inaccessible by car.

The absence of criteria setting out where car free or low car housing will be acceptable may result in car free and low car housing being developed in inappropriate locations within the city. This may lead to on street parking problems.

In response to representations to the draft policy, consideration has been given to extending the criteria for the acceptance of car free and low car housing to additional areas of the city, in particular residential areas which may have low levels of car ownership. The policy would certainly not preclude the consideration of car-free schemes in other suitable locations if they were put forward, but the policy currently seeks to direct car free housing to locations of highest accessibility by non-car modes. It would be counterproductive to require car free housing in less accessible locations as there would be implications for on-street parking levels and traffic congestion – particularly in areas which do not have area-wide residents' parking controls through CPZs.

References

- NPPF, CLG 2012: Section 4: Promoting sustainable transport: Support reductions in greenhouse gas emissions and congestion, exploit opportunities for the use of sustainable transport modes.
- JCS Policy 9: Strategy for growth in the Norwich Policy Area
- Norwich Area Transportation Strategy (NATS)

Planning obligations and development viability

Policy DM33
Planning Obligations

General principles
Delivery of essential infrastructure on or adjoining a site which:
a) is only necessary as a direct consequence of the development proposed; and
b) cannot be secured via condition; and
c) is not identified as infrastructure to be delivered through the Community Infrastructure Levy (infrastructure identified on the "Regulation 123 list")

will be secured by a site specific planning obligation.

Planning obligations will be required to secure infrastructure which is necessary to ensure:
a) the delivery of sustainable development (through compliance with the policies of this plan, other development plan documents and relevant neighbourhood plans);
b) the delivery of affordable housing;
c) the delivery of on-site open space and playspace required directly to serve the development
d) pedestrian and highway safety improvements necessary to secure satisfactory access to the development via a range of modes of transport.

Viability considerations

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

a) the impact of CIL contributions, planning obligations and abnormal development costs either individually or in combination would result in a proposed development becoming economically unviable; and

b) a viable scheme cannot be achieved by amendments to the proposals which are consistent with the other polices within this plan,

planning obligation requirements covering specific matters may be reduced by agreement, in accordance with the Council's approved Planning Obligations Prioritisation Framework (or successor document) or consideration may be given to specific infrastructure which would normally be delivered through a planning obligation being added to the "Regulation 123 list" and delivered instead via CIL.

Supplementary text

33.1 The NPPF, in its section on Planning Conditions and Obligations, sets out the parameters for planning obligations. The purpose of planning obligations is to make acceptable development which would otherwise be unacceptable in planning terms. Regulation 122 of the Community Infrastructure Levy Regulations 2010 makes it unlawful for a planning obligation to be taken into account in determining a planning application if it does not meet the three tests set out in Regulation 122 (also set out in paragraph 204 of the NPPF).

33.2 For many years, planning obligations had been the main delivery mechanism to negotiate and secure improvements to deliver essential planning benefits from development through the planning process. In Norwich, as elsewhere, planning obligations may still be necessary to cover matters which cannot be dealt with directly by conditions on a planning permission or can be covered by a contribution made directly through CIL but are necessary to mitigate the wider impacts of development in the public interest and to ensure compliance with the policies of the local plan.

33.3 Planning obligations are secured by a binding legal agreement made between the developer, the city council and any third parties involved. Developers also have the alternative option to deal with matters normally covered by an agreement by means of a unilateral undertaking to carry out an action, put in place certain arrangements or make a financial contribution for agreed purposes which complies with the three tests.

33.4 The relevant legislation covering planning obligations is currently section 106 of the Town and Country Planning Act 1990 (hence "section 106 agreements"). Where off site improvements require works to the adopted public highway (including traffic management measures such as traffic regulation orders), an agreement may additionally be sought under section 278 of the Highways Act 1980.

33.5 Following the introduction of the Community Infrastructure Levy across the greater Norwich area, many aspects of infrastructure funding previously dealt with through site-specific planning obligations can be addressed directly through CIL, enabling revenue raised from the CIL tariff on developers to be targeted flexibly and appropriately in accordance with community needs and aspirations (see section on CIL below). This means that the scope and use of planning obligations in Norwich required by this plan is much reduced compared with what has been normal in the past. Nevertheless, there will

still be cases where individual development proposals give rise to site-specific requirements and localised impacts beyond the site boundary which cannot be dealt with by planning condition and, because they cannot be regarded as strategic matters, do not fall within the scope of CIL.

33.6 The council will seek and encourage flexible and innovative funding solutions which make use of both site-specific planning obligations/contributions, where these are agreed to be necessary, alongside appropriate and targeted deployment of CIL revenue to ensure the community benefits of individual developments can be maximised and the impact on development viability minimised. Developers will not be required to enter into planning obligations seeking additional financial contributions for matters which are already covered wholly by the Community Infrastructure Levy.

33.7 The city council's published "regulation 123 list" specifies the infrastructure items and projects which it intends to fund through CIL receipts. It is also intended (for the avoidance of doubt) to separately itemise those matters which remain appropriate to cover by means of a planning obligation. This includes, for example, providing and agreeing management arrangements for affordable housing within private sector housing schemes, longer term maintenance of local open space and playspace, financial contributions necessary to offset the direct impacts of new development from traffic generation (including travel planning and sustainable transport initiatives), and works in the public realm in the immediate vicinity of the site. Developers are advised to consult the most recent list, attached to the CIL charging schedule for the time being in force, for more detail on the scope of planning obligation agreements within Norwich. Further advice on the application and scope of planning obligations relating to transportation matters is contained in Appendix 3 of this plan.

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33.8 The NPPF acknowledges the value of planning obligations in the planning system but stresses that they should be proportionate and reasonable. It sets out that the combined impact of obligations and other policy requirements should not be such that the ability to develop sites viably is threatened. Accordingly in the interests of facilitating and delivering sustainable development, Policy DM33 recognises that the requirements for planning obligations may be relaxed in circumstances where viability of development would be clearly compromised. This would include cases where a scheme could be rendered unviable by, for example:

- Achieving a required scheme density under policy DM2
- Achieving a required minimum size of units
- Achieving required parking provision under policy DM31
- Meeting abnormal engineering construction costs associated with mitigating subsidence risk or ground contamination under policy DM11

33.9 Prior to the introduction of CIL, the city council had introduced a formal procedural framework for the independent assessment of scheme viability in relation to planning obligations, involving "open book" viability assessments and a mechanism for prioritising different obligations within development schemes. With the introduction of a non negotiable, viability-tested charge through CIL, this framework will no longer apply, since it can be expected that most if not all site specific planning obligations deemed necessary will relate to matters which are essential to make the development acceptable and hence the scheme could not be approved without them. Accordingly the only matter which may be open to negotiation in planning obligations is likely to be the degree to which a scheme can deliver affordable housing in accordance with JCS policy 4, so long as CIL regulations do not allow CIL revenue to be used to part fund or subsidise it.

33.10 Because the legislative context for planning obligations is changing rapidly, further practice guidance in support of this policy is expected to be necessary once the CIL charging system becomes fully established including more detailed advice on viability considerations, clarification as to what extent planning obligation requirements can be relaxed and practice examples of off site improvements funded through a combination of planning obligations and CIL .

Alternative options

An alternative option is to have no policy on planning obligations or the community infrastructure levy and to rely on the JCS and national guidance. This approach would not adequately explain the operation of planning obligations in the Norwich context. The CIL charging schedule and regulation 123 list set out in broad terms the matters which will be covered by CIL, but does not relate those matters explicitly to the planning process. Accordingly specific local policies are considered necessary on these aspects both to give developers some certainty on these issues and to explain how the system will work in practice.

A further option is to include much more content on the specific matters which will be covered by planning obligations and describe the procedures which will deliver them in detail. This level of detail is not appropriate to include in a local plan policy, since plans are required to be succinct, flexible and responsive. The regulations allow the scope of matters to be covered by planning obligations and CIL to be reviewed over the course of the plan period in response to changing community needs and aspirations. It is recognised that further advice and guidance will be needed on specific planning obligation issues, such as affordable housing, playspace provision and transport contributions, to be set out in concise supplementary planning guidance and technical advice notes.

References

- NPPF, CLG, 2012: Ensuring viability and deliverability: Planning Conditions and Obligations
- JCS policy 20: Implementation
- Community Infrastructure Levy Regulations 2010
- Planning Obligations Prioritisation Framework, Norwich City Council, May 2009 (revised February 2011)

Securing essential strategic infrastructure from development through the Community Infrastructure Levy

33.11 The JCS sets out the Greater Norwich Development Partnership's intention to seek contributions towards infrastructure from development through the introduction of the Community Infrastructure Levy (CIL) – a much simplified tariff based approach – in accordance with current statutory provisions. The NPPF gives strong support to appropriately tested CIL charging as a means of delivering community infrastructure through the planning process, stating that the Community Infrastructure Levy should support and incentivise new development, particularly by placing control over a meaningful proportion of the funds raised with the neighbourhoods where development takes place.

33.12 Norwich, alongside its partner authorities in the Greater Norwich Development Partnership, is among the first tranche of local authorities to implement the CIL system. The tariff to be levied in this area is informed by development viability studies undertaken by independent consultants (GVA Grimley) in 2010, and subsequently adjusted to take account of changes in local economic circumstances and market conditions since that time.

33.13 CIL is non-negotiable and takes the form of a fixed charge per square metre for different types of development, payable when development commences. The proceeds of the levy will be spent on the local and sub-regional infrastructure necessary to support the ongoing development of the Greater Norwich area identified in the Infrastructure Needs and Funding Study 2009. The individual projects making up that infrastructure and the priority and timing for their delivery is set out in a regularly reviewed Local Investment Plan and Programme (LIPP) and five year business plan. Work is also underway to develop mechanisms for collecting and managing the funds.

33.14 In April 2011 the government introduced revised CIL regulations intended to integrate the proposals more fully with the emerging Localism Act. It requires that the community must now be consulted to establish local needs and priorities, and enable local people to have direct control over how a "meaningful proportion" of CIL receipts should be spent. Government consultation on the scope for further amendments to the regulations was undertaken between October and December 2011, including the possibility of using CIL receipts to fund affordable housing, which was not possible previously.

33.15 The GNDP published preliminary draft charging schedules for Norwich, Broadland and South Norfolk for consultation in October-November 2011. In response to representations received, a number of changes were made to the scale of charges originally proposed (including a reduction in the rate of residential charging in Zone A which applies to the whole of Norwich). Revised draft charging schedules incorporating these changes were published for further consultation in February 2012. Subsequent stages in the adoption process are as follows:

- Submission of final charging schedule with modifications: August 2012
- Independent examination and consideration of objections: October 2012
- Formal adoption of CIL (simultaneously by the three GNDP districts): expected early 2013.

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33.16 CIL revenue will be used to fund the major new infrastructure necessary as a result of large scale growth which is strategically significant for the Norwich area as a whole, as opposed to works which are integral to the design of individual schemes (which would continue to be delivered by means of a planning obligation – see policy DM33 above). Decisions on the distribution and deployment of CIL receipts will be publicly accountable and informed by the priorities set by the JCS, the LIPP and five year delivery plan, also addressing local spending needs and priorities determined at community and neighbourhood level. The process of regular review of the regulation 123 list will enable a rapid response to any changes in legislation broadening or restricting the scope of matters which are able to be dealt with by CIL.

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33.17 CIL regulations provide for short term changes to the regulation 123 list to be made at 28 days notice. This will ensure that the developers of major schemes offering specific planning benefits beyond the development site who wish to deliver these by means of a one-off planning obligation are able to do so without having to wait for a formal annual review of spending priorities through the LIPP. This flexibility will enable the process of determining applications for sustainable development to be expedited and delivered without delay, in accordance with the requirements of the NPPF.

33.18 Pending final decisions by government on the scope of CIL funding, aspects of this policy may need to be refined, particularly in relation to affordable housing.

Alternative options in relation to CIL

An alternative option is to have a specific policy on the operation of CIL. Although the requirements of the NPPF set out that CIL charging should be approached alongside, and made integral to, the local plan preparation process, the mechanisms for the collection of CIL revenue and decision-making on how it should be spent are independent of the planning application process and planning legislation: they help to implement policy rather than being part of it. A policy stating what CIL would be used for would be redundant as it would merely reflect a statement of intent, which could in any case change over the plan period and could not be influenced by planning decisions.

The CIL charging schedule and regulation 123 list set out in broad terms the matters which will be covered by CIL and the explanatory text helps to put the issue in context .

References

- NPPF: CLG, 2012: Ensuring viability and deliverability in plan-making and decision taking; planning strategically across local boundaries; duty to cooperate; working collaboratively with other bodies to ensure coordination of strategic priorities
- JCS policy 20: Implementation
- Community Infrastructure Levy Regulations 2010, as amended

Greater Norwich Development Partnership CIL documentation: see GNDP website at www.gndp.org.uk:

- Background to CIL (GNDP webpage)
- Preliminary draft charging schedule (October 2011) and consultation responses
- Draft charging schedule (February 2012)
- Viability Advice on CIL/Tariff for Broadland, Norwich and South Norfolk GVA, December 2010 (and addendum, June 2011)
- CIL Charging Zones Schedule, GVA August 2011
- Supplementary viability evidence relating to flats in Norwich City, GNDP, December 2011
- Supplementary evidence on residential viability, GNDP, December 2011
- Supplementary evidence on the viability of large scale convenience goods based retail development, GNDP, December 2011
- Other GNDP CIL background documents, various.

