



Norwich development management policies local plan

**Adopted
December 2014**

Norwich local plan

Development management policies plan

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Foreword

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

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

Alongside the Site allocations local plan, this local plan will set the parameters for the council's decisions on new development proposals in the city over the next fifteen or so years. Both documents will replace the previous *City of Norwich Replacement local plan* adopted in 2004.

The local plan has evolved over a long period from its inception in 2010, coinciding with a major review of planning policy nationally. Throughout this period we have considered how the plan might best respond to these changes and taken account of the many valuable suggestions for improvement to the plan put forward through consultation and independent examination. We are confident that the adopted plan will provide a strong, sound and effective planning framework to move Norwich forward into the next decade, offering the right balance of certainty and flexibility to respond to the changes and challenges we face.



BRENDA ARTHUR
Leader of the city council



MIKE STONARD
Portfolio holder, environment, development
and transport

December 2014

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Introduction

1. In 2004, the system for preparing and delivering planning policy called the Local development framework (LDF) was introduced. As shown in figure 1, the LDF was made up of a family of policy documents to guide and manage development in the city. This family of documents included:
 - Procedural documents setting out our timetable for producing the LDF (the Local development scheme), how we will consult people about it (the Statement of community involvement) and how successfully it is being implemented (the Annual monitoring report and other regular monitoring reports);
 - *Development plan documents* (now more usually called Local Plans¹) setting out detailed planning policies and proposals for the city and the wider Norwich area. For Norwich these are *the Joint Core Strategy for Broadland, Norwich and South Norfolk* (referred to throughout this document as the JCS), *the Development management policies local plan (the DM policies plan)*, *the Site allocations and site specific policies local plan (the Site allocations plan)*, *the Policies map* and the *Northern city centre area action plan (NCCAAP)*; and
 - Supplementary planning documents giving more detailed advice about how particular policies will work in practice.
2. This system has since been reviewed by the present government and the local development framework “family of documents” concept is being phased out. Instead, local planning authorities must produce a “local plan” for their area, although the local plan in practice may consist of more than one published document.
3. The two main planning documents for Norwich are a *DM policies plan* containing general policies applying across the whole city (this document), and a *Site allocations plan*, which sets out more detailed, site specific policies and proposals for individual change sites.

¹ It should be noted that in comparison with previous drafts of this plan, the terms *Development Plan Document* and *DPD* have generally been replaced by *local plan* throughout the plan text and also in its title, following the recommendation of the Planning Inspectorate. The terms have however been retained where they occur within the body of policies.

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4. These two main planning documents dovetail together and will be complemented by the existing adopted area action plan for the Northern City centre (which will remain in force until 2016) and a limited number of supplementary planning documents. The adopted JCS sets the strategic context for all of these documents and is itself a local plan and part of the development plan for Norwich. Within this document, the umbrella term “the development plan” will be used to refer to all the relevant local plans which will apply in Norwich, including this one. The documents making up the development plan are shown in Figure 1.
5. This *DM policies plan* is part of the development plan for Norwich. This plan, alongside the *Site allocations plan*, supersedes the previous local plan (City of Norwich replacement local plan 2004) in its entirety and will provide local strategy and policies to manage the development of Norwich up to 2026. No policies in the NCCAAP or the JCS, which remain adopted, are superseded by the *DM policies plan* or the *Site allocations plan*.
6. The council’s vision, objectives and strategic policies on important issues such as housing, employment and shopping are set out in the JCS, prepared jointly by Broadland District, Norwich City and South Norfolk Councils, with Norfolk County Council (see vision and objectives section below). The JCS was adopted in March 2011 with amendments adopted in January 2014. It is also a local plan forming part of the development plan for Norwich. The local policies in the *DM policies plan* (applying to the city of Norwich alone) must be consistent with those strategic policies, objectives and priorities of the JCS.
7. Amendments to the JCS to address a legal challenge were adopted in January 2014. The amendments include a flexibility policy to promote housing delivery if necessary, policy 22. The policy requires that if there is a significant shortfall of housing supply affecting the Broadland part of the Norwich Policy Area (NPA) shown in the first two annual monitoring reports produced after adoption of the JCS, the councils will produce a focussed local plan identifying appropriate sites in the whole of the NPA to remedy the shortfall. Priority will be given to sites in Norwich ahead of those elsewhere in the NPA in accordance with the settlement hierarchy set out in paragraph 6.2 of the JCS.
8. However, it is unlikely that such a process, if required, would identify significant new sites in Norwich to allocate for housing in addition to those already allocated through the *Site allocations plan*. This is the result partly of the need to retain land for other uses such as retailing and employment to support Norwich's role as a regional centre, and partly to ensure a good quality of life for residents, such as open spaces. It is also a consequence of the fact that rapid development in Norwich in the early years of the century means that there is a diminishing supply of land available for further housing

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development within the tightly bounded Norwich City Council area (7,067 dwellings were built in Norwich from 2001 to 2012, more than half of the dwellings built in the NPA).

9. A significant shortfall in housing supply would nevertheless have some implications for this plan since it would need to be given substantial weight in the assessment of other proposals for new housing considered under policies DM12 and DM13 and any proposals which would result in the loss of housing or land allocated or committed for housing development (policy DM15).
10. Alongside the *Site allocations plan*, this document provides detailed planning policies to help deliver the JCS and to guide how the council responds to planning applications for new development in the city. Reference is made to the JCS throughout the plan. The document also includes policies on locally specific issues not already covered by national policy or the JCS.

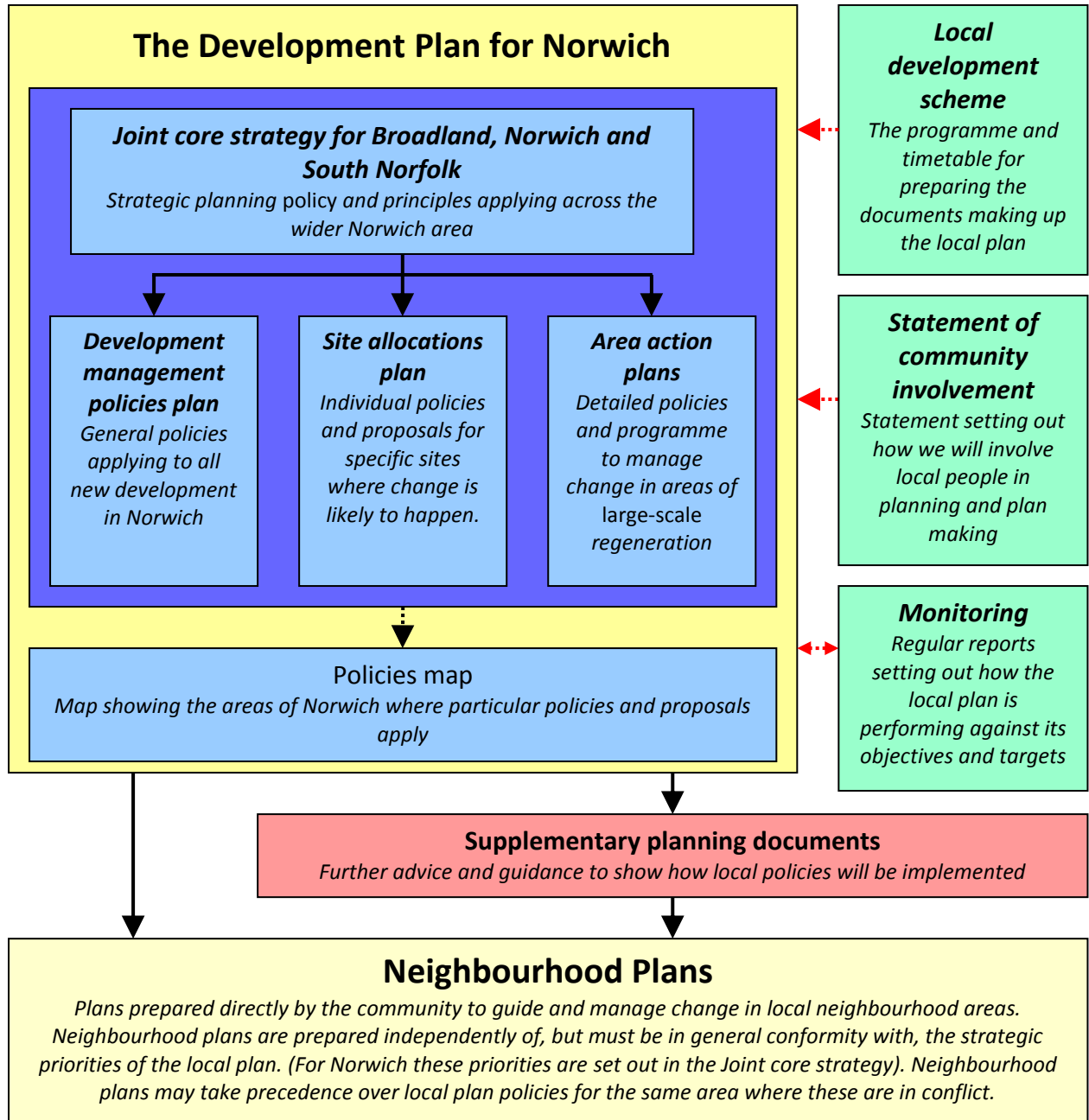


Figure 1: Documents making up the *development plan* for Norwich



11. To accompany this document the council has produced a *Policies map* showing where various policies of this plan and allocations within the *Site allocations plan* apply. It also illustrates the policies of the NCCAAP, which remains adopted.

The role of neighbourhood plans

12. Under the provisions of the Localism Act, local communities now have the opportunity to prepare their own neighbourhood plans. These plans set out policies and proposals to manage development and change in small areas and would be supported by powers for communities to grant planning permission for new development directly through Neighbourhood Development Orders and Community Right to Build Orders. Neighbourhood plans, like the statutory area-wide local plans which planning authorities must prepare, are subject to a process of independent examination and adoption, with the additional requirement for a local referendum.
13. Typically, a neighbourhood plan along these lines might be prepared for a rural or suburban parish administered by a parish council; however since Norwich has no parishes, the scope for neighbourhood planning in the city (and which areas it might be suitable for) is at present unclear.
14. The city council would welcome proposals for community-led neighbourhood plans for individual parts of Norwich to be brought forward where these help to promote beneficial development, regeneration or neighbourhood enhancement in accordance with the presumption in favour of sustainable development and the general principles set out in the NPPF.
15. Neighbourhood plans are required to be in general conformity with and should not undermine the strategic policies of the local plan (NPPF paragraph 184). In relation to this document and the *Site allocations plan* this means that they should not conflict with the agreed spatial planning objectives for greater Norwich set out in the adopted JCS and reproduced in the table following paragraph 50.
16. To demonstrate general conformity, the city council will expect any emerging policies and proposals in neighbourhood plans to accord with these strategic



objectives and also to explain their relationship to the policies of this plan and proposals for individual sites in the *Site allocations plan*.

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

What are development management policies?

18. Planning applications must be determined in accordance with the development plan for the area unless material considerations indicate otherwise. This Development management policies local plan forms part of that development plan for Norwich. Its main purpose is to set out local standards and criteria against which planning applications for the development and use of land and buildings will be assessed.
19. Since it is only one part of the Norwich development plan, it is important that this document and its policies are not read in isolation. As part of the plan making process, policies within the Development management policies plan cannot repeat the JCS, but must explain how its policies will be applied at a more local level and to define the circumstances in which planning permission will or will not be granted. Development management policies must be consistent with the JCS.
20. Similarly the policies must conform with - but not repeat - national planning policy contained in the NPPF and the technical planning practice guidance which supports it. For completeness, references are provided for each policy directing the user to other policies, documents and the relevant evidence base which has informed the plan and which may need to be considered when determining applications. Where national policy and guidance has changed since the plan was published, this is noted in the list of references. This list is not exhaustive. All policies relevant at the time applications for planning permission are determined will be taken into consideration.

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21. The *DM policies plan* contains 33 policies, broadly based on the themes of the JCS. Supplementary text is also provided for each policy, giving further detail, explanation and clarification.
22. Published alongside this *DM policies plan* are the following documents as required under the relevant regulations:
 - A **Policies map** illustrating the policies of this plan and the individual sites which are subject to more detailed proposals in the *Site allocations plan*. The *Policies map* forms part of the plan and must be read alongside it;
 - The **sustainability appraisal** of the plan, a technical summary of the report and the council's responses to its recommendations;
 - The **environmental statement**;
 - The **adoption statement**.
23. A series of background **topic papers** and **technical studies** provide further evidence and explanatory material to support and justify the proposed policies. These are available on the council's website at www.norwich.gov.uk.

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	Evidence gathering and consideration of options		January – October 2010
	Public consultation	Consultation on the draft policies	January – March 2011
	Initial review of plan to take account of consultation feedback	Includes separate assessment of implications of the draft NPPF	April – December 2011
	Further internal review and independent testing for soundness	Includes making further changes to respond to the final published NPPF	January – July 2012
	Pre-submission consultation	Opportunity for public comments on the soundness of the proposed submission document	August – October 2012
	Submission	Submission to the Secretary of State	April 2013
	Independent public examination (commences from date of submission)	Hearing to assess the soundness of the plan	February 2014
		Consultation on modifications	June 2014
		Publication of Inspector's report	September 2014
We are here 	Adoption	The council adopts the <i>DM policies plan</i>	December 2014

Table 1: Key stages of the *DM policies plan*



The sustainability appraisal

24. As part of the plan making process it is necessary to carry out a sustainability appraisal in parallel with the development of the plan. Sustainability appraisal (SA) is a process to ensure that environmental, economic and social impacts of preferred policies and proposals and any reasonable alternatives are fully documented and taken into account.
25. A scoping report, setting out a proposed sustainability appraisal framework, was published for consultation in April 2010.
26. The city council appointed and retained specialist planning consultants (LUC) to undertake the SA exercise for both this plan and the *Site allocations plan*. LUC's independent appraisal has followed the recommended SA process and best practice. A draft SA report was published for consultation alongside the draft *DM policies plan* in January 2011. That report set out the outcome of the sustainability assessment of the draft policies for consultation and the alternative options.
27. A second, more comprehensive SA report was produced by LUC to accompany the pre-submission version of the plan consulted on between August and October 2012, with further appraisals carried out at submission stage in April 2013 and for proposed modifications to the plan published in June 2014. The sustainability appraisal report now published appraises the adopted plan and documents the SA process throughout its preparation.



Appropriate assessment

28. To comply with European legislation, Appropriate Assessment (AA) under the Habitats Regulations 1994 is mandatory for all relevant local plans. This is to ensure that policies and proposals will avoid adverse effects on certain habitats of national and international significance, whether these are already protected by a formal designation or are sites proposed for such protection (candidate sites). The council may only adopt a plan after it has been shown that the plan will not adversely affect the integrity of the sites concerned.
29. An independent consultant, the Landscape Partnership, was commissioned to prepare an appropriate assessment screening report which was issued in December 2010. They have concluded that, since the policies of this plan are not site specific and will apply in general throughout Norwich, no impacts are likely to arise from the policies themselves which will impact on protected sites in the city or further afield. An Appropriate Assessment of the *DM policies plan* is not therefore required. Natural England have confirmed their agreement with this conclusion.



Vision and objectives

30. The *DM policies plan* is a statement of local planning policy for the city of Norwich which supports and interprets the overall planning framework and strategic policies for greater Norwich set out in the adopted JCS covering Norwich, Broadland and South Norfolk. The JCS provides the overall vision for the area, which sets the context for this plan.
31. As such, the spatial planning objectives for both this plan and the *Site allocations plan* will be the same as those in the JCS, except where those objectives are specific to areas and locations outside the city boundary. For clarity, the spatial planning objectives of the JCS are set out in table 2. The overall vision for the greater Norwich area is not reproduced in this plan but can be found in the JCS.
32. Proposals for all new development in Norwich will, consequently, be expected to take account of and help achieve these spatial planning objectives whilst complying with the specific policies and requirements of this plan.

Spatial planning objectives

33. Spatial planning objectives provide the framework to monitor the success of the JCS. They are derived from the Sustainable community strategies for each of the three districts.

Objective 1

To minimise the contributors to climate change and address its impact

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



Objective 2

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

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

Objective 3

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

Existing employment sites will be safeguarded and enough land for employment development will be allocated to meet the needs of inward investment, new businesses and existing businesses wishing to expand or relocate. Norwich city centre will continue to exert a powerful economic influence over the wider area. Its growth will be further encouraged, so that the centre remains one of the best in the country for retail and employment. Within the Norwich Policy Area, Thorpe St Andrew, Longwater, Norwich Research Park, Norwich Airport, Rackheath, Hethel and Wymondham will also be the focus of further jobs growth.

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

Objective 4

To promote regeneration and reduce deprivation

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



Objective 5

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

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

Objective 6

To make sure people have ready access to services

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

Objective 7

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

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

Objective 8

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

Promoting culture will help to develop the economy, stimulate further regeneration, increase sustainable tourism and promote community involvement. The role of Norwich as the cultural capital of East Anglia will be enhanced, so local people and visitors have access to a variety of facilities such as theatres, art galleries, museums and buildings of architectural and historic interest. Smaller scale cultural opportunities exist throughout the rest of the area and, in particular, in the market towns. Adequate public open space, sport and recreational facilities, as well as



access to the countryside, is needed locally to make sure everyone can take part in community activities. More visitors will be encouraged to the area by protecting the very qualities that make the area attractive. Gateways between the wider Norwich area and the Broads, the Brecks and the coast will be enhanced in a way that does not harm their special character.

Objective 9

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

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

Objective 10

To be a place where people feel safe in their communities

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

Objective 11

To encourage the development of healthy and active lifestyles

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

Objective 12

To involve as many people as possible in new planning policy

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

Table 2: The spatial planning objectives of the JCS



A positive approach to development management

34. Norwich city council recognises the important role of planning in bringing long-term benefits for the city by supporting business growth and promoting sustainable development, as required by national policy.
35. Therefore the plan's policies must ensure that development is responsibly planned to safeguard the city's natural and built environment, meet community needs and implement the policies and objectives of the adopted JCS. This will ensure that the plan is effective and can enable managed growth in the city to strengthen Norwich's role as a regional centre in the long-term as part of the overall development of greater Norwich.
36. Effective development management relies on negotiating a careful balance between enabling growth and protecting Norwich's assets. This plan, with the *Site allocations plan*, will be the primary mechanism to inform that process.
37. Changes introduced through the Localism Act 2011 promote greater involvement of local people and interest groups in the planning process. In Norwich, developers are already required to carry out pre-application consultation on significant development proposals under the Statement of community involvement.
38. The council provides a range of pre-application advice services to assist applicants and streamline the planning process and will continue to review these to ensure the service provided is the best possible within the resources available. Details of the current pre-application advice services offered are available on the council's website.
39. Over the plan period, the council expects to take advantage of new legislation to improve the effectiveness of its development management service and to remove unnecessary regulation. These include local fee setting and Local Development Orders to remove the need for planning permission for certain types of development.



The benefits of good information

40. A high quality submission for planning permission can contribute greatly to speedy and efficient decision making and support sustainable development. In order that they may be registered as valid and adequately considered against the policies that follow, all planning applications should be accompanied by the supporting information currently needed under national and local validation requirements.
41. Details on information requirements and thresholds are set out in the Norwich City Council validation checklist. Information is only requested when necessary to enable the application to be determined. The checklist will be reviewed regularly to reflect best practice and will be available on the Norwich City Council website and at the council's offices. Failure to provide supporting documents essential to the determination of the application may lead to delays or the potential refusal of planning applications.
42. It is important that applicants show that development proposals are based on a full assessment of the site and how relevant policies in local development documents have been taken into account in relation to that site. The level of information required will depend on the complexity of the proposal and/or the characteristics of the site and area. Information from different assessments, such as energy statements, may be combined to form an overarching planning statement.

References

- Town and Country Planning (General Management Procedure) (England) Order 2010 (statutory instrument 2010 no. 2184) and subsequent amendments.
- NPPF: CLG, 2012
Development management: information requirements for applications, paragraphs 192-193.
- National Planning Practice Guidance: CLG 2014: Before submitting an application; Making an application; Consultation and pre-decision matters.
- Norwich City Council validation requirements (interactive checklist incorporating both local and national requirements):
<http://www.norwich.gov.uk/Planning/Documents/ValidationRequirements.pdf>
- CLG Circular 06/2005: Biodiversity and Geological Conservation.
- Norfolk County Council travel plan guidance (online at www.norfolk.gov.uk)
- Design and access statements – How to write, read and use them; CABE (now Design Council CABE), 2006.

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The policies

Sustainable development principles for Norwich

Policy DM1 – Achieving and delivering sustainable development

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

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

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



Supplementary Text

- 1.1 Sustainable development is at the heart of the *DM policies plan*. To this end the plan must set out positive, proactive policies for the assessment of planning applications for new development. Making full use of detailed local evidence, the plan's policies must respond to the needs of the area. The policies must not just cover short term issues as they will apply to decisions made up to 2026, covering a period of substantial change for Norwich. The decisions informed by the plan must support the strategic objectives and implement the planning policies of the JCS for greater Norwich to deliver sustainable, balanced growth over the wider Norwich area for the benefit of all its residents.
- 1.2 At the same time we must ensure that its policies take full account of the overarching planning principles set out in the NPPF. A presumption in favour of sustainable development is now enshrined in national planning policy and is fundamental to the success of the growth strategy for greater Norwich. To this end the city council will promote, support and encourage sustainable development proposals with demonstrable outcomes that help to meet the spatial planning objectives set out in the vision and objectives section above and which will secure sustainable development in accordance with the NPPF.
- 1.3 When considering development proposals the council will take a positive approach that reflects this presumption. It will always work proactively and positively with prospective developers, businesses, community representatives and local stakeholders to negotiate and bring forward quality development solutions which mean that proposals can be approved wherever possible and which will maximise sustainable economic, environmental and social benefits for Norwich, taking account of the stated objectives of the JCS and the sustainable development priorities set out in policy DM1 which reinforce and interpret them locally.
- 1.4 It is acknowledged that the extent of documentation and supporting information necessary to make an informed assessment of proposals will vary widely between applications and some will be significantly more complex than others. Also, where there is substantial public interest in a proposal the number and complexity of representations received and the need to refer applications to councillors for determination will all have a bearing on the total length of time taken to reach a decision. Some of these factors may fall outside the control of the council.
- 1.5 However, subject to being able to address any unforeseen delays arising within the planning application process and the extent of resources available to do so, every effort will be made to ensure that planning applications which accord with the policies in this plan (and in the *Site allocations plan* and



relevant neighbourhood plans) can be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the council will grant permission unless material considerations indicate otherwise – taking into account whether:

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework (NPPF) taken as a whole; or
- specific policies in that framework indicate that development should be restricted.

- 1.6 The success of the council's planning strategy in the past (implemented through the *City of Norwich replacement local plan* and its predecessors) has been grounded in strong, robust, responsive and flexible policies which have delivered substantial dividends for Norwich. They have enabled significant economic growth and new development to be planned and targeted to those areas of the city where they are most beneficial, supporting and enhancing communities, addressing deprivation, fostering urban regeneration, providing and improving essential services and facilities within the city centre and local centres and ensuring that the heritage and environmental assets which give Norwich its unique character and sense of place are protected and enhanced.
- 1.7 However, this plan recognises that sustainable development cannot be achieved without a measure of positive management, regulation and negotiation. This plan seeks to ensure that sustainable development can be delivered for the long-term, ensuring that the potentially harmful impacts of new building and new uses and activities can be reduced, the quality of the built and natural environment raised, environmental and heritage assets protected and the wider advantages of growth made available to all sectors of the community rather than disproportionately favouring particular groups or sectors (such as only being available to those who have access to a car). For this plan to be effective, all parties in the development process are expected to ensure that new development is sustainable, delivering benefits for the community now but not compromising the ability of future generations to continue to reap those benefits.
- 1.8 Development and economic growth, though desirable and necessary, is not sustainable in itself unless its economic benefits are considered alongside its environmental and social impacts. Norwich will not benefit from badly designed, inappropriately located or poorly conceived proposals which clearly fail to deliver on sustainable development objectives. Those charged with making planning decisions in the public interest – be they local authority planners, local councillors or community representatives bringing forward the



new generation of neighbourhood plans – must therefore ensure that the economic, environmental and social dimensions of proposed development and its relative impacts are fully considered and that a careful and responsible balance is struck between them.

- 1.9 No single development proposal is likely to deliver benefits equally in all areas, however by setting out a small number of key criteria setting out the expectations for all new development, policy DM1 seeks to ensure that these aspects are fully taken into account. The requirements of policy DM1 should be balanced through the development process and the council will expect all relevant development to take account of them.

References

- NPPF: CLG, 2012: Achieving sustainable development; paragraphs 6-10; The presumption in favour of sustainable development, paragraphs 11-16.
- National Planning Practice Guidance, CLG 2014.
- Securing the future - Delivering UK Sustainable Development Strategy, DEFRA, 2011.



Ensuring satisfactory living and working conditions

Policy DM2 – Amenity

Existing occupiers

Development will be permitted where it would not result in an unacceptable impact on the amenity of the area or the living or working conditions or operations of neighbouring occupants. Particular regard will be given to:

- a) the prevention of overlooking and the loss of privacy;
- b) the prevention of overshadowing and loss of light and outlook; and
- c) the prevention of disturbance from noise, odour, vibration, air or artificial light pollution.

Future occupiers

Development will only be permitted where:

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

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

External amenity space within residential developments

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

Conversions to residential use not making provision for external amenity space will only be acceptable where such provision is not feasible and:

- a) it is enabling development to secure the future of a heritage asset;
- b) it involves the reuse of upper floors of commercial premises within a defined centre; or
- c) there are overriding benefits to the regeneration of a wider area.



Supplementary text

- 2.1 The NPPF is clear that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. To this end, all development must have regard to its actual or potential impact on people's living and working conditions and the existing operations of adjacent premises. Development will be expected to adequately protect (and where possible, enhance) the amenity of nearby occupants and provide for the needs of future occupants. Within a densely developed urban area such as Norwich, it is particularly important to protect the well-being of communities and to ensure that residents and businesses are not adversely affected by development. Unless otherwise stated, this policy applies to all forms of development within the city, including changes of use and smaller proposals such as extensions.
- 2.2 For the purposes of this policy "amenity" is defined as 'the desirable features of a place that ought to be protected or enhanced in the public interest'. This includes factors such as achieving and maintaining acceptable levels of privacy, safeguarding occupiers from excessive noise or light pollution and ensuring sufficient internal and external space and light. Consideration should not only be given to the impact of individual developments, but also to cumulative impacts. The policy will consider both the use or activity itself and its direct and indirect impacts (e.g. increases in traffic).
- 2.3 The protection of amenity covers both living and working conditions. This means firstly that new development should provide for adequate day to day living and working conditions for those who will be occupying it. Secondly, it means that development should not have undesirable amenity impacts on the living conditions of neighbouring residents or compromise the continued operation of uses and activities which are already established in the locality. The NPPF is clear (with particular reference to noise) that businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established (paragraph 123). The policy should in effect apply a precautionary principle ensuring a pattern of development which can either avoid altogether, or mitigate so far as is practicable, any harmful effects of new development on the quality of life for the community at large.
- 2.4 In relation to residential development, homes must be designed to meet the demands of everyday life, providing adequate space and facilities to enable residents to live comfortably and conveniently. The city council's indicative guidelines for minimum internal space standards are given below. These are based on the Homes and Communities Agency core housing design and sustainability standards proposed, but not adopted, in 2010 and those adopted by the Greater London Authority. Research undertaken by the Royal



Institute of British Architects (RIBA) in September 2011 (“The Case for space”) proposes a range of minimum standards largely analogous to these. Development in the majority of cases can reasonably be expected to achieve these standards in Norwich but there may be some scope to relax them on a case-by-case basis if there are exceptional conservation or regeneration benefits. The standards below will be used for guidance until such time as they are superseded by national space standards.

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

- 2.5 Outdoor space around new homes may be provided as private gardens or as communal amenity space. It should, however, be integral to the overall design of the development. Where residential balconies are accepted as part of high density development proposals, this may contribute towards the overall provision of external amenity space.
- 2.6 Under the provisions of this policy and to meet the requirements of the NPPF for a good standard of amenity, it can be expected that conversions to residential uses where there is insufficient external amenity space would only to be permitted in exceptional circumstances. Such circumstances might include proposals securing the essential regeneration of a wider area and ‘enabling development’ – that is, development which would not normally be permitted but is accepted exceptionally because it would allow the repair, restoration and long-term beneficial use of a heritage asset which could not be achieved in any other way. In all cases prospective developers are encouraged to consider reasonable options and to seek creative solutions for providing amenity space including the use of roof terraces, balconies and shared courtyards.

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References

- NPPF, CLG 2012: Core planning principles, high quality design and good standard of amenity, paragraph 17; Natural environment – avoidance of noise and other harmful impacts on health and quality of life arising from new development, paragraphs 122-123.
- National Planning Practice Guidance, CLG 2014: Air quality; Design; Health and well-being; Noise; Light Pollution.
- Homes and Community Agency's proposed core housing design and sustainability standards (consultation document – March 2010).
- The Case for space – the size of England's new homes, Royal Institute of British Architects, September 2011.



Delivering high quality design

Policy DM3 – Design principles

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

a) Gateways

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

b) Long views

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

c) Local distinctiveness and character

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

d) Layout and siting

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

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

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



e) Density

Development should achieve a density in keeping with the existing character and function of the area, although higher densities will be accepted within the city centre, district and local centres and other locations of high accessibility. The density of development must take account of the need to protect and enhance heritage assets and their settings, where these would be affected. The density of residential development should accord with policy DM12.

f) Height, massing, scale and form

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

g) Design of roads and streets

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

h) Materials and details

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

i) Green infrastructure, landscaping and biodiversity

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

- a) safeguard and enhance wildlife habitats, habitat links and natural features of geodiversity and biodiversity importance;
- b) enhance the appearance and character of the built and natural environment of the site and its surroundings;
- c) create a biodiversity-rich environment through the design of built structures and landscaping, the latter to include the use of native plant species; and
- d) link new areas of wildlife habitat into the existing network of habitats.



j) Energy Efficiency and Climate Change

All new development involving the construction of new, or the significant extension or adaptation of existing buildings will be expected to

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

Supplementary text

- 3.1 High quality and inclusive design is essential to deliver sustainable development. The NPPF requires local and neighbourhood plans to develop robust and comprehensive policies that set out the quality of development that will be expected for their area. This policy contains further detail to help implement this aspect of national policy and supplement the strategic design principles set out in JCS policy 2. It sets out the design principles that should be applied across the city to all forms and scales of development.
- 3.2 In accordance with NPPF recommendations, local design review arrangements are in place to provide assessment and support to ensure high standards of design in Norwich. Formal comments on the design aspects of current planning applications have been provided on a monthly basis by the Norwich Society (the city's main local amenity society) for many years. More significant development proposals may also be referred to an independent local design review panel for consideration before submission and, where appropriate, considered by elected members as part of pre-application public consultation. It is expected that where proposals of exceptional significance such as large new retail, commercial or housing schemes come forward they may need to be referred to Design Council CABE (or such successor body as inherits its responsibilities) for national design review.
- 3.3 Norwich's built and natural environment is of generally high quality and is characterised by a tight urban form, well provided with green open spaces and trees and exhibiting a historic townscape of particularly high quality reflecting its development over the past 1,000 years. It is essential that new development takes full account of these qualities in order to build on its



strengths and promote local distinctiveness through high quality design. New development should therefore be designed to use land efficiently and be adaptable, (optimising the potential of the site to accommodate development) as well as enhancing the character and appearance of the neighbourhood in which it will be situated.

- 3.4 Although information requirements for planning applications have been reviewed to remove the need for formal design and access statements for householder and other types of minor development, they are required for significant development proposals and most development in sensitive areas. Design and access statements have proved to be a useful means of setting out essential design principles for development schemes and have helped to drive up design quality standards in Norwich and elsewhere as well as enabling more effective and speedier decision-making. Where such statements are required these should aim to show how a proposal is functional, attractive and accessible to all. They should also show how the proposal meets the requirements of the development plan as a whole, with a particular focus on both policy 2 of the JCS and policy DM3 of this plan.
- 3.5 The policy emphasises the importance of local character and distinctiveness and ensuring that the new development relates to and enhances key landscape and townscape elements, in particular the need to encourage green design to support biodiversity and combat the effects of climate change. All proposals, including both traditional and contemporary designs, should be capable of being successfully integrated within neighbourhoods. Good design involves not only the creation of attractive features and forms within developments, but also includes consideration of the relationship of buildings with space and with the built form surrounding them. Furthermore, it should address how different places and uses interconnect and how people move between them (see NPPF paragraph 61). Particular consideration needs to be given to the impact of extensions and alterations both on the existing building and its immediate surroundings: the city council's good practice guidance (*Advice for household extensions*) gives more detailed assistance to applicants in relation to householder development.
- 3.6 The gateways identified in this plan are firstly those around the fringe of the city which demarcate the Norwich urban area from the surrounding countryside. Secondly those leading into the city centre assist in welcoming visitors to the centre and signifying its functional importance. The city centre gateways often coincide with the position of historic gateways to the old walled city of Norwich. Gateways may be marked by appropriately designed landmark buildings: for the purposes of this policy a landmark is defined as "a building or structure that stands out from its background by virtue of height, size or some other aspect of design". However, because of the particularly



sensitive townscape of the historic city it is considered that excessively tall or large buildings would be inappropriate in most gateway locations. The expectation of this policy is that gateway sites would be marked by development of exceptionally high quality which relies for its distinctiveness on design aspects other than size and height.

