

Report to Sustainable Development Panel
17 January 2018
Report of Director of regeneration and development
Subject Norfolk Strategic Planning Framework

Item

4

Purpose

To consider the Norfolk Strategic Planning Framework (the Framework) which has been amended in the light of consultation responses and other publications and whether to recommend it to cabinet for agreement.

Recommendation

That cabinet agrees the Norfolk Strategic Planning Framework (attached as appendix 1).

Corporate and service priorities

The report helps to meet the corporate priority a prosperous and vibrant city, and a healthy city with good housing.

Financial implications

The city council's share of costs of undertaking the preparation and review of the NSPF will be from the Local Plan budget.

Ward/s: All Wards

Cabinet member: Councillor Stonard - sustainable and inclusive growth

Contact officers

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Background documents

None

Report

Introduction

1. When preparing Local Plans the authority is subject to a number of legal and regulatory requirements. Amongst these the council must discharge a legal duty to co-operate with neighbouring authorities in relation to strategically important land use issues which cross administrative boundaries. The result of such co-operation is expected to be better planning outcomes.
2. The Norfolk Authorities have a strong track record of working together with perhaps the best example being the preparation of a single local plan to cover Norwich, Broadland and South Norfolk planning authority areas. In 2015 a formal county wide Strategic Planning Member forum was established with terms of reference to ensure that the duty to co-operate was effectively discharged. These can be seen at <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/norfolk-strategic-planning-member-forum>.
3. All authorities in Norfolk including the county council participate in the forum which is supported via an officer team drawn for the councils. The forum sought and gained agreement from each of the partner authorities to prepare a framework document. The city council's cabinet resolved to agree to co-operate on strategic planning matters through the preparation of a shared non-statutory strategic framework in March 2015.

The Process of Preparation of the Framework

4. Following the agreement to prepare the shared non-statutory strategic framework the authorities agreed to the appointment of project management resource to co-ordinate joint planning activity. This resource, which is hosted at the city council, commenced work in late 2015 and throughout 2016 co-ordinated the work of four separate task groups which drew together evidence on economy; housing; infrastructure and the environment and delivery matters on which the framework was to be based.
5. This process led to the joint member forum considering first drafts of vision and objectives in October 2016 to guide the subsequent drafting of the document. This led to a draft of the Framework being agreed by the forum for consultation in July 2017.
6. The consultation ran from the 2 August to the 22 September. Just under 100 responses were received with the vast majority being supportive of the idea of producing the Framework and collaborative working between authorities. The responses were from a wide range of interested parties including town/parish councils, residents, community groups, local authorities, public bodies, developers, businesses and agents.
7. Sustainable development panel considered the draft Framework at its meeting of 13 September. The minute of the meeting are set out below for information:

"Norfolk Strategic Framework Consultation:

The head of planning services introduced Trevor Wiggett, the Norfolk Strategic Framework project manager. The Norfolk Strategic Framework (NSF) was a list of agreements between the councils and was a material consideration for the local plan. As the process required agreement by all councils the agreements tended to be lowest common denominator that all could agree. There was flexibility for councils so as not to limit the development of local plan documents. The framework assisted with demonstrating that the councils were complying with the duty to co-operate and improved consistency between local plans across Norfolk.

During discussion the head of planning services and the NSF project manager referred to the report and answered members' questions. He explained agreements 10 to 17 and said that the 33 per cent affordable housing target was not county wide and applied only to the area covered by the Joint Core Strategy. The chair confirmed that the agreement did not alter the city council's commitment to affordable housing. In reply to a question the head of planning services said that there was not a lot of detail on measures to improve the delivery of housing but that the use of eco-prefabs could be one factor for consideration. A member pointed out that in the emerging Greater Norwich Local Plan the housing needs buffer was 23 per cent yet the NSF was only 10 per cent, which ensured that all authorities would meet this level and that adjacent authorities would meet the need if the Broads plan could not. The head of planning services said that the NSF shared objectives included the reduction of greenhouse emissions and a number of measures to mitigate climate change.

A member suggested that there should be some consistency across all councils in the way that they conducted consultations and made information available to businesses and the public.

In reply to a question, the head of planning services explained that the Planning for Health protocol was a best practice approach to ensure that local planning authorities liaised with health providers to ensure that services met the need of the local area.

RESOLVED to note the comments on the emerging framework that will inform discussions at future meetings of the Norfolk Strategic Planning Member Forum and note that a further iteration of the framework will be considered by the panel before it is adopted by cabinet."

8. An extensive review of the comments received was undertaken following the close of the consultation. All comments received have been individually reviewed, answered and any changes made to the Framework as a result have been logged. The comments made, responses to them and changes resulting from them are available to inspect on the Forum's website.
9. In addition to changes arising from the consultation response significant changes were made to the emerging Framework as a result of other matters. Most notably in the light of the government consultation 'Planning for the right homes in the right places', the New Anglia LEP Economic Strategy and Norfolk County Council's Infrastructure Delivery Plan.

10. Key changes made to the emerging Framework following the close of consultation include:
- (a) The water section includes two proposed new agreements around water efficiency and future collaboration between the water authorities and LPAs;
 - (b) A new agreement has been added to the conclusion section highlighting the on-going support for joint working;
 - (c) A recognition of the desirability of having a transport agreement in future versions of the Framework;
 - (d) Change to the housing section of the Plan to refer to the implications of the government's proposed standard methodology for calculating objectively assessed need for housing and to change commitments to deliver a buffer above the need identified. However, it should be noted that the housing agreements in the framework only apply insofar as they relate to the local authorities own assessment of housing need and will need to be reconsidered if a new methodology is imposed by government; and
 - (e) Retitling of the document so it is referred to as the Norfolk Strategic Planning Framework and is described as an emerging Statement of Common Ground to reflect an anticipated government requirement in the forthcoming review of the National Planning Policy Framework.
11. The Member Forum met on 14 December and agreed to recommend the amended version of the Framework (attached as appendix 1) to constituent councils for endorsement.

The Norfolk Strategic Planning Framework

12. The Framework sets out a number of agreements between the signatories. These are intended to ensure that the planning authorities work closely together where it is desirable to do so but not to be so prescriptive that they would limit the local production of development plan documents. In summary the agreements are:

Agreements 1-3 – That the Norfolk planning authorities will plan to a common plan period extending to at least 2036 and in producing Local Plans they will seek to contribute towards the shared vision and objectives as outlined in the Framework.

Agreement 4 - That the Norfolk Authorities agree to prepare and maintain a consistent evidence base in relation to housing needs in three separate housing market areas. This will include the joint commissioning of Strategic Housing Market Assessments when updates are required.

Agreements 5, 6 and 7 – That the Broads Authority and all other planning authorities outside of the greater Norwich Authorities (Norwich City, South Norfolk, and Broadland) will continue to prepare separate local plans unless the evidence suggests that joint Local Plan production is justified. The Greater Norwich Local Plan will be produced by the other three authorities.

Agreement 8 – That the focus for economic investment in the county will be what are called the 'Tier One' Employment sites.

Agreement 9- That Local Plans will be prepared having regard to various cross boundary infrastructure issues.

Agreements 10 -16 – That each local plan will aim to address all housing needs (OAN); that housing need in the Broads will be addressed by the adjacent authorities if the Broads Plan does not meet need; that Norwich, South Norfolk and Broadland will address the housing requirement arising from the City Deal within their areas (this results in the setting of higher housing targets, dealt with via a buffer, to ensure that the aspirational jobs growth targets included in the City Deal are matched with sufficient homes to accommodate workers); each authority will quantify and plan for the delivery of specialist types of accommodation for gypsies, students and the elderly together with the identified need for affordable homes; that housing capacity will be assessed using a common methodology; and finally further measures will be taken to improve delivery rates of new housing development.

Agreements 17-18 – That the Authorities will seek to pursue high water efficiency standards and liaise closely with the water companies.

Agreement 19 – To produce guidance to help the roll out of 5G telecommunications infrastructure.

Agreement 20 – That the Authorities endorse the Planning for Health Protocol which establishes processes for more joined up working between health and planning when preparing plans and determining planning applications.

Agreement 21 – That the Authorities will work closely with the Council to ensure a supply and funding of school places.

Agreement 22 – That the planning authorities will work together to produce a County wide Green Infrastructure (GI) strategy.

Agreement 23 – That the planning authorities and other signatories to the Framework will continue to support and resource joint planning activity.

Comment

13. In practice it should be noted that following consideration by the joint member forum there is no opportunity to Panel to propose further amendment to the Framework, only whether to recommend whether to agree it or not.

14. Whilst in a number of sections the Framework may not be fully developed or as ambitious as the city council would ordinarily seek it should be remembered that it is joint exercise on which consensus must be reached in order for the Framework to be capable of endorsement by a wide range of organisations.

15. It should also be noted that following the housing white paper and the consultation on planning for the right homes in the right places this is an area where government policy is moving quickly and it is expected that the Framework will need to be reviewed over the next year, either in its current or amended form. The panel's comments on possible priorities for further development would be welcome

Norfolk Strategic Planning Framework

Shared Spatial Objectives for a Growing County and Emerging Statement of Common Ground

December 2017



Borough Council of
King's Lynn &
West Norfolk



NORWICH
City Council



Norfolk County Council



Environment
Agency



NEWANGLIA
Local Enterprise Partnership
for Norfolk and Suffolk



GREATER CAMBRIDGE
GREATER PETERBOROUGH
ENTERPRISE PARTNERSHIP
DEFINING THE FUTURE

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- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Suffolk County Council
- Babergh & Mid Suffolk District Councils
- Waveney District Council
- West Suffolk Council
- Fenland District Council
- East Cambridgeshire District Council
- South Holland District Council
- Natural England
- Environment Agency
- Anglian Water
- New Anglia Local Enterprise Partnership
- Greater Cambridge Greater Peterborough Local Enterprise Partnership
- Great Yarmouth & Waveney CCG
- North Norfolk CCG
- Norwich CCG
- South Norfolk CCG
- West Norfolk CCG

Contents

ACKNOWLEDGEMENTS	2
SECTION 1 – INTRODUCTION	5
1.1 Purpose of this Document.....	5
1.2 Changes to the document since consultation	6
1.3 Timescale for and coverage of the Document	7
SECTION 2 – VISION AND OBJECTIVES.....	8
2.1 Introduction.....	8
2.2 Proposed Spatial Vision	10
2.3 Proposed Shared Objectives	10
SECTION 3 – UNDERSTANDING THE COUNTY.....	13
3.1 Administrative Boundaries.....	13
3.2 Housing Markets	14
3.3 Strategic Functional Economic Market Areas	16
3.4 Implications of Changing Infrastructure on Market Areas	18
SECTION 4 – PROJECTIONS OF GROWTH.....	21
4.1 Population Projections	21
4.2 Household Projections	24
4.3 Employment Projections	24
SECTION 5 – THE ECONOMY	26
5.1 Introduction.....	26
5.2 Strategic Employment Sites	29
5.3 Key Cross-Boundary Economic Issues and Interventions	31
The role of Norwich.....	31
Cambridge to Norwich Technology Corridor.....	32
A47 Corridor	33
Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft	33
Norfolk Coast, the Broads and the Brecks	33
A10 corridor	34
5.4 Strategic Principles of Economic Success.....	35
SECTION 6 – HOUSING	36
6.1 Introduction.....	36
6.2 Existing targets, supply, and delivery rates up to 2021.....	39
6.3 Future Housing Demand and Need 2015-2036.	40
The Broads.....	42
Implications of the City Deal for Housing.....	42
6.4 Type of Homes	43
Specialist types of accommodation.....	44
Elderly People.....	44
Student Housing and the OAN	44
Accommodation needs of Gypsies, Travellers, and other types of accommodation	45
6.5 Capacity and Distribution.....	46

6.6 Delivering Housing Growth	46
 SECTION 7 – INFRASTRUCTURE AND ENVIRONMENT.....	48
7.1 Introduction.....	49
7.2 Utilities	50
7.3 Electricity	51
7.4 Water.....	52
7.5 Telecoms.....	53
Broadband.....	53
Mobile telephony	55
Coverage in Norfolk.....	55
7.6 Social Infrastructure.....	56
Health.....	56
Education	58
7.7 Transportation	59
Improvements needed.....	62
7.8 Flood Protection and Green Infrastructure	64
Flood Protection.....	64
Green Infrastructure and the Environment	66
 SECTION 8 – NEXT STEPS.....	70
 APPENDIX 1 – NSF CONTACTS.....	71

Section 1 – Introduction

1.1 Purpose of this Document

Norfolk's Local Planning Authorities (including Norfolk County Council) have a long track record of working together to achieve shared objectives. In early 2015 they, working through its strategic planning member forum, agreed to formally cooperate on a range of strategic cross-boundary planning issues through the preparation of this Norfolk Strategic Planning Framework (previously called the Norfolk Strategic Framework and referred to in this document as the NSF).

The aim of producing the framework is to:

- Agree shared objectives and strategic priorities to improve outcomes for Norfolk and inform the preparation of future Local Plans;
- Demonstrate compliance with the duty to co-operate and consistency with the National Planning Policy Framework (while recognising the latter is due to be revised shortly);
- Find efficiencies in the planning system through working towards the establishment of a shared evidence base;
- Influence subsequent high level plans (such as the Strategic Economic Plan); and
- Maximise the opportunities to secure external funding to deliver against agreed objectives.

The project has been underway since October 2015. Four working groups have been established to pull together a shared evidence base on housing, employment, infrastructure and delivery issues. The working groups consist of Local Authority staff assisted by other organisations including the Environment Agency, Natural England, Anglian Water, UK Power Networks, Homes and Communities Agency and the New Anglia Local Enterprise Partnership. Our thanks is extended to all those who have contributed to this work which has informed this framework.

For further information on the work of the Norfolk Strategic Planning Member Forum and about the process for preparing this strategy please see the Forum's website:

www.norfolk.gov.uk/nsf

This document is intended to be strategic in nature. It provides only an overview of background information and shared research. A wealth of information has been produced by the working groups; however a decision has been made to keep this document concise and to concentrate on the matters where there is a clear need for agreement between the Local Authorities. We acknowledge that not all factors have been considered, but where appropriate, relevant additional information has been highlighted. Mitigation of certain issues does not diminish their importance or value.

Details of the lead contact in each local Council on strategic planning matters are included in Appendix 1.

1.2 Changes to the document since consultation

A draft of this document was published for extensive public consultation over the summer of 2017. The consultation closed on 22nd September and a significant number of representations were received during the period. These representations have all been analysed and a considerable number of changes to this document have been made in response. Details of the representations made and responses to them can be seen at:

<https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/>

Shortly before the consultation on the NSF closed the government published consultation proposals titled “Planning for the right homes in the right places”¹. This document potentially has some significant implications for the NSF which have been reflected in this version of the document. In particular the government consultation proposed:

- a) a detailed methodology of a proposed standard approach to assessing housing need across local authority areas which had been previously proposed in the housing white paper ²as a measure to make the assessment of local housing need simpler, quicker and more transparent and therefore speed the production of local plans; and
- b) to introduce a requirement in the revised National Planning Policy Framework³ that all local planning authorities should produce a statement of common ground setting out cross boundary matters, including the housing need for the area, distribution and proposals for meeting any shortfalls.

Both these proposals have the potential to significantly impact upon the NSF as the draft document already addressed issues of housing need and also did much of what the government are proposing to introduce by introducing the requirement for producing a statement of common ground. In the consultation document the government stressed that “The statement of common ground is not intended to replicate any stage of the plan-making process, nor should it be an additional burden on local planning authorities. Critically, we do not want this proposal to disrupt existing joint working arrangements where these are effective.”⁴

Taking this steer from government the authorities are of the view that the NSF should effectively become the statement of Common Ground for Norfolk and a number of amendments have been made to the NSF so it is clear that this is the intention and to comply with the detail of what was proposed by government in the consultation document. Clearly as the government proposals have only been published for consultation at this stage it will be necessary to keep this decision under review and change the NSF further during 2018 if this is deemed necessary in order to comply with the requirements of the revised national Planning Policy Framework when it is finalised.

¹See <https://www.gov.uk/government/consultations/planning-for-the-right-homes-in-the-right-places-consultation-proposals>

² <https://www.gov.uk/government/collections/housing-white-paper>

³ Due to be produced by Spring 2018

⁴ See para 65 of the consultation document

1.3 Timescale for and coverage of the Document

This document relates to the whole of Norfolk and all Norfolk authorities which include:

Breckland District Council, Broadland District Council, Broads Authority, Great Yarmouth Borough Council, Borough Council of King's Lynn and West Norfolk, Norwich City Council, North Norfolk District Council, South Norfolk Council and Norfolk County Council.

All Norfolk Local Planning Authorities have agreed that in their next generation of Local Plans to plan to a common end date of at least 2036. This is reflected in the evidence base for this framework insofar as it seeks to provide statistical information looking ahead to this period. This is also the date by when objectives are to be achieved. However, in parts, notably the vision, it is necessary for the document to take a longer term view.

Agreement 1 - That when preparing new Local Plans which seek to identify levels of Objectively Assessed Need for housing the Norfolk Planning Authorities will produce documents which provide for the development needs of their areas until at least 2036.

Section 2 – Vision and Objectives

2.1 Introduction

Norfolk is a diverse County. It covers a land area of 5,370 sq. km (2,074 sq. miles) and has a population of 892,900⁵. It is a largely rural county with a relatively low population density, although over half of the population lives in the built up areas of Norwich, Great Yarmouth and King's Lynn and a number of market towns⁶. These built up areas have a very considerable stock of historic assets and can offer a very attractive quality of life to residents.

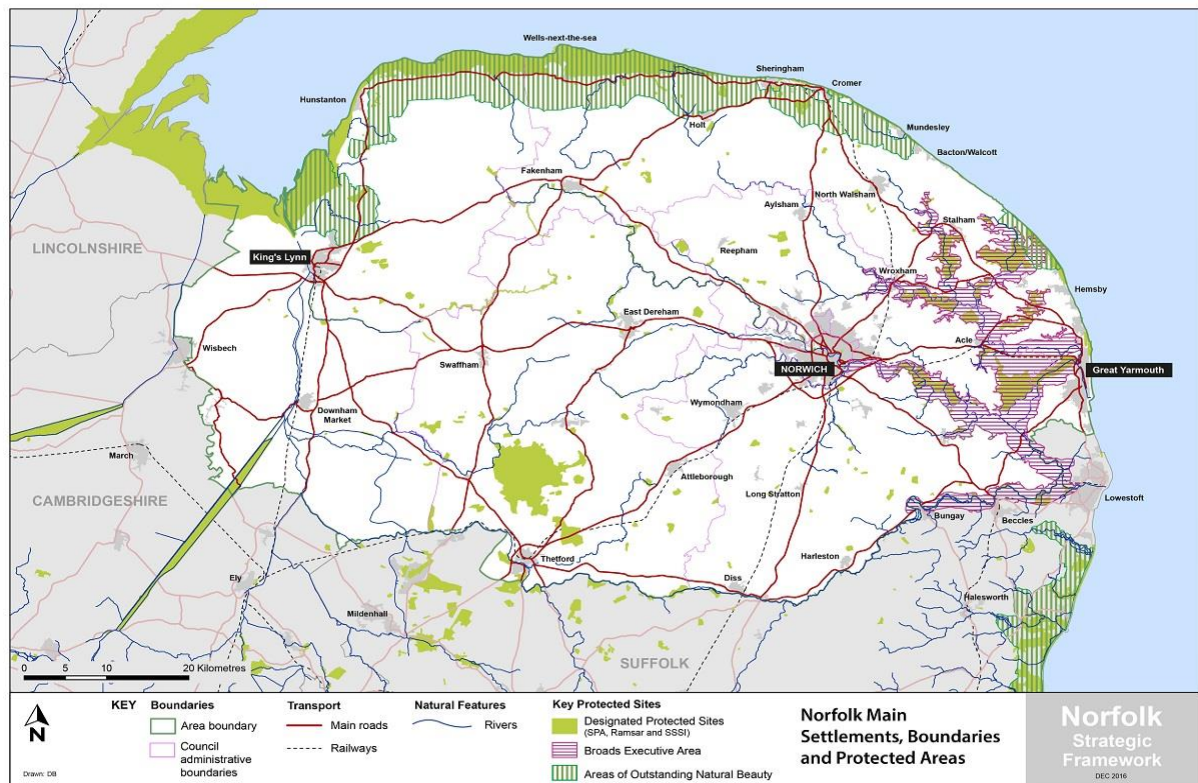


Figure 1: Map of Norfolk's main settlement, Authority boundaries, major transport connections and protected areas. 2017

Norfolk borders Suffolk to the south, Cambridgeshire to the southwest, and Lincolnshire to the west, and has a long coastal boundary stretching from The Wash to the south of Great Yarmouth. It contains many environments which are highly valued for their landscape and for their biodiversity and/or geodiversity interests. In particular, the Norfolk Coast Area of Outstanding Natural Beauty, the Brecks and the Broads, which is a unique network of protected rivers and lakes that extends partly into Suffolk and has the equivalent status to a National Park.