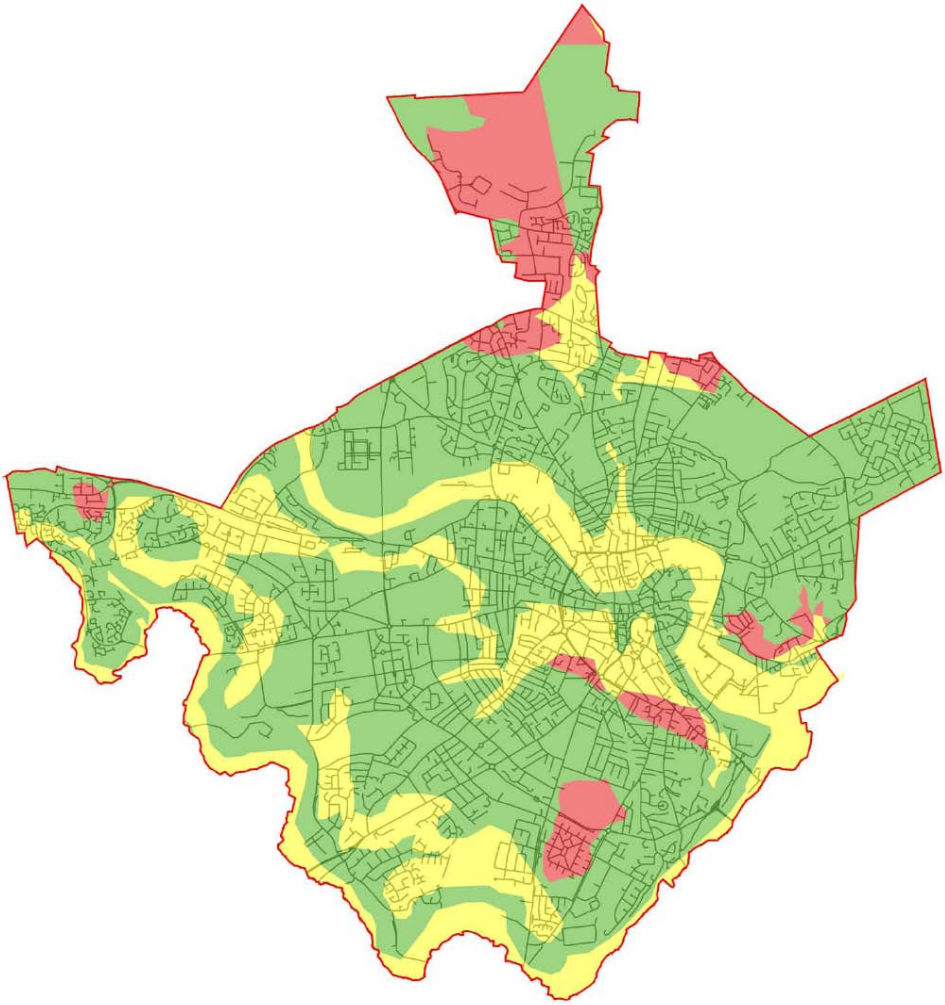
How we will monitor the plan

34.1 Reviewing and monitoring how well local plans are performing is an essential element of the planning system. By assessing how well the policies are being achieved against clear targets, decisions can be made as to whether policies or documents need adjusting or replacing.

34.2 A monitoring framework will be developed, and where possible linked to other plan monitoring.

34.3 This section will be significantly expanded prior to submission to specify local monitoring indicators and develop a specific local plan monitoring framework for Norwich where the JCS monitoring framework is insufficient, taking account of the advice in the Sustainability Appraisal Report.

Appendix 1 – Infiltration capacity drainage map



Legend

- Heavy Soils - Impermeable paving may be permitted.
- Medium Soils - Permeable paving is suitable (No permission required)
- Light Soils - Permeable paving is suitable (No permission required)

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Appendix 2 – Health and Safety Executive Areas

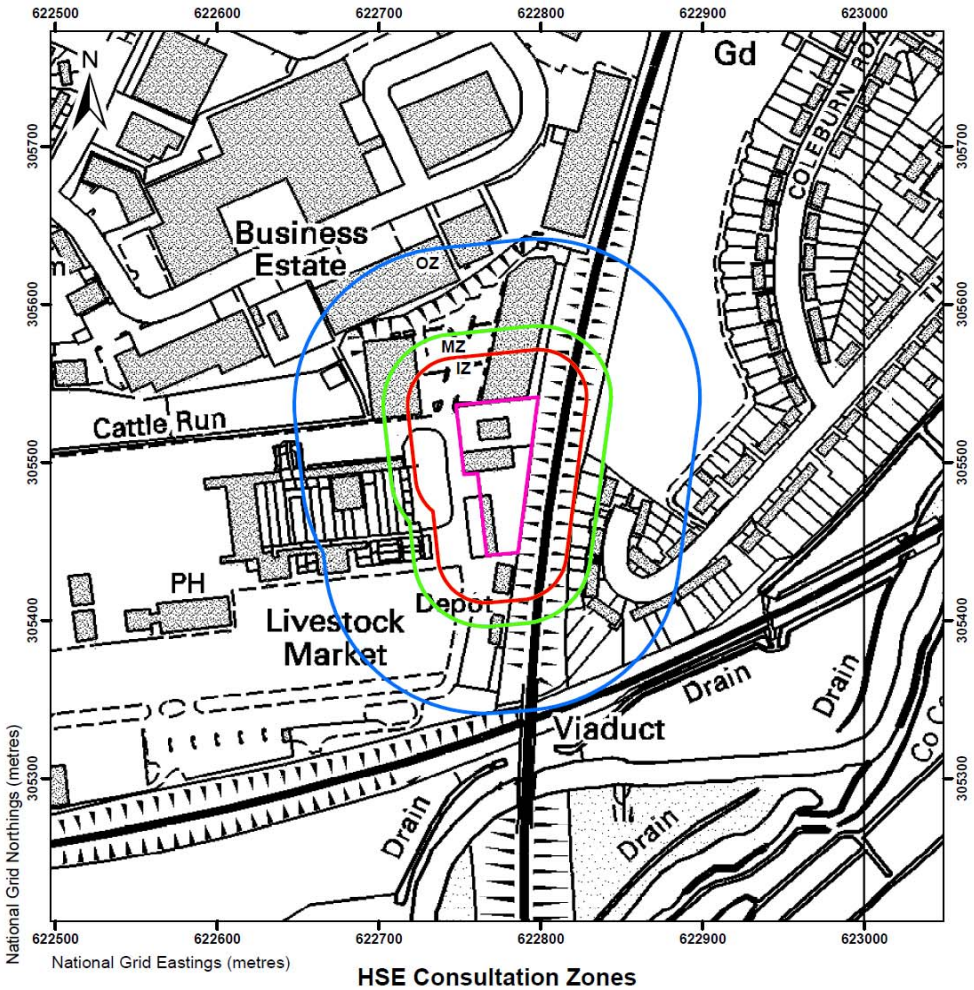
The maps in this appendix are provided for information only in support of policy DM11 and are prepared and issued by the Health and Safety Executive (HSE), not the city council. They illustrate the notifiable major hazards within Norwich listed by the HSE and current as at August 2012. The city council must seek standing HSE planning advice through a bespoke software system (or consult the HSE as appropriate) in respect of certain categories of planning application for development within the consultation zones around these installations.

It should be noted that Bayer Cropscience have sold their site at Sweet Briar Road as a going concern and and from 1 September 2012 it trades as Briar Chemicals Limited.

The blue, green and red zone boundaries shown are categorised as Outer, Middle and Inner and represent relative degrees of hazardous risk corresponding to distance from the site boundary or the hazardous installation itself. The list of notifiable major hazards and the consultation zone boundaries are subject to change over the plan period.

For further information and advice please consult the Health and Safety Executive planning pages at http://www.hse.gov.uk/landuseplanning/index.htm .

How the zone boundaries around major hazards are defined:
http://www.hse.gov.uk/landuseplanning/zonesmajorhazard.pdf