- 3.7 The distinctive topography of Norwich, with its two river valleys and sometimes steep, often wooded valley sides, offers the opportunity for long views across the city from elevated viewpoints. These views contribute greatly to appreciation of the townscape and provide a sense of place. The policy does not seek to protect all views from all places. Rather it seeks to manage and control development which could affect the key long views identified in appendix 8 and those which are identified in conservation area appraisals.
- 3.8 In general, there is scope to achieve higher densities in the city centre and in and around district and local centres. However, the density of development should respect and have regard to the existing character of the area. The assessment of an area's character and the impact of the development on it should take into consideration its historical context, urban morphology, the make-up of blocks and plots, landscape, predominant heights, views, design, materials and heritage assets in the area. Where a site is located within a conservation area particular account must be taken of any design guidance the relevant conservation area appraisal, as required by JCS policy 2.
- 3.9 When considering the layout of a site, priority should be given to non-car modes of transport, respecting the needs of pedestrians and cyclists over motor vehicles. This approach will assist in creating an attractive and safe environment for its intended users, and also help to promote sustainable development in accordance with the presumption set out in the NPPF. To comply with policy DM31 and the standards in appendix 3, car parking should not dominate schemes. Public and private open space should also be integral to the design of the development and should be well situated and defined to avoid piecemeal and isolated patches of public space that are not well used and may be prone to vandalism.
- 3.10 Careful consideration should also be given to detailed design aspects including the selection and choice of materials for buildings, landscaping, boundary treatments, demarcation of public and private space, street surfacing and street furniture. The range of materials which can be used for the construction of roads, footways and pedestrian areas has increased dramatically over recent years, but many of these new materials are not especially appropriate to the character of the city. Developers will be encouraged to use a limited range of materials that are capable of being adapted flexibly to the individual character of specific streets and places, in



accordance with the *Streetscape design manual*, to ensure that the quality of the public realm is maintained and improved.

- 3.11 To comply with this policy, materials should be chosen having regard to the local materials palette prevalent in the area but also to promote the conservation of resources through the use of the most sustainable and resource-efficient materials practicable. Should there be a conflict between these two objectives, this would need to be resolved through negotiation on a case-by-case basis to achieve the most appropriate and beneficial design solution for the site.
- 3.12 The application of external colour to historic buildings is also a characteristic feature of Norwich which helps to define and reinforce local identity. Applying decorative colour to the external walls of listed buildings may need listed building consent and must be agreed by the council as local planning authority. Selected colours should take account of the Historic colour strategy. Advice on appropriate colours and materials is available from the council's specialist urban design and conservation staff.
- 3.13 The design of new development offers many opportunities to improve and enhance the biodiversity and geodiversity of Norwich, both by incorporating features to promote biodiversity value within individual schemes (for example features to attract and support wildlife) and by creating new green areas to provide links to existing habitats, as required by the JCS.
- 3.14 Consequently development should be designed to safeguard and, where practicable, enhance natural features creating wildlife habitats and to provide new green infrastructure. This is particularly important within or adjacent to national, regional and local environmental assets and areas of open space as defined on the *Policies map*. Appendix 6 of the *Green infrastructure delivery plan* (GIDP) should be consulted to ensure that green infrastructure provision and enhancement is locationally sensitive to the particular character of the area and enhances local distinctiveness. Green infrastructure opportunity areas are detailed and illustrated in appendices 5 and 6 of the delivery plan. More detailed guidance on landscaping in development schemes will be included in an advice note on trees, landscape and development.
- 3.15 Even the smallest development proposals can make a useful contribution to increasing biodiversity through quite modest and low-cost enhancements and building design features, such as bat and bird boxes and bird bricks. Larger developments would be encouraged to incorporate more extensive wildlife friendly features as part of their overall design, such as green and brown roofs, which have the added advantages of capturing rainwater, combating surface water run-off and reducing the impact of flooding. Practical advice on incorporating green design features and enhancing



biodiversity in schemes is available from various sources. Supplementary planning guidance on promoting biodiversity is expected to be brought forward to support this policy, which may either take the form of county-wide guidance prepared by Norfolk County Council or local SPD specific to Norwich.

- 3.16 JCS policy 1 states that development in the area will be energy and resource efficient, mitigate against the urban heat island effect and be adaptable to climate change. Policy DM3 of this plan provides further detail as to how this requirement will be applied in Norwich. Since not all development involves new buildings, it also clarifies what categories of development the policy applies to.
- 3.17 Addressing climate change is an important aspect underpinning the development plan. The JCS promotes the sustainable location of development, the efficient use of resources and the promotion of renewable energy. Policy 3 of the JCS requires major schemes to provide at least 10% of their energy requirements from decentralised low carbon and renewable energy sources and for the largest proposals to demonstrate that they have taken opportunities to maximise the contribution of such sources. Because of identified constraints on water supplies in the east of England, it also requires new development to be water efficient. All new housing development must achieve *Code for sustainable homes* level 4 for water efficiency and schemes over 500 dwellings must achieve level 6 by 2015. Supplementary advice for developers supporting JCS policy 3 in relation to water efficiency is contained in a *Water efficiency advice note* issued by the Greater Norwich Development Partnership in 2011.
- 3.18 More rigorous national standards for energy efficiency are being introduced through the Building Regulations, with the aim of ensuring new development becomes zero carbon. The timing of the introduction of the higher national standards will determine the standards applied in Norwich.
- 3.19 Minimising and mitigating against flood risk is also an important requirement of JCS policy. The issue is dealt with more fully in policy DM5 but can also be addressed through aspects of the design of buildings themselves. Particular vulnerability to surface water flooding has been identified in certain parts of the city in the Norwich *Surface water management plan* (SWMP) and further technical modelling has since established the extent of the Critical Drainage Catchments feeding into those areas. Account has been taken of specific recommendations in the SWMP as to how the issue might be addressed in Policy DM3 and other policies of this plan.
- 3.20 As set out in the JCS, '*Building for life*' criteria introduced by CABI in 2003 and since replaced by the simplified *Building for life 12* standard will be used to



evaluate residential development of 10 or more units. Should these be revised or superseded, account will be taken of any equivalent best practice standards which are subsequently adopted during the currency of this plan.

- 3.21 Other design guides and best practice advice should be referred to where appropriate. These include published National Planning Practice Guidance (NPPG) on design, the *Manual for streets*, the city council's local *Streetscape design manual* and ACPO's *Secured by design* website. Within conservation areas, the advice in any published conservation area appraisals will be taken into account, in accordance with JCS policy 2. Within the City Centre Conservation Area, proposals should accord with the design guidelines and principles set out in the *City centre conservation area appraisal*.

References

- NPPF: CLG, 2012: Presumption in favour of sustainable development; Core planning principles; paragraph 17 re design;
Section 7 - Requiring good design;
Section 8 - Promoting healthy communities (safe and accessible environments);
Section 10 – Meeting the challenge of climate change, secure radical reductions in greenhouse gas emissions, take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption; manage the risk of flooding;
Section 12 – Conserving and enhancing the natural environment (minimise impacts on biodiversity).
- National Planning Practice Guidance: CLG 2014: Design.
- JCS policy 1: Addressing climate change and protecting environmental assets.
- JCS policy 2: Promoting good design.
- JCS policy 7: Supporting communities.
- JCS policy 11: Norwich city centre.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- The Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2013: re Design and access statements.
- Design and access statements – How to write, read and use them, Commission for Architecture and the Built Environment [CABE], 2006 (Archived).
- Creating successful masterplans, CABE, 2011 (Archived).
- The sign of a good place to live: Building for life 12, Design Council CABE, 2012.
- Manual for streets, Department for Transport 2007.
- Norwich streetscape design manual, Norwich City Council 2006.

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- Secured by design, Association of Chief Police Officers (ACPO) web resource <http://www.securedbydesign.com/>
- Greater Norwich historic characterisation and sensitivity assessment, Norfolk County Council (2009).
- Conservation area appraisals, Norwich City Council, various dates. Available at www.norwich.gov.uk
- Good practice guidance for green infrastructure and biodiversity, TCPA 2012.
- Norwich urban area surface water management plan, URS Scott Wilson, 2011.
- The Code for sustainable homes, CLG 2010.
- BREEAM: The environmental assessment method for buildings www.breeam.org
- Water efficiency advice note, Greater Norwich Development Partnership, 2011.
- Extensions to houses advice note, Norwich City Council 2012.

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Providing for renewable and low carbon energy

Policy DM4

Renewable energy

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

Proposals for renewable energy development (including community-led initiatives brought forward through neighbourhood plans) will be permitted where their scale, siting and cumulative effects would not have a significant adverse impact on:

- a) neighbouring uses or amenity;
- b) visual amenity, particularly from sensitive viewpoints;
- c) environmental and heritage assets; and
- d) highway safety.

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

Supplementary text

- 4.1 The NPPF states that local planning authorities should design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily (paragraph 97). More specific technical advice on renewable energy generation is published in the Department for Energy and Climate Change (DECC)'s National Policy Statement for Renewable Energy Infrastructure and the overarching National Policy Statement for Energy.
- 4.2 The JCS emphasises the importance of renewable sources to ensure that development contributes towards energy targets and does not have a negative impact on the environment. Policy DM4 aims to ensure that, within the city, the use of renewable energy will be encouraged as part of development proposals and will be permitted provided that there are no significant adverse impacts upon neighbouring uses and visual amenity, environmental and historic assets and highways.
- 4.3 Careful siting of installations may be sufficient to prevent adverse impacts; however in some cases appropriate landscape screening could be used to mask or reduce the visual and amenity impact of the proposal. When considering the design of proposals consideration will also be given to issues such as overshadowing and noise impact.



- 4.4 This policy does not focus on any particular type of renewable energy as technologies change over time: also, the need to apply for planning permission for many microgeneration facilities has been relaxed and may be further reviewed during the plan period.

References

- NPPF, CLG, 2012. Section 10 - Meeting the challenge of climate change, flooding and coastal change: recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources.
- National Planning Practice Guidance: CLG 2014: Renewable and Low Carbon Energy.
- Overarching National Policy Statement for Energy, Department for Energy and Climate Change, 2011.
- National Policy Statement for Renewable Energy Infrastructure, DECC, 2011.
- JCS policy 1: Addressing climate change and protecting environmental assets.
- JCS policy 3: Energy and water.
- Sustainable energy study for the Joint Core Strategy for Broadland, Norwich and South Norfolk: ESD, 2009.



Planning effectively for flood resilience

Policy DM5

Flooding

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

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

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

In the case of proposals in areas of higher flood risk which are within the city centre but which fall outside the regeneration areas identified on the Policies map, the search area for reasonable alternative sites should take account of:

- a) the scale and function of the proposal;
- b) the potential contribution of the use or uses proposed to overall regeneration of the city centre, including through the provision of new housing;
- c) where the proposal is for retail, leisure or other main town centre uses, the suitability of any alternative locations in relation to policy DM18 of this plan;
- d) any objectively identified need for the use proposed which justifies a location in the city centre in order to support the objectives and policies of the development plan.

For the purposes of this policy “city centre” means the area defined on the city centre Policies map insets, including both the City Centre inset and Northern City Centre Area Action Plan inset.



Sustainable drainage and surface water flooding

Mitigation measures to deal with surface water arising from development proposals should be incorporated to minimise the risk of flooding on the development site and where possible reduce the risk, otherwise at least minimise the risk, within the surrounding area.

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

Within the critical drainage catchments as identified on the Policies map and in other areas where the best available evidence indicates that a serious and exceptional risk of surface water flooding exists, all development proposals involving new buildings, extensions and additional areas of hard surfacing should ensure that adequate and appropriate consideration has been given to mitigating surface water flood risk. Developers will be required to show that the proposed development:

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

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

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

Surface Treatment

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



Where permission is required, proposals involving the provision of new or replacement paved and other impermeable surfaced areas will only be permitted:

- a) in areas of impermeable soils as identified in Appendix 1;
- b) in other areas where it can be demonstrated that permeable surfaces are not practicable due to poor soil infiltration capacity, high groundwater levels or risk of subsidence; and
- c) in areas with soils with average or good infiltration capacity, where it can be demonstrated that there is an exceptional and overriding justification for such surfaces.

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

Supplementary text

- 5.1 The purpose of this policy is to minimise flood risk to new development and to protect existing development from increased flood risk as a result of new development.
- 5.2 An extensive evidence base on flooding locally has informed plan making. The *Level 1 Strategic flood risk assessment* identifies those areas of Norwich which are at risk of flooding from the rivers Wensum and Yare (tidal and fluvial flooding) taking account of the best available evidence of predicted net sea level rise consequent on climate change. The *Level 2 Strategic flood risk assessment* for Norwich analysed the extent to which development in flood zone 2, with suitable flood mitigation, will be necessary in order to achieve the housing targets set out in the JCS. The *Surface water management plan* (SWMP) identifies areas of the city at greater risk from surface water flooding resulting from heavy rainfall events (pluvial flooding).
- 5.3 JCS policy 1 requires new development to be located to minimise flood risk, mitigating any such risk through design and implementing sustainable drainage. The national policy context is set out in the NPPF within Section 10: Meeting the challenge of climate change, flooding and coastal change.
- 5.4 Environment Agency definitions now incorporated in the technical guidance to the NPPF categorise the relative degrees of tidal and fluvial flood risk to different zones, these being Zone 1 (low probability of flooding), Zone 2 (medium probability), Zone 3a (high probability) and Zone 3b (the functional floodplain). These definitions remain in standard use for planning purposes.



The applicable zones are illustrated by the flood maps produced by the Environment Agency (EA) which are available from their website.

- 5.5 The NPPF and its technical guidance set out the requirement to apply a sequential approach which assesses alternative potential sites for new development, to ensure that where possible, development can be brought forward in areas at little or no risk of flooding in preference to areas at higher risk. The overall aim is to steer new development to areas of lowest risk. Where there are no reasonably available alternative sites in Flood Zone 1, consideration should be given to the vulnerability of land uses and reasonably available sites in Flood Zone 2. Where there are no reasonably available alternative sites in Flood Zone 1 or 2, sites in Flood Zone 3 may be considered, taking into account the flood vulnerability of the land use proposed. The relative levels of flood vulnerability for different land uses are set out in the NPPF technical guidance.
- 5.6 The *Level 2 Strategic flood risk assessment* for Norwich shows that development in flood zone 2, with suitable flood mitigation, will be necessary in order to achieve the housing targets set out in the JCS. Such development will also help to address the social and economic needs of the city, promoting essential regeneration in the city centre and retaining its vitality as the most accessible location in the sub-region.
- 5.7 Other than in the city centre (including the regeneration areas detailed below), the search area for reasonable alternatives for locating proposed development in a zone of lower flood risk will extend to the whole of Norwich. However, where sites are specifically shown for development in the *Site allocations plan*, and in any other local plans forming part of the development plan, the principle of development is already established. The required risk assessments will already have been undertaken as part of the plan-making and sustainability appraisal process, to show that the form of development proposed for the site concerned is appropriate and justified in the context of flood risk.
- 5.8 Prospective developers therefore need not re-apply the sequential test for any proposal which falls within an allocated development site in a local plan and is in accordance with the applicable plan policy for that site. However, the detailed design of schemes should still follow a sequential approach to ensure that flood vulnerable uses and activities occupy areas of lowest flood risk within the site.
- 5.9 The *Level 2 Strategic flood risk assessment* also shows that the exceptions test will not be required for allocated housing sites within Norwich. Notwithstanding this, the city council considers that there may be instances where flood vulnerable uses are proposed within mixed use allocations and



these would need to be subjected to the exceptions test in accordance with national guidance.

- 5.10 For the city centre, the JCS sets out the importance of mixed use development and regeneration to enhance its regional role, including the redevelopment of brownfield sites. Within Norwich the identified priority regeneration areas are shown on the *Policies map*, these being
- the northern city centre area, whose boundary is defined by the adopted NCCAAP,
 - the *St. Stephens masterplan* area (predominantly in Flood Zone 1 and hence unlikely to be affected by significant fluvial flood risk); and
 - an area in the south-east of the city centre which is intended to be the focus of mixed use regeneration and neighbourhood renewal over the course of the plan period (under the emerging *South City Centre vision and investment plan*). The overall strategic plan for this area may be supplemented by smaller area development briefs for opportunity sites such as Rose Lane/Mountergate.
- 5.11 Because of the fundamental importance of city centre regeneration in the JCS, it has been accepted by the Environment Agency that a smaller search area can be used for reasonable alternatives to new development which is in a regeneration area, the principle being that these areas have already been identified and subject to prior testing of alternative development scenarios through the plan making and sustainability appraisal process, during the preparation of the JCS and NCCAAP. Accordingly, it is not expected that the search for alternative sites for any proposal in a regeneration area would need to extend outside the boundaries of the regeneration area concerned.
- 5.12 For development in regeneration areas at increased risk of flooding (outside Zone 1) the flood risk assessment should focus on addressing how the flood risk will be managed and mitigated and the sequential approach should be applied when considering the location of development within the site.
- 5.13 Other than in the priority regeneration areas, the extent of the search area for alternative sites under the sequential test for flood risk will vary according to the scale and nature of the proposal, for example for a large development of strategic significance it will be appropriate to look across the whole of Norwich. For main town centre uses the council's expectation will be that locations within the defined retail and leisure areas would be most preferable, in accordance with the provisions of policy DM18 and the hierarchy of centres set out in JCS policy 19. Thus a location outside the city centre or outside any other defined centre would, by definition, not be



regarded as “reasonable”. The contribution of proposals to strategic objectives – for example the desirability of expanding education opportunities within the city centre – would tend to weigh in favour of a location in the city centre over one outside it. In all cases, the suitability of a location within the defined city centre retail and/or leisure areas under policy DM18 and other policies of this plan will need to be weighed against the relative risk of flooding if that location falls within a higher risk flood zone.

- 5.14 Where development is proposed other than in these specific locations or on sites which are specifically allocated in the *Site allocations plan*, the policy follows Environment Agency advice that in carrying out the sequential test, the search for reasonable alternatives should look across the whole of Norwich. In practical terms it is expected that the scope for locating development elsewhere will depend upon the nature and intended catchment area of the use proposed. For example if a proposed development in an area with some degree of flood risk was intended to serve an essential community need for residents within a particular neighbourhood of the city and would be acceptable in all other respects, it would not be reasonable to insist that it be located outside that neighbourhood if the flood risk could be adequately mitigated. In some situations it may be appropriate to consider the relevant neighbourhood area as the appropriate area of search, taking account of the advice of the Environment Agency. Flexibility will be applied in these cases to ensure that flood risk is considered alongside other needs and priorities within the locality to achieve the most appropriate development solution.
- 5.15 For the purposes of the sequential test, a site would not be considered to be a reasonable alternative if:
- it is developed or in the process of being developed;
 - it has an extant planning permission for redevelopment or a resolution to approve;
 - the owner has stated that there is no intention to develop the site within the next five years or the site is subject to a lease with an unexpired period of five years or more.
- 5.16 The city council’s validation checklist requires all proposals either on sites greater than one hectare or within areas at risk of flooding to provide a flood risk assessment identifying the scale of the flood risk, likely sources of flooding and flood risk mitigation and management measures.
- 5.17 The law relating to sustainable drainage is changing. Schedule 3 of the Flood and Water Management Act 2010 introduced standards for the design, construction, maintenance and operation of new rainwater drainage systems,



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

- 5.18 The SWMP highlights two particular zones within Norwich which are especially prone to surface water flooding (and which will flood in extreme rainfall events). These comprise a zone within the outer ring road between Unthank Road and Earlham Road to the west and south-west of the city centre and a zone running on a north-south axis from the outer ring road at Catton Grove Road/Oak Lane to the north end of the city centre at Magdalen Street. Both these areas coincide with the course of former streams which were tributaries of the river Wensum. Further modelling subsequent to the publication of the SWMP has defined the extent of the catchment areas which feed into these flood-vulnerable zones. These Critical Drainage Catchments are identified on the *Policies map*. Those parts of the city falling within the Critical Drainage Catchments will not necessarily flood in extreme rainfall events, but any development within them is likely to increase the risk of flooding in the most flood vulnerable areas without mitigation.
- 5.19 The modelling evidence supporting the SWMP thus provides justification for requiring new development in these areas to incorporate higher standards of flood resilience than are necessary elsewhere. Although these areas are already densely developed and may not offer many opportunities for major development, this policy requires surface water flooding issues to be fully addressed in flood risk assessments submitted with applications and flood-resistant design enhancements to be incorporated within any new development proposals which do come forward.
- 5.20 To prevent an increase in surface water flooding within these areas, all significant proposals involving new construction will be required to show how surface water flooding issues will be addressed and should include measures



to protect against and reduce the vulnerability of the site and the wider area to the effects of surface water run-off. Appropriate measures may include the use of permeable surfaces, grey water recycling, green and brown roofs and walls, soakaways, water storage areas and water butts. Intending developers will be encouraged to consult and take account of best practice advice on this issue.

- 5.21 The policy allows for the emergence of more extensive technical evidence on surface water flood risk to be taken into account over the plan period, so that in areas or sites outside of the Critical Drainage Catchments where there is likely to be elevated risk of surface water flooding (e.g. as a result of specific topography) the same policy requirements would apply. The requirements of policy DM5 for proposals within the Critical Drainage Catchments are also reflected in the relevant site specific policies in the *Site allocations plan*.
- 5.22 The extensive use of permeable surfaces in all external areas can make a significant contribution towards sustainable drainage. Consequently, this is encouraged within all development which needs planning permission, including proposals for the paving of front gardens of domestic dwellings and more substantial areas of surfacing associated with commercial and other non-residential development. Amendments were made to the General Permitted Development Order in 2008 bringing the paving over of front gardens within the scope of planning control. Planning permission is now required for the paving of domestic front gardens with an area of over five square metres except in cases where permeable surfaces complying with the CLG and Environment Agency's *Guidance on the permeable surfacing of front gardens* are used.
- 5.23 The scope for using permeable surfaces may be reduced where soils have poor infiltration capacity, where groundwater levels are high or where ground conditions present particular risks of subsidence from voids and instability in the underlying geology. Large areas of Norwich are built on chalk and some are especially prone to subsidence (see policy DM11). Where it is demonstrated that permeable surfaces are likely to be unacceptable for these reasons, hard surfaced paving may be accepted. In these cases developers will be encouraged to explore alternative means of managing surface water runoff within the development site. Where soils are well drained, impermeable surfaces will only be permitted where it is demonstrated that there is an overriding need for such a surface.
- 5.24 The technical data which determines soil infiltration capacity is not collected at a level of detail which enables it to be mapped at a large-scale, consequently it is not practicable to show these areas on the *Policies map*. An indicative infiltration capacity drainage map is instead provided in appendix 1 of this plan. As the map is indicative, it must be demonstrated on a case-by-



case basis within all relevant areas of the city that permeable surfaces are not practicable. The city council will take account of any more detailed technical advice and/or mapped data that emerges over the plan period which enables a more informed judgement to be made on issues of drainage capacity in relation to this policy.

References

- NPPF CLG, 2012: Delivering sustainable development, presumption in favour of sustainable development; Section 10 – Meeting the challenge of climate change, flooding and coastal change: minimising vulnerability to climate change and managing the risk of flooding.
- National Planning Practice Guidance: CLG 2014: Climate Change; Flood Risk and Coastal Change.
- Norwich strategic flood risk assessment, Level 1 (Millard Consulting, 2008) and Level 2 (Hyder, 2010).
- Norwich Surface water management plan and associated technical studies (URS Scott Wilson, 2011).
- Provisions of the Flood and Water Management Act 2010.
- Greater Norwich integrated water cycle study, Scott Wilson, 2009.
- Guidance on the permeable surfacing of front gardens: CLG/Environment Agency, 2008.

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Protecting and enhancing the natural environment

Policy DM6

Natural environmental assets

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

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

Nationally protected sites of special scientific interest (SSSI)

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

Regional and local sites

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

- The effectiveness of any proposals to mitigate the environmental impact of the development,
- any overriding benefits arising from that development in achieving the wider objectives of the JCS and



- any opportunities for local enhancements to biodiversity, geodiversity or green infrastructure associated with the proposal.

The sites to which this part of the policy applies include local nature reserves, County Wildlife Sites, County Geodiversity Sites, Roadside Nature Reserves (RNRs), and significant areas of woodland identified on the Policies map which are not covered by the above designations. Where development results in some impact the proposal must be accompanied an assessment of that impact and specify the appropriate mitigating measures that will be undertaken.

Yare Valley character area

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

- a) agriculture or forestry purposes; or
- b) facilities ancillary to outdoor sport and recreation or other uses appropriate to the purpose of this policy; or
- c) the limited extension of or alteration to existing buildings.

Supplementary text

- 6.1 Policy 1 of the JCS is concerned with protecting the wealth of natural environmental assets which Norwich benefits from and creating and enhancing habitat links to, from and within the city to surrounding open countryside and the Broads to benefit biodiversity and to help to address climate change.
- 6.2 The need for strong protection of nationally and internationally recognised environmental assets, landscapes, habitats and ecological networks is emphasised in Section 11 of the NPPF – Conserving and enhancing the natural environment. It requires local authorities to protect valued landscapes, minimise impacts on biodiversity and provide net gains in biodiversity where possible aiming to halt the overall decline in biodiversity which has occurred over recent years. Clear distinctions are recommended to be made in policy between the hierarchy of international, national, regional and locally designated sites. It also states that plans should identify and map components of local ecological networks, including: international, national and local sites of importance for biodiversity, wildlife corridors and areas identified by local partnerships for habitat restoration or re-creation.
- 6.3 Key ecological networks and sites are already identified through the evidence studies supporting the JCS. Policy DM6 follows the principles set out in



national guidance and supplements Policy 1 of the JCS to ensure the protection, management and enhancement of the city's valued natural environmental assets.

- 6.4 The general principle of the policy is that sustainable development promoted through this plan should aim to ensure the protection, management and enhancement of all natural environmental assets and the more significant the asset, the greater the presumption in favour of its protection. It is expected that the majority of cases, priority habitats and species in Norwich will already have been identified on a site specific basis and are protected through national and local designations. In cases where development is likely to have a significant impact on priority habitats and species which are not identified in this way, appropriate provision must be made by the developer to compensate for any unavoidable loss of biodiversity on-site. Mechanisms to ensure adequate compensation for such loss (biodiversity offsetting schemes) are being developed through the Greater Norwich Growth Board (the successor to the Greater Norwich Development Partnership).
- 6.5 A small section of the River Wensum Special Area of Conservation (SAC), to the north of Hellesdon Mill, as shown on the *Policies map*, lies within the plan area. This stretch of the river is also a Site of Special Scientific Interest (SSSI). As an internationally protected site, the river is statutorily protected under the Habitats Regulations, so no policy is necessary in this plan. The River Wensum provides a green link through the city; however the navigable, tidal stretch of the Wensum south-east of New Mills is within the Broads Authority area.
- 6.6 There are an additional four SSSIs in Norwich. These are Eaton Chalk Pit, Catton Grove Chalk Pit, St James' Pit (Mousehold) and Sweet Briar Road Meadows. The sites are of particular value for their flora, fauna, geological or physical features. There is a strong presumption against development which adversely affects the special interest of these sites.
- 6.7 Eight sites have been designated as local nature reserves and 29 further areas have been designated as county wildlife sites. In addition a Roadside Nature Reserve (RNR), has been designated in an area alongside Ipswich Road close to Danby Wood. Norwich also has over 200 acres of woodland in public ownership and an abundance of well wooded areas, including areas of ancient woodland. The policy seeks to protect the environmental value of these sites. Consequently, any proposal that potentially affects this will need to be accompanied by an assessment of impact and any losses of biodiversity mitigated.
- 6.8 Sites may also be identified for their geological or geomorphological importance as County Geodiversity Sites (CGS), equivalent to the established



County Wildlife Site designation. At present no sites in Norwich have CGS status, but should any be identified over the plan period they would be covered by this policy. Consequently they would be subject to the same requirements for impact assessment and appropriate mitigation as apply to sites of wildlife interest.

- 6.9 The *Greater Norwich Green infrastructure delivery plan* (GIDP) identifies five green infrastructure priority areas, two of which extend into Norwich. These are 'Norwich to the Broads' and 'Water City' (the rivers Yare and Wensum). Green Infrastructure refers to networks of protected sites, nature reserves, green spaces, waterways and green linkages. The approach to green infrastructure is set out within three policies within this plan. Policy DM3 addresses the issue of the safeguarding and enhancement of green infrastructure within development proposals, DM6 considers those elements of the green infrastructure priority network which are also natural environmental assets and DM8 deals with the recreational and amenity considerations for open space, including allotments.
- 6.10 The green infrastructure priority areas are safeguarded for the most part either through national protection (Sites of Special Scientific Interest), through regional and local landscape designations of various types and through established policy protection of other areas of community open space which have recreational or amenity value. These green areas are indicated collectively on the *Policies map* and may overlap.
- 6.11 The Yare Valley provides a green corridor to the south of Norwich, separating the city from suburbs and employment areas in South Norfolk and providing a green urban edge. However, there are parts of the Yare Valley which are not covered by any national or local landscape designation and some areas which are partially developed. The Yare Valley character area has therefore been defined in recognition of the vulnerability of certain parts of the valley to potentially unsympathetic development which could otherwise compromise the character of this important natural environmental resource.
- 6.12 For the purpose of this policy the term 'limited extension or alteration' refers to development that is not significantly greater than allowed for under permitted development rights and which would not have a significantly detrimental impact on the character of the area. Although such proposals may not be harmful in isolation, it will be necessary to take account of any cumulative impacts resulting from previous extensions and additions on the same site.



References

- NPPF: CLG, 2012: Section 11 – Conserving and enhancing the natural environment: protecting and enhancing valued landscapes, geological conservation interests and soils, minimising impacts on biodiversity and geodiversity.
- National Planning Practice Guidance: CLG 2014: Natural Environment.
- JCS policy 1: Addressing climate change and protecting environmental assets.
- JCS policy 7: Supporting communities.
- JCS policy 9: Strategy for growth in the Norwich policy area.
- JCS policy 11: Norwich city centre.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- JCS policy 18: The Broads.
- Greater Norwich Development Partnership Green Infrastructure Study, Chris Blandford Associates, 2008.
- Greater Norwich Development Partnership Green Infrastructure Delivery Plan; Chris Blandford Associates, 2009.
- Appropriate Assessment screening report for the DM policies plan, The Landscape Partnership, 2010.

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Trees and development

Policy DM7

Trees and development

Trees and significant hedge and shrub masses should be retained as an integral part of the design of development except where their long-term survival would be compromised by their age or physical condition or there are exceptional and overriding benefits in accepting their loss.

Development requiring the loss of a protected tree or hedgerow (including preserved trees, protected hedgerows, trees in Conservation Areas, ancient trees, aged and veteran trees and trees classified as being of categories A or B in value), will only be permitted where:

- a) the removal of a tree or hedgerow will enhance the survival or growth of other protected trees or hedgerows; or
- b) it would allow for a substantially improved overall approach to the design and landscaping of the development that would outweigh the loss of any tree or hedgerow.

Where the loss of trees is accepted in these circumstances, developers will be required to provide at least equivalent replacement in terms of biomass. This should be provided on-site unless the developer can show exceptional circumstances which would justify replacement provision elsewhere.

Development affecting trees and hedgerows

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

Street trees

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



Supplementary text

- 7.1 Trees, hedges and shrubs add great beauty and sense of place and character to Norwich's landscape and are a defining feature within the city. There are around 750,000 trees in the city, growing in a wide variety of locations. Trees enhance the structure and layout of the city, provide important landmarks, complement the built environment by providing screening, perspective, focal points, privacy and seclusion and they define and separate open spaces. They also provide habitats for a range of wildlife and form a "carbon sink" helping to absorb and store and counteract the harmful effect of carbon dioxide emissions. This policy, relating to trees affected by development, will further the council's aim to preserve the variety, number and quality of trees in Norwich and to ensure that development contributes to the maintenance or enhancement of the tree cover of the urban area.
- 7.2 For the purposes of this policy, 'protected trees' include those protected by a tree preservation order, a tree within a conservation area, an ancient, aged or veteran tree or any other tree of category B or A as per BS 5837:2005 (as amended). The Woodland Trust and other sources state that there is no precise definition of an 'ancient tree' but there are three guiding principles: 1) trees which are of interest biologically, aesthetically or culturally because of their age; 2) trees that are in the ancient stage of their life; 3) trees that are old relative to others of the same species. A commonly accepted technical definition of an ancient tree is "A tree that shows characteristics of having passed beyond its mature phase." Such characteristics might typically include a large girth, signs of crown retrenchment and hollowing of the stem.
- 7.3 The NPPF, similarly, defines an 'aged' or 'veteran tree' as "a tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally". 'Ancient trees' are usually older than the majority of trees of the same species in the same geographic area, whilst a 'veteran tree' is one with similar characteristics to an ancient tree, but not necessarily ancient in years.
- 7.4 Consistent with the NPPF's advice on protecting valued landscapes, the presumption of this policy is that existing viable trees, hedgerows and other shrub masses of value should be protected unless their loss is unavoidable. Where new development is proposed the preference will always be to incorporate trees and significant hedges and shrub masses into the development. Where the loss of any tree is unavoidable as part of a development, replacement provision is required and will be calculated in terms of replacement biomass rather than on a one to one basis. Where specific on or off-site planting proposals are negotiated as part of the overall enhancement of a particular development site, the replacement, protection and maintenance of trees, shrubs and other natural features would normally



be specified by condition or secured by a planning obligation, either a section 106 agreement or unilateral undertaking. Larger scale enhancement of green infrastructure would be funded directly through the Community Infrastructure Levy (see the discussion of the role of the Community Infrastructure Levy following policy DM33).

- 7.5 Where a proposed development retains existing trees on-site, a satisfactory arboricultural impact assessment should be submitted in accordance with BS5837:2012 (or the equivalent applicable standard should this be superseded over the plan period) and the Norwich City Council validation checklist. This statement should analyse the potential impact on the retained trees. Where proposed development would have an impact on trees, particularly where it would impinge on root protection areas of trees both within and outside the development site, a site specific arboricultural method statement should be submitted. The statement should demonstrate mitigation measures are in place to ensure that development works do not harm the existing tree.
- 7.6 A supplementary planning document, *Trees and development*, has successfully supported the council's previous policies in relation to trees and has been commended as an example of best practice. The document will be reviewed and updated as an advice note to support this policy, giving further detail on the recommended process to be followed to ensure appropriate protection and management of trees on development sites and to encourage the effective integration of existing and the provision of new trees and landscaping within development schemes.

References

- NPPF: CLG, 2012, Section 11 – Conserving and enhancing the natural environment: Minimise impacts on biodiversity and geodiversity, resist loss of irreplaceable habitats including ancient/veteran trees.
- National Planning Practice Guidance: CLG 2014: Natural environment; Tree Preservation Orders and trees in conservation areas.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- Town and Country Planning Act 1990: s197 (as amended): duty for planning permission to make appropriate provision for the protection of trees.
- Natural Environment and Rural Communities Act 2006: s40, duty to conserve biodiversity.
- The British Standards Institute Standards BS 5837:2012; Trees in relation to design, demolition and construction.