⁵ Mid year 2016 ONS estimate see Norfolk Insight web page <http://www.norfolkinsight.org.uk/population>

⁶ The 21 largest others centres are Attleborough, Aylsham, Cromer, Dereham, Diss, Downham Market, Fakenham, Harleston, Holt, Hunstanton, Loddon, Long Stratton, North Walsham, Sheringham, Stalham, Swaffham, Thetford, Wroxham/Hoveton, Wymondham, Watton, Wells-Next-The-Sea

Norfolk's economy is also diverse. It is home to a number of world class industries such as on the Norwich Research Park and the offshore energy sector in Great Yarmouth. Employment levels are growing; there is a highly skilled and versatile population with good graduate retention rates and improving links to the thriving markets of Cambridge, London and the wider South East. However, it is not without challenges, gross value added per job in the area remains below the UK average⁷, there are high levels of deprivation especially in urban areas and skill levels in the workforce are relatively low. The Economic Strategy (which was produced by the New Anglia Local Enterprise Partnership in 2017) identifies a number of interventions designed to significantly uplift economic performance in Norfolk. Additionally, the King's Lynn and West Norfolk Council area is also covered by the Greater Cambridge Greater Peterborough (GCGP) Local Economic Partnership. Details of the GCGP Strategic Economic Plan can be seen online⁸. The document is under review. The new Cambridgeshire Combined Authority is also reviewing economic prospects in their area.

Norfolk's infrastructure is comparatively under developed compared to many other parts of the wider South and East of England. For many years Norwich was the largest city in England not connected to the motorway network by a dual carriageway. Cross county trips tended to be slow and unreliable and rail journey times from London were comparable to places in the north of England such as York and Warrington. However, the dualling of the A11 improved travel time and connectivity considerably, and recent announcements on both the A47 and the Greater Anglia rail franchise have the potential to improve this further. Norwich Airport, the busiest airport in East Anglia, offers regular flights to various destinations in the UK and Europe. Many of the key road and rail links connecting Norfolk to the rest of the UK are still in need of improvement as are many of the links within the County. The need to enhance capacity of infrastructure networks can add considerable costs and increase delays to development.

Patchy mobile coverage is a continuing frustration to residents and businesses. However, the picture regarding superfast broadband coverage is rapidly improving; nearly 88% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012⁹, and through the extension to the better broadband for Norfolk programme it is aimed to make high-speed broadband available to more than 95 per cent of Norfolk's premises by spring 2020.

Through working together and with government, businesses and residents Norfolk's Local Authorities hope to successfully address the challenges faced and maximise the potential of the County. As a basis for guiding this shared endeavour, the following shared vision and objectives have been agreed for consultation by the Strategic Planning Member Forum. For further information on the background to this material please see the papers previously considered by the Member Forum¹⁰.

⁷ See NEW Anglia Lep <http://www.newanglia.co.uk/wp-content/uploads/2014/03/New-Anglia-Strategic-Economic-Plan-V2.pdf>

⁸ see <http://www.gcgp.co.uk/local-growth-strategy/>

⁹ See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)

¹⁰ See papers for the 13th October 2016 Member Forum at www.norfolk.gov.uk/nsf

2.2 Proposed Spatial Vision

Agreement 2 - In preparing their Local Plans the Norfolk Planning Authorities will seek to positively contribute towards the delivery of the following vision.

“By the middle of the 21st century Norfolk will be increasingly recognised nationally for having a strong and vibrant economy providing high quality economic opportunities for residents in urban and rural areas. Its settlements and key infrastructure will be physically resilient to the impacts of climate change. The natural, built and historic environments will be enhanced through the regeneration of settlements, safeguarding and enhancement of current assets and networks, improving both biodiversity and the quality of life for residents. Housing needs will be met in full in socially inclusive communities. The County will be better connected by having good transport links to major cities in the UK and Europe and excellent digital connectivity. A good relationship between homes and jobs will minimise the need to travel and residents will have choice about how they meet their demand for local travel.”

2.3 Proposed Shared Objectives

Agreement 3 - By 2036, through co-operation between Local Authorities and preparation of Development Plans, Norfolk will seek to maximise the delivery of the following objectives (in no particular order):

To realise the economic potential of Norfolk and its people by:

- facilitating the development and infrastructure needed to support the region’s business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, the Greater Cambridge Greater Peterborough Enterprise Partnership Economic Strategy and this framework;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk’s main settlements and across county boundaries to strengthen inward investment; and
- strengthening Norfolk’s connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure.
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities.
- Recognising the role of our city centre and town centres as a focus for investment and enhancing the quality of life for residents.
- recognising that the long term conservation of Norfolk's natural environment and heritage is a key element of the county's competitiveness.

To reduce Norfolk's greenhouse gas emissions as well as the impact from, exposure to, and effects of climate change by:

- locating development so as to reduce the need to travel;
- effecting a major shift in travel away from car use towards public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategies of New Anglia & GCGP LEPS;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

To improve the quality of life for all the population of Norfolk by:

- ensuring new development fulfils the principles of sustainable communities, providing a well-designed and locally distinctive living environment adequately supported by social and green infrastructure;
- promoting social cohesion by significantly improving the educational performance of our schools, enhancing the skills of the workforce and improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the county;
- ensuring all our communities are able to access excellent sporting facilities, health services and opportunities for informal recreation;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's rich and biodiverse environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, biodiversity, geodiversity, soils, protected landscapes, the Broads, the Brecks and the coast;
- protecting the landscape setting of our existing settlements where possible and preventing the unplanned coalescence of settlements;
- maximising the use of previously developed land within our urban areas to minimise the need to develop previously undeveloped land;
- minimising, where possible, development on the best and most versatile agricultural land;
- where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting, maintaining and enhancing biodiversity through the conservation of existing habitats and species, and by creating new wildlife habitats through development;
- providing a coherent connected network of accessible multi-functional greenspaces;
- reducing the demand for and use of water and other natural resources; and
- Protecting and enhancing water, air, soil and other natural resource quality where possible.

Section 3 – Understanding the County

3.1 Administrative Boundaries

Within Norfolk there are seven separate District Council areas¹¹ (as shown in Fig.2), each of which is a Local Planning authority. Overlying parts of five of these areas (and also part of Waveney District in Suffolk) is the Broads Authority which is the Local Planning Authority for its area rather than the District Councils. The Broads Authority Executive Area (in which the Broads Authority are the planning authority) overlays these administrative areas and is illustrated in Figure 1.

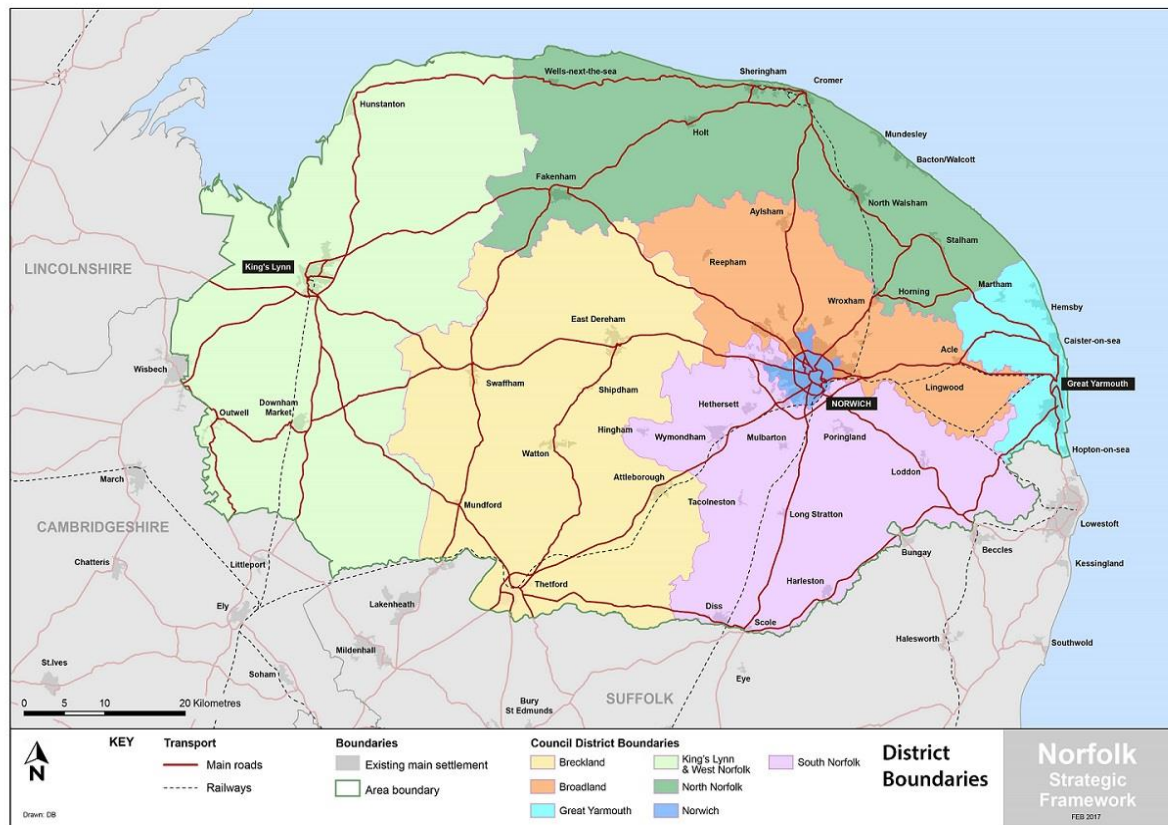


Figure 2: Map of Norfolk District boundaries and the major transport connections. 2017

In addition to the eight Local Planning Authorities the County Council are also a Local Planning Authority responsible for minerals and waste planning as well as certain operational development related to their functions (most notably for educational development). As County wide plans are already in place for minerals and waste¹² this framework does not address minerals and waste matters further although further iterations of these documents will doubtless need to reflect our

¹¹ Breckland District Council, Broadland District Council, Great Yarmouth Borough Council, King's Lynn and West Norfolk Borough Council, North Norfolk District Council, Norwich City Council and South Norfolk Council.

¹² <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/minerals-and-waste-planning-policies/adopted-policy-documents>

shared ambitions for growth. As the marine planning authority for England the MMO is responsible for preparing marine plans for English inshore and offshore waters. At its landward extent, a marine plan will apply up to the mean high water springs mark, which includes the tidal extent of any rivers. As marine plan boundaries extend up to the level of the mean high water spring tides mark, there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark. Marine plans will inform and guide decision makers on development in marine and coastal areas. On 2 April 2014 the East Inshore and Offshore marine plans were published, becoming a material consideration for public authorities with decision making functions.

Social, economic and environment considerations are neither determined by, nor constrained to, the administrative boundaries of the various planning authorities. Some issues affect single authorities, others are universal to the whole of the County, and across the area there are strong functional relations between places administered by neighbouring authorities. Indeed some settlements straddle the boundaries of planning authorities (Wroxham and Hoveton), as does the infrastructure which is necessary to support development.

The economic geography of Norfolk is complex as it reflects a multicentric area and boundaries tend to be fuzzy. Overall the County has a relatively high level of self-containment as the vast majority of the resident workforce stay in Norfolk for work, although there are some strong functional cross county boundary linkages¹³.

Within the County the three larger urban areas of Norwich, King's Lynn and Great Yarmouth have a considerable influence providing jobs, retail, health care and a broad range of services and facilities as well as homes for a significant proportion of the county's population. These three centres are located in the east, west and centre of the County and have relatively limited functional connection with one another, notwithstanding the A47 linking all three.

3.2 Housing Markets

Housing Market Areas (HMAs) are defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. In defining them, regard is given particularly to: house prices and rates of change in house prices; household migration and search patterns; and contextual data (for example travel to work area boundaries, retail and school catchment areas). They tend to represent *"...the geographical area in which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay"*¹⁴. All areas need to be identified as being within a housing market although housing market areas can overlap. Norfolk HMAs can be seen in Figure 3.

The Norfolk Districts and the Broads Authority have produced up to date Strategic Housing Market Assessments (SHMAs) which cover the entire County¹⁵. Within the Central Norfolk SHMA area

¹³ The linkages between Great Yarmouth and Lowestoft; the settlements in the Waveney Valley; and between King's Lynn and the Fens and Cambridge being particularly important.

¹⁴ Local Housing Systems Analysis: Best Practice Guide. Edinburgh: Scottish Homes

¹⁵ See https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf
https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf

(comprising of Broadland District Council, Norwich City Council and South Norfolk Council) a case can also be made for the identification of a core area based around Norwich and its immediate environs including parts of both South Norfolk and Broadland District Councils. Outputs from the Central Norfolk SHMA include separate conclusions in relation to this core area.

The boundaries of Housing Market Areas will rarely correspond with the administrative boundaries of Local Authorities (Fig.3). In Norfolk there are three distinct HMAs centred on Norwich, King's Lynn, Yarmouth and their surrounding hinterlands. However there are some areas of the County which are distant from any of these centres; functional links are less apparent, and the case for inclusion within one HMA rather than another is less compelling. To ensure comprehensive coverage the Norfolk Authorities have agreed that the boundaries of the Housing Market Areas should be co-terminus and because housing targets will be set for each Planning Authority area the boundaries of HMAs should be 'snapped to' Authority boundaries.

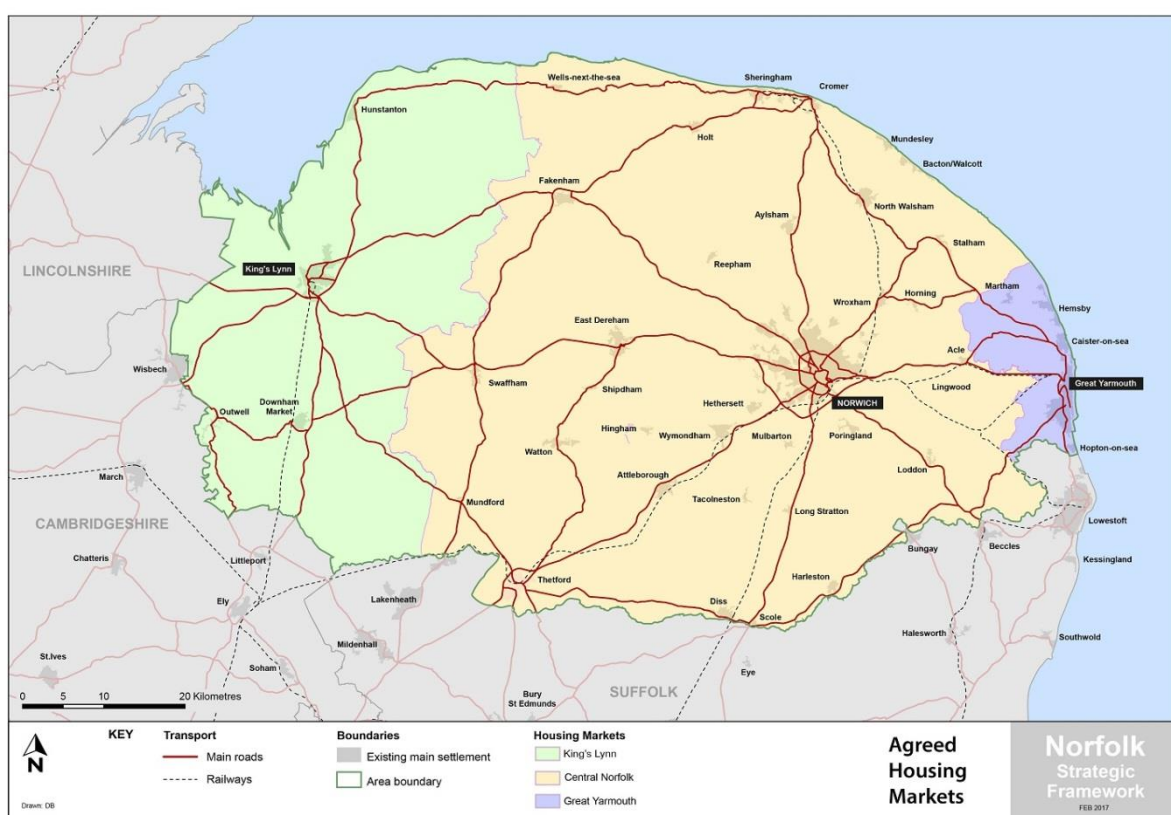


Figure 3: Map of Norfolk agreed housing markets and major transport connections. 2017

Agreement 4 –To produce and maintain Strategic Housing Market Assessments covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

<https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241>

The housing needs of the relevant parts of the Broads Authority Area are included within the SHMAs for Central Norfolk, Great Yarmouth and Waveney. The level of need within the Broads Authority area is specified within the Central Norfolk SHMA¹⁶.

By virtue of the methodological requirements of the definition HMAs, the Central Norfolk Housing Market is very large and includes settlements some considerable distance apart which have little or no functional connection. In response to this the Central Norfolk Strategic Housing Market Assessment¹⁷ defines a core housing market area identifying the settlements with the strongest connections to the Norwich Urban Area. This supports the decision to prepare separate Local Plans for North Norfolk and Breckland District Councils (see below).

The above agreement was drafted in advance of the publication of the “Planning for the right homes in the right places”. Clearly, with the possibility of a new standard methodology to assess objectively assessed housing need whether there will be a need to produce Strategic Housing Market Assessments in future is now open to question. However, it is clear that government still expects local planning authorities to plan for the right mix of home types and tenures to reflect local needs and the evidence base for such planning is only currently available from the SHMAs and is not available from the new proposed standard methodology. Therefore it has been concluded that until revised guidance from government is available on these matters it is best to retain agreement 4 within the NSF.

3.3 Strategic Functional Economic Market Areas

Government guidance recognises that since patterns of economic activity vary from place to place, there is no standard approach to defining a functional economic market area. However in recognising these areas it is possible to define them by taking account of factors including:

- extent of any Local Enterprise Partnership within the area;
- travel to work areas;
- housing market area;
- flow of goods, services and information within the local economy;
- service market for consumers;
- administrative area;
- catchment areas of facilities providing cultural and social well-being; and
- transport networks.

Boundaries of Travel to Work Areas (TTWAs) are illustrated below in Figure 4. Information on retail matters are captured within the existing evidence base supporting Local Plans¹⁸. Both these sources suggest that whilst Norwich is a major Regional Centre and draws trade from an extensive catchment across Norfolk and the wider region, both King’s Lynn and Great Yarmouth retain a

¹⁶ See pages 132-134 of the Central Norfolk SHMA
https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf

¹⁷ See pages 35-36 of the Central Norfolk SHMA
https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf

¹⁸ See in particular www.greaternorwichgrowth.org.uk/dmsdocument/816

sufficient degree of self-containment to be considered in different functional economic market areas for most purposes.

It should also be noted that there are some very strong and significant cross boundary functional economic relationships. Great Yarmouth has particularly strong links with Lowestoft to the South. Within the Waveney Valley there are strong relationships between settlements on both sides of the County boundary. In the West of the County, King's Lynn in particular has functional economic linkages to the Lincolnshire and Cambridgeshire Fens. Settlements such as King's Lynn, Downham Market and Thetford also benefit to some extent by good access to the Cambridge economy.

The position within the Central Norfolk area is again more complicated as for certain economic functions (such as higher order retail and cultural activities) the catchment area extends over the whole of Central Norfolk areas; there are far weaker connections in other areas of economic activity. In outer parts of the Central Norfolk area there is little functional connection for convenience shopping and the proportion of working residents who work in the Norwich urban area is very low¹⁹. Both Thetford and Mildenhall and Cromer and Sheringham are still regarded as being distinct Travel to Work Areas. These are illustrated below.