HSE Consultation Zones

Calor Gas LTd, Calor Centre, Livestock Market,
Hall Road, Norwich, NR4 6EQ

HSE HID CI5 No: H0782
Grid Ref: TG 227 054

Prepared - January 2007
This map supersedes all previous or undated maps

IZ = Inner Zone
MZ = Middle Zone
OZ = Outer Zone

0 50 100 200 Metres

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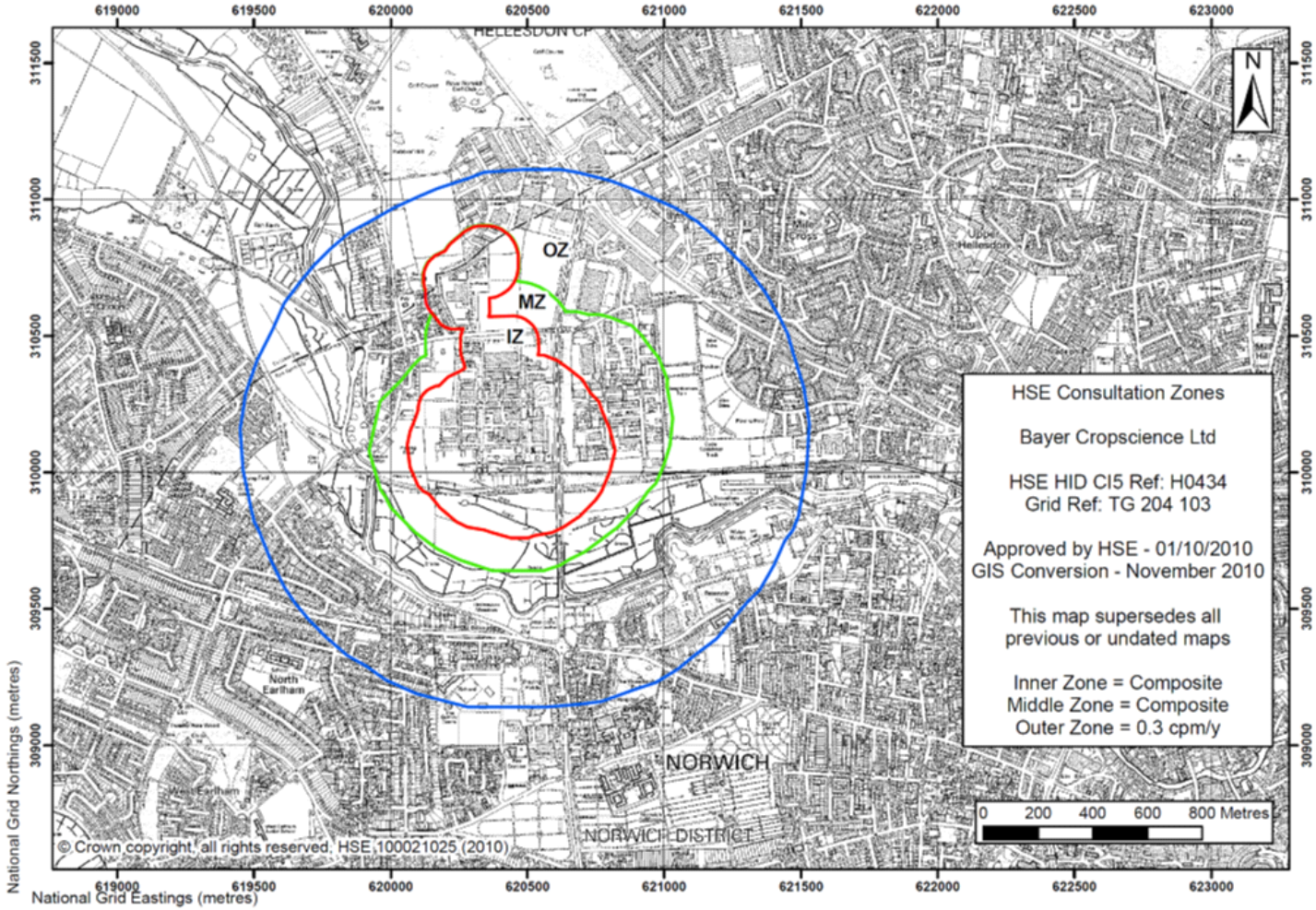
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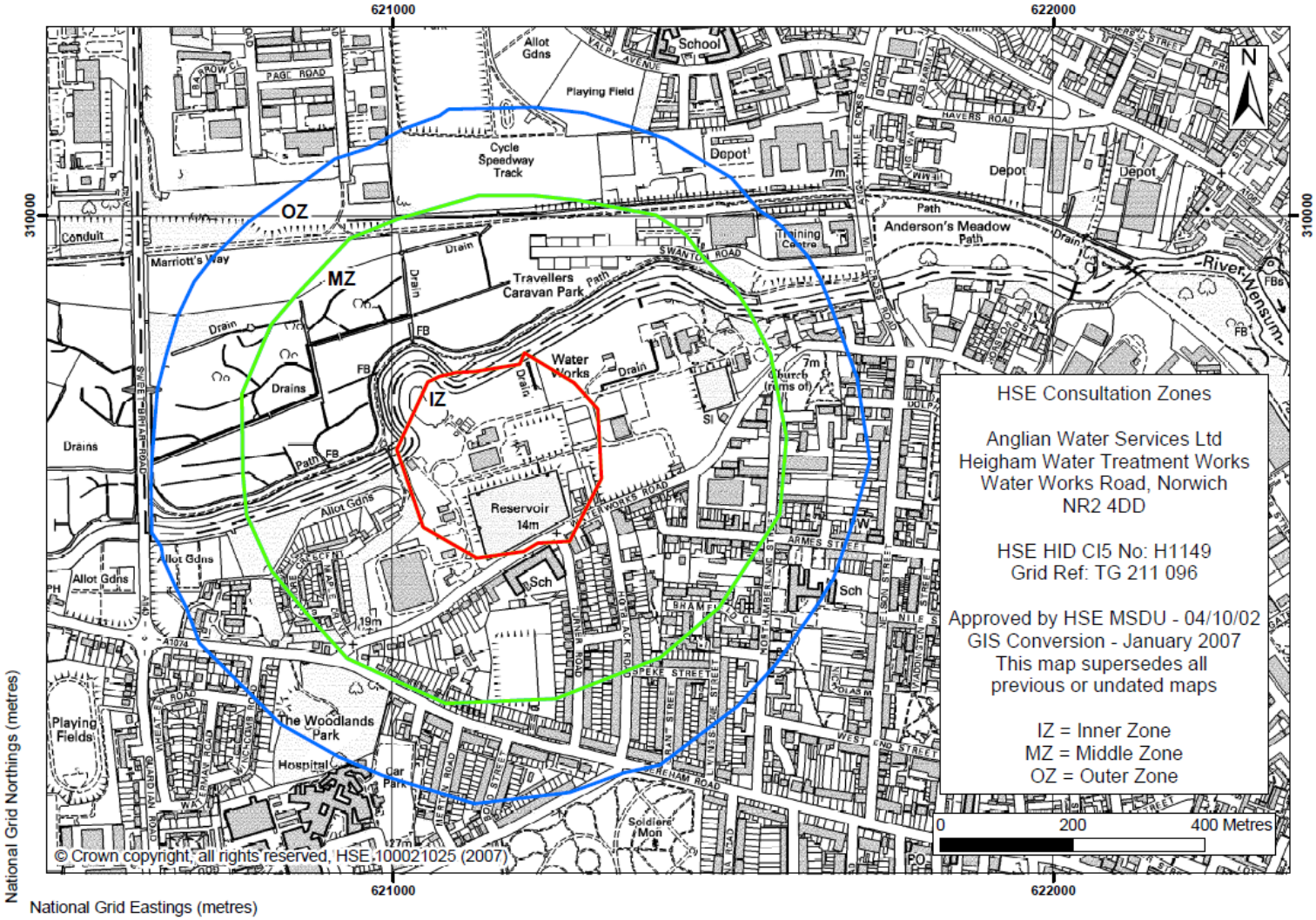
309500
309000
N
OZ
MZ
IZ
HSE Consultation Zones
Bayer Cropscience Ltd
HSE HID CI5 Ref: H0434
Grid Ref: TG 204 103
Approved by HSE - 01/10/2010
GIS Conversion - November 2010
This map supersedes all previous or undated maps
Inner Zone = Composite
Middle Zone = Composite
Outer Zone = 0.3 cpm/y
NORWICH
NORWICH DISTRICT
North Earlham
0 200 400 600 800 Metres
© Crown copyright, all rights reserved. HSE 100021025 (2010)
National Grid Northings (metres)
National Grid Eastings (metres)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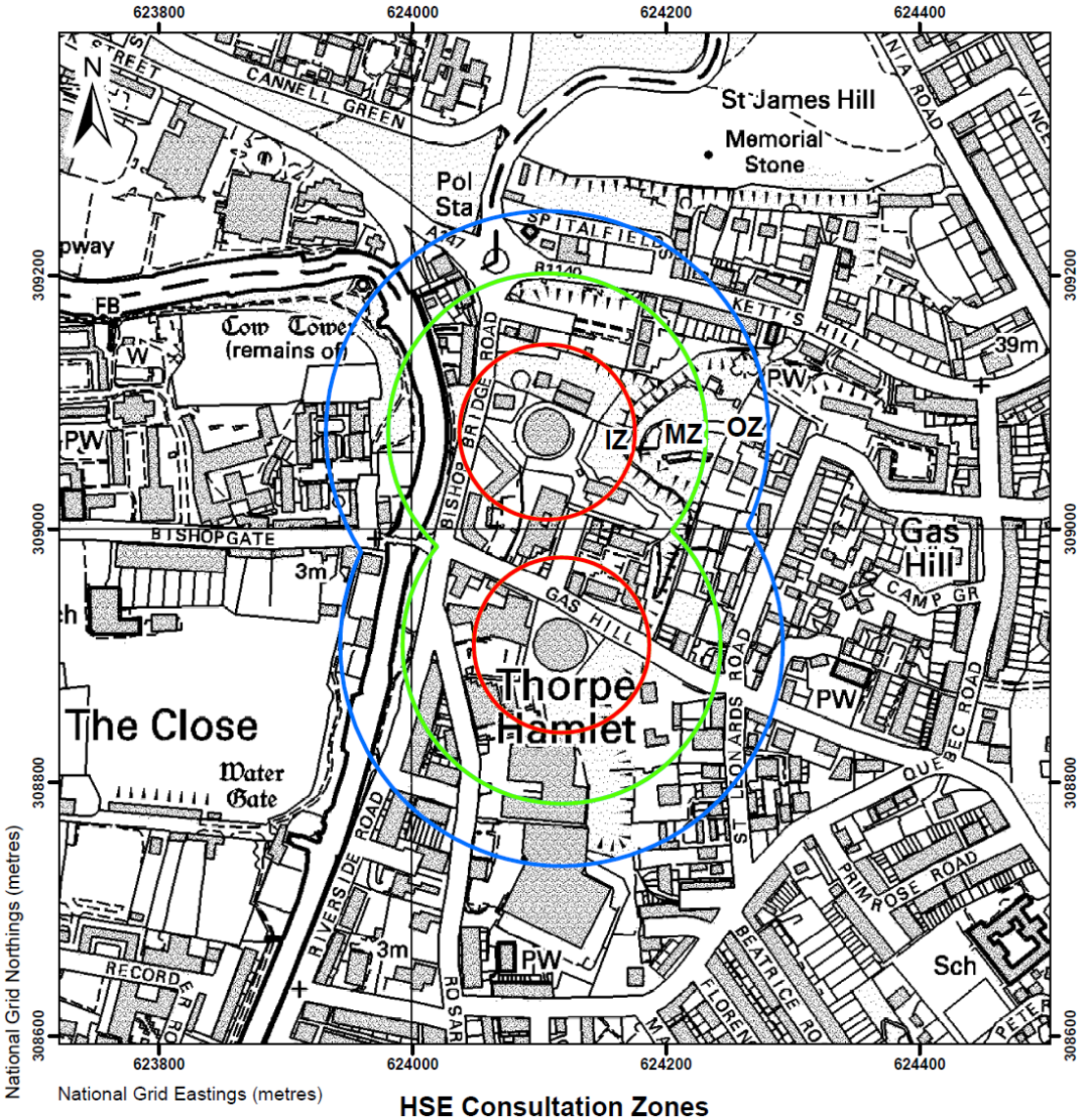
IZ
HSE Consultation Zones
Anglian Water Services Ltd
Heigham Water Treatment Works
Water Works Road, Norwich
NR2 4DD
HSE HID CI5 No: H1149
Grid Ref: TG 211 096
Approved by HSE MSDU - 04/10/02
GIS Conversion - January 2007
This map supersedes all
previous or undated maps
IZ = Inner Zone
MZ = Middle Zone
OZ = Outer Zone
0
200
400 Metres
Reservoir
14m
Water Works
Travellers Caravan Park
Anderson's Meadow Path
River Wensum
Cycle Speedway Track
Playing Field
Allot Gdns
School
Depot
Training Centre
Conduit
Marriott's Way
Drains
Drain
Path
FB
Sch
Hospital
Car Park
The Woodlands Park
Playing Fields
Soldiers' Mon
PO
PH
© Crown copyright, all rights reserved, HSE 100021025 (2007)
National Grid Northings (metres)
National Grid Eastings (metres)



HSE Consultation Zones

Transco, Bishops Bridge Holder Station, Bishops Bridge, Norwich, Norfolk

HSE HID CI5 Ref: H1687
Grid Ref: TG 241 090

Prepared - January 2007
This map supersedes all previous or undated maps

IZ = Inner Zone
MZ = Middle Zone
OZ = Outer Zone

0 50 100 200 Metres

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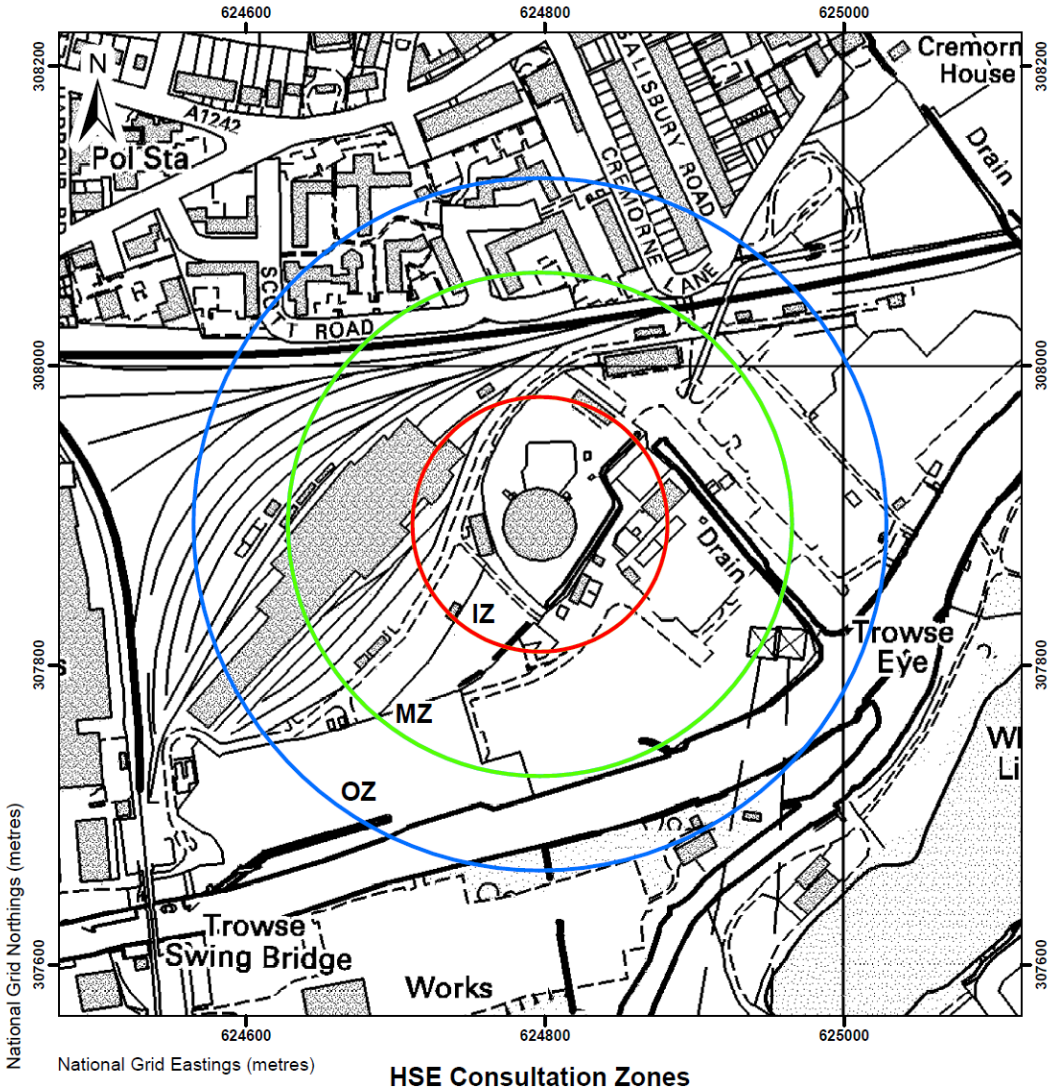

HSE Consultation Zones

Transco, Cremorne Lane Holder Station, Cremorne Lane, Norwich, NR1 1TZ

HSE HID CI5 Ref: H1688
Grid Ref: TG 249 079

Prepared - January 2007
This map supersedes all previous or undated maps

IZ = Inner Zone
MZ = Middle Zone
OZ = Outer Zone

0 50 100 200 Metres

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August 2012

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Appendix 3 – Standards for transportation requirements within new developments

A3.1 This appendix provides further information and guidance to interpret and supplement the development management polices that relate to transportation. In particular, it applies to policies DM28, DM31 and DM33 and contains the standards that will apply to all development for which planning permission is sought.

A3.2 Advice on site specific works that are necessary to facilitate access to the development are not included (see policy DM30) and these must be considered. Consistency with these standards is not in itself, therefore, sufficient to demonstrate that a given proposal is acceptable either in transportation or planning terms.

A3.3 Norwich city centre has one of the largest surviving mediaeval street layouts in the UK and thus has very specific parking and access requirements. These are reflected within this appendix. Additionally, transportation requirements have been adjusted to suit the particular location and function of proposed developments. The areas and locations to which the individual standards apply can be found on the Policies Map.

The Role of Design

A3.4 The city council has emphasised the importance of good design in all submitted planning applications for many years, including the need for suitable landscaping. Car parking and servicing areas are rarely attractive visually and should be designed to minimise their impact on the immediate townscape and landscape in accordance with policies DM3 and DM28.

Contributions to Strategic and Local Transport Infrastructure

A3.5 National and local transport policies result from a growing realisation that the cost of inefficient use of transport infrastructure is too high in both environmental and financial terms. However, as developments are rarely without transport impact, developments (in accordance with policy DM33) are expected to support the provision of necessary transport infrastructure, and within the City boundary, sustainable transport infrastructure in

particular. The delivery of infrastructure, and measures to encourage sustainable transport, is essential to mitigate the transport impacts of development, to plan for sustainable development in accordance with the requirements of the NPPF and support the expansion of business and the local economy whilst protecting the local environment.

A3.6 Community Infrastructure Levy (CIL) charging is the primary means of funding strategic transport infrastructure. This largely replaces funding previously delivered through planning obligation agreements for individual development schemes. The December 2011 announcement of government funding for part-construction of the Norwich northern distributor road (NDR) is conditional on agreeing a package of sustainable transport measures within the city boundary. The council will therefore seek to ensure that a proportion of CIL receipts at least equivalent to that which would have been payable under the previous planning obligation-based system will be retained to fund the necessary sustainable transport infrastructure in Norwich.

A3.7 In addition to the strategic infrastructure delivered through CIL, it will be necessary in most cases to address the more localised transportation impacts of development by means of essential off-site works, including improvements to highway or footway, traffic regulation orders and site specific travel plans to encourage sustainable travel choices. So long as they are fairly and reasonably necessary to make development acceptable in planning terms, such measures will continue to be funded by means of site-specific planning obligations, the scope of which are outlined in policy DM33.

A3.8 The Council may agree that the contribution to be used for sustainable transport infrastructure is used for a particular project, or within a specific geographical area, and could be provided by the developer as ‘in kind’ works. Where agreement is reached that a particular payment will be used for a specific project this will be provided within a reasonable time, although it may be necessary to await the accumulation of funds to help provide finance, for example, for a new whole car park for park and ride. However, where contributions are used for a specific purpose, it is not the intention that any particular improvement will be exclusively for users of a particular development but will form part of the larger transport system available to all.