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Planning effectively for open space and recreation

Policy DM8

Open space

Protection of existing open space

Development leading to the loss of open space (identified on the Policies map) which is used primarily for sport or recreation will only be permitted where:

- a) the proposal would result in an overall qualitative or quantitative improvement to recreational facilities (either within the open space or on an alternative accessible site in the locality; and
- b) the benefits to sport or recreation would outweigh the loss of that open space.

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

In addition, development leading to the loss of open space of whatever type (identified on the Policies map), will only be permitted where:

- a) the proposal would not cause significant harm to the amenity or biodiversity value of the open space; and
- b) an assessment shows that the site is no longer required for or is demonstrably unsuitable for its original intended purpose; and
- c) there is no viable or reasonably practicable means of restoring or re-using it for an alternative form of open space.

In assessing proposals for development on existing school playing fields which involves the extension, expansion or redevelopment of school buildings and facilities, significant weight will be given to the need to meet identified local needs for school places over the plan period and beyond. Such development will be supported and accepted where it meets the criteria in policy DM22.

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



Provision of new open space

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

Proposals for development on sites not already identified in the *Site allocations plan* which:

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

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

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

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

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

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

Supplementary text

- 8.1 Norwich is generally well provided with open space with around 500 hectares of parks and open spaces. The city benefits from large natural areas such as



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

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

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

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

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

8.5 Areas of open space identified as part of the study are shown on the *Policies map*. The presumption of this policy is that the loss of designated open space which is in, or has the potential of being put to, beneficial and viable use will only be permitted if it can be shown that redevelopment would bring



demonstrable and overriding benefits. Decisions will take account of the spatial planning objectives of the JCS, policy DM1 of this plan and the presumption in favour of sustainable development set out in the NPPF. Development which would adversely affect the character of historic parks and gardens will not be permitted in accordance with the NPPF and policy DM9 of this plan.

- 8.6 In relation to formal open space whose primary purpose is sport and recreation, any redevelopment should be capable of delivering overall sporting benefits. Where indoor sports facilities are not associated with a designated open space but are freestanding buildings, they are not generally indicated on the Policies map and are assessed as community facilities subject to policy DM22.
- 8.7 In assessing proposals which involve the loss of recreational open space, the council will have regard to the adequacy and inclusivity of any replacement open space and/or built facilities offered as part of the proposal (i.e. to what extent the proposal offers opportunities for socially inclusive recreation available to all as opposed to more exclusive or specialist activities), the accessibility and quality of existing open space and recreational facilities on the proposal site and elsewhere in the locality and the overall sufficiency of open space and recreational provision in the area, taking account of up-to-date needs assessments for the type of open space or facility involved.
- 8.8 The requirement of policy DM8 for alternative provision on an “accessible site in the locality” will mean that such a site, where offered, should be a genuinely accessible and reasonable alternative to users who would be displaced from the proposal site and (to comply with the NPPF and policies DM1 and DM28 of this plan) should not result in an increase in the overall need to travel.
- 8.9 For neighbourhood facilities mainly serving the local community (including allotments) the council’s expectation is that the maximum distance to such an alternative site should normally be no more than 400 metres, and should not involve crossing a major road. For larger open space and recreational facilities serving a city wide catchment, or a particular sector of sport, it may not be practicable to offer an alternative site in the immediate vicinity. In these circumstances the overall net benefits of any replacement package would need to be assessed and negotiated flexibly on a case-by-case basis.
- 8.10 Any proposal considered under this policy which involves the loss of school playing field land must take account of the provisions of Section 77 of the School Standards and Framework Act 1998 which requires the agreement of the Secretary of State before planning permission is sought for development or change of use. It is a requirement that any proceeds from the disposal of



the school playing field must be used towards specific projects to improve or enhance sports or educational facilities.

- 8.11 As well as protecting existing open space from inappropriate development, it is essential that the quality of that space can be improved and its accessibility enhanced so residents and visitors can continue to enjoy it. It is also important that new development proposals should exploit the potential for enhancement and extension of open space and green infrastructure to serve future residents and other users. To achieve this, all residential development will provide a contribution towards the provision, enhancement and maintenance of open space through the community infrastructure levy, as part of the standard obligations set out in policy DM33 of this plan. This may include the provision of informal open space within existing residential areas, contributions toward the provision of community allotments within new development and the enhancement of existing allotments where local need for such provision is identified.
- 8.12 Although there may be relatively few instances where windfall sites of such size emerge over the plan period, the expectation of this policy is that provision for a dedicated area of formal open space will normally need to be made on-site for schemes which provide more than 100 new dwellings or are more than two hectares in size, unless local circumstances or other material considerations indicate that a different approach is necessary.
- 8.13 The approach to be taken in individual cases would depend on the precise nature and location of the site and would need to take account of the availability and accessibility of recreational and other open space nearby, any identified shortages of particular types of open space in the area, the scope of the site to accommodate communal open space to serve a number of separate smaller development sites in the vicinity and the particular form and character of existing development in the surrounding area.
- 8.14 Sites below this size thresholds given are unlikely to be able to accommodate areas of viable formal recreational open space which it is cost effective to adopt and maintain at public expense, although smaller areas of amenity open space and other hard and soft landscaped areas will be required in all development as an essential part of the scheme design in accordance with policy DM3. As an indicative guide, on-site open space provided in accordance with this policy in combination with incidental open space and landscaping required under policy DM3 should not generally be less than 20% of the total site area.
- 8.15 Where dedicated open space is required on larger sites and is considered to be the most appropriate way of providing it to serve local needs, the council will encourage flexible funding solutions making use of an appropriate



proportion of pooled CIL contributions. In appropriate cases there may be scope for refunding a portion of CIL contributions for green infrastructure back to the developer to meet the direct costs of providing and maintaining an area of open space within the site. Alternatively contributions may be used to enhance and upgrade existing open space in the locality and provide for the enhancement of green links between areas of open space.

- 8.16 As part of overall enhancement of open space in Norwich, this plan supports proposals for the creation and designation of smaller local green spaces (for example, community gardens) as promoted by the NPPF.
- 8.17 The *Open space needs assessment* shows that within all four sectors of the city there is a shortfall of play provision. This plan cannot require any proposed housing development to provide playspace to address a pre-existing shortfall, since this would be contrary to national advice that planning obligations must relate directly to the development proposed. New housing schemes, including those where housing is provided as part of mixed use development will however contribute to the additional need for children's playspace generated from its occupiers. Where appropriate, proposals may offer opportunities to consolidate or enhance existing play provision in the neighbourhood at the same time. All sites of 100 child bedspaces or more will make provision for younger children's equipped playspace as part of the development; however in cases where a well-equipped children's play area already exists within 400 metres walking distance from the site an alternative may be to fund an upgrade to this existing play area in preference to creating a new one, or to relocate an existing nearby play area in a more accessible location within the new development, releasing the site for other uses.
- 8.18 For the purposes of this policy, a "child bedspace" means any bedroom additional to the first bedroom in a dwelling (up to a maximum of three child bedspaces), discounting any rooms designed specifically for elderly people. Thus the calculation is:
- a dwelling with two bedrooms provides one child bedspace;
 - a dwelling with three bedrooms provides two child bedspaces;
 - a dwelling with four or more bedrooms provides three child bedspaces.
- 8.19 Further detail on the provision of open space and playspace and the funding and delivery mechanisms available to provide it is expected to be brought forward in an advice note.



References

- NPPF: CLG, 2012, Section 8 – Promoting healthy communities: ensuring access to high quality open spaces and opportunities for sport and recreation that promote the health and well-being of communities, protect existing open space from development except where clear and overriding justification; provide for local green spaces.
- National Planning Practice Guidance, CLG 2014: Open space, sports and recreation facilities, public rights of way and local green space.
- JCS policy 1: Addressing climate change and protecting environment.
- JCS policy 7: Supporting communities.
- JCS policy 11: Norwich city centre.
- JCS policy 20: Implementation.
- Assessing needs and opportunities guide for indoor and outdoor sports facilities, Sport England, July 2014.
- Norwich open space needs assessment, and individual area profiles; Leisure and the Environment, December 2007.
- Sports hall provision in Norwich, 2011 profile report; Sport England, October 2011.
- The Protection of school playing fields and land for academies, Department for Education, July 2007.
- A Sporting future for the playing fields of England, Sport England, 1997.
- Greater Norwich Local investment plan and programme.

Norwich local plan

Development management policies plan

Adopted December 2014





Safeguarding Norwich's heritage

Policy DM9

The historic environment and heritage assets

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

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

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

Locally identified heritage assets

Where locally identified heritage assets are affected by development proposals, their significance should be retained within development wherever reasonably practicable. Development resulting in harm to or loss of significance of a locally identified asset will only be acceptable where:

- a) there are demonstrable and overriding benefits associated with the development; and
- b) it can be demonstrated that there would be no reasonably practicable or viable means of retaining the asset within a development.

In the defined areas of archaeological interest, development that will disturb remains below ground will only be permitted where it can be demonstrated through an assessment that:

- a) there is little likelihood of remains being found and monitoring of works will take place during construction; or
- b) remains which should be preserved in situ can be protected and preserved during construction and significant artefacts are displayed as part of the development; or
- c) remains that would not justify preservation in situ will be removed and displayed in an appropriate location and context.



Other heritage assets

Consideration will be given to the protection of heritage assets which have not been previously identified or designated but which are subsequently identified through the process of decision making, or during development. Any such heritage assets, including artefacts, building elements or historical associations which would increase the significance of sites and/or adjoining or containing buildings, will be assessed for their potential local heritage significance before development proceeds.

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

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

Historic environment record

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

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

Supplementary text

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



assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).”

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

Nationally designated heritage assets

- 9.3 Heritage assets considered to be of national significance include Scheduled Ancient Monuments, Listed Buildings, registered parks and gardens and Conservation Areas. These national designations give statutory protection to the asset. The principles to be followed in protecting and conserving such assets are set out in Section 12 of the NPPF: Conserving and enhancing the historic environment. This plan does not therefore have detailed policies covering nationally designated heritage assets, but acknowledges that there will be a presumption in favour of protection except where there is exceptional and overriding justification for loss of or harm to their significance. All opportunities to protect, conserve or better reveal the significance of nationally designated assets should be taken in new development.
- 9.4 Scheduled Ancient Monuments (SAMs) are protected by statutory powers under the Ancient Monuments and Archaeological Areas Act 1979. There is the presumption in favour of their protection, preservation and enhancement and any development that would be detrimental to these objectives should be refused. In Norwich there are 25 SAMs, mainly medieval structures in the city centre, including the cathedral gates, the castle and the city wall. It is also important that development in proximity to SAMs respects their importance and wherever possible allows for public access and interpretation.
- 9.5 There are around 1500 Listed Buildings in Norwich. A Listed Building is one that has been placed on the statutory list because of its special architectural or historic interest. The city council will continue to promote the repair, reuse and enhancement of the setting of Listed Buildings. Demolition will be resisted and development resulting in substantial harm to or the loss of Listed Buildings will only be permitted in exceptional circumstances.
- 9.6 Norwich has a number of important public parks and private open spaces of historic significance. The English Heritage *National Register of Historic Parks and Gardens* contains a list of registered parks and gardens.
- 9.7 There are 17 Conservation Areas within Norwich. Conservation area appraisals analyse and describe the character and appearance of each of the areas. These appraisals will be used alongside planning policies, detailed



guidance and site specific development briefs or policies to provide additional information for development proposals.

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

Locally identified heritage assets

- 9.9 There are a number of historic assets already identified at the local level. The *Norfolk Historic Environment Record* can provide information on some of these locally identified assets and it is supplemented by a number of other information sources. Locally identified assets are being progressively added to the HER.
- 9.10 Locally identified heritage assets already recognised as contributing towards Norwich's distinctive character include the council's established local list of buildings within Conservation Areas, as well as certain parks and gardens and other open spaces which are of local heritage significance but are not afforded national protection. Norwich's local list has recently been expanded by the addition of locally significant heritage assets which fall within the outer ring road but are located outside conservation areas, identified through a comprehensive survey undertaken by the Norwich Society in partnership with the city council in 2010-12, using the objective criteria for assessing the significance of local heritage assets set out in appendix 7. An extension to the Norwich local list based on the Norwich Society's work was adopted by the city council in January 2014. Norwich is cited as a best practice example of such joint working arrangements for local listing in English Heritage's *Good practice guide for local heritage listing* (May 2012).
- 9.11 For all identified heritage assets, there should be a presumption in favour of their conservation and the more significant the asset, the greater the presumption in favour of its conservation should be. The loss of or harm to significance will only be acceptable if it can be demonstrated that there are overriding public benefits and it is not viable to retain the asset within the development.
- 9.12 The Area of Main Archaeological Interest is also locally identified and is defined on the Policies map. It covers the former walled city and suburbs such as Heigham Street and Bracondale. This policy provides the basis for judging a development proposal according to the significance of any remains likely to be found on-site. Any development within this area which may disturb remains below ground, should be subject to an archaeological assessment and agreement on a programme of works. The assessment of archaeological significance must be prepared in consultation with the Norfolk



Historic Environment Service (which is part of Norfolk County Council) or another approved archaeological contractor.

Other heritage assets

- 9.13 Heritage assets also include currently undesignated or unidentified assets which may be identified during the process of decision making, or may be revealed in the course of development. These may include assets of established community value and assets which contribute towards giving areas their sense of place and neighbourhood feel.
- 9.14 As part of the planning application process, consideration should be given to whether a heritage asset whose significance is not recognised or appreciated currently but becomes apparent through the application process merits formal protection. Where, following assessment, such an asset is judged to be worthy of protection, the principle to be followed is that any proposals resulting in harm to or loss of significance will be assessed according to the degree of significance the asset is agreed to possess, in the same way as would apply if it had already been recognised.
- 9.15 An independent assessment of heritage significance would normally be undertaken by English Heritage (or any equivalent successor body that becomes responsible for heritage asset protection during the currency of this plan). Where the significance of newly discovered assets is adjudged not to be so great as to merit national protection, there may be a case for some form of local recognition, typically by including the asset, or the building or structure in which it has been discovered or of which it forms part, on the council's local list. Assessments of local significance should use the criteria currently used to assess locally significant heritage assets and take account of the views of the community, local and national heritage bodies and conservation and design professionals in reaching a balanced judgement on the significance of the asset.

Heritage interpretation

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



The Historic Environment Record

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

References

- NPPF, CLG 2012: Section 12, Conserving and enhancing the historic environment.
- National Planning Practice Guidance, CLG 2014: Conserving and enhancing the historic environment.
- JCS policy 1: Addressing climate change and protecting environmental assets.
- JCS policy 11: Norwich city centre.
- Greater Norwich historic characterisation and sensitivity assessment (2009).
- Conservation area appraisals, Norwich City Council, various dates.
- Ancient Monuments and Archaeological Areas Act 1979.
- The National Heritage List for England.
- Norfolk Historic Environment Record (HER).
- Good practice guide to local heritage listing, English Heritage 2012.



Supporting the delivery of communications infrastructure

Policy DM10

Communications Infrastructure

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

- a) there is no unacceptable impact on the character and appearance of the area, on residential amenity or on the safe and satisfactory functioning of highways
- b) the proposal can be accommodated as a shared facility with existing infrastructure unless it can be demonstrated that this would result in unacceptable visual or environmental impacts which would outweigh the advantages of sharing;
- c) it can be demonstrated that there will be no significant and irremediable interference with electrical equipment, air traffic services or instrumentation operated in the national interest; and
- d) all reasonably practicable steps are taken to minimise adverse visual impact; and
- e) the proposal is certified to be in conformity with the latest national guidelines on radiation protection. This will include consideration of both individual and cumulative effects of the apparatus having regard to any other significant electromagnetic field generators in the locality.

In addition, in cases where such proposals affect:

- a) designated or locally identified heritage assets; or
- b) nationally protected Sites of Special Scientific interest (SSSI), regional and local sites, the Yare Valley Character Area and areas of open space (as shown on the Policies map) development will be accepted where the proposed facility is designed and sited to be as unobtrusive as reasonably practicable in relation to the protected area, or other mitigating benefits can be demonstrated which outweigh the impact of the proposal.

New development affecting existing telecommunications infrastructure

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



Supplementary text

- 10.1 Section 5 of the NPPF: “Supporting high quality communications infrastructure” requires local plans to support the expansion of electronic communications networks including telecommunications and high speed broadband.
- 10.2 Communications infrastructure which is up-to-date and fit for purpose is essential to meet the changing needs of business and individual users. It will be needed to support the planned economic growth and employment development in the greater Norwich area and (as online social networking becomes an accepted facet of everyday life) will also play an increasingly important role in supporting communities and fostering community cohesion. Accordingly, this policy applies to all forms of communications infrastructure, including public and private fixed and wireless broadband networks for the high speed transmission of data, telecommunications masts and other apparatus for mobile phone operators, public CCTV and webcams, installations required by the broadcast media and communications technology needed to serve particular business sectors such as private security, healthcare, defence and civil aviation.
- 10.3 In assessing applications for all forms of communications infrastructure, the city council will work with prospective developers and operators to identify the most efficient, practicable and environmentally acceptable solutions for the location(s) in which the infrastructure is proposed, taking account of the standing advice to encourage and facilitate the development of such networks in the NPPF.
- 10.4 Whilst seeking to encourage the appropriate expansion of these networks, the policy also aims to manage the siting, design and appearance of telecommunications installations and other communications infrastructure so far as is practicable to ensure the protection of Norwich’s natural environmental and heritage assets.
- 10.5 In many cases such equipment will not require planning permission: nevertheless where new or upgraded infrastructure is proposed on a large-scale (e.g. high-speed broadband) the potential impacts on the local environment will need to be considered. The city council encourages early engagement with operators where new network infrastructure is proposed in order to identify and discuss any particular issues with the design or siting of new equipment and to reach mutually agreeable solutions. Operators will be encouraged to develop innovative solutions in terms of design, structure,



materials and colouring to ensure that these issues are appropriately addressed and the impact of installations minimised.

- 10.6 In the case of telecommunications installations, the preference will be to accommodate new apparatus on existing masts and/or within existing telecommunication infrastructure to keep the environmental impact to a minimum, except where the proliferation of installations in a single location will result in impacts from visual clutter which outweigh the advantages of sharing.
- 10.7 It is the government's view that the planning system is not the place to determine health safeguards in relation to telecommunications development. It remains central government's responsibility to determine what measures are necessary to protect public health. The city council will nevertheless seek assurances that all new development is in accordance with up-to-date national emission guidelines through the appropriate certification procedures when proposals are submitted.
- 10.8 Although larger scale telecommunications development requires planning permission, there are many aspects which do not, as they are permitted by virtue of the General Permitted Development Order (GPDO). Where it is the intention to install equipment under permitted development rights that is subject to the prior approval procedure, consideration must be given to the siting and appearance of development in accordance with the requirements of the GPDO and the relevant safeguards imposed by the operator licensing regime. The GPDO also requires operators to remove any telecommunications equipment when it is redundant.
- 10.9 Section 5 of the NPPF: Supporting high quality communications infrastructure advises local planning authorities to ensure they have evidence to demonstrate that communications infrastructure will not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest; and that they have considered the possibility of the construction of new buildings or other structures interfering with broadcast and telecommunications services.
- 10.10 The council recognises that a fully informed judgement on this issue may require a detailed technical knowledge of the location, specifications and capacities of individual pieces of network infrastructure which officers assessing planning applications may not necessarily possess. Furthermore the council may not be in a position to routinely consult every operator who might be potentially affected by new installations or other development but would endeavour to take into account the interests of those operators within the planning process so far as is practicable.



- 10.11 The council will therefore encourage the operators of communications infrastructure to keep abreast of new development proposals through the normal process of application publicity and engagement in plan-making as set out in the *Statement of community involvement*. Any issues of concern with the design or siting of new development can therefore be raised and discussed and these issues addressed at an early stage in the application process.
- 10.12 If there is conclusive evidence that a particular development proposal would impact on the efficient operation of existing broadcast and telecommunications services the council will endeavour to negotiate design solutions which will help to mitigate any identified impacts on a case-by-case basis, although the likelihood of some impact will not necessarily be a reason to block development which delivers clear benefits for the city and is otherwise in accordance with the policies and overarching sustainable development objectives of this plan.

References

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



Protecting against environmental hazards

Policy DM11

Environmental hazards

Health and Safety Executive areas

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

Subsidence

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

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

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

Contamination

Permission for development or change of use within locations where it is known or suspected that land is contaminated or within 250m of a former landfill site (as shown on the Policies map) will only be granted where

- a) it can be demonstrated by site investigations that there is no evidence of contamination which is likely to prevent the grant of planning permission; or
- b) where evidence of contamination exists, provision is made for any site remediation measures necessary to deal appropriately with that contamination before commencement.

Air and Water Quality

In areas where an Air Quality Management Area (AQMA) has been declared (under the Environment Act, 1995), development which is likely to have an impact on air



quality will be required to take particular account of the air quality action plan for that area. Where the action plan identifies poor or deteriorating air quality as an issue in localised areas within the AQMA, development will be required to incorporate measures which will mitigate against the effects of existing or potential further deterioration in local air quality through design, density, disposition of uses or travel demand management as appropriate, on a case-by-case basis.

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

Noise

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

- a) give rise to sources of environmental noise, neighbour noise, or neighbourhood noise which will have some adverse impact on the health, well-being and quality of life of existing adjoining and nearby occupiers; or
- b) result in some adverse impact on the health, well-being and quality of life of future occupiers of the proposed development by increasing their potential exposure to existing sources of noise in the vicinity.

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

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



Supplementary text

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

Health and Safety Executive areas

- 11.2 Sites and installations which have quantities of hazardous substances present on-site are designated as notifiable installations by the Health and Safety Executive.
- 11.3 The following sites are currently identified as notifiable installations as they pose specific issues of safety and possible harm to human health in adjoining areas:
- Calor Gas, Livestock Market site
 - Briar Chemicals Ltd, Sweet Briar Road
 - Heigham Waterworks, Waterworks Road
 - Gas Holders – Bishop Bridge Road and Cremorne Lane
- 11.4 The specified distances are identified on the map in appendix 2. The distances and notifiable installations are subject to change over time.
- 11.5 It is considered prudent to control the kinds of development which are permitted in the vicinity of such installations and the council will consult the Health and Safety Executive on planning applications within the specified distances of these installations. In determining whether or not to grant permission for a development within the consultation distances, the risks to the proposed development and the nature of that development will be taken into account.
- 11.6 The siting of new notifiable installations will be managed with the aim of keeping the installations separate from housing and other sensitive land uses with which the installations would be incompatible. The council will consult the Health and Safety Executive and the Environment Agency about the siting of proposals for new notifiable installations.

Subsidence

- 11.7 In Norwich numerous examples of subsidence have been recorded historically due to ground instability. These conditions affect particular parts of the city, due both to the vulnerability of the underlying chalk geology to solution cavities and to historic shallow chalk and flint workings within it.



Former landfill sites are also of concern and are an indirect hazard associated with ground movement.

- 11.8 Proposals for development in affected areas will generally need to take relevant technical advice on the most effective means of overcoming any potential problems. Advances in building construction techniques mean that site constraints which previously prevented development on unstable ground may be capable of being addressed satisfactorily by suitable foundation technologies. These measures can be required in the great majority of cases through the building control process. Only where there are exceptionally high risks of subsidence which objective technical evidence shows cannot be resolved by suitable mitigation measures should development not go ahead. The aim should not be to prevent the development of such land altogether, though in some extreme cases that may be the appropriate response. Rather it is to ensure that development is suitable and that the physical constraints on the land are taken into account at all stages of the planning process.
- 11.9 It is the responsibility of the developer to determine whether land is suitable for a particular purpose, and to factor in costs associated with subsidence or land instability as part of the overall assessment of scheme viability. Developers will not normally need to submit detailed technical information with a planning application on the degree of subsidence risk or land instability associated with a site or the engineering works necessary to address it to enable an informed assessment to be made on the planning merits of the scheme. However, in cases where instability is known or suspected to pose serious risks, there may be particular cost implications for the viability of development which need to be taken account of in negotiations relating to planning obligations under policy DM33.
- 11.10 Should an independent viability assessment be necessary to resolve this issue, sufficient information should then be submitted to enable an informed judgement to be made on the construction cost implications of any measures to address subsidence risk and/or ground instability and their impact on overall development viability.
- 11.11 Partial mapped information on the incidence of chalk workings which are likely to impact on ground conditions is held by the city council's retained property advisors and areas of known risk can thus be identified during the application validation process. However, the lack of comprehensive information on the extent of these workings makes it impractical to indicate precise areas of elevated risk on a map or to identify them by other means within the plan. Where such areas of risk are known to exist which may have a significant potential impact on development costs, case officers will discuss the issue at an early stage with applicants and will attach an informative to decisions on relevant planning applications advising of the risk.



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

Contamination

- 11.13 The council supports the use of the planning system to bring areas of contaminated land back into use; however the authority must satisfy itself that the potential for contamination and any risks arising are properly assessed. Affected development must incorporate remediation and management measures. These must deal with risks of water pollution, contamination from site works and with health risks for end users.
- 11.14 Where a site is affected by contamination or land stability issues, the responsibility for securing a safe development rests with the developer and/or landowner (NPPF, paragraph 120). Accordingly, the developer should be able to demonstrate that an appropriate site investigation has been undertaken which shows no evidence of contamination on the site likely to affect the grant of a planning permission. The report should be submitted with a planning application and the council will consult the Environment Agency and take account of environmental health officer advice in assessing such reports. Local technical guidance is available (prepared by the Norfolk Environmental Protection Group for adoption by individual districts) setting out the requirements for the content and scope of such reports.
- 11.15 If contamination is shown the developer must also demonstrate that a method of treatment necessary to deal with any hazards found has been agreed or conditions requiring such measures to be implemented can be attached. Such measures must ensure that water resources and other environmental resources are not adversely affected, further migration of gases and substances is prevented, and that appropriate remediation takes place on-site to secure a safe development that is suitable for its proposed use.

Air and water quality

- 11.16 Any consideration of the quality of air and potential impacts arising from development is capable of being a material planning consideration. In



considering proposals the council must take appropriate account of the risks from pollution, and how these can be managed or reduced. Planning and pollution controls are separate but complementary. The planning system plays an important role in determining the location of development which may either give rise to, or be exposed to potential risks from, pollution. Development which may give rise to airborne emissions of harmful substances will be required to assess their possible direct and indirect impacts on health, the natural environment and general amenity. Appropriate mitigation measures should be identified. Particular consideration should be given to pollution issues for development proposals in and around Air Quality Management Areas (AQMAS).

- 11.17 Particular areas of central Norwich: the castle area, Grapes Hill, St Augustines Street and Riverside Road have experienced levels of nitrogen dioxide higher than the annual air quality objective, as a result of vehicle congestion on these heavily trafficked sections of the road network. These were formerly designated as individual Air Quality Management Areas (AQMAS). More recent monitoring of air quality has shown levels of nitrogen dioxide higher than the annual objective at additional “hot spots” – part of King Street around its junction with Carrow Road and at Bull Close Road. At Grapes Hill traffic management measures appear to have led to an improvement in air quality on a sustained basis, whilst the introduction of a low emission zone in Castle Meadow has produced encouraging results albeit that limit values are yet to be met on a sustained basis. The recent implementation of a gyratory system in the north of the city centre which diverts inbound traffic away from St. Augustines Street appears to be delivering results in terms of reduced pollution levels in this area.
- 11.18 The air quality issues identified at Bull Close Road and King Street would justify the formal declaration of additional AQMAS for these areas. However in view of the costs and the procedural and legal complexity of declaring multiple smaller AQMAS, the council has now declared a single AQMA for a larger area of the city centre, in which localised air quality “hot spots” can be identified and addressed. This approach enables a greater range of transport interventions to be used in tackling air quality, such as those which are not geographically specific (for example parking controls). Ongoing monitoring following the adoption of the new AQMA has indicated a number of locations in the city centre where nitrogen dioxide levels remain elevated, however the declaration of a wider AQMA does not imply that air quality issues are of equal severity across the entire area, merely that developers should take account of these issues where the air quality action plan identifies them.
- 11.19 In considering development proposals likely to have implications for air quality, development management officers will take account of any site



specific advice from the council's environmental protection officers on appropriate mitigation measures. Technical guidance for developers on the available means to address air quality issues is available on a county wide basis in support of this policy.

- 11.20 It is important that new development which may give rise to a potential adverse impact on either air or water quality is responsibly managed to reduce and mitigate that risk. Since the impacts of environmental pollution are addressed mainly through other legislation and pollution control permitting regimes, the planning decision-making process informed by this plan must focus on the suitability and the impact of the development or use itself (NPPF, paragraph 122) and not seek to revisit issues already satisfactorily dealt with through other pollution control mechanisms.
- 11.21 Developers must be mindful that the pollution of ground water and/or surface water is an offence under the Water Resources Act 1991. Also, the Water Framework Directive requires there to be no deterioration in water status and for good status to be achieved in the long-term. The proximity of the Norfolk and Suffolk Broads and other valued habitats within and in close proximity to the city makes it particularly important that developers give consideration to both these issues in formulating development proposals.
- 11.22 The whole of Norwich (with the exception of a sector between the Newmarket and Ipswich Roads south of the outer ring road) falls within one of the designated Ground Water Source Protection Zones SPZ1, 2 and 3 and the majority of the city overlies principal or secondary aquifers defined by the Environment Agency. As these zones are likely to be redefined from time to time on the basis of up-to-date technical modelling, they are not shown in this plan or on the Policies map, but can be consulted on the Environment Agency website. The council will take into account any relevant advice from the council's environmental health officers and the Environment Agency in assessing proposals likely to have a significant impact on air or water quality. Source Protection Zone 1 is particularly vulnerable to contamination, therefore a risk assessment will normally be required before anything other than clean roof water is discharged to ground in those areas.

Noise

- 11.23 The NPPF in Section 11: Conserving and enhancing the natural environment requires planning policies and decisions to avoid noise from giving rise to significant adverse impacts on health and the quality of life as the result of new development, and to mitigate and reduce to a minimum other adverse impacts on health and quality of life. This means both that development likely to give rise to noise should not itself give rise to unacceptable levels of noise



pollution, and that other development, particularly residential development, should be planned and located so as not to expose residents or occupiers to excessive noise levels from existing uses and activities.

- 11.24 This part of the policy should be read alongside other relevant policies of the plan seeking to manage particular forms of development (in particular late night activities subject to policy DM23 and hot food takeaways subject to policy DM24). It seeks to apply a precautionary principle, recognising that it will be necessary in certain circumstances to limit the impacts of noise generating uses in the interests of amenity, albeit not to the extent where it would impact unreasonably on the operating conditions of business (see policy DM2). The acceptability and the precise impact of noise will vary according to where the proposed development is located, but the expectation is that in the city centre the intensity of commercial uses and activities, particularly those relating to the evening and late night economy, will typically generate higher levels of neighbourhood noise than would characterise a quiet suburban area, and that some noise in these areas is inevitable. Accordingly, relative noise sensitivity and the level at which noise becomes significantly harmful to health and quality of life (the “significant observed adverse effect level” or SOAEL) will vary from place to place, and this will have a bearing on the scope and nature of any conditions or mitigating measures required.
- 11.25 In framing conditions necessary to manage and mitigate the impact of noise either by means of insulation, limits on amplified sound or mechanical noise or the restriction of hours of operation, account will be taken of the relevant technical advice from environmental health officers on what is appropriate in individual cases. Such conditions will be proportionate and reasonable to the circumstances of the case.



References

- NPPF: CLG, 2012: Section 11: Conserving and enhancing the natural environment: Preventing unacceptable risks from pollution and land instability, considerations for planning policies and decisions relating to the impact of noise on and from existing and proposed development.
- National Planning Practice Guidance, CLG 2014: Air quality; Hazardous substances; Health and well-being; Land affected by contamination; Land stability; Light pollution; Noise; Water supply, wastewater and water quality.
- Land contamination reports – advice for consultants and developers; Norfolk Environmental Protection Group - Contaminated Land Officers Group, May 2009.
- Planning and pollution in Norfolk, March 2012.
- Technical guidance: Development on land affected by contamination, Norfolk Environmental Protection Group.
- Technical guidance: Air quality and land use planning, Norfolk Environmental Protection Group
- Air quality review and assessment annual progress reports: Norwich City Council, various dates.
- Noise Policy Statement for England (NPSE): DEFRA, March 2010.

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Ensuring well-planned housing development

Policy DM12

Principles for all residential development

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

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

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

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

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



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

Supplementary text

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



- 12.2 In order to deliver the challenging housing requirement set out in the JCS, it is not considered appropriate to phase the release of housing sites.
- 12.3 The purpose of policy DM12 is to set out the key development principles which should apply to all proposals for new housing in Norwich irrespective of whether these come forward on land which is already earmarked for housing or not. Since Norwich is a predominantly urban area with relatively few large areas of undeveloped land suitable for housebuilding, a significant proportion of new housing in the past has been delivered on small sites and other land which has not previously been identified for development. These are known as windfall sites. It is anticipated that this trend will continue and further windfall sites will come forward which are not already accounted for in the *Site allocations plan* and other plans, helping to augment the overall housing supply in the city.
- 12.4 The historic contribution of windfall sites in Norwich as a continuous and reliable source of supply shows that windfall sites may legitimately be included as part of the city's five-year housing land supply calculation (see NPPF paragraph 48). *The Housing topic paper* contains more discussion on this issue.
- 12.5 This policy supplements the general design criteria of policy DM3. It applies to all forms of housing development, including both market and affordable housing, dwelling houses, flats, houses in multiple occupation (HMOs), residential institutions, student accommodation and communal co-operative housing schemes run by and on behalf of their residents, known as co-housing.
- 12.6 As an urban area at the heart of the sub-region, Norwich is the most sustainable location for housing growth. Residential development will thus be broadly acceptable across the city, except where land or premises are clearly designated and intended for alternative uses or development would prejudice wider regeneration objectives. The NPPF emphasises the valuable contribution that the reuse of empty housing and other buildings for residential purposes can make, requiring local authorities to "normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing ... provided that there are not strong economic reasons why such development would be inappropriate" (paragraph 51).
- 12.7 The city council acknowledges that in the majority of cases beneficial residential conversion of existing housing and commercial buildings can be encouraged and supported and will normally look favourably on such proposals. However, it is also recognised that the specific economic



objectives of this plan and the JCS may be compromised by the indiscriminate acceptance of housing in certain locations. For example, the JCS includes a requirement (justified by objective evidence) to protect employment land for its designated purpose and to accommodate substantial office based business growth focused within and close to the city centre (policies 5, 11). Consequently this plan must seek to provide for that essential growth by facilitating the development of office accommodation in the city centre and seeking to maintain a supply of existing high quality office accommodation where it is suitable can help to meet identified requirements (policy DM19).