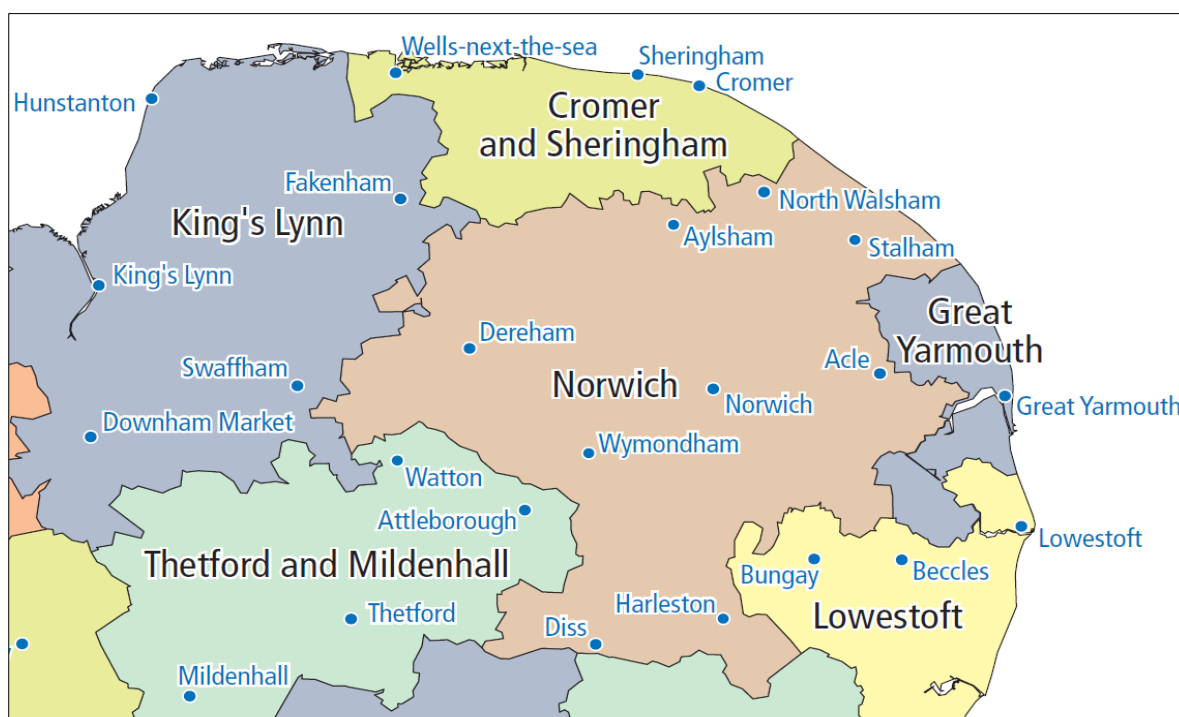


Figure 4: Norfolk's 2011 travel to work areas (TTWAs). Source: ONS 2015

The information available, including particularly the TTWAs and the higher retail analysis, suggests that the boundaries of strategic functional market areas are likely to be similar to the Housing Market Areas described above. Albeit, for many purposes significant sub-areas within these

¹⁹ The Central Norfolk SHMA identified the following settlements within the area of the 5 Central Norfolk Districts as having less than 10% of their resident workforce working in Norwich: Diss, Harleston, Sheringham, Swaffham, Thetford, Watton and Wells.

strategic areas will exist for a number of economic functions, especially within the Central Norfolk area.

3.4 Implications of Changing Infrastructure on Market Areas

Norfolk has benefitted from a number of significant improvements to its transport infrastructure. It is arguable that these, and others expected to be built over the next few years will have some effect on the functionality of the housing and economic markets. For example the dualling of the A11 (Fiveways to Thetford) was completed and opened in December 2014, significantly improving the road connectivity between much of the County, Cambridge, the wider South East and the Midlands. The A47/A143 link road, which opened in December 2015, now better connects Great Yarmouth's Enterprise Zone at Beacon Park to further growth areas. Work has also commenced on the Norwich Northern Distributor Road, which is expected to be completed before the end of 2018, and is a key part of the Norwich Area Transportation Strategy which also includes considerable investment in a range of other improvements across Norwich²⁰.

The Highways (England) Roads Investment Strategy contains a number of improvement schemes for the A47 as part of the government's trunk road programme from 2015 to 2020:

- A47 Vauxhall and Gapton Roundabouts, Great Yarmouth
- A47 Blofield to Burlingham Dualling
- A47 Easton to Tuddenham Dualling
- A47/A11 Thickthorn junction

Additionally further improvement to the strategic road network of the County will be delivered by the Long Stratton bypass which is expected to be underway by 2020. The A17 is an important part of the road network, serving longer-distance trips, and is expected to be included as part of the Major Road Network, which we understand government will consult on before the end of the year.

In summer 2016 the Department for Transport confirmed Abelio as the operator of the new East Anglian rail franchise, which commenced in October 2016. The new nine year franchise will deliver a variety of improvements including the following that are of particular significance for Norfolk:

- Replacement of the entire fleet of trains which will all be in service by the end of 2020;
- More services and faster journeys across the network, including two 'Norwich in 90' trains each way per day;
- Norwich to Cambridge services extended to Stansted Airport every hour;
- Faster services between Cambridge and London;
- Work with Network Rail to implement specific schemes to drive up performance and reliability throughout the franchise;
- Increase in seats into London in the morning peak period, and an increase of more than 1,000 services per week on the franchise network; and
- Various other improvements including improvements to WiFi, stations and ticketing systems.

²⁰ See www.greaternorwichgrowth.org.uk/dmsdocument/554 for further information

A priority is the improvement of the Cambridge Norwich services including half hourly frequency.

Whilst the recently delivered and announced infrastructure enhancements are welcomed and cumulatively will assist the County in reaching its economic potential it is not considered likely they will result in any significant change to the functional geography of the County in the immediate future with regard to either housing or economic markets. East/West communications across the County will remain relatively slow and lack reliability, therefore it is likely that both King's Lynn and Great Yarmouth will retain similar levels of self-containment in housing and economic matters as present. The functional geography of the County will remain broadly as it is at least for the period of the preparation of the next round of Local Plans.

In the "Planning for the right homes in the right places"²¹ consultation document the government proposes "that every local planning authority produce a statement of common ground over the housing market area or other agreed geographical area where justified and appropriate".

In the light of the objectives of the government in introducing the requirement for statements of common ground, and the above analysis of our functional economic geography it is the view of the Norfolk Local Planning Authorities that there is a strong case to produce a single statement of common ground across Norfolk rather than seeking to produce three separate ones based on one large and two small Housing Market Areas. The reasons for this are:

- The recognised desire of the government not to disrupt existing joint working arrangements where these are effective;
- The high overall rate of self-containment of the Norfolk economy;
- The somewhat weak functional relationship between the outer areas of the Central Norfolk Housing Market Area and its core and the similarity of the strategic issues faced by these outer areas with the adjoining coastal and rural areas of Kings Lynn and West Norfolk and Great Yarmouth Boroughs; and
- The way in which the Broads Authority area overlaps both the Great Yarmouth and Central Norwich Housing Market Areas and five of the District planning authority areas which are signatories to this Framework.

Furthermore the shared understanding of economic geography has led to a number of agreements being reached about appropriate Local Planning areas for Norfolk.

The relative self-containment of both King's Lynn and Great Yarmouth suggests that in practical terms there may be problems in seeking to meet growth pressures evident in King's Lynn and Great Yarmouth within the central Norfolk area and vice versa. In the light of this the following agreement has been reached.

Agreement 5 - That Great Yarmouth and King's Lynn and West Norfolk will each continue to prepare separate Local Plans for their areas.

²¹ <https://www.gov.uk/government/consultations/planning-for-the-right-homes-in-the-right-places-consultation-proposals>

With regard to Central Norfolk, the evidence does suggest that there may be some possibility for some of the growth pressures evident within the five Districts of Central Norfolk to be met within the different administrative areas of Central Norfolk. These five District authorities (Breckland, Broadland, North Norfolk, Norwich City and South Norfolk, along with the Broads Authority that partly overlaps 4 of their administrative areas) already co-operate closely, have a shared SHMA and are working on other joint studies. However, as noted above the Central Norfolk Housing Market Area is broad and contains places that have little relationship within one another and only a comparatively weak relationship with Norwich at the centre of the area. In the light of this the Local Authorities have reached agreement that whilst it will be necessary to closely co-operate on strategic planning matters and shared evidence it is only appropriate to seek to plan jointly over the area closer to Norwich with much stronger functional connectivity. The possible advantages of producing a single Local Plan covering all of Central Norfolk are considered to be outweighed by the delays this would cause to plan preparation and the difficulty of getting meaningful engagement over such a large area.

Agreement 6 - That Breckland and North Norfolk will continue to prepare separate Local Plans for their areas whilst Broadland District Council, Norwich City Council and South Norfolk Council will co-operate on a new Greater Norwich Local Plan that will replace the current Joint Core Strategy and various other existing Local Plan documents in this area.

The issue of whether it is appropriate to define any sub market areas or not will be a matter for those Plans. This approach does not preclude the possible redistribution of growth across the Central Norfolk area should this be supported by evidence and agreed by the relevant planning authorities.

Furthermore, the Broads Authority Area overlaps functional housing and travel to work areas of Central Norfolk, Great Yarmouth and Lowestoft. The area clearly has a unique environment and a very distinct set of planning challenges which suggest that joint Local Planning would not be the best approach.

Agreement 7 - That, in view of the very distinct issues facing the Broads Authority Area, spatial planning matters will continue to be best addressed by way of a standalone Broads Local Plan.

For further information on the current Local Plans in the County and the timetable for review please see the Norfolk Compendium²².

²² See <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use/norfolk-compendium-of-local-plans-2016.pdf>

Section 4 – Projections of growth

As a baseline for planning activity published projections for the County must be considered, including projections regarding population, households and employment. These are summarised below. However, it should be recognised that these are statistical projections and tend to be very heavily based on the extrapolation of past trends. In forward planning it is essential that other factors are given due weight. This is done in subsequent sections of this document and these projections are only produced for information.

4.1 Population Projections

The most recent set of national population projections were published by the Office for National Statistics (ONS) in May of 2016²³. Table 1 shows a steady growth in population levels projected at a 14% increase over the 22 year period from 2014-2036. All districts are projected to see a broadly similar level of growth of between 9% and 15% overall apart from South Norfolk that is projected to grow much more rapidly.

Table 1: Current and projected population numbers for Norfolk Districts. Source: ONS, 2016

District	2014 (000's)	2036 (000's)	Population growth 2014- 2036 (%)
Breckland	134	154	15
Broadland	126	140	11
Great Yarmouth	98	107	9
King's Lynn and West Norfolk	150	167	11
North Norfolk	103	116	13
Norwich	138	159	15
South Norfolk	129	160	24
Norfolk	878	1,002	14

It should be noted that these projections do not take into account existing planned growth such as existing commitments in the Greater Norwich Joint Core Strategy. This would suggest a somewhat different distribution of population growth between the Greater Norwich authorities.

The population projections also contain considerable information of the age profile of the population. This is potentially of considerable strategic significance for Norfolk which will have considerable implications for Local Authority services and will need to be considered in Local Plans. The projected age profiles are set out in the Table 2 and 3 below.

²³Available at

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

Table 2: Existing population numbers (000s) and % by age quantiles (2014) and projected population numbers and % by age quantiles (2036) of Norfolk Districts. *Source: ONS*

District	All people (000s)	2014			All people (000s)	2036		
		000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)		000s Aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)
Breckland	134	29.4 (21.9)	72.9 (54.4)	31.7 (23.7)	153.7	31.2 (20.3)	73.5 (47.8)	49 (31.9)
Broadland	126	26.1 (20.7)	68.8 (54.6)	31.2 (24.8)	140.1	27.2 (19.4)	67.8 (48.4)	45.2 (32.3)
Great Yarmouth	98.2	22.2 (22.6)	53.4 (54.4)	22.5 (22.9)	107	22.3 (20.8)	52.7 (49.3)	31.9 (29.8)
King's Lynn and West Norfolk	150	31.8 (21.2)	81 (54)	37.1 (24.7)	166.9	34 (20.4)	79.9 (47.9)	53.2 (31.9)
North Norfolk	102.9	18.6 (18.1)	52.1 (50.6)	32.1 (31.2)	115.8	19.5 (16.8)	50.8 (43.9)	45.6 (39.4)
Norwich	137.5	30.2 (22)	86.9 (63.2)	20.4 (14.8)	158.9	35.1 (22.1)	95.9 (60.4)	27.8 (17.5)
South Norfolk	129.2	29 (22.4)	69.7 (53.9)	30.4 (23.5)	159.6	35.4 (22.2)	77.2 (48.4)	46.8 (29.3)
Norfolk	877.7	187.4 (21.4)	484.9 (55.2)	205.2 (23.4)	1002	204.7 (20.4)	497.8 (49.7)	299.4 (29.9)

Table 3: Change in 000s between 2014 and 2036. Difference between 'All People' for each district between 2014 and 2036 in %. *Source: ONS*

District	All people (000s)	Difference between 2014 and 2036		
		000s aged 0-19 (%)	000s aged 20-64 (%)	000s aged 65+ (%)
Breckland	19.7	1.8 (-1.64)	0.6 (-6.6)	17.3 (8.2)
Broadland	14.1	1.1 (-1.3)	-1 (-6.2)	14 (7.5)
Great Yarmouth	8.8	0.1 (-1.8)	-0.7 (-5.1)	9.4 (6.9)
King's Lynn and West Norfolk	16.9	2.2 (-0.8)	-1.1 (-6.1)	16.1 (7.2)
North Norfolk	12.9	0.9 (-1.2)	-1.3 (-6.8)	13.5 (8.2)
Norwich	21.4	4.9 (0.1)	9 (-2.8)	7.4 (2.7)
South Norfolk	30.4	6.4 (-0.3)	7.5 (-5.6)	16.4 (5.8)
Norfolk	124.3	17.3 (-0.9)	12.9 (-5.6)	94.2 (6.5)

These tables show that whilst the overall population of the County is projected to grow steadily at a relatively modest rate, the change in the age profile is more significant with over three quarters of

the total increase between 2014 and 2036 being accounted for by growth in the over 65s²⁴. The number at the older end of the age spectrum projected to increase particularly strongly; the number of over 80s is projected to almost double. Between the ages of 20 and 64 population growth is projected to be very slow, with only a 2.7% growth rate over the 22 year period, whilst the numbers of 0-19 years olds are projected to grow by 9.2%.

These numbers do vary somewhat between individual districts (with Norwich being notably less affected by an ageing population) but the growth in the elderly population is projected to affect most parts of the County and will create significant issues given current models for funding social care and education provision. These issues are not considered further in the framework but the issues relating to housing are considered further in the housing section below.

The recent 2017 Health profile for England²⁵ suggests:

- Life expectancy continues to rise, albeit at a declining rate, but the number of years spent in poor health is increasing. This will impact the need for particular housing, transport and service delivery solutions
- The life expectancy gap between men and women is closing which may later affect the size of older person households over time
- Deprivation and inequality continue to be key and enduring factors in poor health outcomes and so need addressing. Consequently access to housing and employment and the impact of spatial and economic planning on these factors needs consideration
- There is growing evidence of the link between incidents of flooding and poor mental health

²⁴ Total growth in population age 65 plus is 95,000

²⁵ See <https://www.gov.uk/government/statistics/2017-health-profiles>

4.2 Household Projections

The most recent set of household projections were published by Department for Communities and Local Government (DCLG) in July 2016²⁶. These show that due to demographic changes households will increase at a marginally faster rate than population. Similar patterns of growth are shown as for population but again it should be noted that these projections do not take into account growth planned in existing Local Plans which may influence the scale and distribution of the growth in households.

Table 4: Past and present household numbers with future household projections. Source: ONS

District	1991 (000's)	2001 (000's)	2014 (000's)	2036 (000's)	Household growth 2014-2036 (%)
Breckland	44	51	56	68	21
Broadland	43	50	54	63	17
Great Yarmouth	36	39	43	50	16
King's Lynn and West Norfolk	53	58	64	74	16
North Norfolk	38	44	47	56	19
Norwich	54	55	62	74	19
South Norfolk	42	47	55	70	27
Norfolk	310	344	383	453	18

It should also be noted that much of the household growth projected between 2014 and 2036 can be accommodated by housing for which provision has already been made through planning permissions and/or allocations made in existing Local Plans.

4.3 Employment Projections

Across the East of England Local Authorities use the East of England Forecasting Model (EEFM) to better understand the development needs of their area. The model provides a set of baseline forecasts designed to facilitate the setting of consistent housing and jobs targets and can also provide a means of generating alternative scenarios. It is prepared by the independent forecasting house Cambridge Economics and further information about the model and details of runs published are available online²⁷.

Table 5 sets out the headline results for Norfolk Districts produced in the 2016 run of the model. As with any forecast model, these results need to be treated with a degree of caution. They are “policy neutral” and assume that policy context in the future remains broadly as it has in the past. They cannot reflect the impact of any recent or future interventions that may be made through infrastructure investment, Economic Strategies or Local Plans. In addition, the reliability of a number of the underlying datasets decreases at smaller scales, and economic activity is not limited by council boundaries, so individual sector and District forecasts should be treated as being broadly indicative.

²⁶ See <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>

²⁷ See <http://cambridgeshireinsight.org.uk/EEFM>

Overall the model shows that without additional intervention total job levels in the Norfolk economy are projected to grow at relatively modest rates over the next 20 years with most of the growth projected taking place within Greater Norwich. If the aims of the City Deal are added to the model's forecasts, it projects that over 75% of all the net growth in Norfolk will take place in Greater Norwich.

Table 5: Current total employment with projected jobs levels and growth. Source: EEFM 2016 and Central Norfolk SHMA

Districts	Current total employment (000's)			Projected jobs levels 2036 (000's)	2014-2036 growth (000's)
	2012	2014	2016		
Breckland	52.4	56.1	55.3	56.7	0.6
Broadland	53.8	52.8	55.7	57.8	5.0
Great Yarmouth	43.7	44.0	45.1	49.7	5.7
King's Lynn and West Norfolk	65.4	67.4	68.4	72.8	5.4
North Norfolk	39.2	41.2	41.8	43.7	2.5
Norwich	93.0	92.9	99.4	110.9	18
South Norfolk	58.5	59.5	60.3	70.8	11.3
Greater Norwich*	205.3	205.2	215.4	251.3**	46.1
Norfolk	406.0	413.8	426.0	474.3**	60.5

*Broadland, Norwich & South Norfolk

**City Deal additional 11,800 jobs added but not broken down between GN Districts

Section 5 – The Economy

Strategic Economic Objectives

To realise the economic potential of Norfolk and its people by:

- facilitating the development and infrastructure needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, the Greater Cambridge Greater Peterborough Enterprise Partnership Economic Strategy and this framework;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements and across county boundaries to strengthen inward investment; and
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure.
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities.
- Recognising the role of our city centre and town centres as a focus for investment and enhancing the quality of life for residents.
- recognising that the long term conservation of Norfolk's natural environment and heritage is a key element of the county's competitiveness.

5.1 Introduction

Compared to other areas in the UK, Norfolk has generally weathered the economic downturn since 2008 well. This is largely due to its diverse economy which is not reliant on any one sector. County employment levels and Gross Value Add (GVA) have returned to pre-downturn levels. The value of Norfolk's economy is £18.6 billion.²⁸

Overall Norfolk's economy is growing, although growth is stronger in some parts of the County than others. This growth is driven by certain sectors of the economy, mostly concentrated in specific geographic areas, where there are particular strengths and expertise, for example energy, advanced engineering, tech/digital, food and life sciences. Norfolk's overall employment rates have consistently remained above national levels over the past 10 years (currently by 2.8%) and unemployment rates are currently 2.1% below the national rate at 3.1% - the lowest rates in a ten year period. However, this disguises substantial variation, and the County includes some of the most

²⁸ New Anglia LEP, 2015

deprived communities in the Country which have not weathered the downturn so well. The potential impact of Brexit adds uncertainty to future projections.

There are significant geographic clusters of existing business activity that anchor the Norfolk economy, with a number of these offering significant potential for growth. These key sector/industrial clusters can be summarised as follows:

- Agriculture and Food Processing – Breckland, King’s Lynn & West Norfolk, North Norfolk, Greater Norwich
- Tech/digital Industries – Greater Norwich
- Offshore Energy – Great Yarmouth
- Engineering & manufacturing – King’s Lynn & West Norfolk, Breckland, Greater Norwich, Great Yarmouth
- Financial Services - Greater Norwich
- Health and Life Sciences – Greater Norwich
- Tourism – The Broads, The Brecks, Great Yarmouth, North Norfolk, King’s Lynn & West Norfolk, Greater Norwich

Notwithstanding these clusters and our economic strengths, the challenge going forward is the Norfolk economy’s high level of dependency on lower wage, lower-skill sectors such as food production, agriculture and tourism, and the related high concentrations of very deprived populations in some parts of the County and ‘hidden’ rural poverty elsewhere. This is reflected in productivity levels per head which are significantly below the national average. This, coupled with low levels of investment, relatively poor infrastructure and skills attainment, impacts on potential future economic growth.

While this Strategic Framework addresses development matters (broadly speaking, building and changes in the use of land), it is recognised that to be fully effective this needs to be complementary to other programmes and measures at the district, county, regional and national levels. In the light of the factors mentioned above, endeavours to promote ‘inclusive growth’ are especially relevant such as developing skills, community aspiration and capacity; recognising and nurturing the contributions of voluntary and community sectors; the quality of job opportunities, etc.