Travel Plans

A3.9 Policy DM28 requires larger developments to be supported by a Travel Plan. Developers will need to show that every effort has been made to ensure that local facilities and public transport are accessible . Developments, particularly those that have high levels of trip generation, should be sited and designed to maximise access by all modes of transport and will be expected to support appropriate transportation **measures** off-site. Those developments which have limited levels of access, particularly by non car modes, will be expected to support proportionately more measures to deal with the consequences of their proposals. Travel Plans will need to monitored and consequent actions agreed, and a fee will be payable in respect of this. In addition, a bond can be required to ensure that obligations to deliver travel plans are met.

Travel Information Plans

A3.10 Most smaller developments will need to be supported by a Travel Information Plan. The aim of this is to ensure that users of a particular development are made aware of the transport opportunities available. A template is available for applicants to complete with assistance from Norfolk County Council travel plan officers.

Transport Statements and Transport Assessments

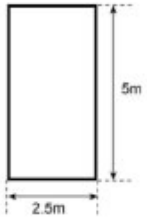
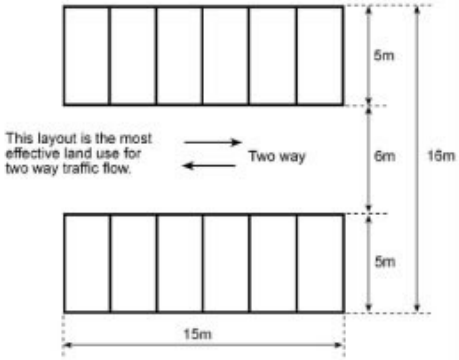
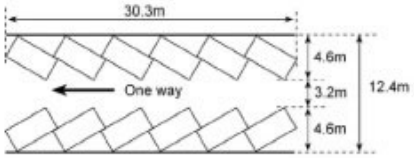
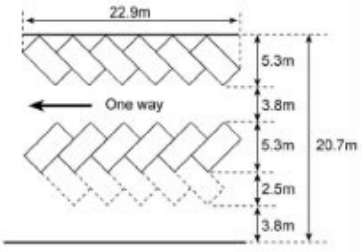
A3.11 Transport Statements (TS) and Transport assessments (TA) are intended to help us ensure that new developments take full account of local transport policy and strategy. This will allow the transport implications of proposed developments to be properly considered and, where appropriate, will help identify suitable measures to achieve a more sustainable and environmentally sound outcome. The nature and extent of any assessment or statement will depend upon the location, scale and type of development involved. The scale of development at which either a statement or assessment is required is detailed in the parking standards.

Site Access

A3.12 Policy DM30 seeks to ensure that all new accesses are appropriate to the location. Whilst it may be appropriate in low traffic areas for individual driveways, service yards and parking spaces to access directly onto the street, as a general principle, developers should aim to ensure that vehicular access to a site allows for vehicles to enter and leave in forward gear.

Car Parking

A3.13 The car parking standards set both minimum and maximum levels for car parking and parking provision. Lower levels of car parking provision than the standards permit will be permitted provided that the transportation consequences of the development will be addressed, but minimum levels will normally be required, particularly for parking for disabled drivers. The following diagrams show the recommended minimum dimension of parking spaces, and associated layouts.

<table>
<tr>
<td>Car Parking Spaces
Minimum Dimensions
 
</td>
<td>Two Way Flow
 
</td>
</tr>
<tr>
<td>One Way Flow 30° angled parking
 
</td>
<td>One Way Flow 45° Angled Parking
 
</td>
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</table>

Central areas

A3.14 Within the most central part of the city only operational car parking is permitted, and the standards are consistent with those that have been applied for many years. These take account of the high levels of accessibility that the city centre enjoys by all transport modes, and the need to reduce overall levels of traffic within this historic area. Operational parking is to facilitate necessary movement of vehicles to and from the site throughout the working day and is not for the long-term commuter parking.

Other locations

A3.15 Outside the city centre, developments should contain all of their associated servicing requirements within the curtilage of the site and enable vehicular

access and egress in forward gear. The parking standards detail specific parking and servicing requirements for each Use Class category and should be regarded as the figure normally required for a typical Use Class category and should be accommodated within the development site. Where parking is required 'on street' it is expected that this will be within a new street created as part of the development. Only exceptionally will the use of existing on-street space be permitted.

Controlled Parking Zones and Permit Parking

A3.16 New developments will not be eligible for parking permits within existing permit parking areas. In very exceptional circumstances where there is a clear gain in terms of the built form that is achieved and changes can be made to existing on-street arrangements without the loss of parking for existing users that would reasonably provide for the demand of the development proposed, it may be possible, at the discretion of the Highways Authority, to extend permit entitlement within existing zones.

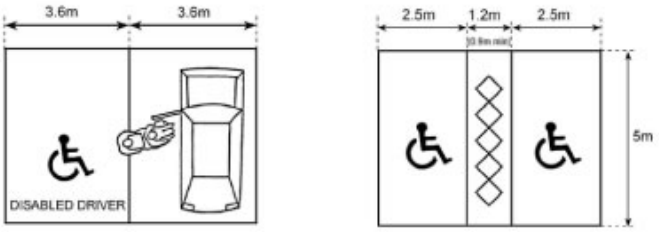
A3.17 Within the controlled parking zones, where new streets are proposed to include on-street parking provision, a permit parking scheme particular to the development will need to be developed as part of the proposals. In any event, any new street will need to be subject to on-street parking controls, and become part of the Controlled Parking Zone.

A3.18 In all these cases, changes to existing Traffic Regulation Orders, and the installation of the necessary signing and lining within or around the development will need to be undertaken at the developer's expense.

Provision for People with Disabilities

A3.19 Many sections of the community do not have full access to the facilities that they need owing to a lack of personal mobility. Whilst improvements in the built environment help to reduce this exclusion, and public transport is becoming increasingly accessible, some members of the community would be unable to gain access to facilities, and maintain a reasonable degree of independence without the use of a car. Therefore a minimum specific car parking requirement for disabled drivers is included within these Standards (usually 5%, although a higher level (20%) is required in the central area, where general parking levels are substantially restrained). Where car parking at less than the maximum level is proposed, the number of spaces for disabled drivers should be calculated as if the maximum level had been provided as required in the minimum standard. These parking spaces should be located close to an accessible entrance. The entrance should ideally be under cover, clearly signed and not more than 50 metres from the designated parking spaces.

Disabled Persons Vehicles Minimum Dimensions



Preferred arrangement

A 1.2 metre margin should be designated at the rear of the space, but this can usually be provided within the aisle width of the car park.

Provision for electric vehicles

A3.20 Electric vehicle technology has advanced considerably in recent years, and there is now an expectation that electric vehicles will become a small, but significant part of the number of private vehicles on the road. To facilitate this, charging facilities will need to be made available both in peoples' homes and at the location they visit. Charging is likely to be undertaken primarily at home, and hence there is a requirement for all new homes to have access to a charging point, either within a garage, or in a communal location. Elsewhere, a small proportion (around 0.5%) of spaces is expected to be provided with a charging facility. More details of our requirements for electric vehicle charging can be found in the Appendix.

Cycle Parking

A3.21 The city council actively supports cycling, and inadequate cycle parking is one of the major blocks to increased cycle usage. Therefore, cycle parking to at least the levels contained within the standards will be required within all developments. The standards are intended to provide for increased cycle usage, and will, therefore, appear a little high if compared to current cycle use.

A3.22 The cycle parking standards have been divided into two categories; dependent upon the expected duration of anticipated cycle parking:

Short Term: Stands which are easily accessible, visible and normally adjacent to (certainly within 25 metres of) a main entrance to a building. These stands are aimed principally at visitors to the premises whose visit is likely to be of short duration. Covered protection from rain is desirable, particularly where visitors are likely to remain at the premises for some time.
Long Term: Stands having good weather protection and excellent security, e.g. CCTV, locked shed or enclosure, etc. These facilities should be well lit and conveniently located for access to the premises. These are for long term users of the premises, for example, members of staff in the case of business premises, or residents of housing developments.

A3.23 The CaMden cycle stand, named for its distinctive M shape, is now recommended by the city council. CaMden stands promote more secure locking because they make it easier for cyclists to keep bicycles upright and to lock both wheels and the frame. As was the case with the Sheffield stand in common use in recent years, the CaMden design allows for up to two cycle parking spaces per stand, and does not damage the cycles. A heritage version of the Sheffield stand, called the Norwich octagonal, is available from suppliers and is suitable in conservation areas. Other types of cycle stand will be considered on their merits.

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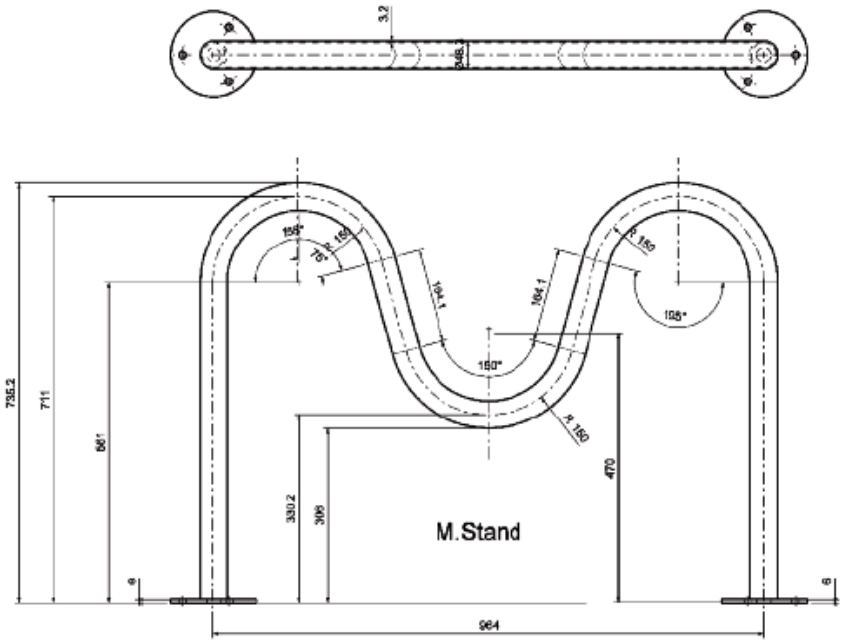
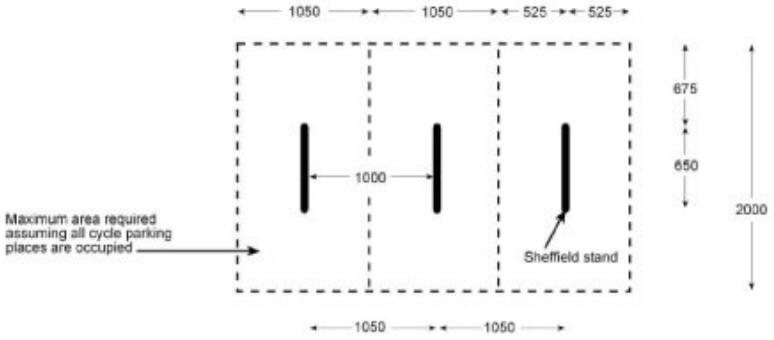
"CaMden" Type Cycle Stand



Minimum Dimensions for 90° Angled Parking



Servicing and refuse collection

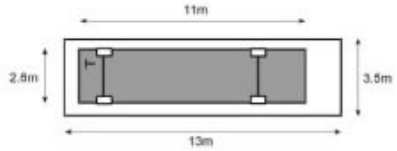
A3.24 All developments will need to provide adequate facilities for servicing and this will include designing estate roads to cater adequately for the nature of vehicles likely to be using the area. In all cases, this will require that roads and junctions are capable of handling a large refuse truck, which is likely to be the largest vehicle accessing residential areas, but large commercial developments will be required to facilitate access by articulated vehicles. Tracking assessments may be required to demonstrate that the development is accessible to the appropriate vehicles.

A3.25 Ideally, schemes should be designed so that service and refuse collection vehicles do not have to reverse or make 'three point turns' as turning heads are often obstructed by parked vehicles and reversing creates a risk to other street users. Where it is necessary to provide for turning or reversing (e.g. in a cul-de-sac), a tracking assessment should be made to indicate the types of vehicles that may be making this manoeuvre and how they can be accommodated. Notwithstanding these requirements, the design of streets and spaces will primarily take account of the local environment to avoid these public spaces being dominated by vehicles. To be effective and usable, the areas these larger vehicles require to access the development need to be kept clear of parked vehicles and on-street parking controls, or specifically designed parking areas might be required to ensure access is maintained.

A3.26 In many locations (and almost always in the case of residential developments) servicing will be permitted from the street as detailed in the parking standards. Where service bays are necessary, the following diagrams are offered as guidance

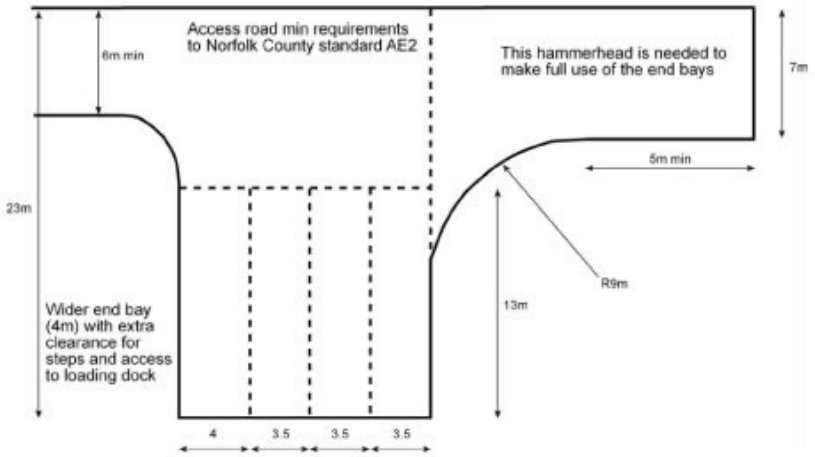
Rigid Wheelbase Vehicles

Minimum Parking Space



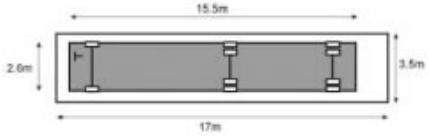
Length 11 metres x 2.6 metres width.
Minimum standing space required is 13 metres x 3.5 metres width (45 sq.m.)