- 12.8 Similarly, to implement the JCS and support the objectives of the NPPF in relation to the vitality of town centres and healthy communities, policies DM20 and DM21 seek to manage the use of ground floors in the primary shopping area and in local and district centres to protect their retail, commercial and community functions, in particular to sustain the vitality of a strong, vibrant and diverse primary shopping area which has exhibited generally low levels of vacancy at a time when many other centres are in decline. The city council can at present see no compelling justification for accepting residential use at ground floor level in primary retail frontages (which are demonstrably successful and vibrant parts of the central shopping area), but will encourage and support residential use in secondary areas in appropriate cases, consistent with the need to retain a diversity of specialist and independent shopping and supporting uses, promote the evening economy, or (as with Elm Hill) to maintain their particular character and distinctiveness for visitors.
- 12.9 As well as the economic reasons cited above it is also important that any housing provided through conversion and reuse should be of an appropriate standard and should not result in unacceptable impacts on the amenity and living conditions of future residents (NPPF: Core planning principles, paragraph 17 and policy DM2 and DM11 of this plan). To this end, policy DM23 seeks to safeguard existing residents from, and prevent the exposure of potential new residents to, the impacts of noise and disturbance within and adjacent to the Late Night Activity Zone.
- 12.10 As part of a sustainable approach to using land, mixed use developments will be promoted where practicable. Housing can make a valuable contribution to mixed use schemes. The council will positively encourage the conversion of vacant buildings, or parts of buildings, to housing. Within the city centre and district and local centres, particular encouragement is given to conversion of space above shops and other commercial premises where this would not give rise to unacceptable impacts on living conditions.
- 12.11 Major schemes (10 or more dwellings) will normally be expected to include a mixture of types and sizes of dwellings unless the size and configuration of



the site makes this impractical. It is important that schemes which have the scope to do so can include a proportion of family homes, as well as provision for single and two person households. Local housing needs are informed by local housing market assessments, which include examination of the nature of current and future households, the type of demand for housing which will result, and the particular accommodation needs of different groups. For Norwich, the Strategic Housing Market Assessment 2007 and subsequent reviews have informed the JCS and the overall approach in this plan, and these will continue to be reviewed and updated on a regular basis. Such assessments have traditionally been confined to the accommodation needs of those requiring affordable housing and other forms of social housing, but in order to address the full range of housing need this policy will also need to take account of the relevant market signals and trends in the private sector.

- 12.12 The findings of previous housing needs assessments demonstrated a pressing need for affordable housing in the city. Policy 4 of the JCS requires a proportion of affordable housing on all sites of five or more dwellings in accordance with the most up-to-date needs assessment. The affordable housing policy requirement (in terms of percentage required and site size thresholds on which it will be sought) has been adjusted to take account of the findings of the *Greater Norwich affordable housing viability study* published by Drivers Jonas Deloitte in 2010.
- 12.13 The proportion of affordable units sought is on a sliding scale ranging from 20 percent on sites of between 5 and 9 dwellings up to a maximum of 33 percent on sites of 16 dwellings and over. This proportion may be reduced by negotiation where it can be demonstrated that site characteristics and the need for essential infrastructure provision, in combination with the affordable housing requirement, would render the site unviable in prevailing market conditions.
- 12.14 When negotiating on affordable housing requirements and contributions, the city council will take account of any changes in national policy affecting the minimum size of housing scheme and/or minimum floorspace threshold for which an element of or contribution to affordable housing can be requested.
- 12.15 It is important that proposals maximise efficient use of a site and of land as a whole in the city. Higher density development is promoted in the most accessible locations and close to services, in and around the city centre and other centres. In general housing development in the city centre has achieved very high densities, whilst in some other parts of the city development has been permitted in the past lower densities. Generally, this policy seeks to achieve densities which are appropriate and consistent with the character of different neighbourhoods, whilst achieving high quality design and an appropriate mix of dwelling type and size. Poor design that would lead to



development which would appear cramped or conflict with neighbourhood amenity and character will not be supported. At least 40 dwellings (net density) per hectare should be achieved unless this would compromise the character and local distinctiveness of neighbourhoods which are characterised by low density housing and an open landscape character, or there are exceptional circumstances which justify a lower density. These circumstances might include the need to preserve or enhance the setting of environmental and heritage assets or a requirement for reduced density consequent on ground stability considerations.

- 12.16 Higher densities may be achievable within the city centre and other highly accessible locations through the use of car free and low car housing which is considered in policy DM32 of this plan. The acceptance of particular densities may also be determined by viability considerations, since demand patterns change over time, particularly in relation to the demand for flats and family houses.
- 12.17 In accepting a range of different sizes, types and densities of new housing, it is necessary to meet the housing targets in the JCS for 3,000 new homes over the plan period over and above previous commitments. Housing completions will be monitored (in accordance with the monitoring framework in appendix 9) to ensure that housing supply requirements are being met.
- 12.18 It is important that provision is made for those who have particular needs. Building regulations require all dwellings to be constructed so they are accessible for disabled people visiting the house or flat; however this does not provide for those who become dependent upon a wheelchair during their lifetime. All public sector funded housing was required to achieve the Lifetime Homes standard by 2011. This policy requires that 10% of all homes on sites of 10 or more dwellings to be built to this standard to increase the availability of housing in the private sector which can be built or readily adapted to cater for people's needs and to allow people to retain in their homes rather than having to move to more specialist accommodation.
- 12.19 When assessing planning applications for residential development, many of the policies within the plan are applicable. The following are of particular relevance:
- Private and shared public amenity space – policy DM2;
 - Internal space standards – policy DM2;
 - Landscaping and green infrastructure – policy DM3;
 - Layout and design – policy DM3;
 - Open space – policy DM8;
 - Bin and cycle storage – policy DM31;

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- Parking – policy DM31.

References

- NPPF: CLG, 2012: Section 6: Delivering a wide choice of quality homes.
- National Planning Practice Guidance, CLG 2014: Design; Housing and economic development needs assessments; Housing and economic land availability assessment.
- JCS policy 1: Addressing climate change and protecting environmental assets.
- JCS policy 4: Housing delivery.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 11: Norwich city centre.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- JCS policy 20: Implementation.
- Greater Norwich sub-region evidence base for a housing market assessment: A study of housing need and stock condition (2006).
- Greater Norwich housing market assessment (2007) and subsequent updates.
- Greater Norwich affordable housing viability study (2010).
- Greater Norwich housing strategy 2008-2011.
- Greater Norwich local investment plan and programme.

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Communal development and multiple occupation

Policy DM13

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

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

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

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

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

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

Residential institutions and student accommodation

Development of residential institutions will be acceptable where it satisfies the following criteria, in addition to satisfying the overall objectives for sustainable development set out in policy DM1 and criteria for residential development as set out in policy DM12 of this plan:

- a) The site is not designated or allocated for an alternative non-residential use;
- b) the site is designated or allocated for housing development and it can be demonstrated that the proposal would not compromise the delivery of a sufficient number of dwellings to meet the calculated five-year housing supply requirement for the city; and in all cases
- c) The location provides convenient and direct pedestrian access to local facilities and bus routes;
- d) The provision of shared amenity space is satisfactory for use by residents and visitors;
- e) Applicants can demonstrate the provision of satisfactory servicing and warden/staff accommodation.



Supplementary text

- 13.1 In accordance with advice in the NPPF supporting the conversion and reuse of existing buildings for housing (see also policy DM12), the existing housing stock can often be adapted to meet changing needs by converting or subdividing existing larger houses to smaller units (flats and bedsits) or to a house in multiple occupation. There has been significant trend for this form of housing in the private rented market in Norwich in recent years. This trend has emerged in part due to the accommodation needs of the city's substantial student population, but also to cater for contract and transient workers and to address a general need for low cost accommodation for young professionals unable to afford home ownership.
- 13.2 It is important that such proposals take account of effects on the surrounding area, including housing density, residential character and the amenity and living conditions of neighbours. This policy allows for proposals to be determined on a case-by-case basis. The higher density of occupation resulting from conversion of single dwellings to flats or HMOs will give rise to increased pressure on on-street and off-street parking as well as requiring sufficient areas of private, useable amenity space and adequate refuse storage facilities for residents. It is also important that there is satisfactory internal space, the layout is planned to minimise potential possible noise nuisance and that adaptations are visually acceptable. These issues should be considered in accordance with the standards set out in the relevant policies elsewhere in this plan.
- 13.3 With regard to HMOs, this policy applies only to the change of use from C3 (dwellinghouse) or C4 (3-6 person HMO) to larger HMOs with 7 or more residents (classified in planning law as "sui generis"). It does not apply to the change of use from C3 to C4.
- 13.4 The purpose of the residential institution criterion of the policy is to ensure the essential needs of this type of development are met. Such proposals should also consider the requirements of policy DM12 and assess how the development will integrate into its surroundings.
- 13.5 For the purpose of this policy, residential institutions include residential homes, nursing homes and other communal homes that meet the supported care needs of the elderly and other vulnerable groups, but which do not provide their accommodation in self-contained dwelling units. The definition also extends to other communal establishments with residential care or support on-site (e.g. hostels and shelters).



- 13.6 The policy should ensure that the location, design and layout of institutional development and purpose-built accommodation for students provides a satisfactory standard of amenity and living conditions for residents and ensures good accessibility within the site for visitors and ready access to local facilities for staff and residents. The expansion of care home provision, particularly for dementia care, is a priority in Norwich and is supported by JCS policy 7. Owing to the absence of up-to-date information on the accommodation needs of students or residential care needs at the Examination, institutional development and purpose-built accommodation for students is not to be included within the five year housing land supply calculation unless compelling new evidence emerges.

References

- NPPF, CLG 2012: Section 6 Delivering a wide choice of quality homes; address the needs of different groups in the community including older people and people with disabilities (paragraph 50);
- National Planning Practice Guidance, CLG 2014: Design; Health and well-being; Housing and economic development needs assessments; Housing and economic land availability assessment.
- JCS policy 4: Housing delivery.
- JCS policy 7: Supporting communities.
- Norwich sustainable community strategy 2008-2020.

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Meeting the needs of Gypsies, travellers and travelling showpeople

Policy DM14

Gypsies, travellers and travelling showpeople

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

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

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

The council is committed to meeting the recognised need for at least 21 additional pitches for Gypsies and travellers in Norwich over the remainder of the plan period, of which a minimum of 8 pitches should be provided by the end of March 2016. The council is seeking to meet at least the immediate needs through grant applications to be submitted by the end of 2014. This may also address some or all of the remaining need to 2026.

Should it not be possible to identify sites capable of meeting needs up to 2026 through the above process, the council will produce a short focussed Local Plan which will have the objective of identifying and allocating additional sites for Gypsies and travellers to meet identified needs up to 2026. The Local Plan may be produced for Norwich or a wider area through joint working with adjoining local authorities and, if needed, will be commenced within one year and completed within two years of adoption of this plan.



Supplementary text

- 14.1 The government's National Planning Policy Statement on Travellers was issued in March 2012. It requires local authorities to work collaboratively with their neighbours to assess and provide for the needs of the traveller community. In particular, it requires local plans to identify a specific deliverable supply of sites for travellers as part of the overall housing requirement. While local plans are required to identify overall numbers of pitches and plots and broad locational criteria for sites at a strategic level, site specific locations should also be identified in plans in accordance with assessments of need.
- 14.2 JCS policy 4 sets out a requirement for an additional 15 permanent residential Gypsy and traveller pitches in Norwich city between 2006 and 2011 and a further 20 pitches between 2012 and 2026, based on estimates of need originally incorporated in the (now abolished) Regional Spatial Strategy for the East of England. Up to 27 plots for travelling show people may also be required in the greater Norwich area from 2006-2026. The JCS accepts that following the abolition of the RSS, detailed provision for Gypsies and travellers set out in local plans should be based on updated evidence of local need.
- 14.3 Currently the council provides a site at Swanton Road for Gypsies and travellers, leased to Norfolk County Council, while a site at Hooper Lane is owned by the Showmen's Guild. These two sites have met the needs of the two groups of travelling people in the past; however as identified in the JCS there is a requirement to identify new sites for the future. For the reasons given below, no sites were considered suitable to put forward as part of the *Site allocations plan*. The purpose of this policy is to set out positive criteria for assessing any future planning application.
- 14.4 Evidence from the *Greater Norwich Gypsies and travellers accommodation assessment 2011* (published August 2012) suggests an immediate requirement in Norwich over the first five years of the plan period for 11 additional pitches rather than the 20 indicated in the JCS. This is part of an overall five year requirement across greater Norwich for 51 pitches, the remainder being distributed between Broadland and South Norfolk. There is likely to be an ongoing requirement for up to 30 additional pitches every five years in the greater Norwich area over the remainder of the plan period (i.e. a total of 60 additional pitches from 2016 to 2026). The report indicates no requirement for additional plots for travelling showpeople.
- 14.5 Assuming the same geographical distribution as the need in the first five years this would suggest that the needs over the period 2016-26 in the City would be for 13 further pitches from the 60 required across greater Norwich.



This means that total need is for 24 additional pitches of which three have been provided, as noted below. This leaves an outstanding need of 21 pitches remaining to be met over the plan period.

- 14.6 Four potential new allocations in Norwich for Gypsies and travellers were considered and appraised for their suitability in 2008 but rejected on the grounds of potential conflict with existing or proposed development allocations or found unacceptable for other environmental reasons such as vulnerability to flooding. The only site with scope for additional Gypsy and traveller provision in the city at this stage was considered to be the existing site at Swanton Road where three new pitches were permitted and provided in 2012, contributing to the 11 pitch requirement to 2016 and leaving a residual requirement of eight to be found in Norwich. The remaining eight pitches identified in the five-year supply were initially proposed to be accommodated by a westward extension to the site at Swanton Road, however CLG guidance on the design of Gypsy and traveller sites indicates that *“experience of site managers and residents alike suggest a maximum of 15 pitches is conducive to providing a comfortable environment which is easy to manage”*.
- 14.7 The Swanton Road site already has 21 pitches and a further extension would considerably exceed this indicative maximum. Liaison with local representatives of the Gypsy and traveller community on the issue also suggests that for operational reasons an expansion of the Swanton Road site would not be the most effective or practical option to address the immediate need for additional pitches in the area. The council is currently exploring options to accommodate the immediate requirement for eight additional pitches on an alternative site(s). Delivery of sites in Norwich is likely to require funding support and the Council is investigating options to secure this, including through joint working with Registered Providers and seeking funding through the Affordable Homes Programme 2015-18. In the meantime a criteria-based approach as set out in policy DM14 is regarded as offering sufficient flexibility to assess any other proposed sites should they come forward over the plan period. Further discussion of the background to Gypsy and traveller provision is contained in the *Housing topic paper* supporting this local plan.
- 14.8 All planning applications for Gypsy and traveller sites should demonstrate how the proposal will meet current national standards for site design and management, and should contain full details of screening, landscaping, security, mitigation of any other significant impacts and arrangements for management of the site.

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- NPPF: CLG, 2012: Section 6: Delivering a wide choice of quality homes.
- Planning Policy for Traveller sites: CLG, 2012.
- Designing Gypsy and traveller Sites: Good Practice Guide; CLG/Housing Corporation, 2008.
- Gypsy and traveller strategy - A Partnership document for Norfolk and Suffolk: Norfolk and Suffolk Gypsy and traveller liaison officers group (GTLO) 2012.
- JCS policy 4: Housing delivery.
- Greater Norwich Gypsies and travellers accommodation assessment 2011, Opinion Research Services 2012.
- Affordable Homes Programme 2015-18 prospectus, HCA Jan 2014.



Safeguarding the city's housing stock

Policy DM15

Loss of existing housing

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

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

Supplementary text

- 15.1 In order to retain sufficient housing to meet needs, and maintain quality and choice in the housing supply as required by the NPPF, there is a strong presumption in this plan against the loss of housing. This policy applies where a proposal involves the complete loss of a dwelling, or dwellings, or where a redevelopment or conversion would result in a net reduction in the total number of dwellings on a site.
- 15.2 The policy allows for exceptional circumstances where redevelopment of housing for other uses would result in benefits which would help to deliver sustainable development or other objectives of this plan and the JCS. Loss of housing may also be accepted exceptionally where it involves new or enhanced community facilities such as health centres, dental surgeries and police stations. The policy will also permit the loss of housing where there are wider conservation or regeneration benefits to the area and would allow partial or total redevelopment to replace obsolescent dwellings either on the same site or re-provided elsewhere where this would result in an overall improvement in the standard of housing in the locality.

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References

- NPPF: CLG, 2012: Section 6 Delivering a wide choice of quality homes.
- National Planning Practice Guidance, CLG 2014: Housing and economic development needs assessments; Housing and economic land availability assessment.
- JCS policy 4: Housing delivery.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 7: Community infrastructure and cohesion.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes (regeneration of tired suburbs; neighbourhood based renewal).



Supporting the needs of business

Policy DM16

Employment and business development

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

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

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

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

Supplementary text

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



- 16.2 The City of Norwich supports a substantial and diverse employment base including a number of designated employment areas which are of particular importance for manufacturing, distribution and other employment service uses. These are located mainly around the outer ring road and include both traditional industrial estates and two substantial single-user sites, Briar Chemicals Ltd. (formerly Bayer Cropscience) and Colman Foods (the latter a very long-established major employer now part of the Unilever group of companies). In order to support jobs and economic growth as set out in policy 5 of the JCS, this policy seeks to promote the appropriate expansion of business and to secure sustainable economic development both on designated employment land and elsewhere, whilst ensuring that job opportunities are located to be accessible and existing employment areas are prioritised for the categories of job creating development which will be most beneficial both in terms of economic growth and social and environmental sustainability.
- 16.3 This policy aims to support business by allowing for beneficial growth and development within existing employment areas, including single user employment sites. It supports proposals which will provide for the expansion of existing businesses or the upgrading, improvement or regeneration of industrial estates where this would not compromise objectives for targeted employment growth in the city centre or threaten the vitality and viability of the city centre or district and local centres.
- 16.4 For the purpose of this policy the following definitions apply:
- *Employment development* refers to business development within use classes B1(a); B1(b), B1(c), B2 and B8 (offices, light industry, research and development, general industry and storage/distribution);
 - *Economic development* is development which achieves at least one of the following objectives:
 - provides employment opportunities;
 - generates wealth; or
 - produces or generates an economic output or product;
 - *Main town centre uses* are as defined in the NPPF, comprising:
 - Retail development (including warehouse clubs and factory outlet centres);
 - Leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas; restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls);
 - Offices;
 - Arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).



- 16.5 The *Greater Norwich employment growth and sites and premises study 2008* (the Arup study) identifies a need to ensure adequate provision of employment land and premises to support strategic employment growth, stating that there is no case for the wholesale de-designation of any of the existing employment sites for other (non B class) uses. All major employment sites are in active use and largely occupied, with low vacancy levels which are mostly associated with natural churn – that is, the normally expected rate of turnover of premises as occupiers move within the available stock – rather than lack of demand. The study does, however, note that more intensive use could be made of some sites. As a consequence, the policy provides strong protection for employment sites whilst allowing for some flexibility where development can contribute to sustainable development objectives and not undermine the JCS’s locational strategy for employment growth.
- 16.6 A main conclusion of the study was that many of the existing employment sites included both offices and industry and thus few had a dominant industrial or office use. It was recommended that this should be clarified as the competitiveness of the sites may be put at risk by the overall mix of uses, suggesting that this might be resolved by more detailed frameworks produced in partnership with site owners.
- 16.7 The city council is likely to bring forward such a management framework in a strategic review of the major employment site it owns – the Airport Industrial Estate – and (subject to consistency with the sustainable development objectives of the Joint Core Strategy and this plan) would welcome proposals for the management and future development of other employment areas where they can help to maximise the efficient use of land and assist in overall regeneration and enhancement. This approach is consistent with the NPPF’s requirement to “identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.”
- 16.8 The Arup study recommends that there should be no differentiation between prime and general employment areas (as in the previous local plan) as all such sites will and should continue to play a significant role in future employment. It concludes that there is no reason to believe that some of the sites do not have a competitive future and should thus continue to be protected mainly for B class uses.
- 16.9 The NPPF states in paragraph 22 that planning policies should avoid the long-term protection of employment land or floorspace where there is no reasonable prospect of a site being used for that purpose, and applications for alternative uses of designated land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.



- 16.10 Despite the more recent economic downturn and the likely pressure for alternative uses on employment land, the council considers that the scarcity of available development sites within the city boundary justifies a strategy which aims to protect, enhance and make the best use of the city's reserve of employment land in order to support long-term economic growth and retain wealth creating employment in Norwich. Without such a strategy there is a risk that employment growth will be attracted disproportionately to more peripheral and less sustainable sites outside the city. Furthermore, policies which encourage managed investment and improvement in existing employment areas are consistent with the NPPF's requirement to "recognise and seek to address potential barriers to investment, including poor environment or any lack of infrastructure."
- 16.11 Given the NPPF's emphasis on securing sustainable economic growth, it is not appropriate to restrict the use of employment areas solely to B class uses. Accordingly, the purpose of this policy is to allow for economic development other than main town centre uses where this does not undermine overarching objectives for sustainable development, prejudice the function of the employment area or, in the case of office development, threaten prospects for city centre regeneration based on commercial office growth (the criteria applying to B1 office development in employment areas are considered in policy DM19). Only in exceptional circumstances will the policy allow for town centre uses. This will be where the proposal meets the relevant sequential and impact test requirements and is complementary to the employment designation or where the use is ancillary to an existing business. For the purpose of this policy ancillary uses are a subsidiary use connected to the main use of an existing building or piece of land.
- 16.12 Examples of uses that may be considered appropriate within designated employment areas include bus depots, car showrooms, waste uses and training facilities connected with existing businesses. Proposals for trade retail outlets will be determined on a case-by-case basis with consideration being given to the particular scale and nature of the operation, its potential retail and transportation impacts and its consistency with other relevant policies of the plan.
- 16.13 Proposals for economic development outside the identified employment areas (including the extension and intensification of existing businesses) will be permitted where they meet the sustainable development criteria in policy DM1, satisfy the amenity requirements set out in policy DM2 and transport requirements as set out in policies DM28 and DM31. Development should not be piecemeal in character or prejudice the possible future development of a larger site.



References

- NPPF: CLG, 2012; Section 1: Building a strong, competitive economy; Support economic development, plan proactively for and promote economic growth, ensure sufficiency and suitability of the existing and future supply of land available for economic development to meet identified requirements.
- National Planning Practice Guidance, CLG 2014: Housing and economic development needs assessments; Housing and economic land availability assessment.
- JCS policy 5: The economy.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- Greater Norwich employment growth and sites and premises study, Arup/Oxford Economics 2008.
- Employment topic paper, April 2013.

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Supporting small businesses

Policy DM17

Protection of small and medium scale business sites and premises

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

Sites and premises providing for small and medium scale businesses will be safeguarded for class B business uses and other economic development purposes. Proposals leading to the loss of suitable sites or premises which are used by, or available for, such businesses will be permitted where the possibility of reusing or redeveloping the site or premises for similar or alternative business purposes has been fully explored and it can be demonstrated that there is no demand for small and medium scale business units in the area; and

- a) the site or premises is no longer viable, feasible or practicable to retain for business use; or
- b) retaining the business in situ would be significantly detrimental to the amenities of adjoining occupiers, would prevent or delay the beneficial development of land allocated for other purposes or would compromise the regeneration of a wider area; or
- c) there would be an overriding community benefit from a new use which could not be achieved by locating that use in a more accessible or sustainable location.

Supplementary text

- 17.1 Despite the city's dominance by major employers, small and medium scale businesses are also of considerable significance in the local economy and are expected to play an increasingly important role in stimulating economic recovery, providing high quality employment opportunities for local communities and fostering sustainable business growth and innovation. Policies within this plan therefore seek to offer positive support to the small business sector.
- 17.2 The 2008 Arup study identifies a need for more small units as a result of small business sites having been lost to housing, especially within the city centre. Further evidence from the study suggests that in the past, where it has been necessary to relocate small businesses, they often find it difficult to find



suitable premises in the urban area which results in some of the demand being met in less sustainable rural areas.

- 17.3 Therefore policy 5 of the JCS aims to address the needs of small, medium and start-up businesses by retaining a range and choice of small and medium employment sites. The council will also support new development proposals which make appropriate provision for small businesses whether as freestanding accommodation or as live-work units, although these are more likely to be identified as part of neighbourhood plans and other small area planning initiatives.
- 17.4 For the purpose of this policy, premises for small and medium scale businesses means premises which provide a net floorspace of less than 1,500 square metres.
- 17.5 Policy DM17 complements the promotion of and protection afforded to designated employment sites by policy DM16. Loss of office premises is dealt with more particularly by policy DM19. The policy is intended primarily to protect accessibly located small business premises outside defined employment areas. Freestanding premises or small clusters of units may provide low-cost accommodation meeting a wide range of business needs, for example to support the cluster of creative industries and high-technology and knowledge driven sectors, which not only has significant importance in Norwich but is also highlighted as a national planning priority in the NPPF. Such premises may also provide for small locally based manufacturing and service companies, including, for example, motor repairs and servicing, which are unable to access prestige premises or to afford city centre rents.
- 17.6 The policy applies both to the existing use and, where the property or site is vacant, the most recent use. In making an assessment of the relative demand for small business sites and premises, the city council and prospective developers will need to have regard to the rate at which such units are occupied and reliable market information from letting agents on existing schemes, as well as considering whether there are other schemes which can provide suitable sized units of a reasonable quality.
- 17.7 For the purpose of this policy the kinds of “overriding community benefits” which might justify the loss of small business premises are most likely to derive from new community facilities falling within the D1 use class such as health centres, dental surgeries and police stations. However, since such uses should preferably be located where they are most accessible to the local population, it will be necessary for proposals offering such community benefit to show that they could not be located in a more accessible or central location, in accordance with the sequential approach and the hierarchy of centres defined by JCS policy 19.



References

- NPPF: CLG, 2012: Section 1: Building a strong, competitive economy; support economic development, plan proactively for and promote economic growth, ensure sufficiency and suitability of the existing and future supply of land available for economic development to meet identified requirements.
- National Planning Practice Guidance, CLG 2014: Housing and economic development needs assessments; Housing and economic land availability assessment.
- JCS policy 5: The economy.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- Greater Norwich employment growth and sites and premises study, Arup/Oxford Economics 2008.
- Norwich monthly economic barometer, digest of economic statistics produced by Norwich City Council's economic development unit, various dates.
- Employment topic paper, April 2013.

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Promoting and supporting centres

Policy DM18

Retail, leisure and other main town centre uses

Development for retail, leisure and other main town centre uses as defined in the NPPF, (with the exception of B1 offices) will be permitted within the city centre primary and secondary retail areas, large district centres and existing and proposed district and local centres as defined in appendix 4, where:

- a) their scale is appropriate to the centre's position in the hierarchy as set out in JCS policy 19 and does not exceed the indicative thresholds set out in Appendix 4; and
- b) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan; and
- c) if involving a change of use in a defined centre, the proposal accords with policies DM20 and DM21 of this plan.

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

Proposals for main town centre uses (with the exception of B1 offices) which are not within a defined centre (other than those forming part of a specific development allocation within the Site allocations plan) will be permitted where

- a) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
- b) the proposal is justified by a sequential site assessment (and where applicable, impact assessment) applying to the scale of development proposed.

Proposals for main town centre uses on employment areas will be assessed and determined in accordance with the criteria in policy DM16 (and, where applicable, DM17) prioritising these areas for employment and other economic development uses, and permitted exceptionally where:

- a) the sequential and impact assessment requirements have been satisfied and it is demonstrated that it is not practical to accommodate the development on a more sequentially preferable or accessible site; and
- b) the use is appropriate to the character and function of the employment area; or
- c) the use is ancillary to or associated with an existing use already on the employment area.



The sequential and impact assessments must demonstrate clearly that:

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

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

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

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

Supplementary text

- 18.1 The NPPF in section 2: Ensuring the vitality of town centres, states that planning policies should be positive, promote competitive town centre environments and set out planning policies for the management and growth of centres over the plan period. It requires local planning authorities to recognise town centres as the heart of their communities and to pursue policies to support their viability and vitality. This policy seeks to positively support town centre uses within the defined retail centres in Norwich to enhance their diversity and individuality, assure their future competitiveness and help deliver the appropriately managed and sustainably located development necessary to support them.
- 18.2 Norwich has been commended by government as an example of best practice in planning for town centres and has the highest proportion of its retailing in its centre of any major city in the country. This is the result of the long-term policy approach, from the late 1980s, of promoting a strong, vibrant and diverse city centre, attracting high quality retail development to the centre whilst supporting it with targeted public realm improvements. At the same



time (in order to manage the growth of potentially harmful competitor facilities which would divert investment away from centres) it has been necessary to some extent to limit the spread of out-of-town retail development and to restrict retail diversification in less sustainable out of centre locations such as retail parks.

- 18.3 The NPPF requires local plans to define a network and hierarchy of centres that is resilient to anticipated future economic changes. Policy 19 of the JCS sets out the network and hierarchy of centres which will apply in greater Norwich, as follows:
1. Norwich city centre;
 2. Large District Centres of Anglia Square/Magdalen Street and Riverside;
 3. District Centres;
 4. Local Centres.
- 18.4 The geographical city centre of Norwich – broadly the area within the historic city walls with the addition of Riverside to the east and the area around Queens Road and Brazen Gate to the south – is very extensive, reflecting its historical pattern of development. As a result it contains not just one traditional “centre” but several. As well as a thriving primary retail area and numerous secondary and specialist shopping streets and areas, Norwich benefits from two large district retail centres within the city centre. The centre at Anglia Square/Magdalen Street, is based around a 1970s shopping development which is the subject of large-scale regeneration proposals including the expansion of its retail offer. The centre at Riverside is a relatively recent retail park and leisure complex close to Norwich rail station. These locations act as neighbourhood centres serving the north and the east of Norwich respectively as well as complementing the overall retail offer of the city centre as a whole.
- 18.5 The city centre also has distinct areas dominated by leisure and hospitality uses (pubs, bars and restaurants) areas with a focus on culture and the arts and zones of major office employment. Thus the “city centre” as defined in the JCS is in fact made up of several interdependent, overlapping and complementary functional “centres”. The most appropriate location for proposed development within the city centre will generally depend on its intended function, its scale and catchment, the nature of the use proposed and how it relates to other similar uses and activities.
- 18.6 Norwich city centre is the preferred location at the top of the hierarchy to accommodate the full range of facilities serving the Norwich area, whilst district and local centres lower down the hierarchy are appropriate locations for smaller scale locally based facilities. The JCS sets out a clear and reasoned



enhancement strategy in policy 11 to strengthen the city's role as a cultural centre and international visitor destination, expand the role of evening economy, leisure and hospitality uses, plan for a major expansion of comparison retail floorspace whilst promoting retail diversity and significantly expanding the city centre's role as an employment centre.

- 18.7 The NPPF recognises the primacy of town centres for a wide range of main town centre uses. In Norwich, as elsewhere, the multiplicity of retail facilities and supporting services which sustain the long-term competitiveness, viability and vitality of a successful city centre are interdependent. To maintain and build on the proven success of Norwich's planning strategy the council considers it necessary not only that a majority of retail and leisure services should remain located sustainably and accessibly in the centre of Norwich, but also to have policies in place to keep people living and working there. Therefore it is essential to sustain and expand a strong city centre employment base, thus ensuring that there is continued support for existing and proposed retail and leisure facilities and to assist in physical and economic regeneration, and to encourage a complementary, diverse and beneficial range of hospitality, arts and cultural services and visitor accommodation to keep the city centre thriving, vibrant, competitive and attractive. A strategy which allowed the dispersal of these facilities to less sustainable out of centre locations would be likely to seriously undermine the objectives of the JCS.
- 18.8 To successfully implement the strategy and comply with the NPPF this policy requires main town centre uses to be located in defined centres unless there is a clear case (justified by sequential and impact tests as set out in paragraphs 24-26 of the NPPF) for locating them elsewhere. It also seeks to manage the scale and location of new development in accordance with a local hierarchy of retail centres. This is to ensure that large-scale development is located in larger centres and everyday shopping needs can be met locally in smaller centres. Consequently Appendix 4 includes indicative thresholds for maximum scales of development in different types of centre: (1,000 sq. m for district centres; 500 sq. m for local centres).
- 18.9 For the purposes of this policy, main town centre uses are as defined in the NPPF, comprising:
- retail development (including warehouse clubs and factory outlet centres);
 - leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres and bingo halls);



- offices;
- arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

- 18.10 This policy applies to any applications which create additional floorspace, including applications for internal alternations where planning permission is required, applications to vary or remove conditions changing the range of goods sold and applications for change of use.
- 18.11 The NPPF also advises local authorities to “set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres” (paragraph 23). The council acknowledges the importance of these uses in supporting centres and will continue to prioritise development which benefits those centres, accepting development exceptionally where it is demonstrated that proposals cannot reasonably be located in centres and would not harm their vitality and viability or prospects for their improvement. Any proposals that come forward for sites outside centres would therefore need to demonstrate that they would not harm existing centres.
- 18.12 As noted in paragraph 16.5 above, the *Greater Norwich employment growth and sites and premises study 2008* (the Arup Study) identifies a need to ensure adequate provision of employment land and premises to support strategic employment growth in greater Norwich. Accordingly, JCS policy 5 requires employment areas identified in local plans to be protected for their designated purpose. Thus, when considering proposals for main town centre uses on the employment areas identified under policy DM16 of this plan, it will be necessary to ensure that the proposed development would not only be appropriate in terms of its sequential suitability and impact, but also would not compromise the function of the employment area concerned or undermine prospects for its regeneration or improvement.
- 18.13 There are also a number of smaller district and local centres in suburban areas providing everyday services. These are identified on the *Policies map* and a list of these centres is provided in Appendix 4 of this plan. Many have been expanded in recent years through the addition of small-scale supermarkets complementing local shops and services, thus reducing the need to travel to out-of-town superstores for top up shopping. A new district centre is planned for Hall Road, serving the south of Norwich.
- 18.14 All development within these defined centres should be of a scale appropriate to the form and function of the centre. The NPPF requires both applicants and local authorities to demonstrate flexibility on issues such as format and scale, but the principle applied here is that new development should not be clearly out of scale with the centre in which it is proposed. The



comparatively good accessibility of Norwich city centre, the lack of competing retail centres and the relatively small extent of the urban area of Norwich results in there being few larger suburban district centres of the scale which might be expected in major conurbations.