Many districts have their own economic development strategies, and there is a good record of collaboration on specific economic development projects. This Framework provides the opportunity to lay the foundation for developing strategy and such cooperation going forward.

The UK government published a green paper Building our Industrial Strategy in January 2017²⁹. The overarching aim and ambition of the Industrial Strategy is to provide a long term framework to build on our areas of competitive advantage, to close the gap between our best and worst performing areas, and make the UK one of the most competitive places in the world to start or grow a business. The strategy identified 10 key separate but linked pillars of the strategy and recognised the importance of place in shaping and delivering the Industrial Strategy.

²⁹ See <https://www.gov.uk/government/consultations/building-our-industrial-strategy>

The overarching strategy for Norfolk set in the context of the New Anglia LEP area is set out in the Economic Strategy which was published in 2017³⁰ (Please note the King's Lynn and West Norfolk area is also covered by the by the Greater Cambridge Greater Peterborough Local Economic Partnership Strategic Economic Plan³¹). This set a number of ambitious targets regarding jobs numbers, new business start-ups, housing delivery, and productivity by 2036. Some of the key targets are summarised in Table 6:

Table 6: Summary of Key Economic Strategy targets (New Anglia Area)

Economic Strategy Headline	Target (to 2036)
Jobs	88,000 more jobs
Businesses	30,000 new businesses
Housing	140,000 new houses
GVA	£39 per Hour

It is expected that measures to assist in the delivery of these objectives will be brought forward as part of the Implementation of Delivery and Investment Plans in Spring 2018.

The Norfolk Local Authorities are committed to strengthened collaboration and focus on new initiatives and interventions to help nurture economic growth in higher value, knowledge based sectors across Norfolk. These include new multi-site Enterprise Zones led by the New Anglia LEP, the new Cambridge-Norwich Tech Corridor, innovation centres at King's Lynn and Hethel, and energy related Enterprise Zones across Great Yarmouth and Waveney.

Supporting the growth of Norwich Research Park for example, and other key Enterprise Zone sites, will help to grow knowledge jobs in key sectors and enhance the commercialisation of research. A greater focus on supporting digital entrepreneurs will also help strengthen the growing cluster of tech/digital creative enterprises in and around Norwich's city centre, and strengthening supply chains in the manufacturing, engineering and energy sectors will enhance business sustainability and employment growth.

The DCLG household forecast reproduced above in section 4.2, Table 2&3 suggests that there will be an annual growth in households of approx. 3,200 households per annum across Norfolk through to 2036. Yet the housing needs assessment set out in table 9 in section 6.3 below commits the Local Authorities to making provision for a least 4,000 new homes per annum over the same period (excluding additional housing for the City Deal). Although a minor element of this difference may be accounted for because of housing backlogs caused by historic under-delivery, the largest factor is the expectation of economic development that has been built into the needs assessments. The methodologies used to calculate housing needs effectively make some allowance for job and productivity growth in future being in excess of current levels. Therefore it is recognised that additional economic interventions will be needed in order to deliver the objectives identified within this framework.

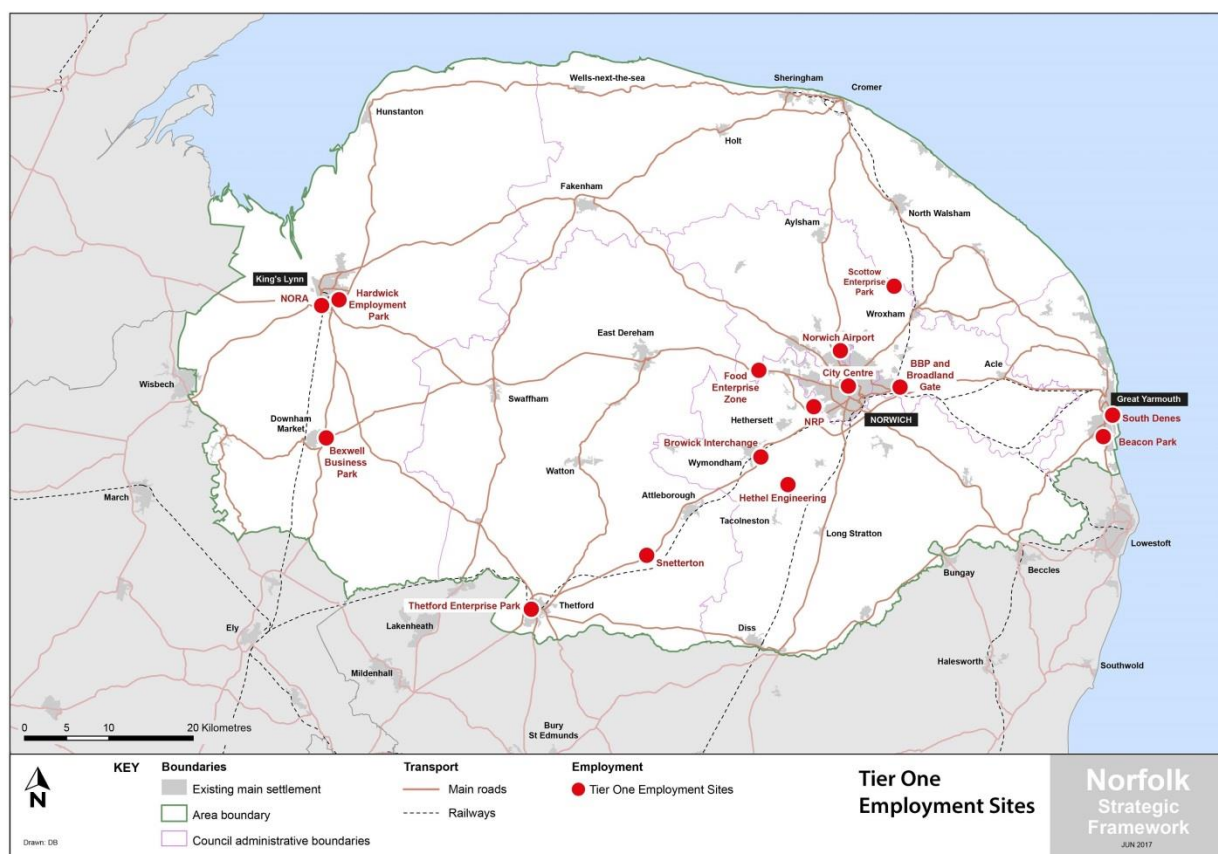
³⁰ See <https://newanglia.co.uk/our-economic-strategy/>

³¹ see <http://www.gcgp.co.uk/local-growth-strategy/>

The development of this framework has concentrated on; identifying strategic sites, possible further interventions and cross boundary working that will need to be taken forward to deliver the shared objectives that have been agreed.

5.2 Strategic Employment Sites

Strategic employment sites have been agreed through joint activity on economic development and inward investment. They are all located in the growth locations identified in New Anglia LEP's Strategic Economic Plan and are targeted at the SEP's key sectors. Therefore it is crucial to facilitate a step change in our economy and the focus of promotional activity.



Together they form a package of sites that provides a comprehensive offer for inward investment and strategic growth, a number of which have Enterprise Zone status. The number and availability of these sites gives Norfolk an economic advantage in attracting certain types of inward investment. In addition, as a result of their scale and type, these sites have additional potential through existing and planned close cross-boundary working. By their nature some of these sites form part of wider functional economic areas which span district/county boundaries, increasing potential for joint collaboration to enhance economic growth.

Agreement 8 recognises that these Tier 1 sites should be protected from loss to alternative uses such as housing which is consistent with Paragraph 4.18 of the Housing White Paper which proposes that employment sites identified as “strategic” will not be subject to reduced protection from residential development. It is therefore proposed that the Tier 1 employment sites identified in Table 7 are formally recognised as “strategic” employment sites within Agreement 8.

Table 7: Tier one employment sites, sector, location and size. 2017

Site	Supports SEP Key Sector(s)	SEP Growth Location	Land available (approx.)
Bexwell (Downham Market)	ICT and Digital Creative	King's Lynn and Downham Market (A10)	29 ha
Broadland Business Park area			
- plots on existing BBP			
- BBP Laurel Farm	Financial services	Greater Norwich	55ha
- St Andrews northside,	ICT & Digital Creative		
- Broadland Gate			
Browick Interchange (Wymondham)	Advanced Manufacturing & Engineering. ICT and Digital	Tech Corridor	22 ha
Food Enterprise Zone Honingham/Easton	Food, Drink & Agriculture	Greater Norwich / Tech-corridor	19ha
Great Yarmouth Enterprise Zone and Energy Park sites:			
- Beacon Park (EZ)	Energy	Great Yarmouth and Lowestoft	13.5ha
- South Denes (EZ & EP)			25ha
Hardwick extension (King's Lynn)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10)	27 ha
Hethel Engineering Centre and Technology Park	Advanced Manufacturing & Engineering	Greater Norwich Tech Corridor	20ha
Nar Ouse Business Park (King's Lynn) (part EZ)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10 corridor)	17 ha (EZ)
Norwich City Centre	ICT and Digital Creative Financial Services Tourism and Culture	Greater Norwich	Multiple Sites
Norwich Airport			
- Aeropark			
- Southern area (around Hurricane Way)	Advanced Manufacturing & Engineering	Greater Norwich	75ha+
- Airport business park			
Norwich Research Park (part Enterprise Zone) NRP North and South	Life Sciences Food, Drink & Agriculture	Greater Norwich Tech Corridor	45ha (EZ 25ha)
Scottow Enterprise Park	Logistics Energy	Greater Norwich/ North Norfolk	26 ha
Snetterton	Advanced Manufacturing & Engineering	Tech corridor	68ha
Thetford Enterprise Park	Advanced Manufacturing & Engineering Food, Drink & Agriculture	Tech corridor	18ha

Agreement 8 - The above list of locations are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

This list will need to be kept under review in the light of emerging Economic Strategy priorities and the progress on Local Plans.

5.3 Key Cross-Boundary Economic Issues and Interventions

This section identifies the principal strategic economic matters and other matters which can only be fully addressed through development plans in (or across) more than one local planning authority area. It therefore does not include a wide range of matters which whilst they are recognised as very important, but which do not meet the specific definition of strategic development 'Duty to Cooperate' matters laid down by the Localism Act. These include the generality of

- rural economy (including agriculture);
- tourism and recreation;
- development of market towns;

Development associated and supporting these is addressed through individual local plans and informal joint working between local planning authorities, and these issues are addressed more widely through economic and other strategies. Neither is this section intended to include every economic issue that requires cross-boundary working, but just those of an extensive or special significance from a Norfolk wide perspective.

The role of Norwich

Norwich and its immediate hinterland is the prime economic generator in the County. Its influence, and the policy measures required to make the most of this extend well beyond both the City Council's boundaries and the existing urban area.

A large part of the county depends upon the vibrancy of the city for employment, services, higher order retail, culture and leisure. It also has an economic importance as a public transport hub. The vibrancy and focus of activity in the city centre also attracts significant numbers of visitors, and helps make the wider area an appealing place to live, work, invest and locate businesses.

The economy of this wide area of influence will benefit from ensuring that the city is accessible; the centre continues to thrive and is attractive to inward investment; and out of centre development complements the overall offer.

The Norwich Northern Distributor Road (NDR) will support the delivery of planned housing and jobs to the north and north-east of Norwich. It will improve strategic access to a wide area of Broadland and North Norfolk. Realising the full range of economic opportunities will benefit from cooperation. The Airport supports the economy of the area including the off shore energy sector.

Broadland, Norwich, and South Norfolk, with Norfolk and the Broads Authority, are working through the Greater Norwich Development Partnership (GNDP) on the planning of the area.

The Norwich Area Transportation Strategy (NATS) identifies the transport improvements needed over the next 15+ years. The NATS Implementation Plan (agreed 2010, updated 2013) sets out a range of transport measures with their intended phasing for delivery over the short to medium term. Both are due to be updated.

Cambridge to Norwich Technology Corridor

The corridor from Norwich to Cambridge, identified in Fig.6, includes a cluster of existing tech businesses and strategic employment sites. It provides the potential for significant economic development, particularly as connectivity has improved with full dualling of the A11 between Norwich and Cambridge. The corridor also benefits from the Norwich to Cambridge railway line. These opportunities need to be supported and exploited to maximise economic benefits.

The corridor is identified as a key growth corridor in the New Anglia LEP's Strategic Economic Plan and the Greater Cambridge Greater Peterborough LEP are also part of the Cambridge Norwich Tech Corridor Initiative partnership. The Cambridge Norwich Tech Corridor initiative³² has been established to maximise the economic benefits of this high quality location for technology based businesses with its world class universities, research institutes and long established tech businesses. The partnership will capitalise on the talent pool, emerging sectors, low cost space, high quality environment, infrastructure networks and a fast growing economy to deliver innovation-led growth and investment.

In Norfolk the corridor extends through Norwich, South Norfolk and Breckland, and then into Suffolk and Cambridgeshire.

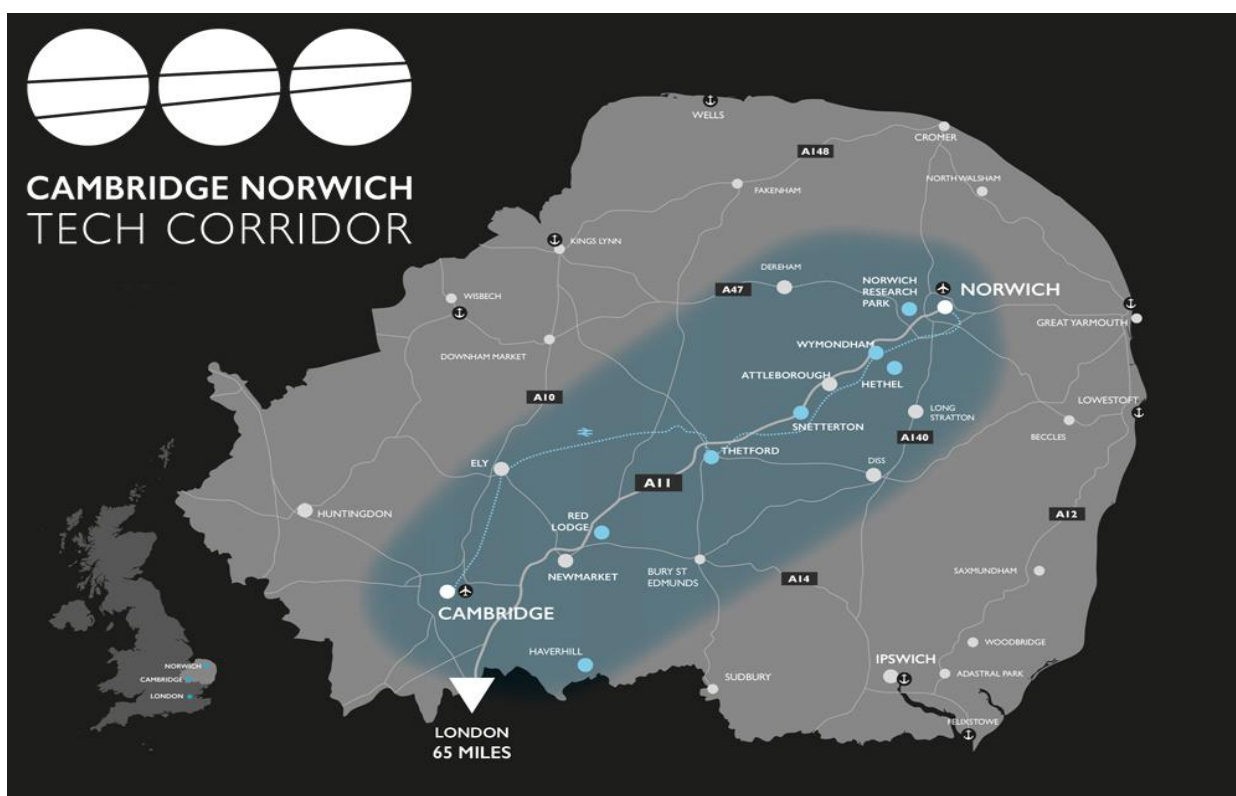


Figure 6: The Tech Corridor between Cambridge and Norwich, 2017

³² See <http://www.techcorridor.co.uk/> for further information

A47 Corridor

The A47 crosses the county and, directly or indirectly, affects all Norfolk's districts, parts of Suffolk and Cambridgeshire. The current limitations of the A47 act as a brake on economic growth, hindering investment, adding business and commuter costs, cause disproportionate accident and safety issues and contribute to the 'peripheral' image of Norfolk. Improvements to the road will unlock jobs, increase GVA and attract additional private investment all along its length.

The A47 Alliance comprises of representatives from all Local Authorities, the business community, MPs and stakeholders along the whole of the trunk road route between Peterborough and Lowestoft. The Alliance is working to make the case for improvements and to secure the necessary investment to implement these. Partners will need to consider how best to cooperate to realise the economic potential of improvements.

At Wisbech the emerging Garden Town proposal may result in up to 12,000 additional homes (on top of the 3,550 homes already allocated in the Fenland Local Plan) effectively doubling the size of the town. This is linked to a potential new rail connection which would put the town within commuting distance of Cambridge and Peterborough. The existing allocation relating to East Wisbech is incorporated into the emerging plan.

Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft

The ports of Great Yarmouth and Lowestoft are successfully developing their role in the huge growth in offshore wind generation and major planned gas field decommissioning in the southern North Sea, building on 50 years' experience in offshore energy.

These two ports, in close proximity, together form a strategically significant economic (and infrastructure) resource, generating employment and supply chains of regional significance. The sector is also supported by businesses and facilities, such as Norwich Airport, in Greater Norwich. The critical mass of facilities, infrastructure and businesses helps the area compete with areas elsewhere, including on the other side of the North Sea.

There is a long and continuing history of collaboration between Great Yarmouth, Waveney, Norfolk and Suffolk Councils to make the most of these opportunities.

Through close cooperation, these bodies and the LEP were successful in bidding for an Enterprise Zone (EZ) covering six sites in Great Yarmouth and Waveney to strengthen and build the offshore energy sector in the area. This EZ is one of the most successful in the country, the only zone to have exceeded the original EZ targets. The two Norfolk sites in Great Yarmouth are South Denes and Beacon Park.

Great Yarmouth Borough Council, Norfolk County Council, Highways England and the New Anglia LEP have cooperated closely on developing the road transport infrastructure to support the growth of the offshore energy sector in Great Yarmouth, with particular focus on bidding for a third river crossing, to provide direct access to the Port from the trunk road network, rather than through the heart of the town as at present, and improving the A47 link to the rest of the country.

Norfolk Coast, the Broads and the Brecks

The Norfolk Coast, the Broads and the Brecks are the 3 key cross boundary areas of the county where economic benefits include not only their attraction for tourism and recreation, but also their contribution to quality of life, and hence the attractiveness of Norfolk as an area to live, work and to locate a business. The economies of these areas are dependent on businesses, infrastructure and

environmental protection in surrounding areas. This is particularly the case for the Broads Executive Area, where the Broads Authority boundary is very tightly drawn.

In order to maximise the economic benefits a number of issues require coordination across planning authority boundaries, including coastal change, erosion and flooding; environment, landscape and habitats; as well as tourism and recreation itself. By working together the relevant authorities can ensure complementary measures, and maximise potential economic benefits.

All the Norfolk coastal districts, together with the Broads Authority (part of which is on the coast), Waveney District Council in Suffolk, and the Environment Agency have worked together on one or more of the three Shoreline Management Plans covering the Norfolk Coast, developing understanding of the technical and political challenges involved, and coordination of efforts to address these.

The quality, importance and diversity of the natural environment, including the Coast, the Broads and the Brecks, is reflected in the numerous national and international designations, including Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Ramsar sites, and Sites of Special Scientific Interest (SSSIs), and protected landscapes (Norfolk Coast Area of Outstanding Natural Beauty and the Broads). The planning authorities have a role in helping to protect and manage these assets, along with Natural England, the Environment Agency and a wide range of non-statutory environmental and community organisations. Ensuring that new development can proceed sustainably without harm to protected sites or species, or to biodiversity or geodiversity in the wider environment, is a particular challenge. Through joint working and cooperation across planning authority boundaries, a better understanding of the potential impacts from development (especially relating to housing and recreation) is being developed, and new ideas and best practice for monitoring and mitigating any impacts are being shared

A10 corridor

The A10, and parallel rail line from King's Lynn to Cambridge (passenger and freight), provides a strategic transport corridor. The section from King's Lynn to Downham Market is identified as a growth location in the New Anglia SEP. To realise the growth potential of the A10 Corridor there is a need to improve journey times, reliability of services and enhancement of operational capacity. Cambridgeshire County Council have commissioned studies of the economic potential and transport options for the route north of Cambridge. A feasibility study is underway to strengthen the case for the Ely area improvements (road and rail) to enable more frequent rail services to operate in future; while longer peak hour trains should be able to run from King's Lynn by the end of 2018. A new Cambridge North railway station recently opened enabling improved access to jobs in the businesses on the north side of Cambridge for Norfolk residents once longer trains are up and running. There is potential for large-scale job growth in the corridor at Downham Market; while the largest housing allocation in the west at West Winch/North Runcton requires the completion of the West Winch Relief Road and Hardwick junction improvements to be fully developed.