Delivery Service Spaces



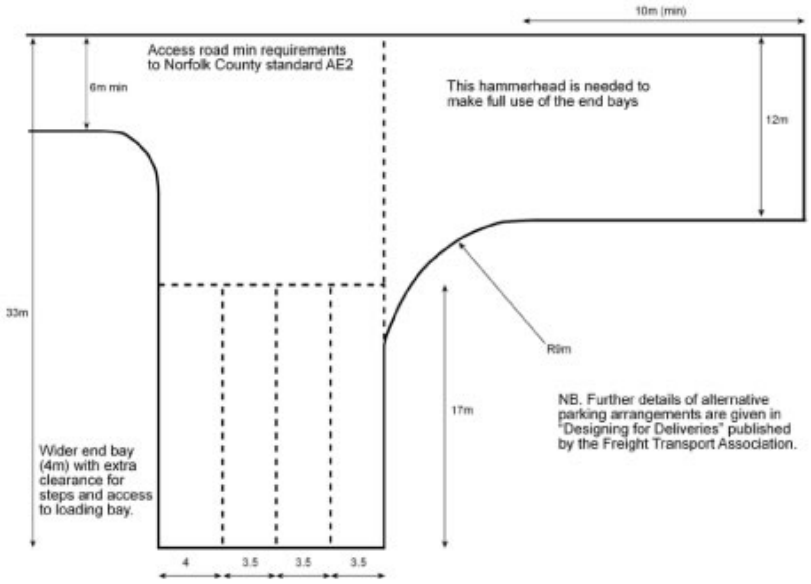
Articulated Vehicles

Minimum Parking Space



Length 15.5 metres x 2.6 metres width.
Minimum space required is 17 metres x 3.5 metres width (60 sq.m.)

Delivery Service Spaces



Refuse Collection

A3.27 In addition to the access requirements for vehicles, adequate provision for the storage and collection of refuse must be made in all developments. Standards for commercial development have not been given, as these vary significantly between different industries within use classes, and need to be designed with the end user in mind. In the case of residential developments, however, the nature and volume of storage required is more predictable, and consequently, the required volumes of refuse storage can be planned for in advance. A updated and detailed advice note on refuse bin provision is available from the Norwich City Council Transportation department on request.

Refuse Bin provision in residential developments

A3.28 Enough space needs to be provided to cater for the following levels of bin provision. This level of provision ensures that adequate storage is provided to enable anticipated increased levels of recycling. It might not reflect current requirements for existing collection regimes, but is intended to ensure that sufficient flexibility is built in to allow for changing practice and requirements over time.

A3.29 Normally (in both housing and flatted developments) centralised and communal facilities will be provided. These will consist of facility for

- One 1100 litre bin for every six households (some leeway allowed for smaller or larger units) for non-recyclable waste (i.e. about 200 litres per household)
- Three separate bins providing an equivalent volume (approximately) of storage for recyclable materials (e.g. if one 1100 litre bin would be required for general waste, then three 360 litre bins will be needed for recyclables). A development requiring three 1100 litre bins for non-recyclables would require the same again for recyclables.

A3.30 Where wheelie bin collection is envisaged, provision is to be made for a minimum standing area for three wheelie bins for each household (usually 240 litres each).

A3.31 Refuse collection points (particularly for 1100 litre bins) should be sited within five metres of the public highway, and have a level access to the carriageway, but please be aware that there are requirements under the Building Regulations to ensure that bins are within a reasonable distance of peoples homes.

Wheeled Bin Sizes

A3.32 Please note that these bin sizes are for guidance only. The actual sizes of bins vary by manufacturer, and the material of construction. Bin stores need to be adequately sized to allow manoeuvring of the bins, and lifting of lids.

Bin Size	**Width**	**Depth**	**Height**
1100 litre	1400mm	1250mm	1500mm
770 litre	1400mm	800mm	1350mm
660 litre	1400mm	800mm	1250mm
360 litre	600mm	900mm	1250mm
240 litre	600mm	750mm	1100mm
120 litre	500mm	600mm	1000mm

Contact: Transportation department, Norwich City Council, St Peters Street Norwich, NR2 1NH. Email transport@norwich.gov.uk

Use Class A1, A2, A3, A4 and A5
Shops, High Street Offices, Restaurants, Drinking Establishments and Takeaways

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Threshold levels
City Centre Primary Retail Area	Staff: One covered and secure cycle parking space per 100m^2 Customers: Where possible, the provision of one cycle space per 50m^2 within the Primary City Centre Retail Area will normally be required. The TS or TA should inform the level of provision on larger developments	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Servicing may be possible from the street for smaller stores (under 2000m^2) but many areas have (or may become) time restricted access and existing off street servicing should be retained. Developments over 2000m^2 will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan 1000m^2 Travel Information Plan 200m^2 Transport Statement - 1000 m^2 Transport Assessment- unlikely to be required
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 100m^2 Customers: One cycle space per 50m^2 adjacent to principal entrances or nearby if on highway The TS or TA should inform the level of provision on larger developments	Allocated parking is not permitted	Allocated parking is not permitted	Car parking will only be permitted where this replaces pro-rata identified public parking spaces in the city centre and is available for use by the general public consistent with the requirements of Policy DM29 5% of total. spaces: 3% of total (secure parking) Parent and Child 5% of total.	Servicing may be permitted on street where safe and practicable. Otherwise a bay capable of holding a rigid 11m vehicle required. Developments over 1000m^2 will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan 1000m^2 Travel Information Plan 200m^2 Transport Statement - 1000 m^2 Transport Assessment- likely only required if development includes car parking

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Threshold levels
				EV – one parking space should be provided with a fast charge electric charging point plus one for every 250 spaces over 250 spaces		
In or adjacent to existing District and Local retail centres as defined on the Policies Map	Staff: One covered and secure cycle parking space per 100m^2 Customers: One cycle space per 50m^2 adjacent to principal entrances or nearby if on highway The TS or TA should inform the level of provision on larger developments	One parking space per 500m^2 minimum one space	One parking space per 25m^2 gfa 5% of total Parent and Child spaces: 5% of total. secure parking should be provided at 5% of the level of car parking	parking spaces and Parent and Child spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point (consider fast charge) plus one for every 5000 m^2 over 5000 m^2	A bay capable of holding a rigid 11m vehicle normally required. Developments over 1000m^2 require standing for an articulated vehicle for every 2000m^2 or part.	Travel Plan 1000m^2 Travel Information Plan 200m^2 Transport Statement 500 m^2 Transport Assessment- 1000 m^2
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 100m^2 Customers: One cycle space per 50m^2 adjacent to principal entrances or nearby if on highway The TS or TA should inform the level of provision	One parking space per 500m^2 minimum one space	One parking space per 25m^2 5% of total Parent and Child spaces: 5% of total. secure parking should be provided at 5% of the level of car parking	parking spaces and Parent and Child spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus (consider fast charge) one for every 5000 m^2 over 5000 m^2	A bay capable of holding a rigid 11m vehicle normally required. Developments over 1000m^2 require standing for an articulated vehicle for every 2000m^2 or part.	Travel Plan 1000m^2 Travel Information Plan 200m^2 Transport Statement 250 m^2 Transport Assessment 800 m^2

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Threshold levels
	on larger developments					

Use Class B1 (part)
Offices, High Tech and research units

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 35m^2 Customers: Where possible, the provision of one cycle space per 500m^2 adjacent to the main entrance.	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Offices are likely to be occupying upper floors, and servicing on street will normally be appropriate but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 1000m^2 Travel Information Plan 200m^2 Transport Statement 1500 m^2 Transport Assessment 2500 m^2
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 35m^2 Customers: One cycle space per 500 m^2 (or part) adjacent to principal entrances	one space per 1000m^2 minimum one space where practical	Operational parking only is permitted. One operational parking space per 200m^2. 20% of total	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus one for every 2500 m^2 over 2500 m^2	Units over 1000m^2 should have standing adjacent to a service bay for an 11m rigid vehicle unless servicing is permitted from the street.	
In existing or proposed employment locations outside the city centre as defined by policy DM16	Staff: One covered and secure cycle parking space per 50m^2 Customers: One cycle space per 500 m^2 (or part) adjacent to	one space per 700m^2 minimum one space Reduced levels of parking should be justified in locations where on-street parking is not	One parking space per 35m^2 (includes staff and visitors) 5% of total secure parking should be provided at 5% of	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an	Units should have standing for an 11m rigid vehicle associated with a service bay. Units over 2000m^2 should provide an additional bay to	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
	principal entrances	restricted	the level of car parking	electric charging point plus one for every 2500 m^2 over 2500 m^2	accommodate an articulated vehicle	
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 50m^2 Customers: One cycle space per 500 m^2 (or part) adjacent to principal entrances	one space per 700m^2. minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	One parking space per 35m^2 (includes staff and visitors) 5% of total secure parking should be provided at 5% of the level of car parking	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus one for every 2500 m^2 over 2500 m^2	Units should have standing for an 11m rigid vehicle associated with a service bay. Units over 2000m^2 should provide an additional bay to accommodate an articulated vehicle	

Use Classes B2 and B8, and part B1
Industrial and Warehousing units

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 50m^2 Customers: Where possible, the provision of one cycle space per 500m^2 within the shopping area will normally be required.	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Likely to be from an on-street location but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 1000m^2 Travel Information Plan 200m^2 Transport Statement 2500 m^2 Transport Assessment 4000 m^2
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 50m^2 Customers: One cycle space per 500 m^2 (or part) adjacent to principal entrances	One space per 2500m^2 .minimum one space where practical	Operational parking only is permitted. One operational parking space per 500m^2 20% of total	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus one for every 5000 m^2 over 5000 m^2	One service bay is required per 2000m^2 or part. All units should have standing adjacent to a service bay for an 11m rigid vehicle. Units over 500m^2 should accommodate an articulated vehicle.	
In existing or proposed employment locations outside the city centre as defined by policy DM16	Staff: One covered and secure cycle parking space per 75m^2 Customers: One cycle spaces per 500 m^2 (or part) adjacent to principal entrances	one space per 1000m^2 minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	One parking space per 50m^2 (includes staff and visitors) 5% of total one per 1500m^2 (secure parking)	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus	One service bay is required per 1000m^2 or part. All Units should have standing for an 11m rigid vehicle associated with a service bay. Units over 500m^2 should accommodate an	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
				one for every 5000 m^2	articulated vehicle.	
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 75m^2 Customers: One cycle space per 500 m^2 (or part) adjacent to principal entrances	one space per 1000m^2 minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	One parking space per 50m^2 (includes staff and visitors) 5% of total secure parking should be provided at 5% of the level of car parking	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus one for every 5000 m^2	Units should have standing for an 11m rigid vehicle associated with a service bay. Units over 500m^2 should provide an additional bay to accommodate an articulated vehicle	

Use Class C1
Hotels and Guesthouses

(For restaurants and function rooms generally open to members of the public rather than to staying guests consult A3 standards)

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff/ Customers: One covered and secure cycle parking space per four bedrooms	Car parking is not permitted in this area	Car parking is not permitted in this area	Arrangements to use existing public car parking provision are encouraged	Likely to be from an on-street location but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 100 bedrooms Travel Information Plan – normally required Transport Statement 75 bedrooms Transport Assessment 100 bedrooms
Elsewhere in the City Centre Parking Area	Staff/ Customers: One covered and secure cycle parking space per four bedrooms	one space per 50 bedrooms minimum one space	One space per 10 bedrooms 20% of total	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus one for every 200 bedrooms over 200 bedrooms.	A service bay for an 11m rigid vehicle should be available, unless servicing is permitted from the street	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
All other locations	Staff/ Customers: One covered and secure cycle parking space per four bedrooms	one space per 27 bedrooms minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	3 spaces for every 4 bedrooms 5% of total secure parking should be provided at 5% of the level of car parking	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point plus one for every 200 bedrooms over 200 bedrooms.	A service bay for an 11m rigid vehicle should normally be available	

Use Class C2 and C2A - Residential Institutions and secure Residential Institutions

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 5 bed spaces Clients/Visitors: Where possible, the provision of one cycle space per 10 bed spaces adjacent to the main entrance.	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Uses are likely to be on upper floors. Servicing is likely to be from the street but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 100 bedrooms Travel Information Plan – usually required Transport Statement 75 bedrooms Transport Assessment 100 bedrooms
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle storage space per 5 bed-spaces Clients/Visitors: One cycle space per 10 beds adjacent to principal entrances	one space per 100 beds. Minimum one space	One operational parking space per 50 beds capable of standing an ambulance or minibus. one space per 100 beds		A bay capable of holding a rigid 11m vehicle required unless on street servicing is available.	
Elsewhere in the Urban area	Staff: One covered and secure cycle storage space per 10 bed-spaces Clients/Visitors: One cycle space per 10 beds adjacent to principal entrances	1 space per 100 bed spaces Reduced levels of parking could be justified in sustainable locations or locations where on-street parking is restricted	Staff: One space per 10 bed spaces Visitors: One space per 10 bed spaces 5% of total one per 100 bed spaces (secure parking)		Standing space for ambulance or minibus. A bay capable of holding a rigid 11m vehicle normally required	