- 18.15 Although district centres such as Bowthorpe and Eaton are anchored by medium-sized foodstores, others are more akin to large local centres. For Norwich therefore, the default 2500 sq. m floorspace threshold set by the impact test requirement of the NPPF may be excessive when assessing impact on the suburban district centres and local centres. The local threshold used in this plan is, therefore lower than the national threshold (1,000 sq. m gross internal area) and reflects a proportionate and reasonable approach tailored to local circumstances.
- 18.16 This policy also requires that development is only permitted where it accords with policies DM20 and DM21 of this plan. This is to ensure that the emphasis is on protecting a critical mass of retail activity within defined retail frontages within the primary and secondary retail areas and the large district centres and that the local and district centres continue to provide for the day to day needs of the local community.
- 18.17 Riverside is designated in policies 11 and 19 of the JCS as a large district centre and as an area for change. Riverside is a mixed use development, including leisure facilities, housing and retailing. The Norwich city centre key diagram within the JCS indicates that the main focus for change should be on commercial development as opposed to future retail development, to strengthen the mix of uses.
- 18.18 Despite Riverside Retail Park falling within the city centre boundary, it consists of retail warehouse style units and functions as a separate retail destination to the city centre, with very few linked trips. The retail park is currently a car based destination with a large surface car park. To promote the sustainable development objectives of this plan, further retail development should not be accepted at Riverside unless it significantly strengthens the linkages between the city centre and the retail park through stronger public transport connections and enhanced pedestrian and cycle links.
- 18.19 Proposals for town centre uses outside defined centres will only be permitted where they satisfy the sequential assessment and, where applicable, the impact assessment. The sequential approach ensures that all in-centre options are considered before less central sites. Where no in-centre sites are able to accommodate a proposed development, preference will be given to edge of centre locations which are well connected to the centre by means of easy pedestrian access.



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

References

- NPPF: CLG, 2012: Section 2: Supporting the vitality of town centres.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 11: Norwich city centre.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- JCS policy 19: The hierarchy of centres.
- Retail and leisure topic paper, April 2013.
- Greater Norwich Employment Growth and Sites and Premises Study, Arup/Oxford Economics 2008.

Norwich local plan

Development management policies plan

Adopted December 2014





Encouraging and promoting major office growth

Policy DM19

Offices

Inclusion of offices within development proposals

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

Location for new office development

Development for new B1 offices within the priority areas for office development, the city centre, large district centres and existing and proposed district and local centres as defined on the Policies map and in appendix 4, will be permitted where:

- a) their scale is appropriate to the centre's position in the hierarchy as set out in JCS policy 19 and does not exceed the indicative thresholds set out in Appendix 4; and
- b) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
- c) if involving a change of use in a defined centre, the proposal accords with policies DM20 and DM21 of this plan.

Proposals for new B1 offices which are not within a defined centre (other than those forming part of a specific development allocation within the Site allocations plan) will be permitted where:

- a) the proposal would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan, and
- b) the proposal is justified by a sequential site assessment (and where applicable, impact assessment) applying to the scale of development proposed.

The sequential and impact assessments must demonstrate clearly that:

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



Proposals for B1 office development in defined employment areas will be permitted where:

- a) the sequential and impact assessment requirements have been satisfied and it is demonstrated that it is not practical to accommodate the development on a more sequentially preferable or accessible site; and
- b) the use is appropriate to the character and function of the employment area; or
- c) the office use is ancillary to or associated with an existing use already on the employment area.

Protection of high quality office space

Proposals involving the redevelopment or (where permission is required), the change of use for non residential purposes in whole or in part of larger existing office premises of 1,500 sq. m gross internal area and over will not be permitted unless:

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

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

Supplementary text

- 19.1 The promotion of new high quality office development and protection of a supply of suitable business floorspace in sustainable and accessible locations is a crucial element of the city council's development strategy for Norwich. In particular the retention of a substantial office employment base in the city centre is critical to maintaining the long-term viability and vitality of the city as a retail and visitor destination and a major employment hub. Both these objectives align with the NPPF's emphasis on sustainable development,



supporting the needs of business and protecting town centres. The JCS makes clear that the city centre should be the main focus for retail, leisure and office development, with housing and educational development reinforcing the vibrancy of the centre.

- 19.2 The long-term future of office employment in the city centre rests on the availability of modern office floorspace of exceptional quality (Grade A) in attractive locations, alongside the retention and upgrading of existing office premises where feasible. In recent years there have been significant job losses in the city, most markedly in office based jobs in the financial and public services sectors both through downsizing of established employers and decentralising office accommodation to less sustainable peripheral sites outside the city. This has resulted in something of an imbalance between city centre and out of centre office employment and an overall increase in the need to travel if office workplaces are over reliant on accessibility by car. For this imbalance to worsen would run counter to the sustainable development objectives of the NPPF and the objectives of the JCS to promote sustainable accessibility and attract a substantial quantum of new office floorspace to the city centre.
- 19.3 Sustaining a supply of good quality office premises and providing for new office floorspace is therefore necessary both to support the required economic growth in the area and to retain the strength of the city centre, the most sustainable location for office development in the sub-region. The purpose of this policy is to seek to maintain an appropriate supply of existing high quality (Grade A) office space and Grade B space which is capable of being upgraded to an equivalent standard. It also seeks to promote the upgrading of poorer quality office space where it is viable and practicable to do so, and provide new office accommodation in defined areas of the city centre and in other accessible and sustainable locations where this is consistent with business needs, complies with the overall sustainability objectives of national policy and the JCS and does not compromise the objectives of this plan for the economic regeneration of the centre.
- 19.4 The *Greater Norwich employment growth and premises study 2008* (the Arup study) acknowledges that Norwich, like several other cities, needs to address the tension of developing office space within the city and on the city fringes. It estimates that the city centre will need to accommodate at least 100,000 sq. m of new offices up to 2026 to support the level of growth required and identifying potential areas for significant growth which have informed the definition of the office priority areas in this plan.
- 19.5 The subsequent economic downturn has reduced the immediate impetus for large-scale new build office development in the centre at least for the short term, although some consented schemes are still likely to proceed and others



may be reconfigured to enable existing premises to be retained and upgraded or converted to residential use rather than redeveloped. Although the most recent market indications show a significant upturn in the demand for office space locally, the recent depletion of office based employment in Norwich city and the lack of good quality accommodation could reduce the impetus for new office development to be brought forward in the centre and extend the timescale for such development to become viable. It is also possible that new ways of working and fuller integration of mobile information and communications technologies into working practices may reduce the need for employment to be based full time in large-scale purpose-built office premises, perhaps favouring smaller formats, live work units or home working. This may in turn reduce the overall need for office floorspace assumed in the Arup study for a particular level of job growth.

- 19.6 The application of the policy, both in relation to new office development and the management of the existing stock, will therefore need to be carefully monitored. Future reviews of business floorspace need, taking account of employment trends and market demand, will be required to ensure that this policy remains up-to-date and relevant over the course of the plan period.
- 19.7 Objective studies of longer term need prepared by the Greater Anglia LEP and informing the greater Norwich economic strategy show that, with its strong focus on financial services, creative industries and knowledge based economy, the city will have a strong dependency on office employment and a substantial requirement for new office space for the foreseeable future. That floorspace must be located as sustainably and accessibly as possible. Accordingly local policies must ensure that the city centre remains attractive to office employers and new city centre office provision will need to compete effectively with out-of-town campus and business park style development, providing appropriately and flexibly for the needs of businesses, supporting and offering the benefits of a location with sustainable access to all city centre facilities.
- 19.8 To achieve this, the policy aims to ensure that longer term opportunities for sustainably located office development in the city centre are made use of by establishing an office priority area. Developments on sites over 0.25 hectares in the office priority areas should include an indicative minimum proportion of 25% of total floorspace for business use. Any schemes which do not provide office space will need to provide evidence of a lack of demand, feasibility or viability and proposals clearly intended to subdivide sites into smaller parcels to avoid the 0.25 hectare threshold will not be accepted. This policy also aims to restrict development which results in the loss of high quality office space unless there is a clear justification on the grounds of feasibility and economic viability for reuse or redevelopment for other



purposes, or where an alternative use would bring compensatory economic benefits, for example by increasing opportunities for accessible education or training. It is acknowledged that in periods where office development is demonstrably unviable, it will be necessary to take a flexible approach to secure the most beneficial development solution, taking account of the presumption in favour of sustainable development in the NPPF and the policies and objectives of this plan as a whole.

- 19.9 The Office Development Priority Area includes the parts of the city centre specified within the JCS as areas of comprehensive redevelopment and key areas of change with a focus on commercial development. It includes a zone in the south-east of the city centre between the rail station and Queens Road, taking in Rose Lane/Mountergate and King Street/Rouen Road. This area benefits from sustainable transport links and a high level of pedestrian accessibility.
- 19.10 The undeveloped part of the St James Place development at Barrack Street/Whitefriars is also identified as part of the Office Development Priority Area. This site provides the opportunity for new high quality, centrally located office floorspace to be provided in the early part of the plan period. It is part of an emerging office employment hub with links to Anglia Square. The area has good accessibility between to the remainder of the city centre with Jarrold Bridge providing a direct pedestrian/cycle link across the river Wensum to the Riverside Walk, connecting to Bishopgate and the professional office quarter around the cathedral.
- 19.11 Area wide regeneration based on office development is supported by site specific allocations in the *Site allocations plan* and small area plans. An outline masterplan for the St Stephens area has helped to inform the *Site allocations plan*. It identifies sites with potential for up to 50,000 sq. m of new office floorspace, (albeit that this quantum of floorspace is unlikely to be deliverable in the immediate future). It is expected that more detailed plans and delivery programmes established through partnership working as part of the emerging *South city centre plan* will also help to deliver office allocations in the Rose Lane/Mountergate area, which has the potential to accommodate a similar amount of office space.
- 19.12 It should be noted that the policy does not seek to protect all offices. Rather, it seeks to apply proportionate safeguards which would require developers to justify the loss of the best quality space - that is high quality office space with a net floorspace greater than 1,500 square metres. Premises smaller than this will be covered by policy DM17 relating to small and medium-scale businesses. High quality office space can be defined as Grade A and B office space. Grade A offices are defined as new or recently refurbished, high



quality facilities in prime, accessible locations. Grade B offices are of a good standard with adequate facilities and accessibility.

- 19.13 The city also contains a wider variety of existing older office buildings many of which do not to meet modern user requirements, defined as Grade C standard. Where economically viable, feasible and practicable the preference of the council is for these premises to be upgraded, rather than redeveloped or converted for alternative uses; however there will be instances where there is no reasonably practicable or viable means of making them fit for purpose for office occupation, where they are poorly located or where the proximity of potentially conflicting uses and activities makes them commercially unattractive.
- 19.14 In many cases older office premises will be suitable for beneficial conversion to housing, which will not require planning permission for the early part of the plan period. In instances where proposals involve other uses, the council will apply flexibility on a case-by-case basis, taking account of the presumption in favour of sustainable development in the NPPF and the policies and objectives of this plan as a whole.

References

- NPPF: CLG, 2012: Section 1: Building a strong, prosperous economy: Supporting economic development: identify and plan for new or emerging sectors likely to locate in the area, plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries; identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres; Housing and economic development needs assessments; Housing and economic land availability assessment.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 11: Norwich city centre.
- Greater Norwich employment growth and sites and premises study, Arup/Oxford Economics, 2008.
- Employment topic paper, April 2013.



Protecting and supporting city centre shopping

Policy DM20

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

Defined retail frontages

Within the defined primary and secondary retail areas and large district centres, permanent changes of use to classes A2, A3, A4, A5, and other main town centre uses, will be permitted where:

- a) they would not have a harmful impact on the vitality and viability of the area and on the individual street; and
- b) within retail frontages defined on the Policies map, where they would not result in the proportion of A1 retail uses at ground floor level falling below an indicative minimum proportion which is justified as necessary to support the continued retail function of that frontage zone.

The indicative minimum thresholds used in support of this policy will be set out in the Main town centre uses and retail frontages supplementary planning document. The supplementary planning document will be prepared in accordance with the timescales set out in the Local development scheme 2014, adopted alongside this plan and reviewed flexibly as necessary in response to objective evidence of retail market trends and changes in the character and function of the central shopping area over the plan period.

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

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

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

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



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

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

In all cases:

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

Supplementary text

- 20.1 Section 2 of the NPPF: Ensuring the vitality of town centres states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. Policies must define the extent of town centres and primary shopping areas based on a clear definition of primary and secondary frontages in designated centres, making clear which uses will be permitted in such locations. Competitive centres should promote customer choice and a diverse retail offer and reflect the individuality of town centres.
- 20.2 Norwich is a thriving retail and visitor destination of regional significance and, in terms of retail spend and attractiveness, among the top ten nationally. The city centre is the most accessible and sustainable location for retail, leisure, office, cultural and tourism related development. In accordance with NPPF advice, the purpose of this policy is to balance the priorities between different town centre uses, aiming to retain a substantial proportion of shopping within the core shopping streets and key attractors of Castle Mall and Chapelfield, whilst accepting a diversity of uses in the speciality and local independent shopping areas and secondary shopping streets.



- 20.3 Retail uses are critical in underpinning the city centre's continued vitality and viability; however an appropriate diversity of other town centre uses such as restaurants, caf  s, financial services, leisure and cultural uses and office based employment help support the vitality and health of the city centre, for people of all ages throughout the day and evening.
- 20.4 Policy DM20 takes forward the proven approach of the *City of Norwich Replacement local plan 2004* and its predecessors to protect and strengthen the retail offer of the city centre and proactively manage incremental change to help support its retail vitality, viability and diversity. The strategy has both supported the city centre as a major regional shopping destination and, through improvements to the public realm, ensured that its historic character is enhanced and specialist retailing encouraged. In recent years this has enabled the development of leisure, cultural and entertainment facilities at Riverside and the Forum, consolidated large multiple retailing at Chapelfield and assisted in the expansion and retention of specialist and local independent retailing in the Norwich Lanes. Further regeneration of the city centre, as set out in policy 11 of the JCS, will be supported by this policy alongside provision for the future expansion of the primary shopping area at St Stephens Street in the *Site allocations plan* and *St Stephens area masterplan* and substantial new retail development at Anglia Square through the NCCAAP.
- 20.5 The primary and secondary retail areas and large district centres are shown on the *Policies map*. The primary area and the Anglia Square/Magdalen Street Large District Centre are subdivided into smaller frontage zones within which defined retail frontages are identified for the purposes of this policy, whilst the majority of the secondary areas are self-contained zones within which a defined retail frontage may or may not apply, depending on the character and function of the area concerned. The frontage zones (as listed in appendix 4) acknowledge the varied functions of discrete groups of streets within the centre and the relative importance of retail uses and other supporting services in defining their individual character and attractiveness. Frontages in the primary area include a generally high proportion of A1 retail uses, with the secondary frontages providing opportunities for a more diverse mix of supporting services to promote vitality and interest, as well as allowing a particular focus in some areas on speciality and local independent retailing (in accordance with JCS policy 11).
- 20.6 Although a policy on the management of uses in the city centre could not be made so flexible that it would put the key retail attractions of Norwich at risk, it is acknowledged that retail centres are dynamic and constantly changing. This will be particularly so if the growth in internet based retailing continues at the expense of the high street. The city council acknowledges that a policy



seeking to manage change in retail frontages must be approached in the context of a period of rapid and dynamic change in the retail sector and in the character and function of town centres which means that the nature of the shopping experience could change markedly over the plan period. Accordingly a decision has been made not to include detailed percentage thresholds (setting out a minimum proportion of A1 retail use which should be sought in different shopping frontages) within the body of the policy itself, but instead to include appropriate and justifiable thresholds in adopted supplementary planning documents which can be reviewed and updated on a regular basis in response to change as it occurs. This approach will allow the flexibility to adapt to change in the character and function of the centre over the fifteen-year plan period which may well see a significant transformation in the way primary and secondary shopping areas are used.

Interpretation

- 20.7 The percentage of A1 retail use will be calculated by reference to frontage length – i.e. the total measured length of a defined frontage which is in lawful retail use within the applicable frontage zone at ground floor level. Retail premises which are in a temporary flexible use introduced through permitted development rights will be treated as being in their lawful planning use before the temporary use commenced.
- 20.8 Defined frontages are shown by a solid blue line notation on the *Policies map*. The only exception to this is where main shopping frontages exist on two or more floor levels, as at Castle Mall and Chapelfield, which are illustrated on inset plans showing each level separately. This method is used because it is the presence of an active, attractive, lively and diverse retail frontage within a particular street or area which has the most obvious impact on its overall vitality and viability, rather than the contribution of a particular quantum or scale of retail floorspace. Basing the calculation of the percentage of retail uses on individual frontage zones, formed by smaller groups of streets, rather than on the primary area as a whole, ensures that a healthy mix and balance of uses can be maintained across the area. It also avoids potential damage to retail vitality and viability from disproportionate clustering of non retail uses in any one part of it.
- 20.9 The definition of retail frontages on the Policies map reflects the character and function of different parts of the area and incorporates a number of changes from the previous local plan. It prioritises the core shopping streets and both shopping malls for a generally high proportion of retail use, helping to maintain a critical mass of shopping, whilst allowing a greater proportion of beneficial non retail uses elsewhere.



- 20.10 For the purposes of this policy the primary retail area is divided into two parts. Firstly there are the core pedestrian priority areas and main shopping streets, focused on the key route between St Stephens Street and the Market Place, together with the two purpose-built shopping centres of Castle Mall and Chapelfield. These areas are characterised by large format multiple retailers and have a generally high pedestrian footfall. Secondly there is the network of more intimately scaled pedestrian shopping streets lying either side of and including London Street, which have a higher proportion of speciality and local independent shops complemented by a variety of supporting services such as street cafés, restaurants and hot and cold food takeaways catering to the daytime shopper and visitor.
- 20.11 The council's previous policy on the management of retail uses required that a minimum proportion of 85% of A1 retail use should normally be maintained within all defined retail frontages in the primary area. In recent years the changing nature of the shopping experience in Norwich has led to a wider diversity of uses – in particular cafés and restaurants – being accepted in some frontage zones in the primary area in breach of this threshold where there are clear benefits to vitality and viability. Experience has shown that this more flexible approach has aided overall vitality and viability: retail vacancy rates have remained low and the city centre has remained generally resilient to the effects of the post-2008 recession, remaining in the top 15 retail destinations in the country.
- 20.12 A requirement to maintain a minimum of 85% A1 retail frontage indiscriminately in all of the primary area frontage zones is no longer considered appropriate, since retail representation in many zones as defined in the previous adopted local plan has already fallen below that level and JCS policy 11 promotes the extension of leisure and hospitality uses across the city centre. Additionally there is a need to respond to the NPPF's emphasis on supporting enterprise and stimulating economic growth, which would include giving appropriate encouragement to non retail supporting services and other town centre uses where they can help to sustain city centre vitality and viability. The scope to vary the detail of the policy thresholds through SPD will give additional flexibility.
- 20.13 The successful application of the policy will rely on regular monitoring of change in retail frontages (including temporary flexible uses introduced through permitted development) and appropriate review of SPD to ensure that any thresholds applied remain relevant and necessary. It should also be able to encourage the types of non retail uses which can make a genuinely beneficial contribution to vitality and activity in street frontages and not result in areas of dead frontage for all or part of the day.



- 20.14 Where they do not cause major residential amenity concerns, proposals for A3, and A4 uses (cafés, restaurants, and drinking establishments) will generally be supported in preference to A2 and A5 uses (financial and professional services and hot food takeaways). A2 and A5 uses would need to demonstrate exceptional benefits to vitality and viability which could not be achieved by an alternative use, (for example where the takeaway use is geared primarily to daytime use serving shoppers, or where the financial and professional service is offered as part of a broader mix of uses within the same premises. Conditions may be imposed in appropriate cases to restrict permitted development rights for change of use within class A or other use classes where an otherwise permitted change of use would be likely, in the opinion of the city council, to result in a harmful impact on retail vitality and viability or on residential amenity.
- 20.15 In secondary retail areas and large district centres, some of which are identified as 'Specialist shopping areas' in JCS policy 11, many streets have particular specialisms, such as St Benedicts being geared to businesses which support music, alternative culture and the creative arts; Magdalen Street's emphasis on ethnic retailers and restaurants and Elm Hill's focus on speciality retailing appealing to tourist and visitors. A threshold setting out a minimum level of retail use may still be appropriate to apply in some areas as it is important that secondary areas do not become over dominated by non retail uses and a reasonable representation of shops is retained. Particular account will be taken of the need to encourage and protect speciality and local independent retailing and supporting services within areas such as the Norwich Lanes. For those areas which do not have a defined retail frontage the policy will focus on protecting their vitality and viability and ensuring that proposals for alternative uses would not have an unacceptable impact on other areas of the centre or undermine the overall objectives of the JCS.
- 20.16 In circumstances where an area or premises suffers from long-term vacancy, the loss of a shop may be accepted where this would have a beneficial effect on the vitality of the area or would contribute to its economic or physical regeneration. Applicants proposing alternative permanent uses for long-term vacant retail premises will normally be expected to show that the premises has been vacant for more than nine months, kept in a good state of repair and actively marketed throughout that period at a realistic commercial rent or sale price with no interest being shown from potential retail occupiers. The council will encourage and accept community uses within vacant premises on a temporary basis where this would help to improve the vitality and attractiveness of areas which are otherwise in decline. Such temporary permission (where needed) would typically be granted for an initial period of one year although there will be scope to agree longer periods in individual



circumstances where it is appropriate and beneficial to do so. During this time the premises should still be actively marketed for retail purposes.

- 20.17 Many premises within the primary and secondary retail areas are located outside defined retail frontages and there is much scope for the productive reuse and conversion of vacant and underused parts of retail and commercial premises situated above and below street level. In order to ensure that Norwich city centre remains vibrant and diverse and to promote the most sustainable use of buildings in accordance with policy DM3, the council will seek to maximise the use of upper floors, basements or premises outside defined retail frontages and will support appropriate proposals which achieve this. Appropriate uses include residential, offices, restaurants and caf  s, pubs and bars, non-residential institutions and leisure uses which are at an appropriate scale for their location within the city centre. Proposals providing for a main use of a building at ground floor level only must maintain or reinstate separate accesses to upper and lower floors to ensure that the future use of those areas of the building is not prejudiced. The council will not support proposals for ground floor uses that do not make provision for the effective use of upper floors in the long-term.
- 20.18 It is important to ensure that uses proposed at all levels of a building are compatible and a particular mix and disposition of uses within a building would not give rise to unacceptable impacts on living or working conditions or on the wider environment. In assessing proposals for change of use, consideration will be given to likely impacts on the amenity of existing and future occupiers in accordance with policy DM2 and DM11 of this plan. Conditions will be used as appropriate to limit hours of opening and/or restrict otherwise permitted future changes of use which would result in such undesirable impacts.
- 20.19 In the event that changes to the General Permitted Development Order are brought forward which remove the need for permission for certain changes of use to which this policy applies, the council will consider any justification for supplementary measures such as Article 4 directions in support of policy DM20 if proposed permitted changes are likely to cause significant harm to retail vitality and viability in certain streets and areas. Conversely, where additional flexibility is deemed necessary in areas of decline there may be scope to introduce Local Development Orders to allow specific changes of use to be made without permission.
- 20.20 This policy will need to be supported by regularly reviewed SPD as well as other initiatives to enhance the retailing environment and improve conditions for businesses across the city centre. The city council, through coordinated city centre management arrangements, is already effectively operating the kind of ‘Town team’ approach endorsed through the *Portas*



review and smaller area retail consortia such as the Norwich Lanes are doing much to raise the profile of specialist and local independent retailing in this part of the centre. This will be greatly assisted by the establishment, in November 2012, of the Norwich city centre Business Improvement District (BID). The Norwich BID covers much of the south-western part of the centre including the primary retail area and the Norwich Lanes. Aiming to “make a clear positive impact on the vitality of our city centre and the success of the businesses within it”, the declaration of the BID will enable £3m of investment income to be generated through an annual business rates levy on commercial premises, to fund a wide range of improvements and initiatives benefiting local business.

References

- NPPF: CLG, 2012: Section 2: Ensuring the vitality of town centres: Promote the vitality and viability of town centres: define the extent of the town centre and the primary shopping area, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations. Section 8: Promoting healthy communities: ensure that established shops and facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres.
- High Streets at the heart of our communities: The government’s response to the Mary Portas review, CLG 2012.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 11: Norwich city centre.
- JCS policy 19: The hierarchy of centres.
- Norwich sub-region: Retail and town centres study, GVA Grimley, 2007.
- Retail and leisure topic paper, April 2013.



Protecting and supporting district and local centres

Policy DM21

Management of uses within district and local centres

Key principles

Within existing and proposed district and local retail centres, as defined on the Policies map and shown in appendix 4, appropriate supporting services including main town centre uses, public and community uses, and other uses complementing local shops will be encouraged and permitted where:

- a) their scale and function is consistent with the position of the centre in the hierarchy of centres set out in JCS policy 19;
- b) they would not have a harmful impact on the vitality, viability and diversity of services in the centre, in particular increasing the number of units which would not be available to the public during the normal working day;
- c) they would not have a harmful impact on residential amenity, traffic or the environment which could not be overcome by the imposition of conditions;
- d) they would provide a community benefit or address an identified deficiency in provision in the area which can be shown to outweigh the loss of a retail use.

Changes of use involving the permanent loss of shops or shopping floorspace (use class A1) will be permitted where they satisfy the above criteria and additionally:

- e) they would not result in the proportion of A1 retail uses at ground floor level falling below 60% (in the case of district centres) or 50% (in the case of local centres); and
- f) they would not result in the permanent loss of, or significant reduction in, retail floorspace within any main foodstore serving the centre.

In cases where the proportion of A1 retail uses is below the applicable indicative minimum in clause e), proposals will be assessed on their merits and determined in accordance with the criteria in clauses a) to d) and clause f).

Other requirements

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



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

Supplementary text

- 21.1 The NPPF in Section 8: Promoting Healthy Communities, requires local authorities to plan positively for shared space and community facilities such as local shops, meeting places, sports venues, cultural facilities, public houses and places of worship and other local services to enhance the sustainability of communities and residential environments. They should also guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs; ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and ensure an integrated approach to considering the location of housing, economic uses and community facilities and services. Both this policy and policy DM22 following reflect those aspirations and the emphasis of the JCS on protecting and enhancing neighbourhood centres and supporting communities.
- 21.2 Norwich's neighbourhoods are generally well served by local and district retail centres. These retail centres provide convenient facilities for local people which are readily accessible on foot and by cycle and which are normally on or close to high frequency bus routes. Policy 12 of the JCS requires that local and district centres should be protected and enhanced. This policy seeks to ensure that a suitable range of local services is maintained within these centres to provide for everyday needs. It complements policy DM18 dealing with proposals for substantive new development for town centre uses.
- 21.3 For the purpose of this policy the same definitions of district and local centre are used as in the JCS (and are reproduced in the glossary). A 'district retail centre' is a group of shops containing at least one supermarket or superstore and other services, providing for a catchment extending beyond the immediate locality. A 'local retail centre' is a group of shops or services forming a centre of purely local significance.
- 21.4 As is the case in the city centre, the council has, historically, sought to protect the vitality and viability of district and local centres by requiring that these centres should, wherever possible, retain a minimum percentage of their premises in retail use. This minimum was fixed at 60% in the previous local plan. Trends toward a higher proportion of non retail uses in some centres



has meant that a 60% threshold has been exceeded in many cases and is no longer appropriate.

- 21.5 The council undertook detailed research in 2010 to establish whether there were any local and district centres where different percentage thresholds would be suitable, instances where local centres should be upgraded to district centres, or where the changing function of particular groups of shops not previously identified as local centres justified giving them status as such. Changes were recommended to the boundaries of some local and district centres and local centres are newly designated at the University of East Anglia, Aylsham Road/Copenhagen Way, Magdalen Road/Clarke Road, Long John Hill and St Stephens Road. The subsequent opening in November 2013 of a new local foodstore at 463 Sprowston Road has also resulted in the former local centre at Sprowston Road/Shipfield being redesignated as a district centre in this plan.
- 21.6 The results of this research informed the draft version of this policy, which took the approach of applying a range of minimum retail percentage thresholds which differentiated between groups of centres according to their particular form and function. It also incorporated detail on the criteria to be used for the assessment of other town centre uses and community facilities proposed in district and local centres.
- 21.7 In Norwich, the majority of neighbourhood shopping centres are characterised by parades or clusters of small and medium sized shop units. Many rely for their continued vitality and viability on having a diverse mix of uses in which local shops predominate. Local centres in Norwich will usually include at least one small-scale local foodstore to meet day to day needs for top-up shopping. However, two particular centres – Eaton District Centre and the newly identified local centre at Aylsham Road/Copenhagen Way – are based around a single foodstore alongside a diversity of supporting uses rather than necessarily having a high representation of small traditional shops. The continued vitality and viability of these centres relies effectively on the retention of the foodstore and not to any great degree on the protection of a minimum proportion of retail units elsewhere in the centre.
- 21.8 As is the case with the city centre, the particular characteristics and mix of shops and services in district and local centres in Norwich has changed markedly since the inception of the previous local plan in 2001. There has been strong growth in one-stop local convenience retailing: national foodstore operators have sought opportunities to establish small-scale local foodstores within and close to existing local and district centres, both through the development of completely new stores and by conversion of existing shops and other commercial premises to food supermarkets.



- 21.9 The trend toward one-stop convenience shopping and the growth of supporting non retail services (in particular hot food takeaways) is a reflection of changing lifestyles and is sometimes alleged to have resulted in a harmful impact on retail diversity and local independent retailing; however the most recent research undertaken by this council shows that the introduction of new foodstores into local centres has in fact supported those centres and resulted in lower vacancy rates. It is not the role of this policy to inhibit competition between individual retailers as this would be contrary to national policy. Nor can the policy or the planning process in general influence the particular operator or business model of retail development accepted in these centres. Rather, this policy aims to be responsive to objectively assessed needs and aims to ensure that the vitality, viability and diversity of centres is protected and strengthened to meet day to day shopping needs and reduce the need to travel.
- 21.10 The council's approach to local and district centres is to seek a balance between retaining an appropriate range and choice of shops to meet local needs and allowing other beneficial supporting uses which complement and are appropriate to the scale and function of the centre. Priority will be given to promoting and supporting shopping, other main town centre uses and community uses in accordance with the NPPF and policy DM18, although uses which do not fall readily into either of these categories can be accepted where they would be complementary and beneficial to the vitality and diversity of the centre.
- 21.11 In recognition of the changing characteristics of neighbourhood centres and the generally higher proportion of supporting services in them, the indicative minimum threshold for the proportion of A1 retail units has been set at 50% for local centres and 60% for district centres. The policy also seeks to discourage the loss of local foodstores, which are an essential feature of most centres, allowing for flexibility in circumstances where the retention of an anchor foodstore may be more critical to the vitality and viability of the centre than keeping a high proportion of smaller shops. This is borne out by advice in *Parades to be proud of* showing that convenience stores account for almost 55% of total expenditure in neighbourhood centres and food based outlets account for 70%, and concluding that local shops are critical in ensuring that local and district centres retain their anchor stores and key attractions to provide stability.

Interpretation

- 21.12 In applying clause e) of this policy the proportion of A1 retail use will be calculated by reference to the total number of individual non-residential premises at ground floor level falling within the boundaries of the centre concerned. Retail premises which are in a temporary flexible use introduced



through permitted development rights will be treated as being in their lawful planning use before the temporary use commenced.

- 21.13 In applying clause (f) of the policy “a significant reduction” in foodstore floorspace would normally be interpreted as a loss of more than 50%, although proposals would need to be assessed on a case-by-case basis taking account of retail trends, the economic performance of the centre concerned and any benefit to the centre deriving from the reuse of redundant convenience goods retail floorspace for other purposes.
- 21.14 The requirement that proposals should not have a harmful impact on the diversity of services in centres should also ensure that particular types of service such as hot food takeaways would not become over represented in any one centre and prevent centres becoming completely dominated by large format retailers. It will be particularly important to ensure that the range and choice of services in any one centre contributes to diversity and vitality across the whole of the working day and evening. Consequently the council would normally seek to achieve a balance of uses which is not disproportionately weighted towards evening-only services such as hot food takeaways, which often contribute very little to local and district centres if they are closed during the day. Conversely, uses such as cafés can offer significant benefits to the vitality and viability of local centres in both the daytime and evening through their role as community hubs and meeting places.
- 21.15 The new provisions for temporary flexible uses are discussed in the supporting text to policy DM20 above. The scope for the introduction of a range of alternative uses on a temporary basis is likely to be beneficial in many local centres with high levels of vacancy, and would support the aims of this policy, however it will still be appropriate to safeguard against the permanent loss of local shopping facilities and other services which are essential to maintain the vitality and viability of a particular centre, and to resist proposals likely to have a significantly harmful impact on their function.
- 21.16 The policy does not seek to impose a strict quota on the number and type of non retail A class uses and other services in centres. Rather, the impact on diversity of services of any particular proposal will be a matter of judgement on a case-by-case basis taking account of community needs, operators’ business requirements, likely impact on neighbour amenity and considerations of how the range of services in individual centres might be changing and developing. More specific criteria for the consideration of hot food takeaways are included in policy DM24.
- 21.17 For the purposes of this policy, main town centre uses are as defined in the NPPF and the glossary to this plan. The boundaries of local and district centres have been redefined in some cases. This is to ensure that premises



which do not contribute to their neighbourhood centre function, for example, isolated dwellings within or at the end of a parade of shops, are not included within the centre and are not taken into account in calculating the proportion of non retail uses. Where suitable locations emerge adjacent to centres which can accommodate their appropriate expansion, the council will support such proposals consistent with the criteria in policy DM18.