Agreement 9 - The emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

5.4 Strategic Principles of Economic Success

It is clear that Local Authorities will need to continue to work collaboratively with one another, LEPs and businesses in order to deliver the step change in economic performance that is necessary to deliver the shared objectives. Among the measures that are thought likely to be necessary at this stage are:

Supporting future economic growth

- supporting the development of businesses in identified priority sectors, including building on and making links with established and emerging clusters, and the provision of land and premises;
- facilitating physical regeneration and enhancement projects in areas of deprivation, involving the local community in the process;
- encouraging international trade and supporting increased inward investment

Education and skills

- supporting the creation, expansion and enhancement of education establishments, including further education, technical institutes and universities to increase the level of skills in the workforce; and
- enhancing the quality of the natural and built environment to ensure that the area remains attractive for its quality of life, and as a location for business.

Connectivity

- supporting employment allocations that minimise travel distance and maximise the use of sustainable transport modes;
- ensuring that investment in strategic transport infrastructure demonstrably supports economic growth, and also ensuring that economic strategies and Local Plans support the case for investment in that infrastructure; and
- enhancing the provision of infrastructure to enable digital connectivity that will facilitate economic growth.

Section 6 – Housing

Strategic Housing Objectives

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

6.1 Introduction

The overall objective of national policy is to ensure that sufficient homes of the right type, are built in the right locations, and at the right time to address all existing and newly arising needs for homes. This means meeting both the market *demand* for new housing and addressing the *need* for homes including the needs of those who are currently unable to afford to buy or rent a suitable home locally. Homes built should be of the right type having regard to needs of the existing and future population and should address the specific needs of groups such as the elderly, those with disabilities, students and the gypsy and traveller community. Local Plans should include measures to address the need for appropriate specific types of dwellings. These could include for self-build, starter homes and other tenures of affordable housing.

In February 2017 the Government published the Housing White Paper “Fixing our Broken Housing Market”³³. This document sets out a broad range of reforms that Government plans to introduce to help reform the housing market and increase the supply of new homes. Alongside the White Paper a number of supporting technical documents which provided the evidence underpinning many of the white paper proposals were also published and the government has recently launched a Housing Infrastructure Fund³⁴ targeted at unblocking delayed developments. It is clear that increasing the delivery of new homes is likely to remain a major priority for the UK government for the foreseeable future and the issue of delivery is considered further below.

³³ Available at <https://www.gov.uk/government/collections/housing-white-paper>

³⁴ Available at <https://www.gov.uk/government/publications/housing-infrastructure-fund>

By 2036 the population of the County is expected to grow from an estimated population in 2016 of 889,800 to 1,00,2000³⁵, a rise of 113,200 or 12.7%. Much of this growth is driven by net inward migration and an increase in the aging population.

Based on this population projection the evidence³⁶ suggests that the Norfolk Authorities will need to collectively plan for approximately an additional 84,000 (approx. 4000 per annum) homes between 2015 and 2036. Many of these new homes are already included within adopted Local Plan documents. In most parts of the County housing delivery rates have fallen behind existing plan targets and although building rates have improved in recent years the Authorities are currently aiming to deliver around 4,900 homes per year to address earlier shortfalls.

Since the draft NSF was published for consultation the government published a proposed standard approach to assessing local housing need. Overall this proposed methodology suggested that the annual housing need of Norfolk was similar to the needs that had been identified by the local authorities through the production of the Strategic Housing Market Assessments. The draft NSF had identified annual housing need as 3,966 homes whereas the standard methodology suggested a figure of 4,106 (3.5%) higher. Additionally the local authorities had, previously in draft agreement 16, suggested that they would agree to “The quantity of homes planned will be increased by a buffer equal to not less than 10% of their OAN requirement, such buffers to be treated as additional supply rather than as part of their housing target” and in agreement 13 the authorities producing the Greater Norwich Local Plan had suggested they would accommodate a further uplift from the City Deal. It is as yet unclear as to whether either uplift would be considered necessary on top of the need calculated by its proposed standard methodology.

Notwithstanding the overall similarity at the County level between the figures contained within the draft NSF and those within the government’s proposed methodology, the picture varied more considerably at the level of individual district, with each District figure being at least 15% different from that which had been locally calculated. This difference is illustrated in the table over the page.

³⁵ Mid 2014 based ONS population projections

³⁶ Central Norfolk, King’s Lynn and Great Yarmouth Strategic Housing Market Assessments

Table 8: Objectively Assessed Need (OAN)

Area	Annualised housing need Table 8 of draft NSF	Annualised housing need in proposed govt methodology	Difference
Breckland	584 ³⁷	680	+96 (16.4%)
Broadland	389	528	+139 (35.7%)
Great Yarmouth	420	338	-82 (-19.5%)
KLWN	670	525	-145 (-21.6%)
North Norfolk	405	511	+106 (26.2%)
Norwich	724	602	-122 (-16.9%)
South Norfolk	763	922	+159 (20.8%)
Broads Authority (Norfolk part)	11	n/a ³⁸	n/a
Norfolk	3,966	4,106	+140 (3.5%)

This potential different distribution of housing needs across the County potentially raises a number of cross boundary issues that will need careful consideration moving forward and it is clear that the agreements previously suggested will not necessarily be able to be maintained if the proposed standard approach is imposed on the local authorities. This matter will need further consideration in the early part of 2018 when the government announces its response to the consultation it has conducted and produces the draft revised NPPF.

It would appear that impacts of the considerable fluctuations at District level will be moderated by the fact that Broadland, Norwich and South Norfolk are intending to produce the Greater Norwich Local Plan allowing for redistribution of needs across the plan area. Furthermore, as Breckland District Council submitted its emerging Local Plan in November 2017 it will be covered by the transitional arrangements proposed in the consultation paper meaning that the assessment of OAN will be based on the Central Norfolk SHMA rather than the proposed standard methodology.

However, there will be a need to consider whether the scale of uplift in housing rates suggested for North Norfolk District is capable of being delivered without compromising either the principles of sustainable development or the special qualities of the District. This work will need to be done collectively in early 2018 as it could lead to potential redistribution of housing to elsewhere in the County.

³⁷ Note as the Breckland Local Plan is covering a period of 2011-36 its annualised OAN is considered to be 612pa rather than 584pa as this reflects under delivery in the period 2011-15

³⁸ The Government Consultation said 'where local planning authorities do not align with local authority boundaries, such as National Parks, the Broads Authority and Urban Development Corporations, available data does not allow local housing needs to be calculated using the standard method set out above'. In these cases we propose that authorities should continue to identify a housing need figure locally, but in doing so have regard to the best available information on anticipated changes in households.

For the time being the agreements previously proposed for housing are proposed to be retained but it should be noted that these only apply insofar as the current evidence base of the SHMAs relate to and will need to be reviewed if the standard methodology is imposed.

6.2 Existing targets, supply, and delivery rates up to 2021

The NPPF requires that when Local Plans are prepared they plan for the required quantity of homes and that this quantity is deliverable over the period covered by each plan. In addition each authority should ensure that for each rolling five year period there are sufficient deliverable sites available to meet identified housing targets, address any historical shortfalls and provide for a buffer of either 5% or 20% of additional deliverable supply as a mechanism to extend choice and help ensure targets are met.

The number of dwellings built in the County since 2007 have generally fallen behind published Local Plan targets due to the impact of the recession. As a consequence, the required annual rate of housebuilding required to meet targets has been increasing by arithmetic as the targets seek for any shortfall in housing provision to be met in full over the plan period or the next five years (depending on the precise methodology). Additional uplifts in targets over the next five-year period are also necessary where there has been persistent under-delivery, to provide more choice and competition in the market. This can result in some areas having very high levels of deliverable housing sites that need to be identified in order to meet housing needs in the next five years.

It is likely that this trend of increasing annual rates of housebuilding requirements will not continue in the future, for two reasons: firstly, the rate at which housing is being delivered is increasing; and secondly, local planning authorities need to keep their assessments of housing need and local plans up to date. In reviewing housing need, the appropriate level of backlog that needs to be addressed is reconsidered and in parts of the County it appears that current levels of backlog arise in part from historic projections of levels of net in-migration in the period 2008-16 being considerably higher than the actual net in-migration levels that were observed during this period. Therefore, as new Local Plans are adopted, there may be tendency for rates of housebuilding required in the short term (i.e. the next five years) to reduce from their current levels due to reassessment of the backlog element within them.

It should also be noted that land supply issues may ease because since the recession and particularly the publication of the National Planning Policy Framework in 2012, the number of unbuilt planning permissions has also been increasing, so that by the start of 2016 there was a large stockpile of consented sites. Across the county as a whole, the Authorities assess that some 30,000 new dwellings could be built in the five years between 2016 and 2021 from currently available sites.

In practice, delivery rates of housing development will vary considerably from one year to the next, with significant periods of under-delivery in some years and over-delivery in others, depending on a wide range of factors including site availability, economic conditions, and the capacity of the local building industry. For this reason annualised targets represent a blunt instrument against which to assess delivery. Individual authorities will continue to consider carefully how new housing needs evidence might be taken into account appropriately in plan-making and the determination of planning applications.

Detailed information on the availability and deliverability of new housing is published annually by each authority in their Five Year Land Supply Statements.

6.3 Future Housing Demand and Need 2015-2036.

The National Planning Policy Framework requires that the Objectively Assessed Need (OAN) for homes within defined Housing Market Areas (HMAs) is addressed by planning authorities when preparing Local Plans, unless the consequences of doing so would result in unsustainable development. Working with others, Local Authorities should determine their OAN over an identified period and plan to ensure that this is addressed.

The evidence³⁹ concludes that Norfolk is covered by all, or parts of, three separate Housing Market Areas and this has led to agreement about producing evidence and appropriate planning areas.

Strategic Housing Market Assessments have been prepared for each of these Housing Market Areas which identify the objectively assessed needs for new homes within each HMA. This evidence has also been used to derive OAN figures for each planning authority area. New evidence, including revised national population and household forecasts, will be published at regular intervals and Authorities will use the latest available information from a range of sources in relation to both demand, and their ability to plan a sustainable supply, when determining final housing targets for inclusion in Local Plans.

To ensure better alignment of Local Plans all Norfolk Authorities have agreed to prepare new Local Plans which address the level of housing need for the period until at least 2036 and most have formally commenced the process of plan review. The latest Strategic Housing Market Assessments conclude that approximately 84,000 new homes (4,000 pa) will be required in the County between 2015 and 2036. As outlined earlier, a significant proportion of this is already included within the adopted Plans of the authorities, has planning permission or is under construction. New Local Plans being prepared by the Planning Authorities will need to address the remainder and clearly show how the OAN for each Housing Market Area is being addressed.

The current process of establishing OAN and translating this into housing targets is a complex one and the required approach and the underpinning evidence is subject to periodic change. Further changes have been signalled in the Housing White Paper and the recent consultation on Planning for the Right Homes in the Right Places. Furthermore whilst Housing Market Areas are by definition relatively self-contained there are clearly wider relationships with parts of Suffolk, Cambridgeshire, Lincolnshire and the wider south east which should be taken into account when determining housing targets for inclusion in Local Plans. It is not the role of this Framework to set the housing targets for individual Local Plans but to ensure that sufficient homes are built. All Norfolk Authorities have agreed to prepare Local Plans, either individual or joint plans, which will aim to deliver *at least* enough homes to address all OAN until at least 2036.

³⁹ **Central Norfolk Strategic Housing Market Assessment 2017** - covering Norwich, Broadland, and South Norfolk authorities, together with substantial parts of North Norfolk, Breckland and the Broads Authority, together with a more marginal interaction with other parts of Norfolk and Suffolk.

King's Lynn and West Norfolk Strategic Housing Market Assessment – Covering the administrative area of King's Lynn and West Norfolk Borough Council.

Great Yarmouth Strategic Housing Market Assessment - Covering the administrative area of Great Yarmouth Borough Council.

Agreement 10 - When determining their respective Local Plan housing targets each authority, working together where desirable, will aim to deliver at least Objectively Assessed Need as identified in the most up to date evidence (Table 8). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

Table 9: Objectively Assessed Need (OAN) in Norfolk Housing Market Areas.
Source: CN SHMA 2017, KLWN OAN Update 2016, GY SHMA 2013, AMR 2016

Housing Market Area	Planning Authority Area	Total OAN identified in Assessment for the 21 years between 2015-2036	Annualised OAN
Central Norfolk SHMA**	Norwich City	15,201	724
	South Norfolk	16,032	763
	Broadland	8,160	389
	Breckland***	12,272	584
	North Norfolk	8,511	405
Central Norfolk Sub Total (excluding BA area)		60,176	2,865
King's Lynn and West Norfolk OAN Update 2016*	King's Lynn and West Norfolk	14,070	670
Great Yarmouth SHMA 2013*	Great Yarmouth Borough Council	8,820	420
Part Central Norfolk part Great Yarmouth HMA	Broads Authority (within Norfolk)	229	11
Norfolk Total		83,295	3,966

* Totals for Great Yarmouth and King's Lynn and West Norfolk assume annualised rates identified in published SHMAs are rolled forward to 2036. All SHMAs will be subject to periodic update and these updates and other evidence will be used to establish Local Plan housing targets.

** Based on CN SHMA June 2017 which reflects the 2014 household projections, excluding any additional provision needed to reflect the City Deal

*** Note as the Breckland Local Plan is covering a period of 2011-36 it's annualised OAN is considered to be 612pa rather than 584pa as this reflects under delivery in the period 2011-15

The Broads

The total OAN in the Broads Authority Executive Area between 2015 and 2036 is 286 dwellings (approx. 14 per year). In the Central Norfolk SHMA these figures are broken down between the overlapping Districts as follows: Table 9: Projected dwelling need within the Broads Authority area 2015-2036

	Broadland	North Norfolk	Norwich	South Norfolk	Great Yarmouth	Waveney
Total OAN	50	70	3	40	66	57

In view of the special qualities of the Broads there has been a long standing agreement between the BA and their overlapping local councils about the other areas planning to meet any housing needs arising in the BA area⁴⁰. Following various legal cases it has been considered necessary to change this historic approach and for the OAN to be calculated for the BA area. However, it would clearly not be in the best interests of good planning in Norfolk for planning in the Broads area to be driven by a need to meet statistically derived housing targets where this would be incompatible with the protection of the special qualities of the Broads.

Agreements 11 and 12 below addresses this matter although it should be noted that emerging evidence suggests, with the possible exception of the part of the BA area in Great Yarmouth Council area, that the BA will be able to find sufficient sites for housing to meet identified needs within its own area in locations considered to be compatible with the protection of the Broads.

Agreement 11 – The Broads Authority will meet its calculated portion of the wider housing need within each of the relevant SHMAs, as far as is compatible with the protection of the Broads landscape and special qualities.

Agreement 12 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

Waveney District Council in Suffolk (and hence not signatories to this framework) have also agreed to do the same.

Implications of the City Deal for Housing

In December 2013 the Greater Norwich City Deal was signed⁴¹. The City Deal was expected to see 300 new businesses supported and secure an additional £100 million of private investment. The deal was also expected to create more than 19,000 jobs, including 3,000 high value jobs at Norwich Research Park, 2,000 jobs around Norwich Airport, 1,000 jobs based around Norwich University of the Arts and 6,000 construction jobs.

⁴⁰ See http://www.broads-authority.gov.uk/_data/assets/pdf_file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf

⁴¹ See <https://www.gov.uk/government/publications/city-deal-greater-norwich>

The housing implications of the City Deal were assessed thoroughly as part of the Central Norfolk SHMA. This calculated that the total adjustment needed to ensure sufficient homes are provided to meet the needs of the additional workers resulting from the City Deal was 9,505 over the period 2015-2036 across the five Central Norfolk Districts. However, as the OAN for the Central Norfolk Authorities already includes a response to market signals uplift, additional provision is only needed in the three Greater Norwich districts where the implications of the City Deal exceed the response to market signals already built into the figures.

Agreement 13 – In addition to their OAN, Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of 5,228 homes⁴² within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

6.4 Type of Homes

It is critically important to ensure that sufficient homes are provided but it is equally important that the homes that are built are the right type in terms of size, affordability and tenure. In this regard key issues affecting the County are providing suitable homes for:

- Those on lower household incomes who are unable to afford market prices and rents
- A rapidly aging population
- A growing student population in and around Norwich
- Gypsy and Traveller communities

Collectively, the Authorities are committed to the delivery of energy efficient homes which minimise the inefficient use of scarce resources and each Local Plan will consider the desirability of requiring enhanced construction standards which go beyond the requirements of the current National Building Regulations.

Unless there is a significant increase in earnings or a slowing rate of house price increases the evidence concludes that dwelling affordability will continue to be a major issue in most parts of the County. Delivery of affordable homes, as with other types of housing has failed to keep pace with existing and newly arising needs. Forecasts indicate that across the County as a whole some 26% of the total future housing requirement will need to be provided as affordable homes but this masks significant local variations.

The significance of this issue for Norfolk should not be underestimated. There would be particularly severe impacts on a number of key economic sectors if housing affordability worsens and there is not considerable increases in the availability of forms of housing that meet the needs of people who are employed in low wage sectors across the county. Essentially the situation will vary from one council area to another so is best addressed through local plans rather than through collective agreement.

⁴² Paras 5.6-13 and table 96 of the Central Norfolk SHMA 2017 explain this in some detail. Overall if the additional jobs envisaged under the City Deal are delivered the requirement for housing in Greater Norwich will increase by 8,361 over the period 2015-36, however, 3,133 of this is already captured in the Objectively assessed need figure due to the response to market signals, therefore the additional requirement if City Deal job growth levels are achieved is 5,228 homes.

Inward migration from the rest of the UK, mainly due to retirement to the area, is forecast to be the major driver of population growth in the County over the next 20 years and a rapidly aging population, particularly outside of the three main urban centres will continue to increase the need for homes. By 2036 over 15% (163,000 people) of Norfolk's population is forecast to be over 75 years of age and if current trends continue this will increase the need for specialist forms of accommodation such as care, nursing and assisted living schemes. These specialist accommodation needs are not included within household projections and authorities should carefully consider the latest available evidence⁴³ and develop strategies to ensure these needs are met. If current trends continue an increasing proportion of elderly people will remain in their homes for longer periods.

Specialist types of accommodation

Strategic Housing Market Assessments are prepared to establish the likely total need for new dwellings over a given period. These assessments quantify the needs of those residing in households including gypsy and travellers and those living in caravans and houseboats but they do not account for those living in other types of communal accommodation such as care and nursing homes and student halls of residence. Therefore in addition to the target for new dwellings Local Plans will need to separately quantify and provide for other specialist types of accommodation and fully understand the relationship between the need for new dwellings and the need for different types of non-household accommodation.

Elderly People

The identified OAN of approx. 84,000 dwellings across Norfolk includes the conventional housing needs of elderly people, but does not include people residing in care and nursing homes. On this basis, all self-contained elderly person housing is counted within the housing supply; but the supply of bed spaces in residential institutions (Use Class C2) is not. If sufficient Class C2 bed spaces are not provided in the period 2015-36 then these people will not vacate existing dwellings and therefore more dwellings may be required. Evidence indicates that the current supply of beds in Care homes for Norfolk is estimated to be 9,921; this is around 660 beds less than the current identified need for 10,581 spaces. If current trends and policies continue and the proportion of people living in care homes remains static the estimated need in Norfolk by 2036 will be 17,949 beds, this is 8,028 more beds than the current supply and is equivalent to an increase of 382 beds per year. The study⁴⁴ also provides information on the distribution of existing and needed bed spaces throughout Norfolk.

Student Housing and the OAN

Planning Policy Guidance was updated in March 2015 to include specific reference to identifying the needs of students. It requires that Local Planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campuses.

The largest higher education provider in Central Norfolk is the University of East Anglia (UEA). The University has a campus in Norwich and a total of over 14,500 students, with around 90% of UK

⁴³ Norfolk Accommodation Needs of the Elderly Study 2016.

⁴⁴ Norfolk Accommodation Needs of the Elderly Study 2016

national students being full time (academic year 2016-17) and the remainder being part time. The University currently maintains 4,300 bed spaces on campus. Norwich also contains the Norwich University of the Arts which has 1,900 full-time students, City College with 11,000 full and part-time students and Easton College with 300 students.