Use Class C3
Housing

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City centre Primary Retail Area and pedestrian only streets	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Visitors: 1 space per 10 units located near entrance to flatted developments	Car Free development is appropriate. Car Parking is not permitted in this area.	Car Free development is appropriate. Car Parking is not permitted in this area.	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks, subject to the usual tariffs. Access to a car club is desirable, but provision on site is not appropriate	Access for emergency services, removal lorries, refuse vehicles will be necessary.	Travel Plan 80 dwellings Transport Statement 50 dwellings Transport Assessment 80 dwellings
Elsewhere in the City centre Parking Area	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met Visitors: 1 space per 10 units located near entrance to flatted developments	Car free housing is permitted	One space per dwelling	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks subject to the usual tariffs. Developments in the Controlled parking Zones are not eligible for on-street parking permits 50% of parking should be unallocated, where levels are below 1:1 Provision of space for a car club will be expected for developments of over 50 units (car free housing, 10 units). Access to a car club for any development is desirable EV – one parking	Access for emergency services, removal lorries, refuse vehicles will be necessary.	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
				space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages		
All other parts of the Controlled parking Zones within the Outer Ring Road	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met	Car Free housing is permitted	1.33 parking space per dwelling For developments of over 10 dwellings a minimum of 25% of all car parking spaces provided will be 'on-street' or in communal areas and not allocated to particular households No more than 20% of the parking spaces will be provided as individual garages unless they have a minimum internal dimension of 6x3metres. Garages of this size will be deemed to provide adequate cycle parking	Parking for visitors and disabled drivers will normally be accommodated on-street in existing limited waiting bays Developments in the Controlled parking Zones are not normally eligible for parking permits, but self contained developments, with their own streets could have their own permit system Provision of space for a car club will be expected for developments of over 50 units (car free housing 10 units). Access to a car club for any development is desirable EV – one parking space should be provided with an electric charging point in all communal and	Access for emergency services, removal lorries, refuse vehicles will be necessary	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
				unallocated parking areas and in all garages		
In other locations described as 'accessible' (ie on a high quality public transport corridor, or within 100m of a district centre	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met.	0.5 spaces per dwelling	1.33 parking space per dwelling For developments of over 10 dwellings a minimum of 25% of all car parking spaces provided will be 'on-street' or in communal areas and not allocated to particular households No more than 20% of the parking spaces will be provided as individual garages unless they have a minimum internal dimension of 6x3metres. Garages of this size will be deemed to provide adequate cycle parking	Provision of space for a car club will be expected for developments of over 50 units. Access to a car club for any development is desirable EV – one parking space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages	Access for emergency services, removal lorries, refuse vehicles will be necessary	Travel Plan 80 dwellings Transport Statement 50 dwellings Transport Assessment 80 dwellings (where dwellings in both C3 and C4 are proposed, these thresholds relate to the total number of dwellings)
Elsewhere in the urban area	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces.	1space per dwelling.	1 and 2 bed units: 1.5 space per dwelling 3+ bed units: 2 spaces per dwelling. For developments of over 10 units a minimum of 30%	Provision of space for a car club will be expected for developments of over 50 units. Access to a car club for any	Access for emergency services, removal lorries, refuse vehicles will be necessary.	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
	4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met		of all car parking spaces provided will be 'on-street' or in communal areas and not allocated to particular households No more than 20% of the parking spaces will be provided as individual garages unless they have a minimum internal dimension of 6x3metres. Garages of this size will be deemed to provide adequate cycle parking	development is desirable EV – one parking space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages		

Use Class C4
Housing in Multiple Occupation

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
All Locations, as C3 housing.	Covered and secure cycle storage space must be provided. One covered and secure cycle parking space per anticipated resident	As for C3 housing, above	As for C3 housing, above	As for C3 housing, above	Access for emergency services, removal lorries, refuse vehicles will be necessary.	All thresholds as C3 housing (where dwellings in both C3 and C4 are proposed, these thresholds relate to the total number of dwellings)

Hostels not providing significant levels of care

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Covered and secure cycle storage space must be provided for residents. One space per two residents Provision at entrance for visitor cycles	Car Free development is appropriate. Car Parking is not permitted in this area.	Car Free development is appropriate. Car Parking is not permitted in this area..	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks, subject to the usual tariffs	Access for emergency services, removal lorries, refuse vehicles will be necessary.	Travel Plan 75 residents Transport Statement 75 residents Transport Assessment unlikely to be required
Elsewhere in the City Centre Parking Area and within the Controlled parking zones around the city centre.	Covered and secure cycle storage space must be provided for residents. One space per two residents Provision at entrance for visitor cycles	Car free housing is permitted	One operational space per 25 residents	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks subject to the usual tariffs	Access for emergency services, removal lorries, refuse vehicles will be necessary.	
Elsewhere in the City	Covered and secure cycle storage space must be provided for residents. One space per two residents Provision at entrance for visitor cycles	One operational space per 25 residents	One space per 10 residents secure parking should be provided at 5% of the level of car parking		Access for emergency services, removal lorries, refuse vehicles will be necessary	

Part Use Class D1
Health Centres and Surgeries

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 100m^2 Customers: Where possible, the provision of one cycle space per 50m^2 within the shopping area will normally be required. The TS or TA should inform the level of provision on larger developments	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Likely to be from an on-street location but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 1000m^2 Travel Information Plan – usually required Transport Statement 1000 m^2 Transport Assessment unlikely to be required
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle storage space per consulting room Visitors: One cycle space per consulting room adjacent to principal entrances	one space per 10 consulting rooms, minimum one space	Only operational car parking is permitted in this area. Staff and Visitors one parking spaces per 2 consulting rooms 20% of total	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point (consider fast charging)	Provision for the dropping off and collection of patients Standing space for ambulance, minibus or a rigid 11m vehicle normally required (may be provided on street dependent on circumstances).	Travel Plan 1000m^2 Travel Information Plan – usually required Transport Statement 500m^2 Transport Assessment 1000m^2
Elsewhere in the Urban area	Staff: One covered and secure cycle storage space per 2 consulting rooms	one space per 10 consulting rooms (min one space)	Staff: One space per 2 consulting rooms Visitors: Three	parking spaces are included in the maximum standard, not additional to it.	Standing space for ambulance, minibus or a rigid 11m vehicle	

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
	Visitors: One cycle space per consulting room adjacent to principal entrances		spaces per two consulting rooms 5% of total (min one space)	EV – one parking space should be provided with an electric charging point(consider fast charging)	normally required	

Part Use Class D1
Nursery Schools, Day Nurseries and Day-care Centres

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle storage space per 50m^2 Visitors: one cycle space adjacent to principal entrances per 100m^2.	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Servicing may be possible from the street, but many areas have time restricted access.	
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle storage space per 50m^2 Visitors: one cycle space adjacent to principal entrances per 100m^2.	one space per 1000 m^2 (minimum one space)	Only operational car parking is permitted in this area. One operational parking space per 200m^2. 20% of total (minimum one space)	parking spaces are included in the maximum standard, not additional to it.	Standing space for ambulance, minibus or a rigid 11m vehicle normally required (may be provided on street dependent on circumstances). Provision for the dropping off and collection of day-	Travel Plan 1000m^2 Travel Information Plan – usually required Transport Statement 500m^2 Transport Assessment- 1000m^2

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
					visitors	
Elsewhere in the Urban area	Staff: One covered and secure cycle storage space per 50m^2 Visitors: one cycle space adjacent to principal entrances per. 100m^2	one space per 700 m^2 (minimum one space)	Staff and Visitors: One space per 35m^2 5% of total (min one space) secure parking should be provided at 5% of the level of car parking	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point	Standing space for ambulance or minibus. A bay capable of holding a rigid 11m vehicle normally required. Provision for the dropping off and collection of day-visitors.	

Part Use Class D1
Other Educational Establishments

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff and Students: Ten secure and covered cycle stands per classroom Visitors: Two cycle spaces adjacent to the main entrance(s)	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Servicing may be possible from the street, but many areas have time restricted access.	Travel Plan 1000m^2 Travel Information Plan – usually required Transport Statement 500m^2 Transport Assessment 1000m^2
Elsewhere in the City Centre Parking Area	Staff and Students: Ten secure and covered cycle stands per classroom Visitors: Two cycle spaces adjacent to the main entrance(s)	one space	Only operational car parking is permitted in this area. One operational parking space per 10 classrooms. 20% of total - one space (minimum)	parking spaces are included in the maximum standard, not additional to it.	Space should be provided within the site for service vehicles, although this could be a hard surfaced area principally for other uses	
Elsewhere in the Urban area	Staff and Students: Ten secure and covered cycle stands per classroom Visitors: Two cycle spaces adjacent to the main entrance(s)	one space per 20 classrooms. One space minimum.	Staff and visitors – one space per classroom 5% of total. One space minimum. secure parking should be provided at 5% of the level of car parking	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point	Space should be provided within the site for service vehicles, although this could be a hard surfaced area principally for other uses	

Part use class D1, Use Class D2 and analogous sui generis uses
Buildings for assembly and leisure, theatres, other congregational uses (including churches and church halls)

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area	Staff: One covered and secure cycle parking space per 100m^2 Customers: Where possible, the provision of one cycle space per 50m^2 within the shopping area will normally be required. The TS or TA should inform the level of provision on larger developments	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Servicing may be possible from the street for smaller units (under 2000m^2) but many areas have (or may become) time restricted access and existing off street servicing should be retained. Developments over 2000m^2 will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan 1500m^2 Travel Information Plan – usually required Transport Statement 1000 m^2 Transport Assessment unlikely to be required
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 100m^2 Customers: One cycle space per 50m^2 adjacent to principal entrances	Allocated parking is not permitted	Allocated parking is not permitted	Car parking will only be permitted where this replaces pro-rata identified public parking spaces in the city centre and is available for use by the general public consistent with the requirements of Policy DM29 5% of total. spaces:	Servicing may be permitted on street where safe and practicable. Otherwise a minimum bay capable of holding a rigid 11m vehicle required.	Travel Plan 1000m^2 Travel Information Plan – usually required Transport Statement 500m^2 Transport Assessment 1000m^2

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
				3% of total Parent and Child 5% of total. EV – one parking space should be provided with a fast charge electric charging point plus one for every 250 spaces over 250 spaces		
Elsewhere in the Urban area	Staff: One covered and secure cycle parking space per 100m^2 Customers: One cycle space per 50m^2 adjacent to principal entrances	One space per 500 m^2. One space minimum Reduced levels of parking should be justified in locations where on-street parking is restricted	One space per 25m^2 5% of total. One space minimum	parking spaces are included in the maximum standard, not additional to it. EV – one parking space should be provided with an electric charging point (consider fast charging) plus one for every 5000 m^2 over 5000 m^2	A minimum bay capable of holding a rigid 11m vehicle required. Developments over 1000m^2 will normally require standing for an articulated vehicle. On major routes vehicles will be expected to turn within the site	

Playing Fields and Sports Pitches and Outdoor Courts

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site requirements
Elsewhere the City	Staff: One covered and secure cycle parking space per pitch Customers: One cycle space per 1000m^2 pitch area adjacent to principal entrance to the site. For associated buildings see section 9.	One space per 10,000 m^2. One space minimum Reduced levels of parking should be justified in accessible locations or locations where on-street parking is restricted	One space per 500m^2 of pitch area 5% of total. One space minimum secure parking should be provided at 5% of the level of car parking For associated buildings, see section 9.	parking spaces are included in the maximum standard, not additional to it.	Each proposal will be treated on its merits.	Travel Plan three or more pitches Travel Information Plan – usually required Transport Statement three or more pitches Transport Assessment five or more pitches

Petrol Filling Stations

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site requirements
City Centre Primary Retail Area	Use unlikely to be acceptable in this area					
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 50m^2 of kiosk/shop Customers: One cycle stand (2 spaces) per 100m^2 of Kiosk/shop adjacent to principal entrances (not required for filling stations selling only petrol)		Car Parking is not permitted in this area		Tankers must be able to turn within the site	Travel Plan/Travel Information Plan unlikely to be required Transport Assessment Assessment of turning movements onto the site is likely to be required
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 50m^2 Kiosk/shop Customers: One cycle spaces per 50m^2 (or part) adjacent to principal entrance to kiosk/shop (not required for filling stations selling only petrol)	one space Reduced levels of parking could be justified in locations where on-street parking is restricted	One parking space per 20m^2 of Kiosk/shop one space one space (secure parking)		Tankers must be able to turn within the site	

Guidance on Parking levels for other uses

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
City Centre Primary Retail Area and pedestrian only streets	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	In this area, parking is not permitted	In this area, parking is not permitted		Servicing will normally be permitted on street for smaller developments (under 2000m^2). Developments over 2000m^2 will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan likely to be required for developments over 1500m^2 Travel Information Plan usually required for any development attracting visiting members of the public, otherwise 200m^2 Transport Statement likely to be required for developments over 1000 m^2 Transport Assessment likely to be required for developments over 1500 m^2 Advice on individual proposals should be sought
Elsewhere in the City Centre Parking Area	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	Car free development is permitted	Only operational parking (for vehicles that are required for the operation of the premises or business) will be permitted.	Parking for visitors/employees etc will be provided by existing on and off street parking, or where appropriate, the Park and Ride service		
Within the Controlled parking zones around the city centre and other locations described as 'accessible' (ie on a high quality public transport corridor, or within 100m of a district centre	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	Parking restraint will be encouraged in these areas Should be provided for 2% of staff (minimum one space)	Parking for 40% of staff will normally be considered the maximum 5% of total	EV – one parking space should be provided with additional spaces provided for larger developments		

Location	Cycle parking standards (minimum)	Car Parking Standards (minimum)	Car Parking Standards (maximum)	Car Parking Standards (other requirements)	Servicing Requirements	Off site Requirements
Elsewhere in the urban area	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	Should be provided for 3% of staff (minimum one space) Reduced levels of parking should be justified in locations where on-street parking is not restricted	Parking for 60% of staff will normally be considered the maximum secure parking should be provided at 5% of the level of car parking	EV – one parking space should be provided with additional spaces provided for larger developments		

Appendix 4 – Retail planning definitions

Primary and Secondary Frontage Zones (Policy DM20)

The following primary and secondary frontage zones are defined for the purposes of policy DM20. The detailed management of uses within these frontages will be further refined through a supplementary planning document to be prepared alongside the submission version of the DM Policies DPD, setting out the indicative minimum proportion of A1 retail usage to be sought at ground floor level in each zone which would be necessary to help maintain its vitality, viability and diversity, and other planning considerations appropriate to different parts of the centre outside defined frontages. The SPD will be reviewed as necessary to respond to changes in the character and function of different areas of the centre over the plan period.