- 21.18 The policy allows additional flexibility for the acceptance of other beneficial uses where it can be demonstrated that the use is under represented in the centre or it is for a community use (or other purpose) which is appropriate to the scale of the centre. Appropriate uses include – but are not confined to – residential, offices, restaurants and café s, pubs and bars, non-residential institutions and leisure uses which are at an appropriate scale to serve a local catchment. The acceptance of these uses will be subject to compliance with other policies of the plan, in particular that they should not give rise to unacceptable impacts on the living and working conditions of neighbours (policies DM2, DM11).
- 21.19 The NPPF advises local authorities to recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites. Local and district centres should be at the heart of communities and are the most sustainable and accessible location for new residential development as well as providing a wide range of retail and other services. Residential use is supported by this policy and where it is accepted in close proximity to centres should be at a higher density where this is in keeping with character of surrounding area (in accordance with policies DM3 and DM12). The beneficial use of upper floors within local and district centres will also be supported. Proposals providing for a main use of a building at ground floor level only must maintain or reinstate separate accesses to upper and lower floors to ensure that the future use of those areas of the building is not prejudiced. The council will not support proposals for ground floor uses that do not make provision for the effective use of upper floors in the long-term.
- 21.20 It is important to ensure that uses proposed at all levels of a building are compatible. In assessing proposals for change of use, consideration will be given to likely impacts on the amenity of existing and future occupiers in accordance with policy DM2 of this plan. Conditions will be used as appropriate to limit hours of opening and/or restrict otherwise permitted future changes of use which would result in such undesirable impacts.
- 21.21 A new district centre at Hall Road (Harford Place) is proposed in the *Site allocations plan* in recognition of the need for a centre to serve the south of the city and of longstanding proposals to provide this through redevelopment of the former Bally Shoes site. Additionally, that plan provides for local



shopping and leisure facilities to serve new mixed use development at the Deal Ground site at Trowse. The precise siting of any local centre has yet to be determined and, since it partly extends into South Norfolk, a discrete local centre to serve the Deal Ground may or may not be situated within Norwich.

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

References

- NPPF: CLG, 2012: Section 8: Promoting healthy communities: Deliver community facilities and local services; ensure that established shops and facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres.
- Parades to be proud of: Strategies to support local shops, CLG, June 2012.
- JCS policy 7: Supporting communities.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- JCS policy 19: The hierarchy of centres.
- Norwich sub region retail and town centres study, GVA Grimley, 2007.
- Retail Topic paper: Local and District Centres (September 2010)
- Retail and Leisure Topic paper (April 2013).

Norwich local plan

Development management policies plan

Adopted December 2014





Planning for and safeguarding community facilities

Policy DM22

Provision and enhancement of community facilities

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

The provision of new community facilities outside or not adjacent to centres will be acceptable where there is a clear community need for such a facility and:

- a) it can be demonstrated that there are no suitable premises within or adjacent to centres; or
- b) the proposal is predominately for outdoor sport or recreation activities (including recreational buildings provided in association with and ancillary or complementary to those activities) and is consistent with the requirements of policy DM8; or
- c) there are overriding community, amenity and environmental benefits deriving from an out of centre location.

Schools and other educational development

Proposals involving the construction of new or replacement schools and other educational facilities, extensions to existing educational establishments and (where permission is required) changes of use for school or other educational and training purposes, will be accepted and permitted where:

- a) they would not undermine the objectives for sustainable development set out in policy DM1, in particular by increasing the need to travel by private car;
- b) they would not give rise to significant impacts on the environment, highway safety or traffic arising from locational constraints or the particular configuration of the site or premises which could not be overcome by the imposition of conditions;
- c) they would result in the efficient and effective use of existing school sites and/or an accessible distribution of school places or other educational opportunities;
- d) appropriate and adequate provision can be made for the residential accommodation needs of students (where required) in accordance with the criteria in policy DM13.

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



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

Protection of community facilities

Development resulting in the loss of an existing community facility (excluding community public houses listed in Appendix 5) will only be permitted where:

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

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

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

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

Supplementary text

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



- 22.2 Community facilities are essential to ensure and maintain a high quality of life for those that live, work and visit Norwich city centre and its suburban residential neighbourhoods. The council seeks to support and where possible, enhance, viable and necessary community facilities which play an important role in social interaction and community cohesion. The *Site allocations plan* makes provision for community facilities in a number of key development allocations: where need is demonstrated it is envisaged that the Community Infrastructure Levy will be the primary mechanism for funding and securing additional community facilities for which a need can be justified. For the purposes of this policy, a 'community facility' is as defined under 'community facilities/uses' in the glossary.
- 22.3 Proposals for community uses which are also main town centre uses will be expected to accord with the provisions of policy DM18: the principle being that the most appropriate location for a new facility will depend on its intended scale and catchment with most purely local services being best located in or close to local and district centres and facilities serving a wider catchment area being best located in or on the edge of the city centre. Exceptionally a new facility may be accepted in accessible locations outside centres where there is a clear community need and where a more central location is demonstrated to be impractical. Sports facilities in association with an existing formal recreational open space may also be accepted where there are exceptional benefits to sport arising from the new facility, in accordance with policy DM8.
- 22.4 The NPPF (paragraph 72) states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing communities, Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. To this end, policy 7 of the JCS provides for "sufficient, appropriate and accessible education opportunities for both residents and non-residents, including wider community use of schools, including through design", also accepting new primary and new or expanded secondary schools to serve the major growth locations and enhancement of further and higher education facilities.
- 22.5 Much of the responsibility for planning future schools provision formerly rested with Norfolk County Council as local education authority. The county council is also responsible for deciding planning applications affecting its own schools, with the city council involved as a statutory consultee. In more recent years the trend to greater self-government of schools and the emergence of academy schools and free schools will mean that a generally higher proportion of applications for schools development may need to be determined directly by the city council. It is likely that any significant



requirements for new schools will have already been identified through the *Site allocations plan* but there will be instances where a smaller scale proposal for a school or other education or training facility comes forward outside the local plan process.

- 22.6 Following the extension of permitted development rights for state funded schools in 2013, the change of use of a wide range of non-residential buildings to school use no longer requires planning permission. Accordingly this policy will apply primarily to proposals for new build schools and other forms of educational development which do not fall within the definition of a state funded school. In accordance with the NPPF the council will adopt a positive and collaborative approach to such proposals and will work closely with providers to identify and overcome any constraints on development, including the need for any on-site or off-site accommodation for students.
- 22.7 The local community must be fully involved in order to gain a proper understanding of the importance of any community facility and the implications of any proposal which may affect it. Applicants proposing to redevelop or convert facilities which are of established community value will be expected to engage with local communities at an early stage in the planning process about the relative importance of the facility to its users.
- 22.8 The Localism Act 2011 requires assets of community value to be included on a list maintained by the local authority, allowing duly constituted community and voluntary bodies to nominate land and buildings for inclusion on that list and enable those bodies to exercise community right to buy and community right to challenge powers in respect of any community facility on the list which is under threat of disposal. The Assets of Community Value (ACV) provisions are set out in Part 5 Chapter 3 of the Act, and accompanying Assets of Community Value (England) Regulations came into force in September 2012.
- 22.9 Whilst the designation of a site or building as an asset of community value may be important, its weight as a material planning consideration may be limited. The process of listing assets of community value is separate from the planning process, which should only assess the planning merits of a scheme. Inclusion on the ACV list simply confirms assets nominated by community groups which are considered by them to have some community worth; however it is not an objective assessment of community value.
- 22.10 For the purposes of this policy, therefore, the community value of individual assets affected by development proposals would need to be objectively assessed on a case-by-case basis, irrespective of whether they are included on the ACV list or not. In appropriate cases it may be necessary for developers to consider how the exercise of any statutory community right to



buy or community right to challenge under ACV legislation might affect the timescale for the delivery of a scheme.

- 22.11 As opportunities emerge and the neighbourhood planning system evolves over the plan period, it is expected that community and voluntary bodies in Norwich would have more formal and direct involvement in planning and protecting local community facilities in the context of this policy and the community rights set out in the Localism Act.
- 22.12 The principles of policy DM9 in relation to previously unrecognised heritage assets may also be relevant here, since the intrinsic merit of a heritage asset may rest not only in its historic fabric but in its social history and role in the community over a number of years. Reference should be made to the *Community engagement strategy* and *Statement of community involvement*, which are codes of practice of how people can expect to be involved in the planning process.
- 22.13 Whilst it is not the role of this plan to seek to protect facilities indiscriminately which are clearly not economically viable or feasible to retain in any form, it is reasonable to require that the loss of any community facility of value should be justified by evidence before development proceeds and it is important that sufficient evidence is provided to enable a proper assessment. The city council will require any application involving the loss of any community facility or land last used for community purposes to be supported by written evidence and applicants should contact the council at the earliest stage to discuss the details. The level of detail will depend upon the nature of the proposal but could be expected to include evidence such as:
- i) in the case of a business, the current and projected trading performance;
 - ii) in the case of a community facility, the current and projected patterns of use;
 - iii) the nature and condition of the building or site and the cost of repairs, renovations or improvements needed to allow the facility to continue in operation;
 - iv) the nature and location of comparable facilities;
 - v) the potential to relocate the use into other premises or to another site in the area;
 - vi) evidence that the premises has been actively marketed for a period of not less than nine months at a realistic commercial rent (or sale price) with no interest being shown from potential occupiers. Evidence might include sales literature, details of approaches, and details of offers. (It should be noted that any evidence of a commercially sensitive nature or which breaches commercial confidentiality would not be made publicly available);
 - vii) evidence that the local community has been notified in writing of the intention to close the facility and detail of representations received.



- 22.14 Norwich is fortunate in offering a vibrant and distinctive pub culture appealing to all ages and social groups. Pubs can contribute greatly to social interaction and community cohesion in residential neighbourhoods, help to support and promote the evening economy and the cultural life of the city centre, act as repositories of social history and (if they are buildings of historic interest) be valued heritage assets and memorable tourist and visitor attractions in their own right. In a period when many towns and cities are suffering from widespread closures and loss of community pubs, Norwich has been able to retain a wide and diverse choice of public houses particularly in the inner urban areas to the north and south-west of the city centre. However, the city has not been immune to pub closures and over the past few years many long-established pubs have closed, been converted to other commercial uses or demolished altogether, often without the need for planning permission.
- 22.15 In areas of the city where pubs are more sparsely distributed (especially the outlying housing estates), a single pub closure may have a disproportionate impact, particularly if it has a wider role in supporting a community which may be suffering from some degree of deprivation. Whilst the council recognises the value of protecting public houses for their intrinsic merit as social and community hubs, it is just as important to ensure a beneficial role for these more vulnerable and perhaps less well regarded public houses.
- 22.16 No policy can require a pub to be kept open if there is no realistic prospect of its continuing as a going concern, and it could be contrary to national guidance to insist on this. Rather, policy DM22 continues the approach of the previous local plan in seeking to identify selected public houses which have special historic or community significance and requiring substantive evidence to justify their loss. This will afford a degree of protection from indiscriminate redevelopment and, so far as is practicable, from change of use. However, the General Permitted Development Order permits a wide range of changes of use of pubs without the need to apply for planning permission. Appendix 5 identifies the community public houses to which this policy will apply.
- 22.17 In many cases the pub's heritage interest will already be subject to protection from statutory listing or its inclusion on the council's local list but a selected number of additional pubs have been identified which are of value for other reasons: most notably that they may be the only remaining pub serving a substantial residential area.
- 22.18 The evidence to be provided in support of a proposal affecting protected public houses should have regard to the criteria outlined above for other forms of community facility. While no endorsement of the organisation is implied or should be inferred, the Campaign for Real Ale's *Public house*



viability test is considered to be a useful reference in setting out the most relevant matters the council would need to consider in reaching an informed judgement for such an exercise.

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

References

- NPPF: CLG, 2012: Deliver community facilities and local services: safeguard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.
- National Planning Practice Guidance, CLG 2014: Health and well-being: Local plans (need to address needs and opportunities for community facilities).
- Proposals to introduce a Community right to buy - assets of community value: Consultation paper, CLG, February 2011.
- Proposals to introduce a Community right to challenge: Consultation paper, CLG, February 2011.
- Community right to challenge - Policy statement, CLG, September 2011.
- Assets of community value - Policy statement, CLG, September 2011.
- The Assets of Community Value (England) Regulations 2012.
- JCS policy 7: Supporting communities.
- Norwich community engagement strategy.
- Norwich statement of community involvement.
- Campaign for Real Ale Public House Viability Test:
<http://www.camra.org.uk/public-house-viability-test>

Norwich local plan

Development management policies plan

Adopted December 2014





Supporting and managing the evening and late night economy

Policy DM23

Evening, leisure and late night uses

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

Leisure uses

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

Late night activities

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

Supplementary text

- 23.1 Norwich has a good provision and wide choice of leisure facilities, including restaurants and bars, with the city centre having a strong draw across a wide area, both during the daytime and evenings. Some 20,000-25,000 people visit



Norwich on weekend evenings to enjoy the opportunities provided by the evening and night-time economy.

- 23.2 The purpose of this policy is to assist in managing the evening and night-time economy and to encourage a diverse range of complementary leisure, evening and night-time uses which appeal to a wide range of ages and social groups. It must also ensure that development does not harm the character and function of the city centre and district and local centres, undermine their vitality and viability or lead to significant problems of crime, disorder and noise nuisance which would impact unacceptably on the amenity of those living and working in the area or threaten public safety and security. This is reflected in national policy which encourages safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion (NPPF paragraph 69).
- 23.3 The *Norwich sub region retail and town centres study* estimates that a substantial amount of space may be required for supporting service related uses, such as leisure and tourism. The study identifies a possible need for 3,000 sq. m of new café, restaurant and bar space to be provided by 2016 (based on a typical proportion of 15% of floorspace in mixed use retail schemes being devoted to such services). Although the post-2008 recession has curtailed the expansion of the retail sector to some extent, there remains significant impetus for development for new late night uses, diversification of pubs and bars into new formats and expansion of the leisure offer into additional areas of the centre.
- 23.4 The NPPF indicates that a sequential approach should be taken to the location of main town centre uses. This requires that the first preference for leisure and entertainment facilities should be city centre locations, followed by edge of centre and district and local centres. For the purposes of this policy the defined city centre leisure area should be taken as the most preferable location for focusing new facilities within the centre.
- 23.5 The strategic approach is set out in policy 11 of the JCS which states that the city centre's role will be promoted by expanding the use of the city centre to all, in particular the early evening economy and extending leisure and hospitality uses across the centre with late night activities focused in identified areas. The Norwich city centre key diagram within the JCS includes an indicative map of the main leisure areas and the late night leisure areas. This policy provides additional detail and defines the city centre leisure area and late night activity zone on the *Policies map*. The boundaries of the late night activity zone have been modified from the previous local plan. This is in recognition of the expansion of late night uses over the past ten years further east along Prince of Wales Road and the shift in focus of parts of Upper King



Street and Tombland away from late night uses to hospitality uses geared to the evening economy.

- 23.6 For the purposes of this policy 'hospitality uses' are defined as cafés and restaurants falling within the present class A3 of the Use Classes Order. They also include drinking establishments (Class A4) which do not routinely open beyond 12 midnight. This distinction is not hard and fast: a number of establishments such as licensed café bars may include aspects of both A3 and A4 as well as potentially offering various forms of public entertainment, but it will be a matter of judgement for the planning case officer whether a use is likely to be geared mainly to evening or late night customers and what its impacts are most likely to be.
- 23.7 'Leisure uses' are defined as D2 uses which may either be focused on active indoor sport (e.g. gymnasiums and health clubs) or on passive public entertainment, such as cinemas and concert halls but also include theatres (which are sui generis uses and thus always require planning permission). The expectation of this policy is that in order to protect retail function, vitality and viability it will not usually be appropriate to locate these larger format leisure uses at ground floor level within the primary retail area, nor would it be practical in most circumstances to do so. There may however be scope to make use of underused upper floor or basement space and provide a dedicated entrance from street level, and this would not preclude proposals providing a mix of leisure and hospitality uses, for example including a ground floor café or shop in association with the upper floor use.
- 23.8 Late night activities are nightclubs, sexual entertainment venues and drinking establishments which routinely open beyond 12 midnight. It is acknowledged that many existing pubs and bars operate with late night licenses in locations outside the late night activity zone and, since many pubs pre-date the operation of the planning system and restrictive planning conditions on opening hours, their operations may be controllable only under licensing powers. However, the expectation is that any significant expansion of late night uses and new late night activities will generally only be permitted within the late night activity zone.
- 23.9 Norwich city council's licensing policy sets out the council's approach to licensing and its expectations for those involved in licensable activities. As is the case with licensing, planning conditions should be appropriate to the circumstances of each individual establishment and be attached on a case-by-case basis. Hours of opening will be dependent upon proximity to residential or other sensitive uses and any actual or potential threat of crime and disorder to the public, but within the late night activity zone, the expectation is that later opening can be accepted unless there are likely to be exceptional impacts on amenity.



- 23.10 This pressure for expansion of the evening and late night economy often has potential for conflict with existing uses and activities, particularly where new focuses of evening and late night use are established and routes between them may draw customers through predominantly residential areas. Because of the exceptional impact of late night noise and disturbance on potential future occupants of new development, residential and other noise sensitive uses will not be permitted either within the Late Night Activity Zone or in locations so close to it that these impacts could not be adequately mitigated by conditions such as requiring higher standards of soundproofing than would normally be necessary.
- 23.11 The council recognises that the issues involved are complex and will need to be managed carefully and responsibly. A coordinated approach to managing the late night economy is already in place through a dedicated licensing forum, involving close cooperation between the council's planning, licensing and environmental health officers, pub and club operators, representatives of the local community and the police to ensure proper regulation and enforcement.
- 23.12 Local authorities have a statutory duty to minimise the potential for crime, disorder and public nuisance in their area. Given these requirements, Norfolk Constabulary currently advise that planning permissions for late night uses should be restricted by conditions. In accordance with this advice premises in the Late Night Activity Zone will not be permitted to open past 0400 hours on any day, given the constraints on additional police resources dedicated to the Late Night Activity Zone which results in the withdrawal of additional police cover at 0500 hours. Notwithstanding this, there will be instances where significantly earlier closing times are appropriate within the Late Night Activity Zone in order to protect the amenity of adjacent residential occupiers. Standing police advice is that premises outside the Late Night Activity Zone should not be permitted to open past midnight unless it can be clearly demonstrated that there would be no detrimental impact on the living conditions of nearby residents or that there is no potential threat of crime and disorder to the public.
- 23.13 The approach has been followed consistently for applications for new late night activities or proposals to vary planning conditions to extend opening hours. Such proposals will be dealt with flexibly on a case-by-case basis taking account of the particular nature of the use, the proximity of residential uses, the likely impacts on amenity or on crime and disorder, the extent to which there may be noise nuisance (and the scope to address this by condition) and the adequacy of management policies in place to ensure the safety and security of customers and staff.



- 23.14 Not all premises, particularly long established pubs, are subject to planning conditions on opening hours because the use itself may have pre-dated the need for planning permission. In these cases the council will continue to seek maximum consistency between opening hours applied through planning condition and those applied through licensing. Where a condition for opening hours differs from the licensing hours, the applicant must observe the earlier closing time.
- 23.15 Issues relating to the late night sale of alcohol and a late night levy on clubs and bars to help meet the cost of additional policing are not dealt with directly through planning, but may have implications for the practical application of this policy in terms of aligning planning and licensing conditions on opening hours.
- 23.16 To respond to future national policy changes which may affect the management of the evening and late night economy in Norwich, and to take account of its monitored impacts on particular areas of the city centre over the plan period, it is expected that additional guidance may become necessary to provide further detail on the evening and late night economy in support of this policy. This may either take the form of a supplementary planning document or technical code of practice guide for planning case officers, premises operators and others involved in the planning process.

References

- NPPF: Section 2: Ensuring the vitality of town centres; Section 8: Promoting healthy communities.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres; Health and well-being.
- JCS policy 8: Culture, leisure and entertainment.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 11: Norwich city centre.
- Norwich sub region retail and town centres study, 2007.
- JCS City centre topic paper, November 2009.
- Retail and leisure topic paper, April 2013.

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Managing the impacts of hot food takeaways

Policy DM24

Hot food takeaways

Hot food takeaways (use class A5) will be permitted where:

- a) the proposal would not give rise to unacceptable environmental effects which could not be overcome by the imposition of conditions; and
- b) the proposal has safe and convenient access and would not be detrimental to highway or pedestrian safety.

Where necessary, permission will be granted subject to conditions restricting hours of opening in order to protect the amenity of surrounding occupants and the vitality and viability of the area generally.

This policy will also apply to applications to relax or vary conditions to allow hot food takeaway facilities in conjunction with existing restaurants, cafés and other hospitality uses.

Supplementary text

- 24.1 Norwich has seen an expansion of hot food takeaways within the city centre and local and district centres in recognition of the increased role of takeaway food outlets to support the evening and late night economy and the changing function of neighbourhood centres. Whilst policy DM20 and DM21 seek to maintain an appropriate balance between retail and supporting services in centres, hot food takeaways raise additional issues in relation to impact on residential and visual amenity, litter, noise and disturbance, parking and highway safety and food odour nuisance (particularly where there is a cumulative or incremental impact from several outlets in close proximity).
- 24.2 In assessing proposals for hot food takeaways the council will apply the criteria in policies DM20 and DM21 to maintain a minimum retail representation in centres and ensure their continued vitality, viability and diversity. Locations within defined centres will generally be preferred over freestanding hot food takeaways outside centres as the latter would tend to lead to a less accessible pattern of development, potentially attracting car borne customers into residential areas and adding to problems of noise and disturbance, parking and highway safety.



- 24.3 Hot food takeaway outlets are not always suitable in areas where vehicular access is restricted, traffic volumes are high, servicing is inadequate or no on or off-street customer parking is available. They need to be located appropriately so that the potential impact of car borne customers stopping to use the outlet, or customers on foot congregating outside, can be properly managed and the effects of mechanical noise, vibration, food odour nuisance, litter and potential late night disturbance on the occupants of neighbouring properties minimised. Policy DM2 and DM11 will be relevant in the assessment of impacts on amenity from noise and disturbance.
- 24.4 The particular operational needs of takeaways for food waste storage, fume extraction flues and filtration plant will also have implications for the external appearance and setting of buildings. Careful consideration must be given to the design and visual appearance of these elements. To enable a proper assessment, applicants proposing hot food takeaway uses will generally be required to provide details of the proposed internal layout of premises and the design and specification of the proposed fume extraction system as part of a full application rather than these details being covered by condition.
- 24.5 To ensure hot food takeaways do not harm amenity or the character of an area, either individually or collectively, consideration will also be given to conditions setting appropriate hours of opening and requiring agreement for suitable refuse storage and management arrangements. Standard conditions providing for limitations on noise and vibration and food odour will generally be imposed in accordance with the recommendations of environmental health officers where necessary.

References

- NPPF: CLG, 2012: Section 2: Ensuring the vitality of town centres, Section 8: Promoting healthy communities: guard against the unnecessary loss of valued facilities and services; ensure that established shops and facilities are able to develop and modernise in a way that is sustainable and retained for the benefit of the community; Section 11: Conserving and enhancing the natural environment: avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres; Health and well-being; Noise; Air quality.



Retail warehousing

Policy DM25

Use and removal of restrictive conditions on retail warehousing and other retail premises

Proposals for the removal or variation of conditions restricting retail warehousing and other A1 retail floorspace to the sale of specified categories of goods will be permitted where

- the sequential and impact test requirements of policy DM18 are satisfied; and
- the proposal would not conflict with the general criteria for sustainable development set out in policy DM1, in particular by minimising the overall need to travel and minimising dependency on the private car and high-emission vehicles.

Proposals will be assessed on a case-by-case basis taking account of the nature and bulk of the goods to be sold and the extent to which those goods once purchased could reasonably be transported by means other than the car.

Supplementary text

- 25.1 The NPPF makes clear that proposals for new main town centre uses, including retail, should be located for preference within or on the edge of town centres but also advises local authorities to set policies for the consideration of proposals which cannot be accommodated there. The majority of retail development in Norwich which is not in a defined centre is located in retail warehouse parks and various freestanding retail warehouse premises predominantly in employment areas.
- 25.2 There are two main out of centre retail warehouse parks in Norwich. These are at Hall Road/Barrett Road (south of the City) and Sweet Briar Road (west of the City and straddling the boundary with Broadland). There are two additional retail warehouse parks in the Norwich urban area, Sprowston Retail Park just to the north-east of the city, in Broadland District and Longwater Retail Park at the western end of the Norwich Southern Bypass, in South Norfolk. The two fringe of centre retail parks (Riverside Retail Park and Cathedral Retail Park) have separate policy designations, the former regarded as a Large District Centre in its own right, the latter part of the secondary shopping area of St. Benedicts. Proposals in these areas would be



assessed in relation to policies DM18 and DM20 of this plan, which apply within the city centre.

- 25.3 Many freestanding out of centre retail destinations in Norwich do not relate well to existing defined centres and are not considered to be well-located to ensure satisfactory access by public transport or by modes other than the private car. However, it is acknowledged that the relative accessibility of retail parks and other retail warehousing varies across the city. The suitability of an individual site to accommodate new development or other forms of retailing may thus depend on how accessible it is currently and the scope to enhance its accessibility or improve its connectivity with nearby centres. In accordance with advice in the NPPF, when considering proposals on these (and other) out of centre sites which could not be accommodated in centres, preference will normally be given to accessible sites that are well connected to defined centres within the hierarchy set out in JCS policy 19.
- 25.4 Some of these retail destinations currently operate under conditions which restrict them to the sale of bulky goods or other specified categories of goods which are justified by the requirements of a specific operator. They are often not appropriately located to allow the relaxation of planning conditions to accept a wider range of goods or to intensify or diversify into general comparison or convenience retailing. To allow entirely unregulated retailing from retail warehouse parks could result in a significant impact on the city centre and district and local centres and may also increase reliance on the private car. Both of these outcomes would be contrary to the objectives of the JCS in relation to protection and enhancement of the city centre and its requirement to promote sustainable transport, and would not be in the overall interests of securing sustainable development.
- 25.5 The *Norwich sub region retail and town centres study, 2007* concluded that there is no need for further retail warehouse development in Norwich, although it is considered that there is potential to expand the existing retail warehouse park at Hall Road as part of a wider redevelopment. Any new floorspace proposed within the Hall Road and Sweet Briar retail parks would need to be justified under policy DM18 in terms of its impact on existing centres and to show that alternative locations had been considered in accordance with the sequential approach. Where accepted, new floorspace would be subject to appropriate conditions on the type of goods sold to protect the vitality and viability of Norwich city centre and local and district centres.
- 25.6 It is acknowledged that following the implementation of the Hall Road District Centre proposal the retail park would be an edge of centre location. Proposals for new floorspace or the relaxation of conditions within it would, however, still need to be assessed in accordance with the criteria in policy



DM18 including the requirement for sequential and impact assessments, on a case-by-case basis, to ensure that their impact on the city centre and on relevant local and district centres can be properly assessed and quantified.

25.7 A number of other freestanding retail warehouses within Norwich operate in accordance with permissions restricting the range of goods that can be sold from them to specified goods only. Freestanding retail warehouses (or small groups of them) in locations such as Barker Street, Fifers Lane and Whiffler Road, have often been established for many years and were approved from the 1980s onwards – sometimes on appeal – at a time when planning policy for out-of-town retailing was more permissive. By and large, they are also located away from defined centres, do not offer any particularly strong locational advantages over the purpose-built retail parks and are also largely car-based destinations with very poor access by alternative modes of transport.

25.8 Consequently, to relax restrictions on the range of goods permitted to be sold would tend to attract new unregulated retail development to destinations which are demonstrably unsuitable in terms of sustainable accessibility, could have unforeseen and undesirable impacts on the vitality and viability of centres and would increase reliance on the private car and lead to an overall increase in the need to travel.

References

- NPPF: CLG, 2012: Section 2: Supporting the vitality of town centres; prioritise main town centre uses in centres according to the sequential approach, Section 4: Promoting sustainable transport: Support reductions in greenhouse gas emissions and congestion: accommodate the efficient delivery of goods and supplies; consider whether safe and suitable access to the site can be achieved for all people; ensure developments that generate significant movement located where the need to travel will be minimised and the use of sustainable transport modes maximised; give priority to pedestrian and cycle movements and have access to high quality public transport facilities.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres.
- Norwich sub region retail and town centres study, GVA Grimley, 2007.
- Retail and leisure topic paper, April 2013.

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Supporting development at the University of East Anglia (UEA)

Policy DM26

Development at the University of East Anglia (UEA)

Development within the UEA campus, as defined on the Policies map, will be permitted providing it is for university related uses and is in accordance with the agreed masterplanning documents currently in place for the University, and with any subsequent detailed guidance endorsed by the council for individual parts of the site. Development must, where relevant:

- a) conserve the landscape and architectural significance of the UEA, retaining a green edge; safeguard and (where appropriate and practicable) enhance the biodiversity and geodiversity interest of the campus and protect significant vistas;
- b) implement the UEA Travel Plan, promoting public transport use, walking and cycling, both within and to and from the university, encouraging shared car use and minimising single-occupancy car trips to reduce the overall need to travel by car; and
- c) promote public access to open spaces.

Supplementary text

- 26.1 The University of East Anglia (UEA) is an important asset for the city and the county. It is a major employer and is internationally recognised for its excellence, particularly in the fields of environmental science and literature. Its importance to economic growth in greater Norwich is recognised by the JCS identifying it, together with the neighbouring Norwich Research Park and the Norfolk and Norwich University Hospital in South Norfolk, as a strategic employment site, and its being identified as a major focus for employment growth in the city. The growth of this employment site is fundamental to the economic strategy for the area, promoting the linked development of knowledge based industries, particularly plant sciences, education and the hospital.
- 26.2 As a consequence of the need for growth at the UEA, and to ensure that the growth is sustainable and does not have a negative impact on neighbouring residential areas and the highly attractive landscape of the Yare Valley and neighbouring parks, Norwich City Council has worked closely with the UEA on the production of masterplanning documents.



- 26.3 Work on these documents has informed the development of this policy, which covers all development in the university campus, as defined on the Policies map. This policy aims to ensure that any development within the university campus retains and enhances the special character of the university and its historic development, whilst protecting the landscape character and wildlife/biodiversity interest of its river valley setting. The masterplan has also informed detailed site allocation policies in the *Site allocations plan*.
- 26.4 The masterplanning documents already endorsed by the council consist of the *UEA strategic principles document (2010)*, the *UEA development framework strategy (2010)* and the *Earlham Hall area vision and development document (2011)* (see 26.10 below). Further documents for specific sites will be produced (see 26.8 below).
- 26.5 A portfolio of related documents has informed the production of the UEA masterplanning documents. These documents set out the history and local circumstances relevant to development at the university. They include the *Conservation development strategy* and the *Landscape strategy*, which give detail on clause (a) of the policy, concerning landscape, architecture and vistas. The masterplanning documents and the accompanying portfolio of documents will in most cases be material considerations in assessing planning applications within the university campus.
- 26.6 The masterplanning documents have identified that, in order to provide for the growth needs of the university, it is necessary both to have limited infill within the campus and to extend the boundaries of the campus.
- 26.7 The campus boundary is proposed to be extended to include:
- recently developed sports facilities and their car park;
 - the former Blackdale School site; and
 - a long-term strategic reserve site allocation. This strategic reserve site is between Bluebell Road and Suffolk Walk and is likely to be required for further student accommodation towards the end of the plan period.
- 26.8 Development briefs are intended to be produced for the former school and the strategic reserve sites. Further detail on each of these sites is in the *Site allocations plan*.
- 26.9 This policy requires all development, other than development involving very minor works or localised changes of use, to implement travel planning measures to minimise vehicular traffic to the site set out in the most up-to-date version of the travel plan. In addition, where possible, it requires improved public access to open space. Development at the former Blackdale



School site would enable public access to Blackdale Plantation, whilst development of the strategic reserve site would need to make provision for improved access to the Yare Valley.

Earlham Hall

26.10 Earlham Hall is a grade II* listed historic building which adjoins, but does not lie within the existing or proposed university campus. It has an established use as part of the University. A separate allocation for an enterprise and innovation centre on land to the east of Earlham Hall is also proposed through the *Site allocations plan*. This site includes Earlham Hall itself, but does not affect any areas of publicly accessible parkland around it. A *Vision and development document* (VADD) has been prepared by the university with the aim of informing the overall design of a development scheme, securing the repair, refurbishment and beneficial long-term use of Earlham Hall and promoting complementary new development around it to enhance the setting of the listed building and the surrounding public parkland.

References

- JCS policy 7: Supporting communities.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- UEA strategic principles document, 2010.
- UEA development framework strategy, 2010.
- Earlham Hall vision and development document, 2011.
- UEA conservation development strategy, 2006.
- UEA landscape strategy, 2010.

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Development at Norwich Airport

Policy DM27

Norwich Airport

Within the airport boundary falling within Norwich city, as defined on the Policies map, development will be permitted where it is for:

- a) airport operational purposes;
- b) uses ancillary to the function of the airport; and
- c) facilities providing improved transport links.

and where proposals would not conflict with the overall sustainable development criteria set out in policy DM1 of this plan or the requirements of policy DM28 in relation to sustainable travel.

Where necessary, development must include mitigation measures to reduce impact on neighbouring uses.

Development for alternative uses will not generally be supported in advance of the endorsement of an agreed masterplan for the airport, including a Travel Plan and Sustainable Access Strategy, or it is otherwise demonstrated by objective evidence that land is not required for operational Airport use.

Supplementary text

- 27.1 The NPPF states that when planning for ports, airports and airfields that are not subject to a separate national policy statement, plans should take account of their growth and role in serving business, leisure, training and emergency service needs. Plans also should take account of the principles set out in the relevant national policy statements and the *Government framework for UK aviation*.
- 27.2 Norwich International Airport is of major importance as a strategic transport hub, a key business driver for the local and regional economy and an employer in its own right. Located at the northern edge of the city on the A140 abutting Hellesdon, Catton and Horsham St Faith, its operational boundaries extend further north into Broadland district.
- 27.3 Norwich was one of the 30 national 'Major airports' identified for potential growth in the 2003 aviation white paper *The future of air transport*. Further



development of the airport and other regional airports in the south-east was supported in principle to cater for local demand, subject to relevant environmental considerations. Local and strategic planning policy for the airport is thus founded on the expectation of potentially significant, albeit responsibly managed, expansion.