The Central Norfolk Strategic Housing Market Assessment concludes that based on historical trend the student population in and around Norwich is likely to grow by around 420 students per year. The SHMA assumes that this student population will live in dwellings and this need is added to the OAN requirement for new homes. If accommodation is provided in the form of student halls of residence or other specialist student accommodation provided by the private sector the OAN dwelling requirement can be reduced accordingly at a suggested ratio of one dwelling reduction for each three bed spaces provided.

Accommodation needs of Gypsies, Travellers, and other types of accommodation

The accommodation needs of Gypsies and Travellers, including Travelling Showpeople, and those residing in boats and mobile/park homes are included within the overall assessments of housing need and comprise part of that need rather than an additional requirement. These types of accommodation which are provided can therefore count towards addressing locally set housing targets. Locally authorities have prepared specific evidence to quantify the levels of need for such accommodation and use this evidence to inform Local Plan preparation. Five Norfolk authorities (Broadland, Gt Yarmouth, North Norfolk, Norwich and South Norfolk), plus the Broads Authority, commissioned a Caravans and Houseboats Needs Assessment to 2036, which was completed in October 2017⁴⁵. Breckland DC commissioned its own study⁴⁶ and the Borough Council of King's Lynn and West Norfolk is a partner in a Cambridgeshire-based needs assessment⁴⁷.

Agreement 14- The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

Other forms of specialist accommodation such as self-build and accommodation for military personnel will be addressed by individual authorities but the Norfolk Strategic Planning Member Forum will keep this position under review.

Considerable comment was made on this document during the consultation stage that more should be done to control the impact that second homes and holiday homes are having on the availability and affordability of residential accommodation generally and particularly in coastal areas of the County. Whilst there may be significant concerns on these matters in parts of the County, and there are a range of actions that local councils are taking to promote the provisions of affordable and open

⁴⁵ See <https://www.south-norfolk.gov.uk/sites/default/files/Norfolk-Caravans-and-Houseboats-Needs-Assessment.pdf>

⁴⁶ See https://www.breckland.gov.uk/media/2662/Breckland-Gypsy-and-Traveller-Accommodation-Assessment/pdf/2016_11_29_Breckland_GTAA_Final_Report.pdf

⁴⁷ See https://www.scambs.gov.uk/sites/default/files/2016_11_14_cambridgeshire_gtaa_final_report.pdf

market housing which meets the needs of local people, in practice there is nothing that can be done under the current legislative framework to control the occupancy of the existing housing stock in the way that appears to be favoured by a number of respondents of the draft NSF.

6.5 Capacity and Distribution

Some parts of the County are more constrained than others and their capacity to accommodate new growth is similarly variable.

Each Authority has, or is, preparing Housing and Economic Land Availability Assessments (HELAAAs)⁴⁸ using a standardised methodology which has been agreed by all Authorities. These are assessments of unconstrained capacity and take no account of the policy choices that each authority may make when preparing their Local Plan. Although this work has still to be completed it is anticipated that Norwich City, Broadland and South Norfolk will work jointly to address their shared housing need through the Greater Norwich Local Plan with other District Authorities having the capacity to address its own housing need.

Agreement 15 – All Local Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

6.6 Delivering Housing Growth

Over the past decade the quantity of new homes delivered in the County has not kept pace with published targets notwithstanding that the number of planning permissions granted typically exceeds the required quantity of development. This is likely to have been compounded by economic recession and poorer housing market conditions in some areas which may have reduced developer confidence.

Slower than required delivery rates have resulted in inadequate or marginal five year land supply positions resulting in the need to release unplanned development sites in some parts of the County. Recognising this, and reflecting the provisions of the recently published Housing White Paper the Norfolk Authorities have agreed to take a range of actions to improve future housing delivery. The situation will be reviewed in Spring 2018 in light of the new government methodology once this is published and the impact this will have on OAN for each district can be ascertained.

Agreement 16 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

- **Housing strategies will seek to allocate a range of different sizes of sites, where such sites are available and would result sustainable development.**
- **Clear evidence and demonstration of ability to deliver development will be required prior to the allocation of larger sites for development.**

⁴⁸ Housing and Economic Land Availability Assessments

However, such is the scale of delivery challenge facing the County there may well be the need for further actions to be taken to ensure housing targets can be met. Norfolk authorities have jointly commissioned a study to look further into the issues impacting delivery within the county. The report highlighted 10 measures to be considered which will be further addressed by Local Authorities in bringing forward their Local Plans:

- Allocating a balanced range of sites and scales of development
- Enable early stage engagement with high profile councillors and leader of the Council to facilitate stakeholder buy-in and community liaison at the site allocation stage.
- Support and encourage allocation and development of retirement developments, bungalows, lifetime homes and extra care facilities for independent elderly living in suitable environments
- Use Planning Performance Agreements where appropriate for larger scale and more complex housing sites
- Employ or nominate strategic development officers to focus on larger scale growth allocations and assist developers through the planning process. These staff may be a shared resource between neighbouring authorities.
- Seek to invoke Service Level Agreements for Utilities and Network Rail related infrastructure where large scale sites are reliant on strategic interventions.
- Review the s106 approach for larger scale sites and consider a hybrid approach with early phases considered in more detail than later phases to enable flexibility for sites which have longer timeframes.
- Facilitate the creation of a county-wide developer forum
- Consider whether statutory powers can be used to assist with unlocking difficult sites
- Work up a funding strategy with the local highway and flood authorities to support sites where major infrastructure is required and this is not covered by CIL.

Alongside these possibilities there may also be other measures taken which would complement these actions:

- Greater support with infrastructure planning in relation to large scale plans for urban expansion to increase confidence and reduce risks for the industry and make them more attractive for housebuilders to build out at quicker rates than in the past. Increasing the number of housebuilders active in the Norfolk market and increased use of modular (off-site) building techniques will also assist here;
- Action to stimulate the SME's in the construction sector to increase the number of firms capable of building on the scale of sites that typically result in 5-50 dwellings being provided; and
- Action to stimulate the self and custom build sector considerably.
- Further joint working to improve the speed, customer focus, predictability and efficiency of the planning system; and
- A considerable drive to increase the number of people entering the construction sector across the board, particularly in the light of the probable impact of Sizewell C construction on the market of skilled construction labour in Norfolk.

The Norfolk Strategic Planning Member Forum is likely to give consideration to whether there is any benefit in doing further joint work on delivery issues in 2018.

Section 7 – Infrastructure and Environment

Strategic Infrastructure and Environmental Objectives

To realise the economic potential of Norfolk and its people by:

- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure; and
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements to strengthen inward investment.
- strengthening Norfolk's place competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities.
- Recognising the role of our city centre and town centres as a focus for investment and enhancing the quality of life for residents.
- recognising that the long term conservation of Norfolk's natural environment and heritage is a key element of the county's competitiveness.

To reduce Norfolk's greenhouse gas emissions as well as the impact on, exposure to, and effects of climate change by:

- locating development so as to reduce the need to travel;
- effecting a major shift in travel away from car use towards public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

To improve the quality of life for all the population of Norfolk by:

- ensuring new development fulfils the principles of sustainable communities, providing a well-designed and locally distinctive living environment adequately supported by social and green infrastructure;
- promoting social cohesion by significantly improving the educational performance of our schools, enhancing the skills of the workforce and improving access to work, services and other facilities, especially for those who are disadvantaged;
- maintaining cultural diversity while addressing the distinctive needs of each part of the county;
- ensuring all our communities are able to access excellent sporting facilities, health services and opportunities for informal recreation;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's rich and biodiverse environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, biodiversity, geodiversity, soils, protected landscapes, the Broads, the Brecks and the coast;;
- protecting the landscape setting of our existing settlements where possible and preventing the unplanned coalescence of settlements;
- maximising the use of previously developed land within our urban areas to minimise the need to develop previously undeveloped land;
- minimising, where possible, development on the best and most versatile agricultural land; where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting, maintaining and, enhancing biodiversity through the conservation of existing habitats and species, and by creating new wildlife habitats through development;
- providing a coherent connected network of accessible multi-functional greenspaces;
- reducing the demand for and use of water and other natural resources; and
- Protecting and enhancing water, air, soil and other natural resource quality where possible.

7.1 Introduction

Infrastructure and Environmental objectives have been considered together in the context of the Norfolk Strategic Planning Framework. The issues addressed are complex and multi-faceted and much of the work that has been completed on this subject by working closely with appropriate expert groups.

As is reflected in the introductory text in this framework and is recognised in the agreed vision and objectives the future economic and social prospects for the County cannot be divorced from issues of environmental protection and infrastructure provision. The quality of Norfolk's environment, both in terms of the countryside, it's historic City and the wide range of distinctive towns and villages it includes, give access to a quality of life which is one of the key selling points of the County and the retention and enhancement of which will be crucial to attracting the growth in highly productive economic sectors that is sought. Yet, as is also noted, Norfolk's infrastructure is comparatively under developed compared to many other parts of the wider South and East of England and will need significant enhancement if growth is to be delivered at the scale envisaged without compromising the quality of life and environment on offer.

It would appear that there is a growing recognition of the comparative under development of Norfolk's Infrastructure and a number of announcements have been made about funding of investment in key infrastructure enhancements, especially in relation to transport. These are detailed later in the document and it will be important to ensure timely implementation of these projects.

The Infrastructure Delivery Plan⁴⁹ (IDP) has been produced by the County Council working with all the local planning authorities and utility providers. It identifies strategic infrastructure requirements and provides an update on the delivery of a range of projects. The projects in the IDP reflect the key

⁴⁹See <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies>

infrastructure needed to deliver the scale of growth ambitions outlined in the NSF. The IDP is a working document that will be regularly updated as information becomes available. The IDP will help co-ordination, implementation, prioritise activity and respond to any funding opportunities. It will also enable Local Authorities to prioritise the release of revenue funding for the development of scheme information to assist the prospects of successful bids being made for capital funding to deliver further projects. As it concentrates on strategic infrastructure it does not identify the full range of infrastructure required for development.

7.2 Utilities

To deliver the rate of growth that is planned across Norfolk in the coming years considerable further investment will be needed in utilities infrastructure. A list of the main schemes that are thought to be necessary is outlined below.

Table 10: Priority Utilities Projects for Promotion⁵⁰

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Easton, Hethersett and Cringleford sewerage upgrade	Delivery 2011-2026	TBC	Private sector
Northeast Norwich Trunk Sewer	Delivery 2011-2026	TBC	Private sector
North and Northeast Norwich substations	Not Known	TBC	Community Infrastructure Levy and private sector
Snetterton energy supply	2017/18	£3.1m	Local Enterprise Partnership. Private sector, Local Authority Funding now agreed
Thetford energy supply	Not Known	£6.5m	Growth Deal and private sector
Thetford water supply	Not Known	£9.78m	TBC
Thetford Sewage Scheme	Not Known	£2m	TBC
Earlham Substation	Not Known	TBC	Community Infrastructure Levy and private sector
Heigham Water Works	Not Known	£30m	Private sector
Wymondham water supply connections	Not Known	£22m	Private sector
King's Lynn Sewerage improvements	Not Known	£1-1.2m	Community Infrastructure Levy and private sector
Increased surface water capacity North Lynn	Not Known	TBC	IDB/private sector

⁵⁰ The preparation of Anglian Water's Long Term Recycling Plan is currently at an early stage and is due to be formally published, following consultation, in summer 2018. It relates to the investment that will be made by Anglian Water as part of our business plans which are prepared once every 5 years to ensure that there is sufficient sewage treatment capacity to accommodate growth within our region. Water and wastewater infrastructure is funded and delivered through a combination of investment made by Anglian Water through their business planning process and developer contributions for water supply and foul sewerage network improvements which are sought under the provisions of the Water Industry Act 1991. As such there are existing mechanisms to ensure that any improvements are made to the water supply and foul sewerage networks to serve new development.

7.3 Electricity

Provision of energy, particularly electricity is fundamental to housing and economic growth as energy consumers require access to reliable energy supplies. Since 2004, the UK have been a net importer of energy, and this has changed the way we view our energy security (Annual Energy Statement 2014). Housing and employment growth will put a greater strain on the electricity network with many of the primary substations in Norfolk already reaching capacity.

The 33kV main transmission network in Norfolk is the main network for new on-shore electricity providers and major users such as employment sites and large scale residential development. It is essentially three networks with one in the west serving King's Lynn and West Norfolk and extending in a limited way into the western side of North Norfolk and Breckland; one centred in Norwich and extending to Attleborough and the central and eastern parts of North Norfolk; and one serving the towns along the southern border and extending round to Great Yarmouth. This leaves significant, largely rural, parts of the county some distance from potential connections to this network. This particularly applies to a central swathe running north south, and a southern swathe running east west.

The electricity network is subject to a number of operational constraints which challenge the ability to predict the future capacity of substations over the time periods that are typical for Local Plans. UK Power Networks (UKPN) will not normally invest to provide additional unassigned capacity and the costs of capacity upgrades falling on developers can be significant. The ability of developers to reserve supply, and unexpected windfall development adds further uncertainty to the forward planning process. In addition, the power requirements of end users of employment sites can vary significantly and are unknown at the time the land is allocated in a Local Plan.

In developing Local Plans it is clear that Local Authorities will need to work closely with UKPN to ensure that identified locations where housing and employment growth will require strategic enhancement of the electricity supply networks to support new developments can be delivered without delaying the delivery of development or rendering it unviable. Partners continue to work with UKPN to overcome current constraints and prevent future issues, and to explore mechanisms to ensure the cost of electricity infrastructure is shared proportionately between planned developments.

Additionally all Local Plans across Norfolk will need to promote new developments which minimises energy use; minimise reliance on non-renewable or high-carbon energy sources and promote and encourage the use of decentralised and renewable or low-carbon energy sources and sustainable construction technologies ensure that investment decisions help promote growth and overcome constraints and there are forward looking decision on energy investment.

7.4 Water

Norfolk lies within one of the driest parts of the UK. Planned growth in housing and employment will significantly increase water demand. The area's large agricultural sector is also dependent on water availability in the summer. Water quality is crucial, due to the number of protected sites relying on high water quality, including the Broads

Anglian Water supplies water to the majority of Norfolk county with parts of Great Yarmouth and the Broads Authority being served by Essex and Suffolk Water. Water companies have a statutory obligation to prepare and review Water Resource Management Plans (WRMP) once every 5 years setting how they will maintain a sustainable balance between water supplies and demand.

Anglian Water's Water Resources Management Plans to 2040 demonstrates how sufficient water for future growth will be provided and therefore water supply is not a strategic constraint to development through appropriate supply and demand measures. Consideration is given to reducing the potential demand for water before proposing supply measures.

Local Plans can also contribute to long term water resilience by ensuring that new development incorporates water efficiency measures including the adoption of the optional higher water efficiency standard (110 litres/per person/per day).

Agreement 17 –Norfolk is identified as an area of serious water stress, the Norfolk Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

Individual authorities may also wish to consider the inclusion of a specific water efficiency BREEAM standard for commercial development within their Local Plans. Improved water efficiency is not limited to measures within dwellings and commercial buildings and a collaborative approach to promote innovation in water efficiency/re-use is required working closely with water companies and site promoters/developers.

The disposal of waste water can be more challenging and impacts decisions on the location and phasing of growth. The capacity of sewage works, the capacity of receiving water courses and quality of outputs are all strategic issues.

It will be necessary to take a co-ordinated approach to water through water cycle studies to address water supply, quality, waste water treatment and flood risk. Flood risk assessments should be used effectively to ensure development is located appropriately, to help achieve this a Strategic Flood Risk Assessment (SFRA) has been commissioned jointly by most Norfolk authorities.

The release of land for development will be dependent on there being sufficient water infrastructure to meet the additional requirements arising from the new development to ensure that water quality is protected or improved, with no detriment to areas of environmental importance. Growth in several parts of the county is dependent on investment at sewage treatment works. The timing of these investments will have an important effect on the phasing of development.

Agreement 18 –The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure.

In considering the distribution of growth Local Planning Authorities will need to ensure that distribution avoids cumulative detrimental impact on the most sensitive water courses particularly, those in the Broads and on the Wensum which cross a number of Local Planning Authority boundaries. Each public body will have regard to River Basin Management Plan⁵¹ to ensure that their plans and actions do not risk delivery of the environmental objectives for each water body in the County (not just protected sites).

7.5 Telecoms

Broadband

Having access to high-speed and reliable broadband is now regarded as essential by many residents and businesses. The picture regarding superfast broadband coverage is rapidly improving, nearly 88% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012⁵², and through the extension of the Better Broadband for Norfolk (BBfN) programme it is aimed to make high-speed broadband available to more than 95% of Norfolk's premises by spring 2020.

The BBfN project was launched in 2012, with the aim of ensuring that by the end of 2015 more than 80% of Norfolk's premises could access superfast broadband (24 Mbps download, also known as Next Generation Access (NGA)). A second phase of the project, the Superfast Extension Programme, will help Norfolk reach the national target of 95% of UK homes and businesses by March 2018, which the Government has subsequently brought forward to the end of 2017.

It is difficult to get accurate maps showing currently available download speeds across Norfolk, as the situation is changing constantly. But a map produced by Better Broadband for Norfolk (BBfN) in 2016, and reproduced below, shows the availability of Next Generation Access (NGA) broadband across the county⁵³.

⁵¹ See <https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan>

⁵² See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)

⁵³ Interactive up to date maps are available at <http://www.betterbroadbandnorfolk.co.uk/>

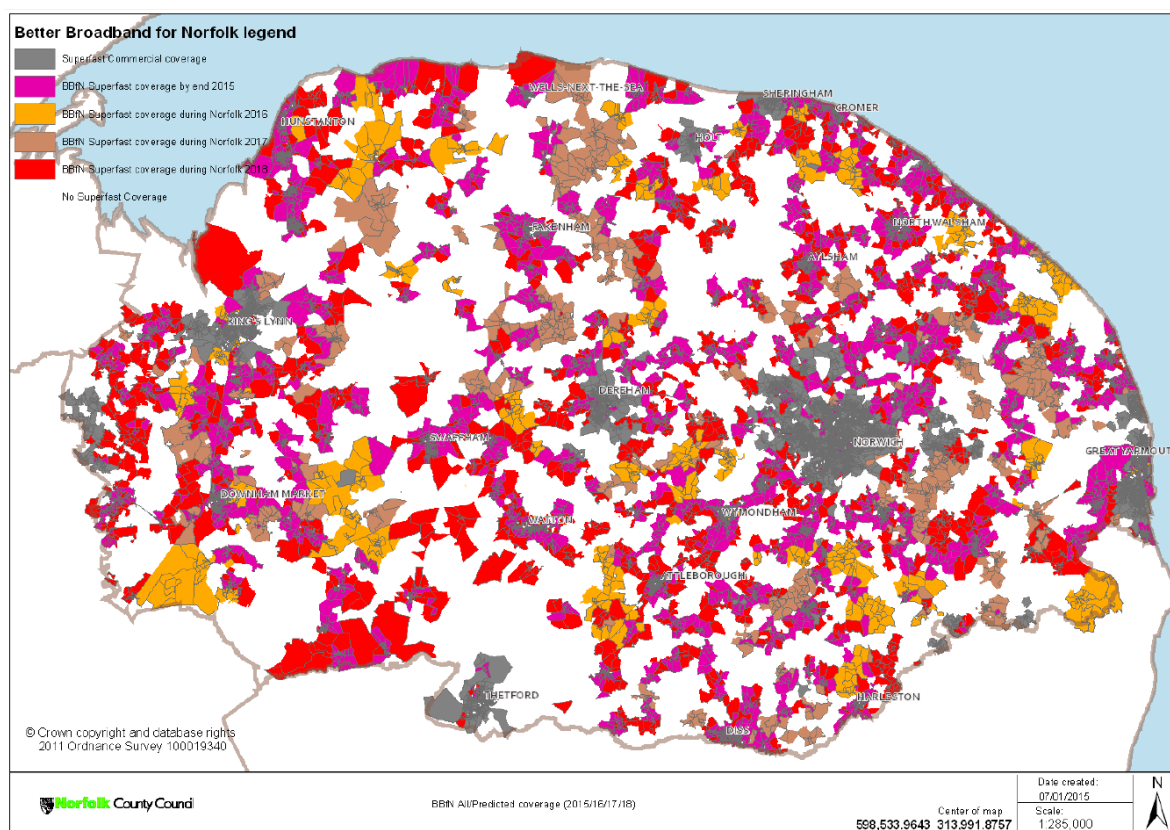


Figure 7: Map showing Next Generation Access (NGA). White areas don't have NGA broadband services.
Source: Better Broadband Norfolk, 2016

Areas where the existing broadband connection speed is less than 2Mbps are classed as “basic” broadband connections, and are not scheduled to receive improvements in the immediate future. However, they can apply for a subsidy towards the installation and setup of a satellite broadband solution.