	Primary retail area core frontage zones
PC01	Gentlemans Walk/Haymarket/Brigg Street
PC02	Castle Mall, levels 1 and 2
PC03	Chapelfield, upper and lower merchants halls and St Stephens Arcade
	Frontage zones in the rest of the primary retail area
PR01	Back of the Inns/Castle Street area
PR02	The Lanes East (Bedford Street/Bridewell Alley)
PR03	St Stephens Street/Westlegate
PR04	Castle Meadow north
PR05	Chapelfield Plain
	Secondary retail areas
SR01	Timberhill/ Red Lion Street
SR02	The Lanes West (Pottergate/Dove Street/Lower Goat Lane)
SR03	Upper St Giles
SR04	St Benedicts
SR05	Elm Hill
SR06	London Street (east)
SR07	Brazen Gate
	Large District Centres
LD01	Anglia Square, Magdalen Street and St Augustine's Street
LD02	Riverside

District and local centres (Policy DM21)

The following district and local centres are defined for the purposes of policy DM21.

Existing and proposed district retail centres

DC01 Bowthorpe Main Centre
DC02 Drayton Road
DC03 Eaton Centre
DC04 Plumstead Road
DC05 Aylsham Road/Mile Cross Road
DC06 Earlham House
DC07 The Larkman
DC08 Dereham Road/Distillery Square
DC09 Hall Road/Sandy Lane (Harford Place) ***(proposed)***

Existing and proposed local retail centres

LC01 Hall Road/Trafalgar Street
LC02 Hall Road/Queens Road
LC03 Hall Road/Southwell Road
LC04 Grove Road
LC05 Suffolk Square
LC06 Unthank Road
LC07 St Augustines Gate
LC09 Aylsham Road/Junction Road
LC10 Aylsham Road/Glenmore Gardens
LC11 Aylsham Road/Boundary Road
LC12 Woodcock Road
LC13 Catton Grove Road /Ring Road
LC14 Magdalen Road/Waterloo Road
LC15 Sprowston Road/Silver Road
LC16 Sprowston Road/Shipfield
LC17 Bishop Bridge Road
LC18 Earlham West Centre
LC19 Colman Road/The Avenues
LC20 Colman Road/The Parade
LC21 Woodgrove Parade
LC22 St John's Close/Hall Road
LC23 Tuckswood Centre
LC24 Witard Road,
LC25 Clancy Road, Heartsease
LC26 UEA
LC27 Long John Hill
LC28 Magdalen Road/Clarke Road
LC29 Aylsham Road/Copenhagen Way
LC30 St Stephens Road

Note that the omission of local centre numbered LC08 in the above list is intentional. The Dereham Road/Distillery Square neighbourhood centre (formerly coded LC08) has been upgraded from local to district centre status following the completion of a

larger local foodstore in 2006. It is now coded DC08 and its district centre status is reflected in the retail hierarchy set out in JCS policy 19. The council has opted not to renumber the remaining local centres to enable easier comparisons with historic local centre data.

Indicative scales for district and local centre development, and indicative thresholds for the purposes of sequential and impact testing for main town centre use proposals outside centres (Policy DM18)

Advice in the National Planning Policy Framework states:

Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale (Paragraph 24).

Policy 19 of the Joint Core Strategy sets out the defined hierarchy of centres which applies in Greater Norwich, with Norwich city centre at the top of the hierarchy, followed by town centres and large district centres, district centres and local centres. For Norwich these centres are defined in the table above and identified on the Policies Map. Although specifying the hierarchy itself, the JCS does not specify indicative scales of development which would be appropriate at each level within it.

The NPPF further states that:

When assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m).This should include assessment of:

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

- *the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.* (Paragraph 26)

Principles for the acceptance of main town centre uses (in terms of both location and scale) are set out in Policy DM18 of this plan. It is important to ensure that development for main town centre uses will result in a pattern of services and facilities which is located sustainably and accessibly to the local population, particularly by being readily accessible by means of transport other than the car. To do this they should be both sequentially suitable (i.e. sited in the right places at the most appropriate level of the hierarchy) and provided at a scale appropriate to the centre in which they would be located and the catchment they would serve.

It is also critical to ensure that where main town centre uses are proposed outside centres, the impact of the proposal on the vitality and viability of existing and proposed centres in Norwich can be properly assessed, taking account of the particular characteristics and scales of development prevalent in those centres. This will generally mean that an impact assessment will be required for scales of development which exceed the indicative scale of development deemed appropriate to that level of the JCS hierarchy. Since district centres in Norwich are typically smaller than those found in larger conurbations (more akin to large local centres) the 2500 sq.m default scale set by the NPPF is considered too high for local circumstances.

For the purposes of this plan (unless local evidence indicates otherwise), the maximum indicative floorspace in individual units considered acceptable for main town centre uses in centres defined in the hierarchy will be:

Large district centres	No specific threshold, proposals considered in relation to the requirements of policy DM18
District centres	1000 sq.m gross internal area
Local centres	500 sq.m gross internal area

unless the principle of development at a larger scale has already been accepted through the grant of planning permission or allocation in the Site Allocations Plan, and is justified by evidence.

Proposals for main town centre uses where the proposal is located outside of an existing or proposed defined centre will be required to be accompanied by a sequential site suitability assessment. Where the use is proposed within a defined employment area, this should include justification for the use in terms of its appropriateness to the character and function of the employment area and/or show that the proposed use is ancillary to or associated with an existing use already on the employment area

In addition, an assessment of the impact of the proposal on existing and proposed defined centres should be submitted where any proposal outside of a defined centre would exceed 1000 sq.m gross internal area. This relatively low threshold reflects the proven successful approach in the previous City of Norwich Replacement Local Plan is considered appropriate for Norwich since the scale of district centres is typically smaller than average (except in the case of purpose built or expanded centres at

Bowthorpe and Eaton) and impact would be evident from moderate scales of development. Further justification is provided in the Retail and Town Centres topic paper supporting this DPD.

The applicable defined area to be used for sequential site assessments where the development could be accommodated in the city centre is:

For **A1 retail floorspace**, the most sequentially preferable location is the city centre retail area, comprising the primary and secondary retail areas;
For **leisure and evening economy uses**; the most sequentially preferable location is the city centre leisure area, subject to proposals for late night uses being restricted to the Late Night Activity Zone (policy DM23). Evening economy uses can, however, be accepted throughout the city centre where consistent with other policies.
For **other main town centre uses** the most sequentially preferable location is the city centre as a whole (as defined on the city centre policies map inset), with preference being given to the Office Development Priority Area for proposals involving new office floorspace (Policy DM19).

Appendix 5 – Community public houses

Protected pubs in Norwich

The following public houses are subject to protection under policy DM22. Pubs merit protection for their value as heritage and community assets, whether designated or undesignated. This may include their intrinsic value as longstanding community facilities irrespective of any architectural or historic merit they may possess. Inclusion of a pub on this list does not imply that it would necessarily qualify as an asset of community value under Section 87 of the Localism Act 2011.

For inclusion in the list as protected pub, the building must:

- Have an established use as a public house or café bar (use class A4);
- Have served the community as licensed premises for a significant period of time (1900 or before), or if built after that date, have been purpose built as a public house to serve the local community within a housing area or estate. Priority will be given to protection of public houses which are the last such pub in the area.

Pub names are believed correct as at August 2012.

City centre

Pub Name	Street	Listed Status
Adam and Eve	Bishopgate	Listed Grade II
Bell Hotel	Farmers Avenue	Listed Grade II
Birdcage	Pottergate	Local Listing (City Centre CA)
Cat and Fiddle	Magdalen Street	Listed Grade II
Coach and Horses	Bethel Street	Listed Grade II
Catherine Wheel	St. Augustines Street	Listed Grade II
Compleat Angler	Prince of Wales Road	Local Listing (City Centre CA)
Delaney's	St Andrews Street	Listed Grade II*
Dog House	St George's Street	Listed Grade II
Edith Cavell (Cavells)	Tombland	Local Listing (City Centre CA)
Gardeners Arms/ Murderers	Timberhill	Listed Grade II
Golden Star	Colegate	Listed Grade II
Lamb Inn	Orford Place	Listed Grade II
Kings Head	Magdalen Street	Listed Grade II
Lawyer	Wensum Street	Local List (City Centre CA)
Leopard	Bull Close Road	Local Listing (City Centre CA)

Pub Name	Street	Listed Status
Maids Head Hotel	Tombland	Listed Grade II
Merchants	Colegate	Local Listing (City Centre CA)
Micawbers	Pottergate	Listed Grade II
Mischief Tavern	Fye Bridge Street	Listed Grade II
Plasterers Arms	Cowgate	Local Listing (City Centre CA)
Plough	St Benedict's Street	Listed Grade II
Red Lion	Bishopgate	Not Listed
Ribs of Beef	Wensum Street	Local Listing (City Centre CA)
Sir Garnet	Market Place	Listed Grade II
Steam Packet	Crown Road	Listed Grade II
Surrey Tavern	Surrey Street	Listed Grade II
Take 5	Tombland	Listed Grade II*
Ten Bells	St Benedict's Street	Local Listing (City Centre CA)
Vine	Dove Street	Local Listing (City Centre CA)
Walnut Tree Shades	Old Post Office Yard	Listed Grade II
White Lion	Oak Street	Local Listing (City Centre CA)
Wig and Pen	St Martin-at-Palace Plain	Listed Grade II
Wild Man	Bedford Street	Local Listing (City Centre CA)
Woolpack	Muspole Street	Listed Grade II

Rest of Norwich

Pub Name	Street	Listed Status
Angel Gardens	96 Angel Road	Not listed
Alexandra Tavern	Stafford Street	NS Local Listing*
Artichoke	Magdalen Road	NS Local Listing*
Beehive	Leopold Road	Not Listed
Belle Vue	St Philip's Road	NS Local Listing*
Black Horse	Earlham Road	Listed Grade II
Blue Berry	20 Cowgate	Not listed
Boundary	414 Aylsham Road	Not listed
Castle	Spitalfields	Listed Grade II
Cellar House	Eaton Street	Listed Grade II
Champion	Chapelfield Road	Local Listing (Newmarket Road CA)
Coach and Horses	1 Union Street	NS Local Listing*
Coach and Horses	82 Thorpe Road	Listed Grade II
Coachmakers Arms	7 St Stephens Road	Listed Grade II
Cottage	Silver Road	NS Local Listing*
Duke of Wellington	91-93 Waterloo Road	NS Local Listing*
Eagle	Newmarket Road	Listed Grade II*
Eaton Cottage	Unthank Road	Local Listing (Unthank and Christchurch CA)
Farmhouse	50 Colman Road	Not listed

Pub Name	Street	Listed Status
Fat Cat	Adelaide Street	Not listed
Fat Cat and Canary	101 Thorpe Road	Not Listed
Fiveways	Earlham Green Lane	Not Listed
Freed Man	112 St Mildreds Road	Not listed
Freemasons Arms	Hall Road	Not listed
Garden House	Pembroke Road	NS Local Listing*
Gatehouse	Dereham Road	Not listed
Gibraltar Gardens	Heigham Street	Listed Grade II
Heartsease	Plumstead Road	Not listed
Jubilee	St. Leonard's Road	NS Local Listing*
King's Arms	Hall Road	Local Listing (Bracondale CA)
King Edward VII	63 Aylsham Road	NS Local Listing*
Lollards Pit *(former Bridge House)*	1 Rosary Road	Listed Grade II
Lord Rosebery	94 Rosebery Road	NS Local Listing*
Mad Moose *(former Warwick Arms)*	Warwick Street	NS Local Listing*
Marlpit	Hellesdon Road	Listed Grade II
Mulberry (*former Rose Valley*)	Unthank Road	Not listed
Red Lion	Eaton Street	Listed Grade II*
Rose	Trinity Street	Not listed
Rose	Queens Road	Local Listing (Bracondale CA)
Stanley	33 Magdalen Road	Not listed
Stores	Dereham Road	Not Listed
Temple Bar	Unthank Road	Listed Grade II
Trafford Arms	61 Grove Road	NS Local Listing*
Trowel and Hammer	St. Stephen's Road	Local Listing (Newmarket Road CA)
Unthank Arms	Newmarket Street	NS Local Listing*
Whalebone	Magdalen Road	Local Listing (Sewell CA)
Windmill	211 Aylsham Road	Not listed
Windmill	Knox Road	Not listed
York Tavern	Leicester Street	NS Local Listing*

NS Local Listing*
Indicates pubs included on Norwich Society's local list published in October 2012. This shows buildings and other heritage assets (falling within the Outer Ring Road but outside conservation areas) which are identified for their local heritage significance. It supplements the council's existing local list. Subject to endorsement by the City Council with any potential changes recommended to be made, this supplementary list will have the same status as the previously published City Council Local List for the purposes of policy DM9 See Appendix 6 following for the candidate list.

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Appendix 6 – Local Listing

The city council's list of locally identified heritage assets, referred to as 'the local list', is a list of buildings considered to be of local heritage value but not of sufficient significance to afford them national protection as statutory listed buildings (Grade I, II* or II). Locally listed buildings nevertheless make a valuable contribution to the character of the area in which they are located and this is acknowledged in policy DM9 of this plan. The locally listed status of the building will be a material consideration in determining any planning application relating to it.

The local list as originally compiled by Norwich City Council (subject to regular review) had previously been restricted to buildings in conservation areas. The council's list, organised by conservation area, can be consulted on the city council's website at http://www.norwich.gov.uk/Planning/Pages/LocalListForNorwich.aspx

The local list is proposed to be supplemented by the addition of buildings and other assets within the Outer Ring Road which do not currently fall within conservation areas. The supplementary list is based on an assessment of buildings carried out by The Norwich Society over a three year period from 2008-2011.