- 27.4 The JCS sets out the strategic planning context for Norwich International Airport, identifying it as a principal provider of international connections from the area. It supports improvements at the airport to expand business and leisure opportunities and provide for expansion of services to a wide range of international and domestic destinations.
- 27.5 The government's *Aviation policy framework* was published in March 2013. It seeks to take account of the positive and negative impacts of aviation, achieves a sustainable balance between them and integrates aviation policy with wider government objectives, including delivering sustainable economic growth, combating climate change and protecting the local environment.
- 27.6 Alongside its advice on planning for airports and its strong emphasis on facilitating economic growth, the NPPF stresses the need for planning to support reductions in greenhouse gas emissions. Developments that generate significant movement should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. Local planning authorities should ensure that opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure, and show that safe and suitable access to the site can be achieved for all people.
- 27.7 As a result of the strategic priorities set out in the JCS, the airport policy focuses on the need to enable the airport to continue to function effectively, to accommodate a new transport interchange and to grow. This includes meeting the needs for growth in passenger numbers, freight, offshore operations, executive travel, general aviation and maintenance, repair and overhaul (MRO) activities.
- 27.8 The city council acknowledges the critical importance of airport expansion in supporting wider economic growth in and improving transport links to and from the Norwich area as set out in the JCS. However it is essential that such growth should be planned and managed sustainably. It is clear that detailed considerations of development potential, layout, design, zoning and the disposition of uses and their interrelationship need to be addressed in a comprehensive masterplan alongside a travel plan and an airport surface access strategy (a statutory requirement) which makes appropriate and necessary provision for sustainable travel.



- 27.9 All of these are seen as critical by the city council and its partner planning authorities in order to put in place an appropriate strategic framework to manage airport expansion and inform the consideration of future major development proposals within the airport boundary. In advance of a masterplan, any significant development proposals at the airport would be required to maximise sustainable access and provide for integrated travel planning as recommended by the NPPF and required by policy DM28 of this plan.
- 27.10 The Airport company have confirmed their intention to begin work on a comprehensive masterplan in 2015. In advance of this, neither this local plan nor the equivalent one in Broadland (both with partial coverage of the airport) can pre-empt the process by imposing a masterplan or stipulating what must be in it, albeit that any masterplan prepared by the airport company would need to be endorsed by both Norwich city and Broadland district councils. In the interim, a development management policy for the airport must necessarily be fairly flexible and deal only in broad principles, sufficient to deal with any ad hoc planning applications pending the emergence of the masterplan, also having regard to the relevant policies of this plan and those of other local plans.
- 27.11 The airport is a major employer in its own right and is adjacent to a large industrial estate, jointly owned and managed by the city and county councils, which is a defined employment area under policy DM16. Many occupiers are in airport related business. The JCS identifies the need for a further 30 hectares of new business park land for airport related employment. Such a large area of land will not be available within the city council boundaries and accordingly major new employment development may need to be accommodated in adjoining districts or by redevelopment providing more efficient use of land in existing employment areas. To enhance facilities and increase its attractiveness for airport related businesses, beneficial regeneration, redevelopment and rationalisation of landholdings within the Airport Industrial Estate (alongside improved transport and access links between the estate and the airport itself) are priorities for the city council.
- 27.12 At present, strategic access to the airport is poor. The JCS proposes access enhancements through the Northern Distributor Road (NDR) and public transport improvements on the A140 corridor to the city centre. This would require a public transport interchange at the airport and may include the relocation and expansion of the present airport Park and Ride to a site to the north, adjacent to the NDR. Government funding for the first stage of the NDR from Postwick to the airport was confirmed in December 2011: this funding allocation is conditional upon progress being made on the sustainable transport elements of the *Norwich area transport strategy*, which



include bus rapid transit and improvements for cycling and pedestrians within the Norwich urban area. As of Autumn 2014 the NDR is going through the formal development consent and examination process for nationally significant infrastructure projects and (subject to consent being issued) is expected to be completed in 2017.

27.13 Whilst most of the airport's anticipated needs can be met within the present airport boundaries, the *Site allocations plan* also proposes an area of land between the airport and the A140 (The Paddocks – site R30) as a potential extension. In addition, the present park and ride site has been included within the airport boundary as the JCS and NATS implementation plan make provision for the park and ride site to be moved. The revised policy designation within the airport boundary would not extend the current operational land of the airport. Development of these sites would not therefore have the benefit of permitted development rights covering the rest of the airport.

27.14 To provide for short-term development needs within the airport boundary, the policy restricts development firstly to operational uses, such as new hangars and extension to buildings; secondly to those non-operational uses which support the airport's function, such as training facilities and offices supporting airport uses and thirdly to transport improvements. More major developments, in particular the JCS's requirement for expand business and leisure opportunities, are unlikely to be appropriate for consideration as ad hoc planning applications and the council's expectation is that such major development proposals must be assessed in the context of a masterplan.

References

- NPPF: CLG, 2012: Section 4: Promoting sustainable transport: accommodate the efficient delivery of goods and supplies; provide infrastructure to support sustainable economic growth, support reductions in greenhouse gas emissions and congestion; consider the growth and role of airports in serving business, leisure, training and emergency service needs, Travel planning for developments which generate significant amounts of movement.
- National Planning Practice Guidance, CLG 2014: Travel plans, transport assessments and statements in decision-taking.
- JCS policy 6: Access and transportation.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- White Paper: The Future of Air Transport, Department for Transport, December 2003.
- Aviation Policy Framework, Department for Transport March 2013.



Encouraging sustainable travel

Policy DM28

Encouraging sustainable travel

New development will be expected to be consistent with the criteria for sustainable development set out in policy DM1, particularly in relation to reducing the overall need to travel. Cumulatively, development proposals must ensure, so far as is practicable, that they would not result in overall net growth across the city in travel by private car and that any anticipated increase in travel demand resulting from the development can be accommodated or diverted to non car modes.

To this end, consistent with their scale and location, new developments must be designed to ensure that:

- a) cycle and pedestrian links and public transport corridors are incorporated to maximise the opportunity for sustainable transport, both from within the development and the wider area. Links must be an integral part of the design of the development. Where relevant, developments should take opportunities to link with, improve and enhance the strategic and local cycle network as defined within the Norwich Area Transport Strategy or any successor strategic transport planning document which may be adopted during the currency of this plan;
- b) developments maximise accessibility to and permeability within the site for pedestrians, ensuring that all new pedestrian routes proposed are coherent, convenient and legible in accordance with the design and layout requirements of policy DM3. Development proposals with a river frontage to the rivers Wensum and Yare which includes the route of the Riverside Walk (as shown on the Policies map) will be required to make provision for the relevant section of the walk as part of the overall design of the development. Design in these cases should allow for bankside access for essential river bank maintenance in accordance with the advice of the Environment Agency. Where development adjoins a navigable section of the river, opportunities should be taken to provide residential and/or commercial moorings to facilitate access by water where this is appropriate and reasonably practicable to achieve;
- c) cycle and pedestrian links to nearby services (including bus stops), are enhanced where necessary. This may include the provision of pedestrian crossing points. All parts of the development should have easy access to bus services and bus stops with appropriate levels of information, lighting, cycle parking (on high speed bus corridors) and other relevant services;



- d) parking areas and vehicle movements do not dominate, but create convenient, safe and attractive environments;
- e) travel planning is integral to the design and operation of the development, and travel plans or travel information plans are provided as part of development proposals, in accordance with the criteria and thresholds set out in appendix 3; and
- f) provision is made for the inclusion of a car club parking space and car club vehicle where this is required, in accordance with the criteria and thresholds set out in appendix 3.

Supplementary text

- 28.1 Section 4 of the NPPF (Promoting sustainable transport) is clear that planning must support a pattern of development which facilitates and promotes the use of sustainable modes of transport. Local transport policy must facilitate economic growth by taking a positive approach to planning for development but should at the same time support reductions in greenhouse gas emissions and congestion and promote accessibility through planning for the location and mix of development in a way that ensures safe and secure access for all people.
- 28.2 Transport and traffic management are challenging issues facing Norwich. With its largely historic network of street and roads, and little opportunity to increase capacity for private vehicle use, the emphasis in recent years has been on restraining traffic growth, minimising the need to travel in the first place and promoting alternative modes of travel to the private car and high-emission vehicles. The local context of Norwich as a densely developed urban area with a particularly sensitive historic environment means that all available opportunities must be taken to manage traffic growth and plan responsibly for sustainable travel. In terms of the NPPF, this is a reasonable and justified approach which has been given considerable emphasis through national policy in recent years. Whilst anxious to facilitate and support the growth and development that Norwich needs, the city council takes the view that a less regulated approach to transport planning would not be in the best interests of the city and would not secure sustainable development.
- 28.3 The JCS sets out, particularly in policy 6, the approach to be taken to travel planning within the Norwich area, and importantly embeds the approach detailed in the *Norwich area transportation strategy* (NATS). The 'vision' of NATS is to provide the highest possible level of access to enhance the economic health of the area, whilst minimising the impact on the built and natural environment by outlining the approach to improvements for



sustainable transport modes, and where appropriate the development of additional road capacity.

- 28.4 Policy 8 of NATS is of particular relevance as this seeks to ensure that growth in demand for travel across the Norwich area is met by means other than the private car, with the aim being prevent worsening of existing congestion levels within the Norwich area as a whole. This principle is embodied in policy DM28 which requires that new development should not result in an overall increase in private car use.
- 28.5 To further this objective it is essential (in accordance with national policy in the NPPF) that all developments have effective access to pedestrian, cycle and bus networks to maximise travel choice, and that their design provides for this whilst creating a safe and attractive environment. JCS policies 1 and 2 require development to be designed to prioritise low impact modes of travel. This development management policy provides further detail on how these strategic policies should be implemented.

References

- NPPF, CLG, 2012: Support reductions in greenhouse gas emissions and congestion: developments that generate significant movement located where the need to travel will be minimised and the use of sustainable transport modes can be maximised; accommodate the efficient delivery of goods and supplies; consider whether safe and suitable access to the site can be achieved for all people; ensure developments that generate significant movement located where the need to travel will be minimised and the use of sustainable transport modes maximised; give priority to pedestrian and cycle movements and have access to high quality public transport facilities.
- National Planning Practice Guidance: CLG 2014, Travel plans, transport assessments and statements in decision-taking.
- JCS policy 1: Addressing climate change and protecting environmental assets.
- JCS policy 2: Promoting good design.
- JCS policy 6: Access and transportation.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- JCS policy 11: Norwich city centre.
- JCS policy 12: The remainder of the Norwich urban area, including the fringe parishes.
- Norwich area transportation strategy (NATS).
- Transport topic paper, April 2013.

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Managing parking demand in the city centre

Policy DM29

City centre public off-street car parking

Public off-street car parking will only be permitted within the city centre parking area as defined on the Policies map. Within this defined area, the total number of off-street public car parking spaces available at any one time will not exceed 10,000 and proposals which would result in this figure being exceeded will not be permitted.

Any new public off-street car parking, whether associated with development or not, will only be permitted where it:

- a) replaces and consolidates existing provision elsewhere within the defined area;
- b) provides efficient, high capacity parking (generally this will require in the region of 500 car parking spaces minimum, unless a lower capacity can be justified by the configuration, design constraints and location of the site);
- c) improves the balance and distribution of car parking within the city centre, to provide new parking outside the areas identified for reduced car parking;
- d) makes efficient use of land, by decking or inclusion within the built form of a wider redevelopment;
- e) operates with a tariff that encourages short and medium stay use, and which discourages all day commuter car parking;
- f) includes provision of Variable Message Signing (VMS) to advise motorists of the availability of spaces beyond the development site, as part of the citywide VMS scheme;
- g) is of high quality and secure, with level surfacing, marked spaces (including spaces for disabled drivers with appropriate level access to the surrounding area and associated facilities which will ensure safe and convenient access for and use by disabled people), and is properly lit and managed;
- h) is easily accessible by car from the inner ring road, either directly, or from a main access route;
- i) is easily accessible on foot to the retail/leisure area(s) that it serves; and
- j) makes provision for publicly accessible electric vehicle recharging points.

With the exception of multi-storey car parks, the redevelopment of existing car parks for other uses will be permitted to facilitate this consolidation (even where there is no immediate prospect of their replacement) where the existing car park is:

- a) poorly located in terms of vehicular access; or
- b) located within the area identified for reduced car parking on the Policies map.
- c) specifically allocated for development in the Site allocations plan.



Supplementary text

- 29.1 The NPPF states that local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, setting appropriate parking charges that do not undermine the vitality of town centres. Also, to effectively implement the NPPF's advice in relation to sustainable transport and ensure sustainable development, local parking policies, (alongside other planning and transport measures), must help to promote sustainable transport choices and reduce reliance on the private car and high emission vehicles for work and other journeys.
- 29.2 In accordance with NPPF advice, policy DM29 seeks to secure an overall improvement in off-street parking provision in the city centre by enhancing its quality. However, to implement the objectives for sustainable transport set out in JCS policy 6 and remain consistent with the local transport plan, a policy approach which involves proactive and responsible management of city centre parking demand is necessary to effectively balance the needs of business with the protection of the environment. It is clear that the NPPF does not endorse increases in the quantity of town centre parking where these would lead to an increase in unsustainable travel.
- 29.3 The aim of this policy is, therefore, to apply appropriate restraints on commuting by car to the city centre whilst improving the range, quality and distribution of available parking. This policy approach will operate in tandem with the aims of NATS to substantially increase the availability and quality of alternative modes of travel to the centre, whilst retaining an appropriate level of visitor/customer parking for city centre retail and leisure uses.
- 29.4 For the purposes of this policy public off-street car parking is defined as city centre car parking provision that is available for any member of the public to use on payment of a parking charge. It specifically does not include any off-street parking related to a particular use (for example a private office car park). This type of parking provision is normally referred to as 'private non-residential parking'.
- 29.5 Policy 9 of the JCS states that parking restraint is appropriate in areas of high accessibility, particularly around the city centre, and NATS policy 32 restrains parking provision in the city centre to operational use only (further information is available in appendix 3) or for visitor/customer needs, provided that this replaces existing provision. This is consequent on a review of parking provision within the city centre. Forecasts show that during the lifetime of the strategy (until 2021), the demand for short and medium stay car parking within the city centre is likely to exceed the current supply of public off-street spaces. Some car parking within the centre is still tariffed for long stay use, despite the long-term policy (NATS policy 35) to provide for



long stay needs at the Park and Ride sites. Therefore the expectation is that existing car parking will increasingly operate with tariffs likely to discourage long stay use, whilst this will be a requirement of any replacement car parking provision.

- 29.6 A policy of restraint on city centre car parking has been in operation since 1995, but the adoption of the local plan in 2004 extended the defined city centre to include the recently constructed Riverside area. The calculated number of city centre spaces at that time was thus expanded to 10,002 to take account of the multi-storey and surface car parking available at Riverside. The area covered by this policy thus includes the historic centre of the city within the former city walls, and the Riverside area, plus those areas adjacent to the inner ring road that have a primarily city centre function. The area is shown on the *Policies map*, as are the areas, primarily the northern city centre and the Riverside area, that currently have a substantially higher level of parking relative to their level of retail and leisure provision than the primary retail area. It also shows areas of the centre where net levels of parking could be increased.
- 29.7 Outside this central area, parking will normally be provided on-site in accordance with the parking standards contained in appendix 3.
- 29.8 Consideration has been given to allowing more flexibility to accept the temporary use of city centre development sites for public car parking as a means of generating income to support the viability of redevelopment schemes, as requested by some objectors to the draft version of this policy. The policy would not necessarily rule this out where the 10,002 space cap is not exceeded, although the site would need to be accessibly located for city centre shops and services. Where public parking was proposed in the short term on that basis, the use of a site for car parking should not result in unacceptable traffic impacts or delay or prejudice beneficial redevelopment. Permissions would need to be strictly time limited to ensure that permanent redevelopment was not unreasonably delayed. Proposals of this nature will thus need to be assessed on a case-by-case basis, taking account of these impacts as well as the availability and quality of existing parking provision within the area in which the temporary parking was proposed.



References

- NPPF, CLG 2012: Section 2: Ensuring the vitality town centres; Section 4: Promoting sustainable transport: Support reductions in greenhouse gas emissions and congestion, exploit opportunities for sustainable transport modes; ensure that developments give priority to pedestrian and cycle movements and have access to high quality public transport facilities; improve the quality of parking in town centres.
- National Planning Practice Guidance, CLG 2014: Ensuring the vitality of town centres.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- Norwich area transportation strategy (NATS).
- Transport topic paper, Norwich City Council, April 2013.



Access and highway safety

Policy DM30

Access and highway safety

The design of roads and spaces within new developments, and within sites which are being substantially redeveloped, must take account of the urban environment and overall setting of the scheme and include design measures to limit traffic speeds to 20mph.

Development must seek opportunities to remove unnecessary access points onto the principal or main distributor routes (as defined in the NATS route hierarchy). New vehicular accesses onto these routes will only be permitted where there is no practical alternative from a more minor route and (where adjacent to an existing or proposed bus rapid transit corridor) they would not prevent or restrict the implementation of necessary highway or junction improvement works associated with the corridor. Any new access point must allow for access and egress in a forward gear.

In other locations, accesses (including private driveways) will be acceptable where:

- a) those onto local access routes can provide for access and egress in a forward gear;
- b) they are not close to an existing junction, the inside bend of a road, within the limits of a pedestrian crossing or the brow of a hill;
- c) they would not result in the loss of street trees, a significant area of verge, or other landscape features;
- d) there is sufficient space available within the curtilage of the site to accommodate the size of vehicle likely to be used by an existing or future occupier;
- e) in areas with existing on street car parking pressure, the gain in terms of off-street parking would significantly outweigh the loss of any existing on-street parking;
- f) the quality of the street scene is maintained; and
- g) appropriate adjustments which are a direct consequence of the development proposed are made to existing on-street waiting arrangements, at the developer's expense.

Development within, over or adjacent to spaces or streets that form part of the public realm will ensure that adequate clearance either below or around the structure is available to allow the safe passage of pedestrians, cyclists and, where appropriate, vehicles.



Supplementary text

- 30.1 Despite the overriding aims of national, strategic and local transport policy to promote travel by alternative means, the private car is likely to remain an important mode of transport in the Norwich area for the foreseeable future. The *Norwich area transport strategy* seeks to minimise the intrusion of vehicular traffic into most of the city by concentrating the major parts of journeys on roads with sufficient capacity. The primary function of roads within the Norwich area is set out in NATS policy 47 and the purpose of this policy is thus to ensure that new development does not introduce additional hazards or delays on strategically important parts of the road network, whilst ensuring appropriate levels of safety elsewhere. This is particularly important in relation to the Bus Rapid Transit (BRT) corridors, whose implementation should not be compromised by inappropriate access works particularly in the vicinity of junctions where widening or other improvement may be required. The BRT network is defined in NATS and shown indicatively in the JCS key diagram, but BRT corridors are not shown on the *Policies map* to allow for the eventuality of new or amended routes emerging over the lifetime of this plan.
- 30.2 The *Manual for streets* (MfS), together with its companion guide *Manual for streets 2 – application of the wider principles*, provide significant advice on the nature and design of the streets within the built environment, and full account should be taken of this advice. There are, however, a number of areas on which MfS does not provide advice, and which can have significant impact on the form and acceptability of development, and may even render it impossible to implement if appropriate agreements under other legislation cannot subsequently be obtained.
- 30.3 Traffic Regulation Orders are required where on street parking controls need to be changed or included in a new development. This is likely to be a requirement for most developments within Controlled Parking Zones (CPZs) where new vehicular accesses or new streets are created. This is because every part of the adopted highway within a controlled parking zone must be covered by some form of parking control, and existing arrangements are unlikely to be suited to, or to cover, a new development.

References

- NPPF, CLG 2012: Section 4: Promoting sustainable transport.
- JCS policy 2: Promoting good design.
- Norwich area transportation strategy (NATS).
- Manual for streets, CLG/Department for Transport/Welsh Assembly, 2007.

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- Manual for streets 2 – application of the wider principles, Chartered Institute of Highways and Transportation, 2010.
- Transport topic paper, Norwich City Council, April 2013.

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Car parking and servicing

Policy DM31

Car parking and servicing

To ensure appropriate levels of parking and service, developments should incorporate parking, servicing and other facilities in accordance with the advice and standards set out within appendix 3. Development will be acceptable where the following criteria are addressed where relevant:

- a) car parking is provided within the limits prescribed (at least the minimum, and not more than the maximum);
- b) cycle parking is provided to at least the levels prescribed;
- c) the required level of parking is provided for disabled drivers;
- d) provision is made for electric car charging points;
- e) it is demonstrated that adequate provision has been made for access to, and servicing of the proposed development, and in particular, that adequate and appropriately designed provision has been made for the storage and collection of refuse taking account of the current requirements for waste segregation for recycling;
- f) provision of or alteration to on-street parking controls is made to ensure the safe and effective operation of the development; and
- g) space is provided for the operation of a car club vehicle within the site.

Where it is demonstrated that the provision of essential facilities (for example, the required levels of cycle parking) on-site is not feasible they may be secured nearby where an appropriate solution is identified, at the developers expense.

Supplementary text

31.1 The NPPF states that if setting parking standards for residential and non-residential development, local planning authorities should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- local car ownership;
- the availability of and opportunities for public transport; and
- an overall need to reduce the use of high-emission vehicles.

31.2 In order to ensure that development is sustainable, local parking policies, alongside other planning and transport measures, should act to promote



sustainable transport choices and reduce reliance on the private car for work and other journeys.

- 31.3 An explicit requirement to set maximum parking standards is no longer part of national policy. However, this does not imply that such standards should be abandoned altogether, particularly in an urban area. Local planning authorities are free to apply parking standards which can be justified by evidence and are appropriate and necessary to address local circumstances. There is, similarly, no explicit directive that parking standards should promote sustainable transport choices, but the overall emphasis of the NPPF on promoting patterns of development which facilitate the use of sustainable transport modes would not be well served by a policy of parking deregulation.
- 31.4 The *Transport topic paper* gives further justification for the parking standards proposed within this plan in the context of these criteria and the JCS. The aim of this policy is to ensure that parking levels are restrained to a practical minimum, whilst the opportunities for more sustainable transport choices are made available. This includes provision for cycle storage, and access to car club spaces and charging points for plug in and ultra low emission vehicles as recommended in paragraph 35 of the NPPF.
- 31.5 Policy 9 of the JCS requires parking restraint in areas of high accessibility, and this applies, with appropriate variation, across Norwich. The overall strategy is to restrain parking for both commercial and residential development to an increasing extent the closer the development is to the city centre.
- 31.6 Maximum car parking standards have been in operation in Norwich for some time, and largely these have worked well. However, there have been issues with parking in some residential developments which have caused difficulties for some residents. These have occurred principally outside the controlled parking zones, where the estate roads cannot accommodate a significant level of on-street parking, but parking control is not appropriate.
- 31.7 Advice produced in 2006 by English Partnerships *Car parking – what works where* is a useful reference document when considering car parking provision and arrangement. This advice has been used to refine the residential car parking standards contained in appendix 3.
- 31.8 The provision of cycle parking for all developments is essential to facilitate a modal shift towards cycling. To this end, proposals which do not cater adequately for the needs of cyclists or where provision for cycle parking and storage is poorly designed and located, not properly integrated with or dominated by car parking will not be accepted. This is fully in accordance with advice in the NPPF to create safe and secure layouts which minimise conflicts



between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones (paragraph 35).

- 31.9 To this end, developers will be expected to ensure that the facilities provided for cyclists are considered as part of an overall scheme design approach which will ensure that they are attractive and accessible to intended users. General considerations of design, layout, access and circulation should take account of the principles set out in policies DM3, DM12 (for residential development) and DM30.

References

- NPPF, CLG 2012: Section 4: Promoting sustainable transport; ensure safe and secure layouts that minimise traffic conflict and minimise clutter, Support reductions in greenhouse gas emissions and congestion, accommodate the efficient delivery of goods and supplies; exploit opportunities for the use of sustainable transport modes.
- JCS policy 9: Strategy for growth in the Norwich Policy Area.
- Norwich area transportation strategy (NATS).
- Car parking – what works where, English Partnerships, 2006.
- Transport topic paper, Norwich City Council, April 2013.

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Encouraging Car Free and Low Car Housing

Policy DM32

Car Free or Low Car Housing

Residential development must be car free in the following cases:

- a) on sites identified in the Site allocations plan for car free housing;
- b) on sites situated within the city centre primary retail area; and
- c) on sites which are within a controlled parking zone, and where vehicular access cannot be provided under DM30 due to the site's location adjacent to a principal or main distributor route (as defined in NATS).

The development of car free or low car housing will be acceptable within the following areas:

- a) sites within the controlled parking zones in and surrounding the city centre;
- b) on other sites within 200 metres of a bus stop offering a service to the city centre of at least a 10 minute daytime and 30 minute evening frequency; where it can be demonstrated that the provision of reduced levels of car parking on-site would not result in or exacerbate problems of on street parking or traffic congestion; or
- c) on other sites within or immediately adjacent to district centres, giving preference to schemes where the inclusion of car free or low car housing can contribute to the beneficial reuse and regeneration of vacant or underused buildings within the centre, subject to the provisions of policy DM21.

The inclusion or provision of (or access to) a car club space or spaces (and where appropriate a car club vehicle) will be taken into account in assessing any proposal.

Supplementary text

- 32.1 The NPPF requires that development should promote the efficient use of land, and ensure good design. Residential and non-residential parking standards, if used, should take into account the accessibility of the development, its type, mix and use, local car ownership; the availability of and opportunities for public transport and an overall need to reduce the use of high emission vehicles.
- 32.2 Within the more central parts of the city, housing densities are high, and car ownership low, whilst services and facilities are mostly available within walking distance, and most locations around the urban area are easily



accessible by public transport. In addition, the central part of the city is covered by controlled parking zones, and new developments are not eligible for parking permits. Furthermore, historic street patterns often make it difficult to provide parking which is visually appropriate to the historic context of the centre.

- 32.3 There is therefore significant opportunity to develop sites with limited parking provision, and to offer (but not impose) car-free living as a lifestyle choice. This can lead an increase in the density of development in sustainable locations, and reduce build costs. For the purpose of this policy, 'low car housing' refers to development where the provision of car parking is less than one space per dwelling.

References

- NPPF, CLG 2012: Section 4: Promoting sustainable transport: Support reductions in greenhouse gas emissions and congestion, exploit opportunities for the use of sustainable transport modes.
- JCS Policy 9: Strategy for growth in the Norwich Policy Area.
- Norwich area transportation strategy (NATS).



Planning obligations and development viability

Policy DM33 **Planning Obligations**

General principles

Delivery of essential infrastructure on or adjoining a site which:

- a) is only necessary as a direct consequence of the development proposed; and
- b) cannot be secured via condition; and
- c) is not identified as infrastructure to be delivered through the Community Infrastructure Levy (infrastructure identified on the 'Regulation 123 list')

will be secured by a site specific planning obligation.

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

- a) the delivery of sustainable development (through compliance with the policies of this plan, other development plan documents and relevant neighbourhood plans);
- b) the delivery of affordable housing;
- c) the delivery of on-site open space and playspace required directly to serve the development;
- d) pedestrian and highway safety improvements necessary to secure satisfactory access to the development via a range of modes of transport.

Viability considerations

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

- a) the impact of CIL contributions, planning obligations and abnormal development costs, either individually or in combination, would result in a proposed development becoming economically unviable; and
- b) a viable scheme cannot be achieved by amendments to the proposals which are consistent with the other policies within this plan

specific policy requirements which would clearly and demonstrably compromise scheme viability may be negotiated, and planning obligation requirements covering specific matters may be reduced, by agreement. Negotiation on planning obligation requirements should be in accordance with the council's approved Planning Obligations Prioritisation Framework (or successor document) or consideration may be given to specific infrastructure which would normally be delivered through a planning obligation being added to the 'Regulation 123 list' and delivered instead via CIL.



Supplementary text

- 33.1 The NPPF, in its section on Planning Conditions and Obligations, sets out the parameters for planning obligations. The purpose of planning obligations is to make acceptable development which would otherwise be unacceptable in planning terms. The Community Infrastructure Levy Regulations 2010 make it unlawful for a planning obligation to be taken into account in determining a planning application if it does not meet the three tests set out in Regulation 122 (and set out in paragraph 204 of the NPPF).
- 33.2 For many years, planning obligations had been the main delivery mechanism to negotiate and secure improvements to deliver essential planning benefits from development through the planning process. In Norwich, as elsewhere, planning obligations may still be necessary to cover matters which cannot be dealt with directly by conditions on a planning permission or can be covered by a contribution made directly through CIL but are necessary to mitigate the wider impacts of development in the public interest and to ensure compliance with the policies of the local plan.
- 33.3 Planning obligations are secured by a binding legal agreement made between the developer, the city council and any third parties involved. Developers also have the alternative option to deal with matters normally covered by an agreement by means of a unilateral undertaking to carry out an action, put in place certain arrangements or make a financial contribution for agreed purposes which complies with the three tests.
- 33.4 The relevant legislation covering planning obligations is currently section 106 of the Town and Country Planning Act 1990 (hence “section 106 agreements”). Where off-site improvements require works to the adopted public highway (including traffic management measures such as traffic regulation orders), an agreement may additionally be sought under section 278 of the Highways Act 1980.
- 33.5 Following the introduction of the Community Infrastructure Levy across the greater Norwich area, many aspects of infrastructure funding previously dealt with through site specific planning obligations can be addressed directly through CIL, enabling revenue raised from the CIL tariff on developers to be targeted flexibly and appropriately in accordance with community needs and aspirations (see section on CIL below). This means that the scope and use of planning obligations in Norwich required by this plan is much reduced compared with what has been normal in the past. Nevertheless, there will still be cases where individual development proposals give rise to site specific requirements and localised impacts beyond the site boundary which cannot



be dealt with by planning condition and, because they cannot be regarded as strategic matters, do not fall within the scope of CIL.

- 33.6 The council will seek and encourage flexible and innovative funding solutions which make use of both site specific planning obligations/contributions, where these are agreed to be necessary, alongside appropriate and targeted deployment of CIL revenue to ensure the community benefits of individual developments can be maximised and the impact on development viability minimised. Developers will not be required to enter into planning obligations seeking additional financial contributions for matters which are already covered wholly by the Community Infrastructure Levy.
- 33.7 The city council's published 'Regulation 123 list' specifies the infrastructure items and projects which it intends to fund through CIL receipts. It also itemises those matters which remain appropriate to cover by means of a planning obligation, for the avoidance of doubt.
- 33.8 This includes, for example, providing and agreeing management arrangements for affordable housing within private sector housing schemes, longer term maintenance of local open space and playspace, financial contributions necessary to offset the direct impacts of new development from traffic generation (including travel planning and sustainable transport initiatives), and works in the public realm in the immediate vicinity of the site. Developers are advised to consult the most recent list, attached to the CIL charging schedule for the time being in force, for more detail on the scope of planning obligation agreements within Norwich. Further advice on the application and scope of planning obligations relating to transportation matters is contained in appendix 3 of this plan.
- 33.9 The NPPF acknowledges the value of planning obligations in the planning system but stresses that they should be proportionate and reasonable. It sets out that the combined impact of obligations and other policy requirements should not be such that the ability to develop sites viably is threatened. Accordingly in the interests of facilitating and delivering sustainable development, policy DM33 recognises that the requirements for planning obligations may be relaxed in circumstances where viability of development would be clearly compromised. This would include cases where a scheme could be rendered unviable by, for example:

- achieving a required scheme density under policy DM2;
- achieving a required minimum size of units;
- achieving required parking provision under policy DM31;



- meeting abnormal engineering construction costs associated with mitigating subsidence risk or ground contamination under policy DM11.
- 33.10 Prior to the introduction of CIL, the city council had introduced a formal procedural framework for the independent assessment of scheme viability in relation to planning obligations, involving 'open book' viability assessments and a mechanism for prioritising different obligations within development schemes. With the introduction of a non-negotiable, viability tested charge through CIL, this framework will no longer apply, since it can be expected that most if not all site specific planning obligations deemed necessary will relate to matters which are essential to make the development acceptable and hence the scheme could not be approved without them. The main matter which may be open to negotiation routinely in planning obligations is likely to be the degree to which a scheme can deliver affordable housing in accordance with JCS policy 4.
- 33.11 Because the legislative context for planning obligations is changing rapidly, further practice guidance in support of this policy may become necessary once the CIL charging system becomes fully established including more detailed advice on viability considerations, clarification as to what extent planning obligation requirements can be relaxed and practice examples of off-site improvements funded through a combination of planning obligations and CIL.

References

- NPPF, CLG, 2012: Ensuring viability and deliverability: Planning Conditions and Obligations.
- National Planning Practice Guidance: CLG 2014; Planning obligations; Viability.
- JCS policy 20: Implementation.
- Community Infrastructure Levy Regulations 2010.
- Planning Obligations Prioritisation Framework, Norwich City Council, May 2009 (revised February 2011).



Securing essential strategic infrastructure from development through the Community Infrastructure Levy

- 33.12 The JCS sets out the Greater Norwich Development Partnership's intention to seek contributions towards infrastructure from development through the introduction of the Community Infrastructure Levy (CIL) – a much simplified tariff based approach – in accordance with current statutory provisions. The NPPF gives strong support to appropriately tested CIL charging as a means of delivering community infrastructure through the planning process, stating that the Community Infrastructure Levy should support and incentivise new development, particularly by placing control over a meaningful proportion of the funds raised with the neighbourhoods where development takes place.
- 33.13 Norwich city council, alongside its partner authorities in greater Norwich, was among the first tranche of local authorities to implement the CIL system. The tariff levied in this area is informed by development viability studies undertaken by independent consultants (GVA Grimley) in 2010, and subsequently adjusted to take account of changes in local economic circumstances and market conditions since that time.
- 33.14 CIL is non-negotiable and takes the form of a fixed charge per square metre for different types of development, payable when development commences. The proceeds of the levy will be spent on the local and sub-regional infrastructure necessary to support the ongoing development of the Greater Norwich area identified in the *Infrastructure needs and funding study 2009*. The individual projects making up that infrastructure and the priority and timing for their delivery is set out in a regularly reviewed *Local investment plan and programme* (LIPP) and five year business plan. Work is also underway to develop mechanisms for collecting and managing the funds.
- 33.15 CIL charging schedules were formally adopted for Norwich, Broadland and South Norfolk in July 2013, following examination in October 2012. CIL revenue will be used to fund the major new infrastructure necessary as a result of large-scale growth which is strategically significant for the Norwich area as a whole, as opposed to works which are integral to the design of individual schemes (which would continue to be delivered by means of a planning obligation – see policy DM33 above). Decisions on the distribution and deployment of CIL receipts will be publicly accountable and informed by the priorities set by the JCS, the LIPP and five year delivery plan, also addressing local spending needs and priorities determined at community and neighbourhood level. The process of regular review of the Regulation 123 list will enable a rapid response to any changes in legislation broadening or restricting the scope of matters which are able to be dealt with by CIL.