In order to extend the provision of superfast broadband further, additional funding would be needed. Where this is not possible or feasible, wireless (Wi-Fi) solutions can be investigated as well as satellite broadband, although it is recognised that there will be many parts of the county where these are not currently practicable.

In April 2016, changes to Building Regulations R1⁵⁴ were finalised. For applications made on or after 1 January 2017 new buildings are required to have physical infrastructure to support high-speed broadband (greater than 30Mbps). However, there is no requirement to provide external or site-wide infrastructure beyond the access point.

⁵⁴ See

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf

The availability of high-speed broadband is clearly of major strategic significance for Norfolk. The further rollout of broadband cannot be required through any current Local Plan, but the Norfolk authorities work closely with Better Broadband for Norfolk and other bodies and providers to ensure that high-speed broadband is delivered to more parts of the county as soon as is practicable. Emerging Local Plans will consider the extent to which they could require high-speed broadband to be delivered as part of new developments; the revised National Planning Policy Framework (NPPF), which is due out in spring 2018, might make this easier. The Authorities will also engage proactively with broadband and mobile network providers to better encourage the rollout of new infrastructure, particularly Openreach, and will seek to involve Openreach at the pre-application stage of major residential and commercial planning applications, as well as through consultations on the emerging Local Plans.

Mobile telephony

Mobile telephone connectivity has, like broadband, become increasingly important. The most significant change in recent years has been the rollout of 4G services.

Coverage in Norfolk

Interactive mapping (available from Consumer Group Which⁵⁵) shows the general coverage for 2G, 3G and 4G data across Norfolk. The majority of areas across Norfolk receive a weak 2/3/4G signal, with the strongest signals in Norwich and market towns such as King's Lynn and Great Yarmouth. However, this data must be treated with degree of caution as the results are high-level and there are large areas where data is unavailable.

Nevertheless many mobile "not-spots" remain in Norfolk (some rural areas and parts of the coast in particular), particularly for 4G data coverage, although there are plans to improve this: for example, EE announced in 2016 that it intends to achieve 95% UK geographical coverage by 2020.

The next generation of mobile networks will be 5G. Whilst there is no agreement as to the precise standards of 5G, it will probably encompass the following:

- 60-100 times faster than 4G Instantaneous playback from downloading speeds and
- Sufficient bandwidth to enable a multitude of internet-connected devices to communicate effectively.

5G uses higher frequency radio bands which travel less well than 4G, and can be disturbed by buildings, trees, weather etc. Significantly more base stations, booster stations and new antenna technologies will be required. The rollout of 5G commercially is expected to commence in 2020, and take several years to complete. Getting high quality 5G infrastructure rolled out across Norfolk will be important to delivering the vision of the NSF.

By the time most of the next rounds of Local Plans have been adopted, 5G will be a reality (2020). The main benefit of 5G is that it could, in theory, provide ultra-high speed broadband access to all, without the bandwidth capacity challenges of 4G. This should enable location to be much less of a

⁵⁵ <http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map>

barrier to receiving broadband than previously, with benefits for homeowners and businesses. It could remove a barrier to location of employment opportunities, particularly home-based and rural-based businesses.

The main disadvantages appear to be that further base and booster stations will be required to ensure adequate coverage. As with 4G, it is likely that commercial considerations will play a role in coverage (particularly in the early days of 5G) but authorities will do all they can, through liaison with mobile providers, to ensure that rural areas of Norfolk get 5G as early as possible.

The key conclusion is that some consistency of approach from all Norfolk Planning Authorities is clearly important for 5G if the very high degree of nationwide coverage required for 5G to be effective is to be secured. Broadly, it should be made as straightforward as possible for 5G base stations and transmitters to be constructed, and common development management policy text to facilitate this should be explored, taking into account material planning considerations. In particular, care will need to be taken to ensure that new telecommunications equipment is sited and located sensitively in respect of the public realm, street-scene, historic environment and wider landscapes.

Agreement 19 - To maximise the speed of rollout of 5G telecommunications to Norfolk, the Local Planning Authorities will seek to engage with the telecommunications industry to produce shared guidance on the location of base and booster stations for the 5G network, taking into account material planning considerations. The aim is to get this guidance agreed before the end of 2018 with it potentially being included in emerging Local Plan documents.

7.6 Social Infrastructure

Health

The National Planning Policy Framework (NPPF) requires Local Planning Authorities to ensure that the health and wellbeing of the population, and health infrastructure is considered in plan and decision making.

The need for health infrastructure provision takes place in the context of:

- An increasingly ageing population, with impacts on health and social care provision and costs⁵⁶
- The number of premature deaths increasing, caused by smoking, lack of physical activity, obesity and alcohol misuse. In 2009/10 alone, physical inactivity cost local healthcare authorities £6.2 million per year⁵⁷.
- Increasing problem of obesity and associated costs. A quarter of the UK's population is obese costing the tax payer £2.47bn a year⁵⁸, and if current trends continue over 50% of the population is predicted to be obese by 2050⁵⁹.

⁵⁶ The King's Fund: Future Trends, Demography, Ageing Populations

⁵⁷ British Heart Foundation, 2013: Economic costs of physical inactivity.

⁵⁸ Institute of Economic Affairs, 2017: Obesity and the Public Purse.

⁵⁹ NHS, 2015: "Britain: The fat man of Europe"

- Increase in demand for mental health and wellbeing services which continue to be affected by cuts.⁶⁰
- Changing approaches to healthcare delivery.

It is clear that health issues will become increasingly important considerations in the future planning activities. Therefore, development should facilitate a healthy lifestyle and provide opportunities for a high quality of life through a healthy environment where pollution is controlled and there is adequate access to open spaces and Green Infrastructure. Availability of suitable and affordable housing and employment opportunities are also important factors.

To ensure this happens work has been undertaken on developing a protocol for joint working between planning, public health and health sector organisations since 2015. Throughout this period support has come from several quarters, including each of the Norfolk Clinical Commissioning Groups (CCGs). The Protocol seeks to explain the relationship of land-use planning to public health, giving an overview of the planning system to health professionals and an overview of health service commissioning structures to land-use planners. There are mutual commitments to discuss development-related pressures on healthcare services and opportunities for high-quality place-making to enable people to make healthier lifestyle choices. The Protocol also includes NHS England giving the opportunity for monitoring how population change from housing development could have an impact on all aspects of acute and primary care services across Norfolk.

The Protocol seeks for health professionals and town planners to work together to secure new healthcare facilities required as a result of development. To assist with such negotiations, appended to the Protocol is population modelling data to give an indication of future healthcare requirements for Norfolk. Based on each CCG area, projections are given on future demand for acute hospital beds, intermediate care beds, and the numbers of General Practitioners required. The population increases are modelled on low, medium and high scenarios for house-building rates, reflecting the uncertainty as to how economic conditions might affect the house-building industry in coming years. The second appendix to the Protocol is a *Health Planning Checklist* that consists of six place-making themes. Use of the Checklist is not mandatory; it is simply made available to all practitioners as a convenient method to appraise development schemes in advance of, or at the point of, making a planning application.

Agreement 20: The authorities agree to endorse *Planning in Health: An Engagement Protocol Between Local Planning Authorities*⁶¹, *Public Health and Health Sector Organisations in Norfolk* and undertake its commitments.

Assuming this is formally agreed it is expected that each Norfolk CCG will formally agree the Protocol via its Governing Body, and NHS England will do via senior officer support.

⁶⁰ Norfolk Community Foundation, 2016: New mental health and wellbeing ‘match funding challenge’ for Norfolk.

⁶¹ See https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/Health%20Protocol%20Final%201.2docx.pdf

Education

Norfolk's School Capacity return to the DfE (SCAP) indicates that Norfolk's school population will continue to grow over the next 10 years.

Primary age population including the influence of housing with full permission will rise by around 4% and secondary by 22% (children currently in the school system including the additional 4% covered by growth). Further housing coming forward is likely to produce a higher increase percentage.

More specifically, September 2017 school population is over 1300 more than in 2016. Year 10 currently has the lowest cohort of children and numbers have risen steadily since 2006 when that cohort joined the school system in reception. September 2016 reception cohort was nearly 800 pupils higher than it was 5 years ago. Recent years have seen a significant rise in the birth rate and demand for pupil places across the area. Pressure is mainly in urban areas which have seen the highest concentration of population growth. The speed of delivering houses is key to the requirements of school places so careful monitoring of housing progress is undertaken between County Council/District/Borough Councils.

Standards in Norfolk schools have risen considerably over the past 5 years with 88% of schools being graded Good or Outstanding in 2017 compared with 70% 4 years ago. The Local Authority retains responsibility for ensuring that there is a sufficient supply of school places and works with a range of partners, e.g. Dioceses and Academy Trusts to develop local schemes.

Norfolk County Council's School Growth and Investment Plan, published every January identifies three growth areas requiring more than one new primary phase school and a further 10 areas requiring one new school. Expansion to existing schools will also be required in some areas of the County. A new High School for north east Norwich is also being discussed and planned.

However, it is difficult to summarise what the strategic infrastructure priorities are and who will deliver against these. Also in the light of recent planning decisions it is questionable to what extent primary and secondary education provision can be seen as a constraint on residential development. Nevertheless the following is agreed:

Agreement 21: The Local Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

7.7 Transportation

Considerable work has been completed in relation to transportation matters in support of the NSF. Notwithstanding the recent and very welcome announcements for further investment in infrastructure there will be a need for considerable further investment in transport infrastructure if this is not to constrain growth.

A background paper has been produced summarising the state of the County's transport network, providing much of the evidence base for the production of the NSF and subsequent Local Plans⁶². The paper aims to identify: the current state of the transport system; the constraints (current and future); and opportunities and includes a review of transport constraints to identify issues that, without resolution, may prove a barrier to growth.

Current Network

Norfolk is served by two trunk roads: the A11 from London and Cambridge, and the A47 from the west. The A47 continues from Great Yarmouth to Lowestoft. The A11 is fully dual carriageway and the corridor will see some of the largest scale growth planned in the county (at Thetford, Attleborough, Wymondham, Hethersett and the Norwich fringe at Colney/Cringleford). The A47 is a mix of single and dual carriageway, both within and beyond Norfolk.

Away from the strategic road network, Norfolk's road network is a largely rural, single carriageway network. Much of it has not seen significant improvement schemes and so journey times can be slow, particularly away from the higher standard A-class network.

⁶² See https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx

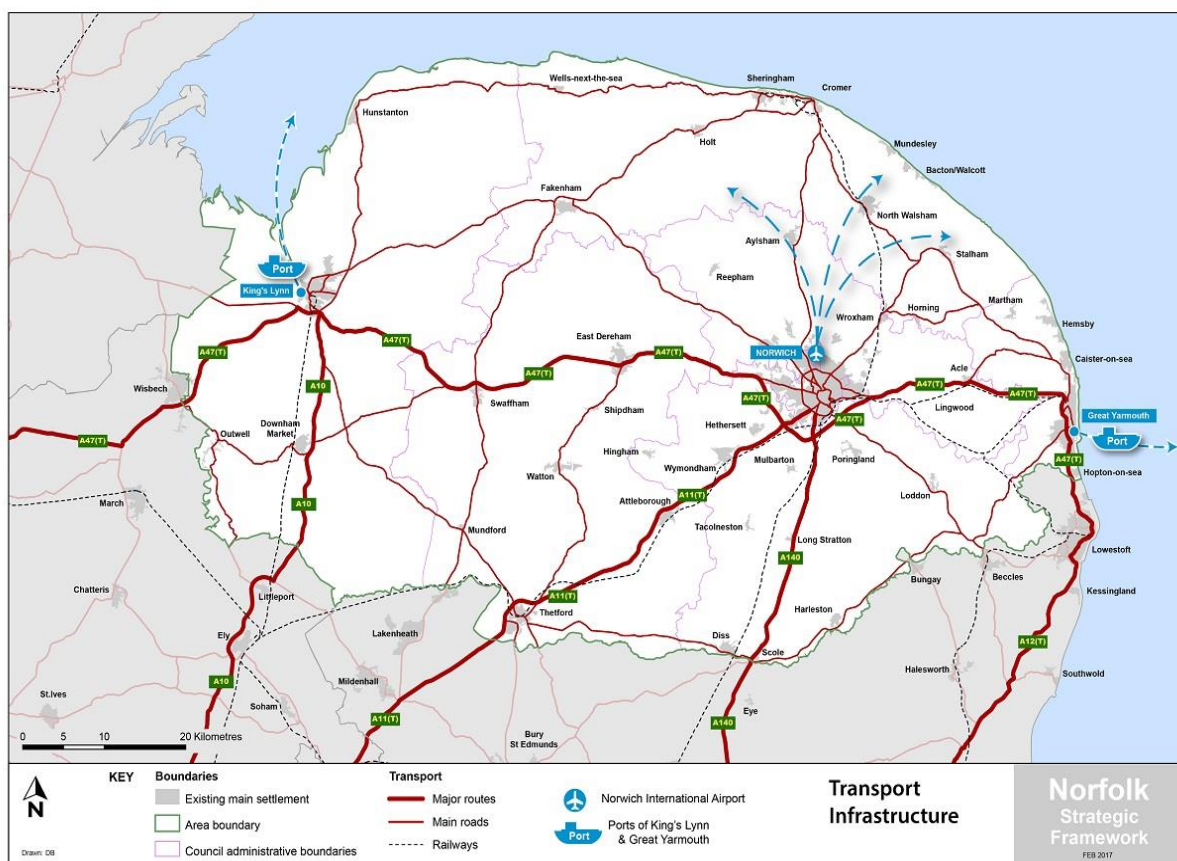


Figure 8: Norfolk Transport Infrastructure, 2017

Norfolk has a limited rail network, meaning that many of its towns are not served by rail. Also, the services offered provide a very limited range of destinations and frequencies. In particular, services to the Midlands and Home Counties are poor. Whilst rail generally provides faster journeys to other major centres compared to road, average rail speeds compare poorly with connections between major centres out of the County.

Norwich Airport is situated some 5km north of Norwich city centre. It operates a number of scheduled and charter flights and provides servicing for the offshore energy industries via helicopter flights. The airport terminal has capacity for 700,000 passengers per year. The airport is current consulting on a draft masterplan which envisages considerable growth in the coming years⁶³.

Great Yarmouth is the largest port in the county, seeing over 1,100 thousand tonnes of traffic in 2014, an increase of over 1/3 compared to 2013. Although 66% of this by tonnage is inward traffic there has been a tenfold increase in outward traffic since 2009, meaning that increasingly outward traffic has become more important to the port.

Levels of both walking and cycling to work are relatively high in Norwich. In South Norfolk and Broadland Districts levels of walking are comparatively lower than elsewhere in the county, probably

⁶³ See <http://www.norwichairport.co.uk/masterplan/>

reflecting that many people from these districts work in Norwich - too far to walk. A comprehensive cycle network has been identified in Norwich, and the city has also benefited from a large amount of funding that has been used to upgrade parts of the cycle network. There is still however a considerable amount of work required to upgrade the network in its entirety.

Accessibility by public transport to services and facilities is problematic in some more rural and isolated parts of Norfolk. Overall, accessibility tends to be poorest in the more rural districts of Breckland and West Norfolk, where there is a significant number of smaller villages, hamlets and isolated dwellings. Providing bus services within these smaller settlements is often unviable due to low population numbers.

Table 11 below lists some of the main committed road and rail projects that are planned to take place in Norfolk in the coming years. It will be important to ensure the timely implementation of these projects.

Table 11: Committed Transport Projects

Project Name	Estimated Start date	Estimated Cost	Funding sources
Norwich Northern Distributor Road	Started, open early 2018	£178 million	Funded - Government grant, growth deal and a local contribution
A47 Great Yarmouth Junctions	2018	TBC	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
A140 Hempnall Roundabout	2019	£4.4m	NPIF, CIL, Developer funding, Growth Deal
A47 Blofield to Burlingham Dualling	2020	£50-£80 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
A47 Easton to Tuddenham Dualling	2020	£100-£150 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
A47/A11 Thickthorn junction	2020	£70 to £100 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
Great Eastern Mainline enhancements⁶⁴	Up to 2020	Unknown	Network Rail and Train Operating Company (Abellio)
Fen Line Service Enhancements⁶⁵	Up to 2020	Unknown	Network Rail and Train Operating Company (GoVia)

Timely delivery of the above list of commitments will doubtless serve to stimulate the local economy and enhance the prospects of delivery of planned growth. Whilst the growing recognition of the

⁶⁴ Existing services on the Norwich to London line are operated by Greater Anglia as part of the East Anglia franchise. Services operate every ½ hour (more in peak times) with a journey time of around 1 hour 50 minutes. As part of the recent franchise agreement, services will be upgraded to every 20 minutes; there will be new rolling stock; and some services will have journey times of 90 minutes

⁶⁵ Existing services on the Kings Lynn to London via Cambridge are operated by GoVia as part of the much larger Thameslink, Southern and Great Northern franchise. Currently services from King's Lynn operate every hour to London King's Cross, though they are ½ hourly at peak times. The franchise commitment for GoVia is to run ½ hourly services throughout the whole day from spring 2017, except that, on a maximum of two occasions each day, services can run hourly to allow for freight train usage of the line. For further details of Network rail's King's Lynn-Cambridge 8-car scheme.

need for further development of Norfolk's infrastructure is very welcome because of its contribution to the delivery of the objectives of the NSF there remains a considerable need for further infrastructure investment in the County if the vision in this framework is to be realised.

Further details of some the schemes thought to be necessary in addition to the above commitments are set out in the sections below. These are focussed on certain priority schemes where it is considered that effort in the short term may result in a realistic opportunity to secure funding for delivery in the short to medium term.

Furthermore, the background paper produced identified three key strategic issues affecting the County including: the relatively poor transport connectivity between our main settlements and destinations outside Norfolk resulting in long journey times; the poor connectivity within the County particularly for east-west journeys, exacerbated by congestion and unreliable journey times on parts of the network (especially the A47) adding to business costs; and difficulties in delivering major enhancements to transport networks within our urban areas and market towns which tend to have historical street patterns where the scope for major improvements is limited.

It should also be noted that the area of transport is considered to be an area where new technology may have a particularly significant impact during the duration of this framework and this makes predicting the full range of enhancements to travel networks difficult at this stage.

It is clear that providing suitable transport provision to meet the needs of existing and future populations while reducing travel need and impact will be one of the greatest challenges faced by Norfolk in delivering the level of growth that is anticipated over the coming decades. Given the overall scale of growth that is planned across the County a key matter will be ensuring that transport is a significant consideration in locating this growth and development levels are maximised in areas that are best served by transport networks and have the greatest potential for promoting the use of non-car based modes.

Improvements needed

The tables below set out some key shared priority schemes for transportation improvement that the Councils will work together to promote for funding. These projects reflect key infrastructure needed to deliver economic growth in Norfolk and will help to co-ordinate implementation, prioritise activity and respond to funding opportunities. Local Authorities have agreed to these projects being priorities which shall be promoted with focus on further work needed on business cases to promote the schemes for capital funding. It should be noted that in relation to transportation matters there are significant packages of infrastructure investment planned in a number of urban areas (the largest of which is the Norwich Area Transportation Strategy). Each of these could be considered to be strategically significant and unlock considerable housing and economic development potential but are typically better viewed as an amalgam of more localised improvements which will be funded from a variety of sources over many years and so are not included in the lists over the page at this stage.

Table 12: Priority Road Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Norwich North-East Link Road	2017	£29m	Developer funding, Growth Deal, CIL, LIF
A140 Long Stratton Bypass	2019	£30m-£40m	Developer funding, Growth Deal, CIL
A10 West Winch Relief Road	2019	£45m	HCA, developer funding, Growth deal
A47 Hardwick Junction King's Lynn	2019	£25m	HCA, developer funding, Growth deal
Attleborough Link Road	2019	£12m	Developer funding, Pinchpoint bid, Growth Deal
A11 Thetford bypass junctions	2020	Not Known	Pinchpoint bid, Highways England Roads Investment Strategy 2 (2020-2025)
A47 Wisbech Bypass Junctions	2020	Not Known	Pinchpoint bid, Developer funding, Highways England Roads Investment Strategy 2 (2020-2025)
Great Yarmouth Third River Crossing	2021	£140m	Growth Deal, Local Major Transport Scheme, LA
Norwich Western Link (A47 to NDR)	2023	Not Known	Growth Deal, Local Major Transport Scheme
A47 Acle Straight dualling	2025	£120m	Highways England Roads Investment Strategy 2 (2020-2025)
A47 Tilney to East Winch Dualling	2025	£140m	Highways England Roads Investment Strategy 2 (2020-2025)

Table 13: Priority Rail Projects for promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Norwich to London rail (Norwich in 90)	2019-2024	Circa £300 million	Network Rail Control Period 6
Great Yarmouth Rail Station	2019-2024	Not Known	Network Rail Control Period 6
Ely area enhancements	Around 2020	Not Known	Network Rail Control Period 6, Growth Deal 3 (required to fund development work for early (2020) delivery)
Broadland Business Park station	Mid 2020s	£6.5 million	Growth Deal 3
East West Rail (Cambridge to Oxford)	Late 2020s	Not Known	Government via special purpose delivery vehicle

In the consultation on the NSF a number of respondents suggested that the Local Authorities ought to formally agree a high level strategic approach to transport as a formal agreement within the final NSF. Although it has not been possible to produce such an agreement for inclusion in this document further consideration will be given to this matter in 2018 with a view to including such an agreement in future iterations of this document.