The assessment and selection of buildings was based on the five values of townscape, architecture, history, community and condition (i.e. retention of original features). The methodology for this assessment is set out below. The full survey with information on the assessment of each building and further information on the public consultation process carried out by the Norwich Society (in consultation with the local authority) is available to view on the Norfolk Historic Environment Record, at the Norfolk and Norwich Millennium Library and at Norwich City Council Planning Department.

The Norwich Society have proposed the following buildings for inclusion on a supplementary local list, published in October 2012. The emerging list is subject to consideration by officers, endorsement and adoption by the city council and changes may be made to the list before it can be recommended for adoption by the council. Once agreed and adopted, the Norwich Society's list (as amended) would have the same status as the pre-existing local list for the purposes of this plan.

Proposed Norwich Society Local List

Adelaide Street	35/37 (Perseverance PH), 111 (Bread and Cheese PH)
Angel Road	Norwich City Sure Start Centre and Angel Road Infant School, Angel Road Junior School
Arlington Lane	Arlington House
Armes Street	City Christian Centre (former Methodist Church)
Aylsham Road	63 (Edward VII PH), 230 (Hamlin Court), Mile Cross Methodist Church, 325 (TA Centre)
Barrack Street	110 (Former Steward and Patteson Brewery Office); 124 (Former Sportsman PH)
Bowthorpe Road	51 (Earlham Cemetery North Lodge), Norwich Community Hospital and Woodlands House Nurses Home (former Norwich Workhouse)
Branford Road	3 (Branford Stores PH)
Britannia Road	2-8 (even), Cameron House
Browne Street	West End Retreat PH
Brunswick Road	21/23
Bull Close Road	Magdalen Gates School
Buxton Road	1-41 (odd), 2a, 4-50 (even)
Caernarvon Road	63 (former Female Refuge and Chapel)
Carshalton Road	Cricket Pavilion
Cecil Road	27-39 (odd), Hewett School
Christchurch Road	48-58 (even), 58a, 51-59 (odd)
City Road	35-43 (odd), 45-85 (odd), 101-105 (odd) (Smithfield Villas), 30-52 (even) (St Marks Terrace)
City Road	Pump House (see also Hall Road)
College Road	1A (Southways), 55-61 (odd) 190/192, 197/199; 200-226 (even)
Colman Road	131- 139 (odd) & 132 -148 (even) (Bunnett Square), Colman Infant School, Earlham Library
Connaught Road	80 and 80A
Constitution Hill	140 (former Constitution Tavern PH)
Constitution Opening	5
Dereham Road	1 (former Barn Tavern PH), 5-7 (former Regal Cinema), Potters House Church, 225 (former rectory for St Martin at Oak & St Michael Coslany), 303-319 (odd), 147 (Notre Dame Preparatory School), Park Cottage, 286 (Former Queen Charlotte PH), 1 The Willows (The Willows Lodge)
Dibden Road	Florida Shoe Group/Van Dal Factory
Earlham Road	150-168 (even), 205-221 (odd), St Thomas's Church, St Thomas Parish Rooms, *Earlham Cemetery*: Drinking Fountain, Former Roman Catholic Chapel, Jewish Chapel, South Lodge (for North Lodge see Bowthorpe Road)

Eleanor Road	St Albans Vicarage
Gas Hill	Gas holder
Gertrude Road	99 (Heath House PH)
Grove Road	61 (Trafford Arms PH)
Grove Walk	St Albans Church
Gurney Road	Mousehold Pavilion (Zaks Restaurant)
Hall Road	85a & 87/89, Hewett Yard (Former Lakenham Civil Defence Control Centre), Railway Bridge, St Marks Boys School, Pump House (also see City Road)
Hanover Road	West side
Hardy Road	Laurence Scott Gothic Works
Henley Road	1 (with 48-58, 58a (even) Christchurch Road)
Kerrison Road	Laurence Scott Factory
Ketts Hill	25/27 (Ketts Hill Bakery and Ketts Tavern PH)
Knox Road	Norwich Prison
Lavengro Road Estate	
Leicester Street	1 (York Tavern PH)
Lindley Street	67 (former Cricketers Arms PH)
Lower Clarence Road	24 (Tudor House)
Magdalen Road	1 (Artichoke PH), 106 and 108, St Pauls Community Hall, 145 (Dyers Arms PH)
Marionville Road	The White House
Martineau Lane	County Hall and County Record Office
Milford Road	Avenue Road School
Mill Close	Railway Bridge
Mousehold Avenue	Silver Road Baptist Church
Mousehold Street	84 (Robin Hood PH)
Nelson Street	11 (Coronation House)
Newmarket Street	149 (Unthank Arms PH)
Pembroke Road	1 (Garden House PH)
Pilling Park Estate	
Plumstead Road	26-38, Plumstead Road Library
Recreation Road	61-67
Rosebery Road	Methodist Church, 94 (Lord Rosebery PH)
Rowington Road	9-19 (odd)
Russell Street	St Barnabas Church
Silver Road	168 & 168A (former Co-op), 61, Silver Road Baptist Church, 85, Silver Rooms Day Centre, George White Junior School, St Mary Magdalene, 9 (The Cottage PH), 217/219 (former shoe factory)
Sloughbottom Park	Pavilion
Southwell Road	Railway Bridge
Spencer Street	43 (Marlborough Arms PH)
Sprowston Road	St Georges Catholic Church
St Bartholomew's Close	1 & 3, 3a & 5, 2 & 4, 6 & 8
St James' Close	9-19

St Leonard's Road	26 (Jubilee Tavern PH)
St Phillip's Road	46 (Belle Vue PH)
Stafford Street	16 (Alexandra Tavern PH)
The Avenues	21
Thorpe Road	126 (Harbour House), Jonathan Scott Hall
Turner Road	Wensum Junior School
Unthank Road	106-120 (even), 124-130 (even)
Union Street	1 (Coach and Horses PH)
Warwick Street	2 (Mad Moose PH)
Waterloo Road	91-93 (Duke of Wellington PH)
Waterworks Road	Eastgate Lodge, Pump House 1, Pump House 2

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Appendix 7 – Local criteria for assessment of locally identified heritage assets

Scoring system for identifying locally listable buildings

A building requires a score of eight or more to be included on the list. Where a building scores maximum points in any one section, this should be referred to in the description. E.g. the school tower is an important landmark within the local area or the building is by the local architect A.F. Scott.

Townscape	Neutral	0
	Minor significance	1
	Positive Contribution or group value	2
	Important e.g. focal point	3
Architecture	Utilitarian	0
	Typical of period	1
	Good example of period	2
	Association with well known local architect or unusual design	3
History	Post 1945	0
	1914-1945	1
	1840-1914	2
	Pre 1840	3
Archaeology	No archaeological value	0
	Rare remaining example of feature or features dating from before 1700	4
Community	No importance	0
	Important to local community	2
	Significant event or use	4

Condition (as seen from public areas)	Altered and not reversible	0
	Extensions are significant but principal part of building remains unaltered	1
	Minor alterations or extension that can be reversed without affecting the character of the building	2
	Original Condition	3

NOTES

(1) Townscape Value
Churches and chapels provide the more obvious landmarks which are focal points of the community, however the contribution of other buildings might not be so obvious: for example the location of a shop on the corner of a terrace street might provide a familiar reference point helping to identify a particular area. Buildings that provide a special function within the townscape such as a focal point, landmark or reference point are given three points. Buildings that contribute positively to the townscape, i.e. they contribute something special which helps to define the character of an area, are given two points. Buildings that are 'in keeping' with the character of the area are given one point.

(2) Architectural Value
Buildings are divided into four categories: Some buildings have been designed to be utilitarian i.e. built to perform their function without attempting to be aesthetically pleasing through the adoption of an architectural style or features. These are given zero points. The next category includes buildings that are fairly typical of their period and are given one point. Two points are given to buildings that have attempted to achieve a higher level of aesthetic quality. Lastly three points are awarded to buildings designed by a well known local or national architect e.g. many Edwardian buildings along Unthank Road are designed by A.F. Scott.

(3) Historic Value
This criterion judges buildings on the same principles as those applied to statutory listed buildings, although more importance is attached to later buildings (this is simply because many pre-1840 buildings are already statutory listed if they are in anything like their original condition). Although there may be post-war buildings of significance which score zero points for historic value, their significance will be identified by scoring maximum points on architectural value, condition and at least one point on townscape value.

(4) Archaeological Value
This criterion allows for the inclusion of pre-1700 buildings that have been much altered and are therefore not statutorily listable, but retain features such as flintwork or mullion windows etc. that may be of archaeological value. This also includes more recent archaeology, for example wartime installations such as warden posts and bunkers etc.

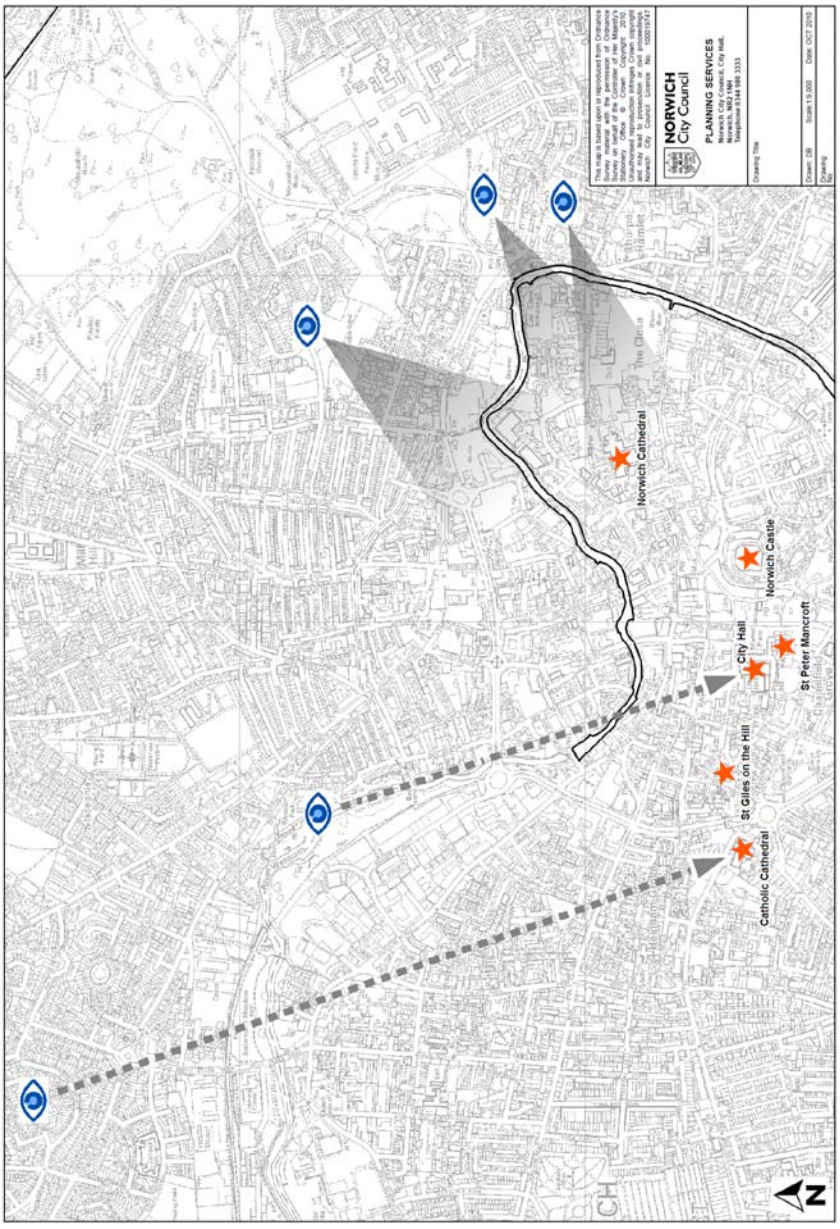
(5) Community Value
This criterion identifies buildings that may be perceived as valuable to the local community or the city as a whole. Two points are awarded to buildings that may be considered valuable to the local community, such as corner shops, community halls, local pubs etc. Four points are awarded to buildings that have hosted a notable event or had a use that is significant for the city as a whole (e.g. Hillary House on Unthank Road, where Edmund Hillary gave a Christmas Day broadcast to the nation in 1953 following his ascent of Everest).

(6) Condition (as seen from public views)
Due to the nature of the survey it is not generally possible to ascertain how buildings have been altered at the rear. Buildings that have been altered to the extent that the original appearance of the building cannot be brought back e.g. a front lean-to extension to a terrace house, are given zero points. Buildings that have had significant extensions that are visible, such as a garage, but do not adversely affect the appearance of the principal part of the building are given one point. Minor alterations that can easily be reversed (such as windows or chimney stacks) are given two points. Buildings that appear to be in original condition are given three points.

Group Value

Where buildings are considered to be a group, such as a street of terrace houses or semi-detached houses, the group should be considered together (in the same way that statutory listed buildings are sometimes considered for their group value.) An appropriate percentage of the group (for example 80%) should retain the majority of their original features.

Appendix 8 – Long views and strategic viewpoints



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You can respond in several ways:

by completing the online response form on the consultation webpage and submitting it electronically, following the instructions on screen;

by clicking on the link to the PDF version of the response form, filling it in and sending it to us by email at LDF@norwich.gov.uk. You may find it easiest to download a blank copy of the response form to your computer and complete it later on. It would help us if you could use a separate form for each policy or proposal you are commenting on, but this is not essential;

by printing out a copy of the completed response form and posting it to the **Planning policy and projects team, room 336, City Hall, St Peters Street, Norwich, NR2 1NH**.

by submitting your response in person by coming to the second floor planning reception at City Hall (address above) during normal opening hours

You are welcome to support your response with additional information in a covering email or letter.

Please call us via the council's customer contact centre on **0344 980 3333** if you need further advice or guidance on how to respond or would like consultation documents in alternative formats.

The consultation will close at **5pm on Friday 26 October 2012**.

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Trafford Road