7.8 Flood Protection and Green Infrastructure

Flood Protection

Flood protection is a significant issue for Norfolk. Significant parts of the County are vulnerable to tidal, fluvial or surface water flooding from extreme weather events. Such events can pose a significant risk to life as well as property and affect, to a greater or lesser extent, the three main settlements in the County which all developed in their locations due in part to their access to tidal waters.

Much of the Norfolk coastline is reliant on flood defences to minimise flood risk to existing development. Considerable further information on the planned interventions that are necessary in order to protect our communities from coastal flooding are set out in the Coastal Evidence (Flooding and Coastal Erosion) background paper that is published in support of this draft NSF⁶⁶.

UK Government studies have concluded that climate change over the next 100 years is likely to result in hotter, drier summers and warmer, wetter winters, with more extreme weather events including droughts, floods and sea level rise increasing the level of risk from flooding that is faced by communities in Norfolk.

To address these strategic issues it will be necessary to take a co-ordinated and proportionate approach to managing flood risk. Flood risk assessments are to be used effectively to ensure development is located appropriately and away from flood plains wherever possible. Developers will need to work closely with the relevant public authorities risk management authorities in minimising flood risk from all sources through a combination of high quality urban design and green infrastructure, as well as use of Sustainable Drainage Systems (SUDs) forming part of the overall design of developments. Early engagement with the relevant risk management authorities is required prior to the submission of some planning applications. Further guidance on how this will be done is available on the County Council website due to its role as the Lead Local Flood Authority for the County⁶⁷.

⁶⁶ See https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/Infrastructure%20Group%20Coastal%20Paper%20DRAFT%20V7%201.docx

⁶⁷ See in particular <https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf>

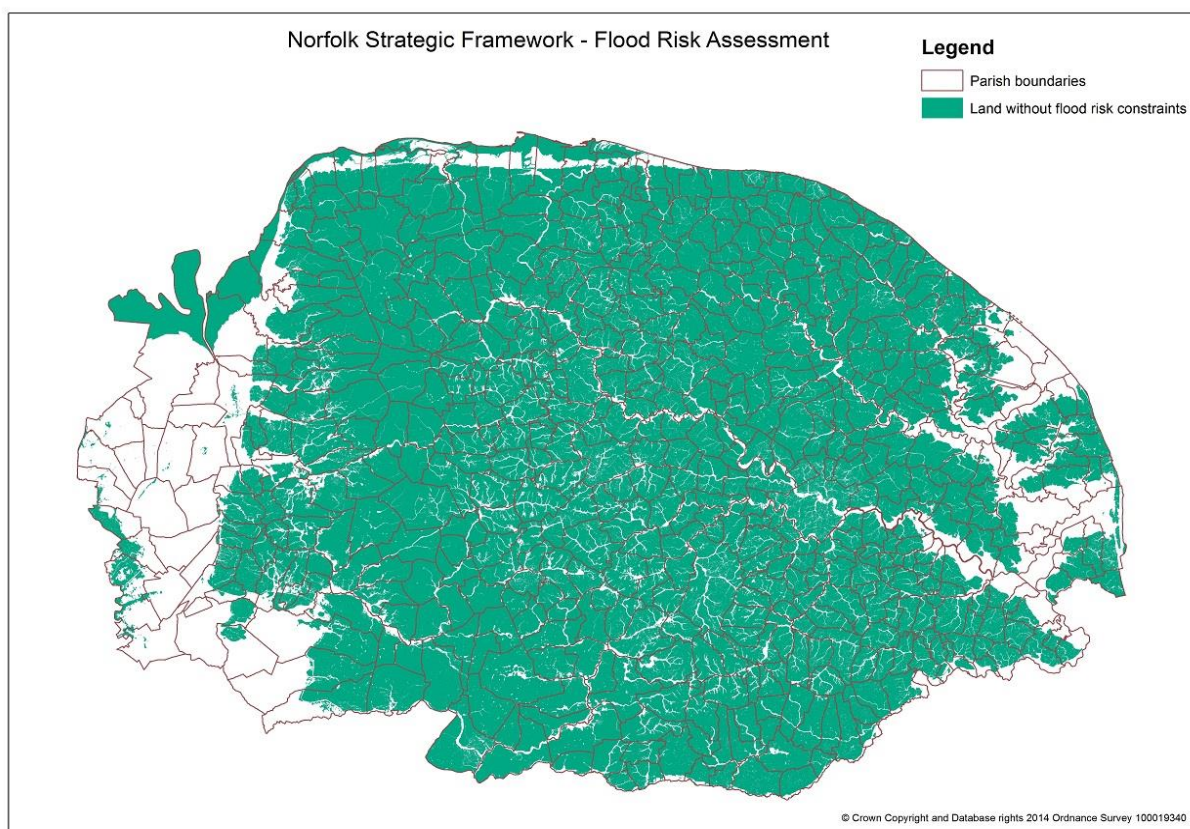


Figure 9: Norfolk Flood Risk Map. 2016

Figure 9 provides an illustration, at a broad scale, of the extent of land with and without flood risk constraints. Whilst it is clear that significant areas of the County are free from flood risk constraint it should be noted that many of the currently developed urban areas are at some risk of flooding. It will be important to ensure that a pragmatic approach is taken for new development and flooding as if planned correctly new development can significantly reduce the flood risk faced by existing communities in these areas.

As flood waters do not respect administrative boundaries there will be a need for the Norfolk Planning Authorities to continue to work closely together on assessing and minimising flood risk as well as on responding to emergencies when they do occur. For example, the Broadland Futures Initiative is a strategic project to explore how best to manage flood risk in the inter-related areas of the Norfolk and Suffolk Broads, the coast between Eccles and Winterton (which protects the Northern Broads) and the entrance to the Broads system through Great Yarmouth. The project will guide decision making over the short, medium and long term.

A number of significant investments have recently been made or are planned in the near future to help alleviate flood risk. These are detailed in Local Plans, coastal management plans and strategic flood risk assessments and included in the county wide IDP.

Table 14: Priority Strategic Flood Defence Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Great Yarmouth Tidal Defences 2017 onwards (Epoch 2)	2026	£27-76 million	LEP, Local Authorities and Local businesses
Bacton Walcott sandscaping scheme	2018	£19.3m	Public sector, Regional Flood and Coast Committee, Environment Agency, Defra, NALP, private sector

Green Infrastructure and the Environment

Green infrastructure (GI)⁶⁸ is a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of economic, environmental and quality of life benefits for local communities. The provision of green infrastructure in and around urban areas helps create high quality places where people want to live and work. New GI can also mitigate impacts on existing sensitive sites and support heritage and conserve the historic environment. Access is an integral part of GI and PROW and 'Norfolk Trails' are an important asset.

The area has a wealth of environmental assets ranging from international and national status, to those of local importance. These must be safeguarded and enhanced for the benefit of current and future generations. Many of Norfolk's natural habitats have been lost and fragmented with once extensive areas of habitats reduced to small remnants isolated from each other and surrounded by relatively inhospitable land uses, reducing biodiversity and increasing vulnerability.

⁶⁸ The definition of GI is set out in the Natural England document GI Guidance (<http://publications.naturalengland.org.uk/file/94026>). In terms of the NSF it includes 'blue infrastructure' ie water environments - rivers, lakes, ponds etc.

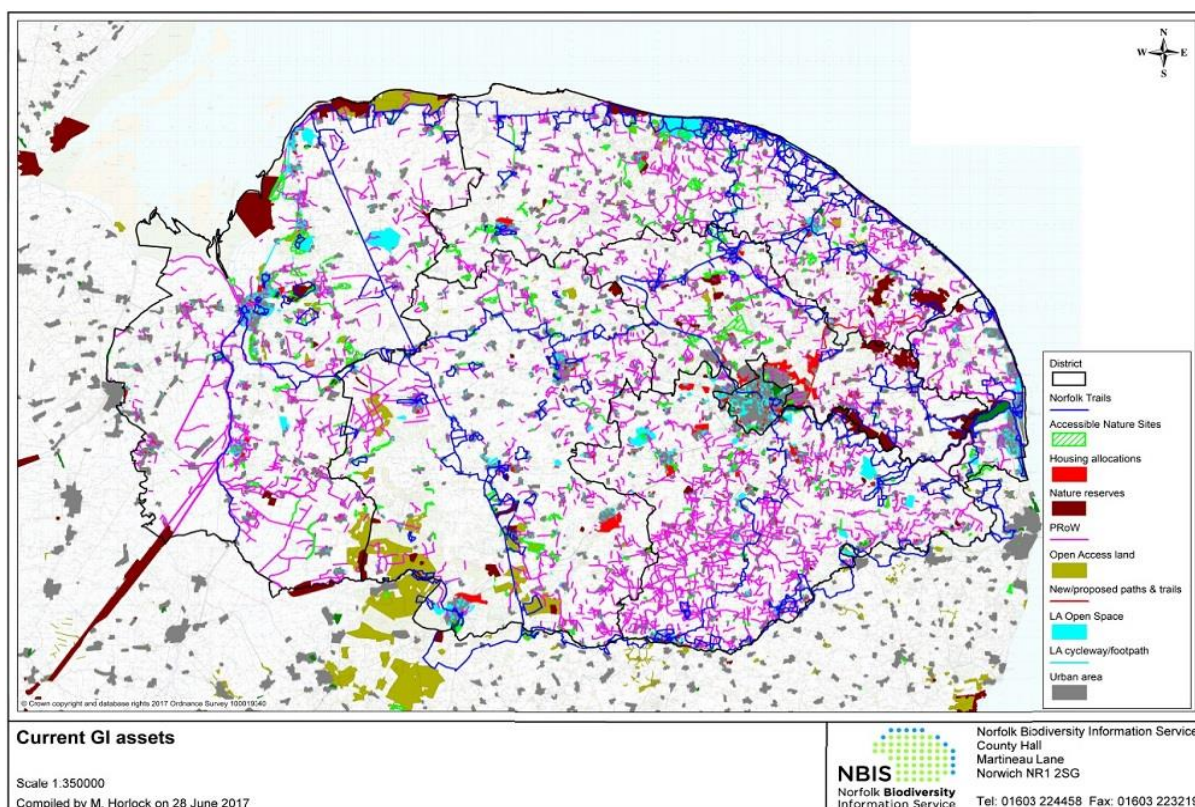


Figure 10: Norfolk's current GI assets. 2017

Current GI assets are set out in Figure 10⁶⁹. Green infrastructure should be provided as an integral part of all new development, where appropriate, alongside other infrastructure such as utilities and transport networks.

Planning for green infrastructure should occur at the evidence gathering (survey and analysis) stage of the planning process, so that green infrastructure responds to character and place, and that standards are set for green infrastructure accessibility, quantity and quality. Early integration of green infrastructure can also ensure that it is properly planned in advance of development or delivered alongside development on a phased basis. In this way green infrastructure can be planned as an integral part of the community. (Natural England Green infrastructure guidance, P43)

As Norfolk grows and changes in terms of its demographic profile considerable investment in the provision and maintenance of a GI network will be needed in order to facilitate and support growth whilst also:

- Minimising the contributions to climate change and addressing their impact;
- Protecting, managing and enhancing the natural, built and historical environment, including landscapes, natural resources and areas of natural habitat or nature conservation value;

⁶⁹ Further more detailed maps are available from the NBIS website see <http://www.nbis.org.uk/sites/default/files/documents/Maps.zip>

- Ensuring existing and new residents many of whom may be elderly receive the health and quality of life benefits of good green infrastructure and are able to access appropriate recreational opportunities;
- Maintaining the economic benefits of a high quality environment for tourism; and
- Protecting and maintaining the Wensum, Coast, Brecks and the Broads.

As part of producing this Framework the authorities have commenced work on producing a GI strategy for Norfolk working with the Environment Agency, Natural England and the Norfolk Wildlife trust. This has produced:

- Accessible public open space and Countryside Access maps
- Ecological Network Maps
- Possible Green Infrastructure Corridors throughout the county (the 'GI network')

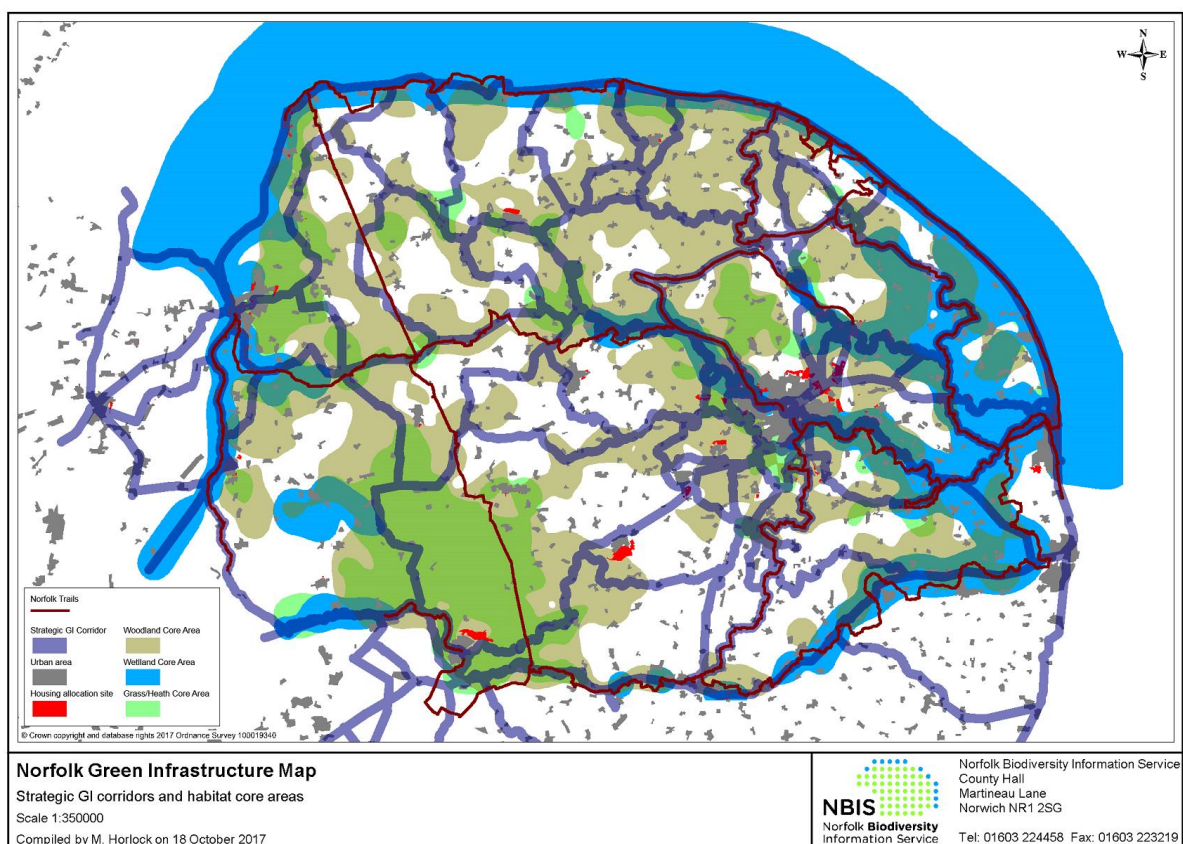


Figure 11: Norfolk's GI corridors. 2017

Figure 11 shows an emerging early draft of the identified potential Green Infrastructure Corridors. The intention is for this map to be further developed over the coming months and be incorporated into the Green Infrastructure Strategy. It should be noted that depending on the nature of corridor they may not constrain development, indeed in some circumstances promoting growth in these corridors may enhance their GI value.

One of the strategic aims for the Environment section is to 'protect, maintain and enhance biodiversity'. New growth in Norfolk must respect this aim, but the use of green infrastructure either existing or new can greatly aid the assimilation of new development. A commissioned report by Footprint Ecology on the impact of recreational pressures on Natura 2000 protected sites likely to

arise from new housing growth gave insights into the scale and location of that pressure. This is a complex area, many of the Natura 2000 sites attract large numbers of visitors, acting as green infrastructure, but are sensitive environments with specific legislative requirements. Mitigation measures and monitoring may be necessary, an action plan prepared by the Norfolk authorities is intended to address this in a co-ordinated way.

Agreement 22: In recognition of:

- a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;**
- b) the pressure that development in Norfolk could place on these assets; and**
- c) the importance of ecological connections between habitats**

the Local Planning Authorities will work together to produce a GI Strategy for Norfolk in early 2018 which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

With regard to the emerging priority projects for short term effort to bring forward, the following are likely to feature within the IDP.

Table 15: Priority Green Infrastructure Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
The Green Loop (Walking/cycling route linking Norwich – Aylsham – Hoveton –NE Growth Triangle)	Not Known	Not Known	
East Norwich Gateway – Yare to Whitlingham Country Park section	2019/20	£1.5m	SusTrans/DfT/Lottery/CIL

Section 8 – Next Steps

With the forthcoming publication of a revised National Planning Policy Framework and a possible requirement to apply a new standardised methodology to assessing housing need and produce statements of common ground it is clear that Norfolk's local authorities will continue to need to work closely together to address strategic planning matters. Furthermore, it is also clear that in addition to keeping the NSF itself under review there will need to be some consideration of whether the NSF remains the most appropriate vehicle to address strategic planning matters or whether more formalised statements of common ground or seeking to move towards the production of some form of statutory strategic plan would better serve the County.

Decisions on such matters will be taken during the first half of 2018 alongside the following activities:

Reviewing and updating the NSF:

- Update the NSF in light of the publication of the new NPPF scheduled for Spring 2018
- Enhancing areas of the NSF where time and resource has limited progress and where highlighted through the public consultation - such as follow up work on delivery issues, enhancing the economic chapter, including a transport agreement and further work around how elderly housing could be delivered.
- Once all Housing and Economic Land Availability Assessments are complete work with authorities, where required, where not all housing needs can be met
- Ensure NSF aligns to LEP Economic Strategy
- Monitoring NSF and maintain links to other authorities

Coordinate Joint planning activities:

- Build on the NSF and support the county in the production of a county wide Infrastructure Delivery Plan and any potential economic or growth strategies
- Production of statements of co-operation to inform Local Plan examinations;
- Production of statement of common ground
- Reviewing of Objectively Assessed Need for housing in light new government methodology
- Support of Local Plan Process
- Jointly commission evidence for local plans to create savings over commissioning evidence separately.
- Coordinate responses to consultations etc.
- Look to complete and maintain some policy work across the county eg OAN methodology, Brownfield register, production of common policies

In order to allow this work to proceed the Norfolk Authorities have agreed to the following:

Agreement 23: In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the signatories to this document agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

Appendix 1 – NSF Contacts:

Please direct all representations relating to the NSF to the NSF Project as detailed below. Use the Local Planning Authority contact details only if you have enquiries concerning a specific authority area.

NSF Project Manager	
Trevor Wiggett City Hall St Peter's Street Norwich NR2 1NH Email: trevorwiggett@norwich.gov.uk 01603 212557	
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The Broads Authority	Great Yarmouth Borough Council
Natalie Beal Planning Policy Officer Broads Authority Yare House 62-64 Thorpe Road Norwich NR1 1RY Tel 01603 756050 Email : Natalie.Beal@broads-authority.gov.uk	John Clements Principal Strategic Planner Great Yarmouth Borough Council 2nd Floor, Town Hall Hall Plain Great Yarmouth Norfolk NR30 2QF Tel 01493 846624 Email: john.clements@great-yarmouth.gov.uk
The Borough Council of King's Lynn and West Norfolk	Norfolk County Council
Alan Gomm Planning Policy Manager Borough Council of King's Lynn and West Norfolk Kings Court Chapel Street King's Lynn PE30 1EX Tel 01553 616237 Email : alan.gomm@west-norfolk.gov.uk	Phil Morris Principal Planner Norfolk County Council Martineau Ln Norwich NR1 2UA Tel 01603 222730 Email : phil.morris@norfolk.gov.uk

North Norfolk District Council	Norwich City Council
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South Norfolk Council	
<p>Simon Marjoram Planning Policy South Norfolk District Council South Norfolk House Long Stratton Cygnet Court Norwich NR15 2XE Tel 01508 533810 Email : SMarjoram@S-NORFOLK.GOV.UK</p>	