33.16 CIL regulations provide for short term changes to the Regulation 123 list to be made at 28 days' notice. This will ensure that the developers of major schemes offering specific planning benefits beyond the development site who wish to deliver these by means of a one-off planning obligation are able to do so without having to wait for a formal annual review of spending priorities through the LIPP. This flexibility will enable the process of determining applications for sustainable development to be expedited and delivered without delay, in accordance with the requirements of the NPPF.

References

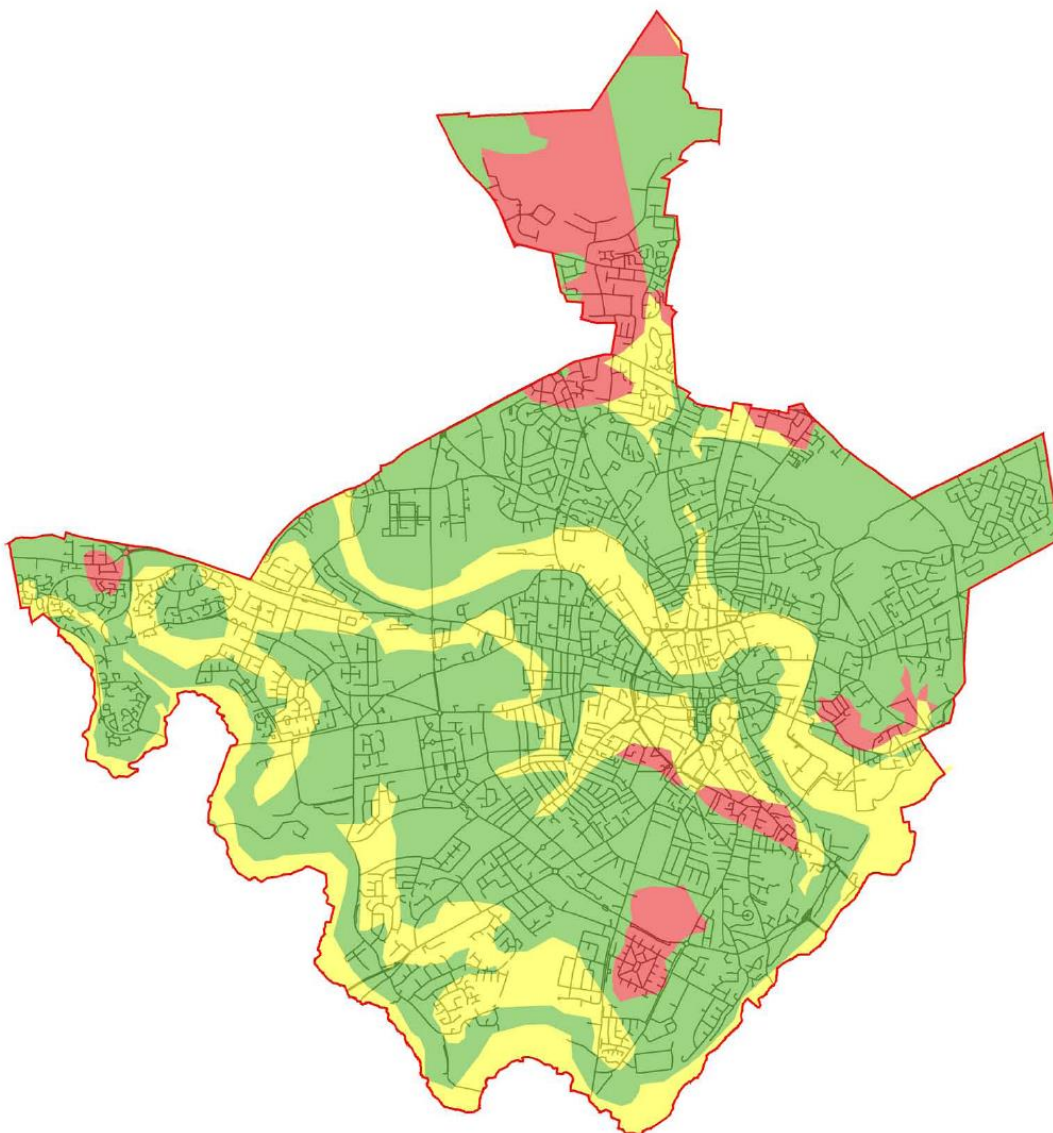
- NPPF: CLG, 2012: Ensuring viability and deliverability in plan-making and decision taking; planning strategically across local boundaries; duty to cooperate; working collaboratively with other bodies to ensure coordination of strategic priorities.
- National Planning Practice Guidance: CLG 2014; Planning obligations; Viability.
- JCS policy 20: Implementation.
- Community Infrastructure Levy Regulations 2010, as amended.
- Community Infrastructure Levy Guidance, CLG 2014.
- Planning Obligations and the introduction of the Community Infrastructure Levy practice note, Norwich City Council, 2013.

Greater Norwich Development Partnership CIL documentation: see GNDP website at www.gndp.org.uk:




- Background to CIL (GNDP webpage).
- Preliminary draft charging schedule (October 2011) and consultation responses.
- Draft charging schedule (February 2012).
- Viability advice on CIL/Tariff for Broadland, Norwich and South Norfolk GVA, December 2010 (and addendum, June 2011).
- CIL charging zones schedule, GVA August 2011.
- Supplementary viability evidence relating to flats in Norwich city, GNDP, December 2011.
- Supplementary evidence on residential viability, GNDP, December 2011.
- Supplementary evidence on the viability of large-scale convenience goods based retail development, GNDP, December 2011.
- Other GNDP CIL background documents, various.



Appendix 1 – Infiltration capacity drainage map



Legend

-  Heavy Soils - Impermeable paving may be permitted.
-  Medium Soils - Permeable paving is suitable (No permission required)
-  Light Soils - Permeable paving is suitable (No permission required)

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Appendix 2 – Health and Safety Executive Areas

The maps in this appendix are provided for information only in support of policy DM11 and are prepared and issued by the Health and Safety Executive (HSE), not the city council. They illustrate the notifiable major hazards within Norwich listed by the HSE and current as at December 2014. The city council must seek standing HSE planning advice through a bespoke software system (or consult the HSE as appropriate) in respect of certain categories of planning application for development within the consultation zones around these installations.

The blue, green and red zone boundaries shown are categorised as Outer, Middle and Inner and represent relative degrees of hazardous risk corresponding to distance from the site boundary or the hazardous installation itself. The list of notifiable major hazards and the consultation zone boundaries are subject to change over the plan period.

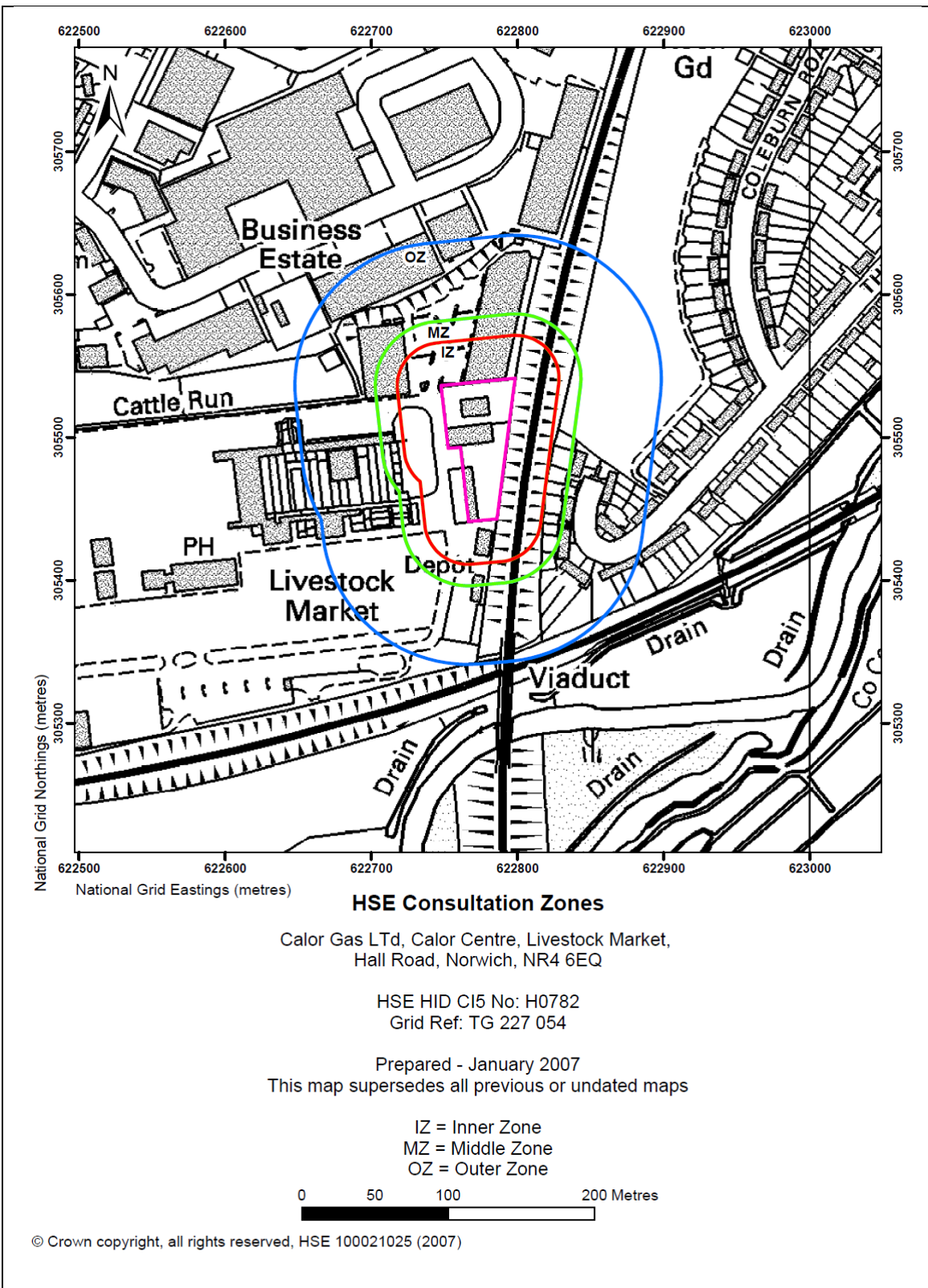
For further information and advice please consult the Health and Safety Executive planning pages at <http://www.hse.gov.uk/landuseplanning/index.htm> .

How the zone boundaries around major hazards are defined:
<http://www.hse.gov.uk/landuseplanning/zonesmajorhazard.pdf>

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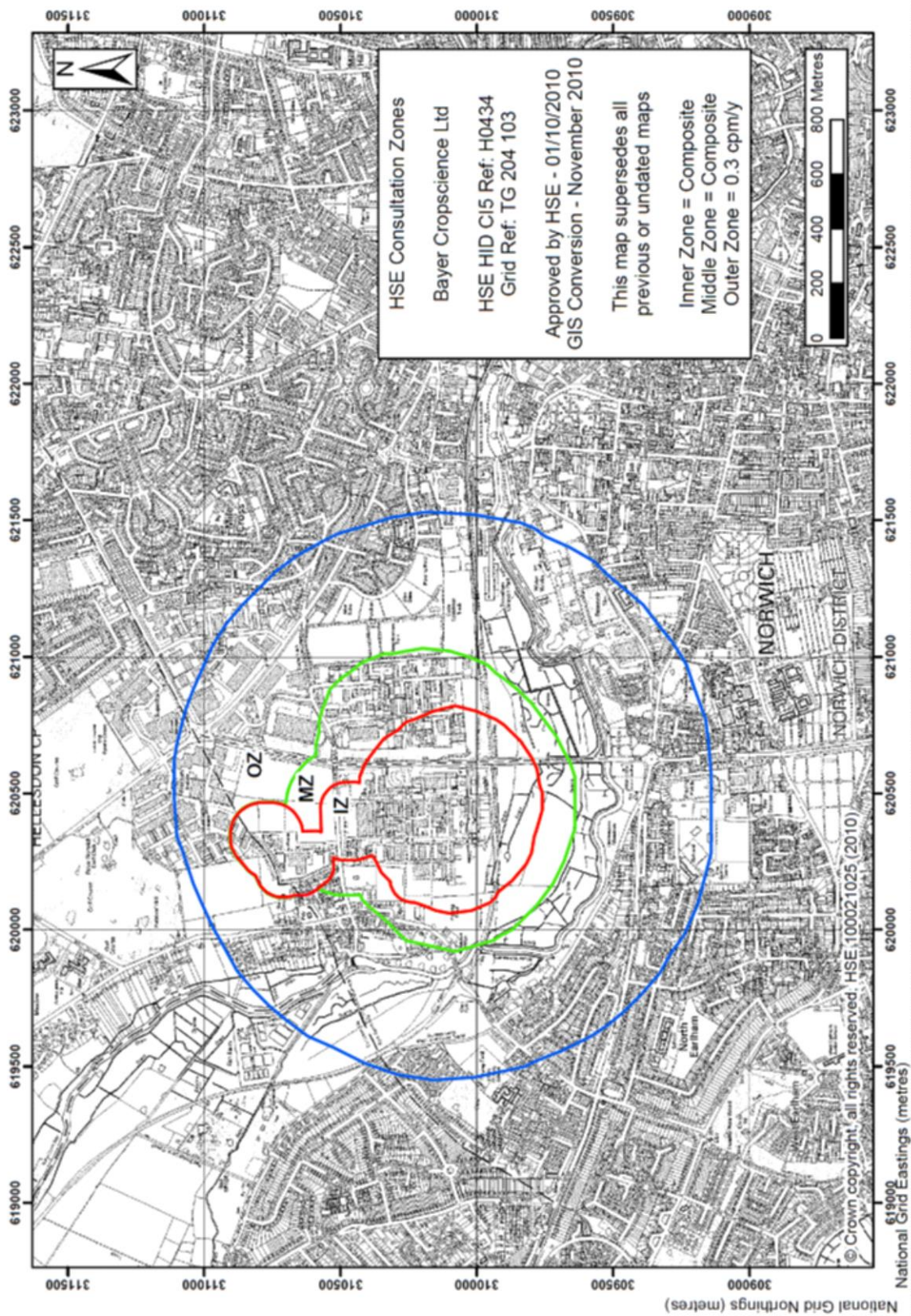
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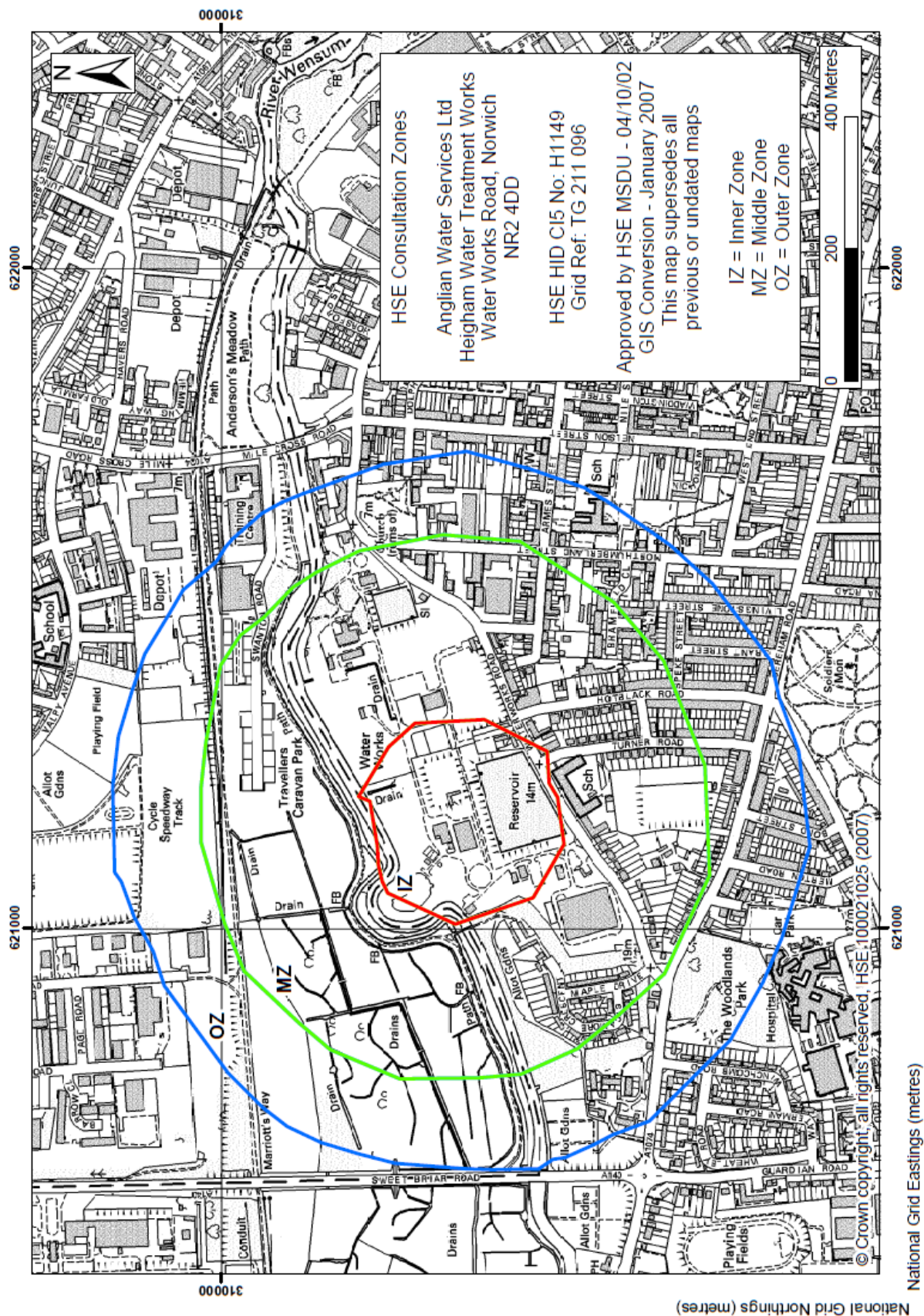
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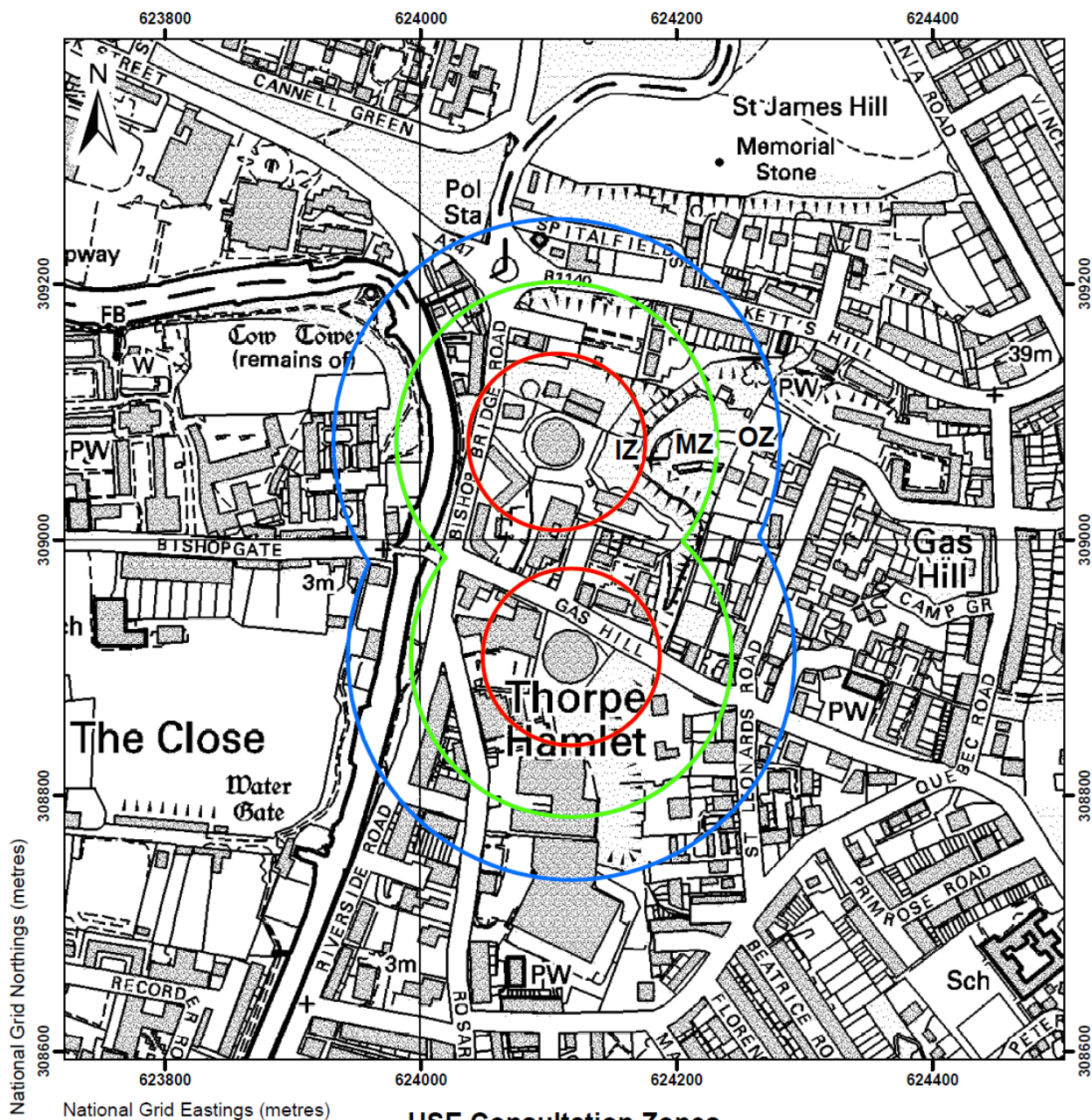
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HSE Consultation Zones

Transco, Bishops Bridge Holder Station, Bishops Bridge, Norwich,
Norfolk

HSE HID CI5 Ref: H1687
Grid Ref: TG 241 090

Prepared - January 2007
This map supersedes all previous or undated maps

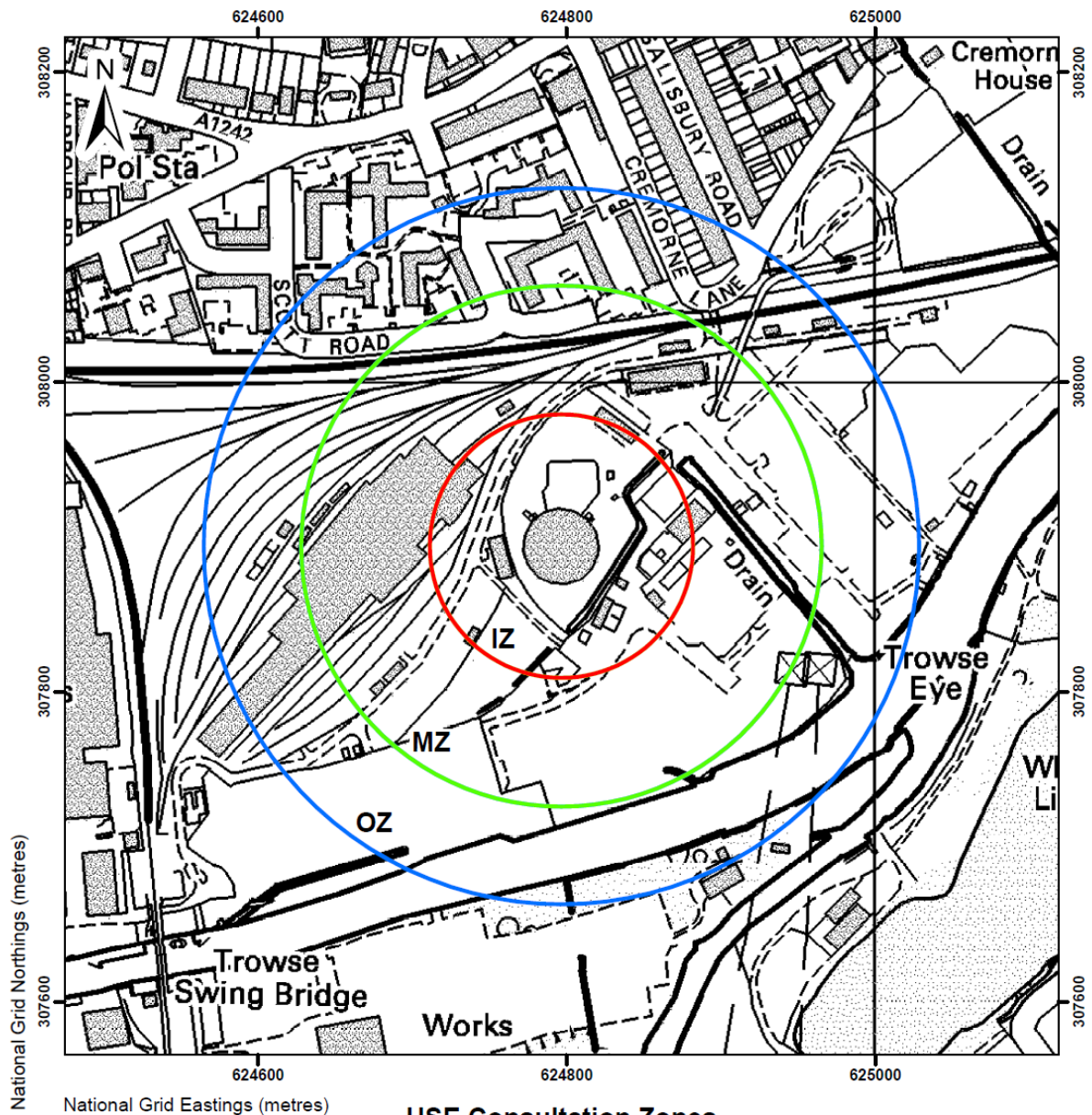
IZ = Inner Zone
MZ = Middle Zone
OZ = Outer Zone

0 50 100 200 Metres

Norwich local plan

Development management policies plan

Adopted December 2014



HSE Consultation Zones

Transco, Cremorne Lane Holder Station, Cremorne Lane, Norwich,
NR1 1TZ

HSE HID CI5 Ref: H1688
Grid Ref: TG 249 079

Prepared - January 2007
This map supersedes all previous or undated maps

IZ = Inner Zone
MZ = Middle Zone
OZ = Outer Zone

0 50 100 200 Metres

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Appendix 3 – Standards for transportation requirements within new developments

- A3.1 This appendix provides further information and guidance to interpret and supplement the development management policies that relate to transportation. In particular, it applies to policies DM28, DM31 and DM33 and contains the standards that will apply to all development for which planning permission is sought.
- A3.2 Advice on site specific works that are necessary to facilitate access to the development are not included (see policy DM30) and these must be considered. Consistency with these standards is not in itself, therefore, sufficient to demonstrate that a given proposal is acceptable either in transportation or planning terms.
- A3.3 Norwich city centre has one of the largest surviving mediaeval street layouts in the UK and thus has very specific parking and access requirements. These are reflected within this appendix. Additionally, transportation requirements have been adjusted to suit the particular location and function of proposed developments. The areas and locations to which the individual standards apply can be found on the *Policies map*.

The Role of Design

- A3.4 The city council has emphasised the importance of good design in all submitted planning applications for many years, including the need for suitable landscaping. Car parking and servicing areas are rarely attractive visually and should be designed to minimise their impact on the immediate townscape and landscape in accordance with policies DM3 and DM28.

Contributions to Strategic and Local Transport Infrastructure

- A3.5 National and local transport policies result from a growing realisation that the cost of inefficient use of transport infrastructure is too high in both environmental and financial terms. However, as developments are rarely without transport impact, developments are expected to support the provision of necessary transport infrastructure, and within the City boundary,



sustainable transport infrastructure in particular. The delivery of infrastructure, and measures to encourage sustainable transport, is essential to mitigate the transport impacts of development, to plan for sustainable development in accordance with the requirements of the NPPF and support the expansion of business and the local economy whilst protecting the local environment.

- A3.6 Community Infrastructure Levy (CIL) charging is the primary means of funding strategic transport infrastructure. This largely replaces funding previously delivered through planning obligation agreements for individual development schemes. The December 2011 announcement of government funding for part construction of the Norwich northern distributor road (NDR) is conditional on agreeing a package of sustainable transport measures within the city boundary. The council will therefore seek to ensure that a proportion of CIL receipts at least equivalent to that which would have been payable under the previous planning obligation-based system will be retained to fund the necessary sustainable transport infrastructure in Norwich.
- A3.7 In addition to the strategic infrastructure delivered through CIL, it will be necessary in most cases to address the more localised transportation impacts of development by means of essential off-site works, including improvements to highway or footway, traffic regulation orders and site specific travel plans to encourage sustainable travel choices. So long as they are fairly and reasonably necessary to make development acceptable in planning terms, such measures will continue to be funded by means of site specific planning obligations, the scope of which are outlined in policy DM33.
- A3.8 The council may agree that the contribution to be used for sustainable transport infrastructure is used for a particular project, or within a specific geographical area, and could be provided by the developer as 'in kind' works. Where agreement is reached that a particular payment will be used for a specific project this will be provided within a reasonable time, although it may be necessary to await the accumulation of funds to help provide finance, for example, for a new whole car park for Park and Ride. However, where contributions are used for a specific purpose, it is not the intention that any particular improvement will be exclusively for users of a particular development but will form part of the larger transport system available to all.



Travel Plans

A3.9 Policy DM28 requires larger developments to be supported by a Travel Plan. Developers will need to show that every effort has been made to ensure that local facilities and public transport are accessible. Developments, particularly those that have high levels of trip generation, should be sited and designed to maximise access by all modes of transport and will be expected to support appropriate transportation measures off-site. Those developments which have limited levels of access, particularly by non car modes, will be expected to support proportionately more measures to deal with the consequences of their proposals. Travel Plans will need to be monitored and consequent actions agreed, and a fee will be payable in respect of this. In addition, a bond can be required to ensure that obligations to deliver travel plans are met.

Travel Information Plans

A3.10 Most smaller developments will need to be supported by a Travel Information Plan. The aim of this is to ensure that users of a particular development are made aware of the transport opportunities available. A template is available for applicants to complete with assistance from Norfolk County Council travel plan officers.

Transport Statements and Transport Assessments

A3.11 Transport Statements (TS) and Transport assessments (TA) are intended to help us ensure that new developments take full account of local transport policy and strategy. This will allow the transport implications of proposed developments to be properly considered and, where appropriate, will help identify suitable measures to achieve a more sustainable and environmentally sound outcome. The nature and extent of any assessment or statement will depend upon the location, scale and type of development involved. The scale of development at which either a statement or assessment is required is detailed in the parking standards.

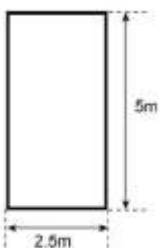
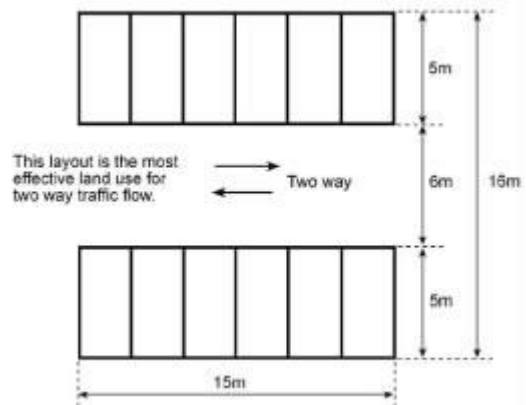
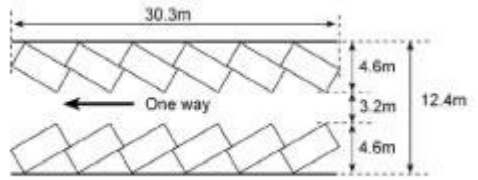
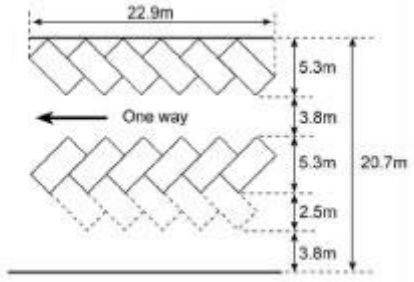
Site Access

A3.12 Policy DM30 seeks to ensure that all new accesses are appropriate to the location. Whilst it may be appropriate in low traffic areas for individual driveways, service yards and parking spaces to access directly onto the street, as a general principle, developers should aim to ensure that vehicular access to a site allows for vehicles to enter and leave in forward gear.



Car Parking

A3.13 The car parking standards set both minimum and maximum levels for car parking and parking provision. Lower levels of car parking provision than the standards permit will be permitted provided that the transportation consequences of the development will be addressed, but minimum levels will normally be required, particularly for parking for disabled drivers. The following diagrams show the recommended minimum dimension of parking spaces, and associated layouts.

<p>Car Parking Spaces Minimum Dimensions</p> 	<p>Two Way Flow</p> 
<p>One Way Flow 30° angled parking</p> 	<p>One Way Flow 45° Angled Parking</p> 

Central areas

A3.14 Within the most central part of the city only operational car parking is permitted, and the standards are consistent with those that have been applied for many years. These take account of the high levels of accessibility that the city centre enjoys by all transport modes, and the need to reduce overall levels of traffic within this historic area. Operational parking is to facilitate necessary movement of vehicles to and from the site throughout the working day and is not for the long-term commuter parking.



Other locations

A3.15 Outside the city centre, developments should contain all of their associated servicing requirements within the curtilage of the site and enable vehicular access and egress in forward gear. The parking standards detail specific parking and servicing requirements for each Use Class category and should be regarded as the figure normally required for a typical Use Class category and should be accommodated within the development site. Where parking is required 'on street' it is expected that this will be within a new street created as part of the development. Only exceptionally will the use of existing on-street space be permitted.

Controlled Parking Zones and Permit Parking

A3.16 New developments will not be eligible for parking permits within existing permit parking areas. In very exceptional circumstances where there is a clear gain in terms of the built form that is achieved and changes can be made to existing on-street arrangements without the loss of parking for existing users that would reasonably provide for the demand of the development proposed, it may be possible, at the discretion of the Highways Authority, to extend permit entitlement within existing zones.

A3.17 Within the controlled parking zones, where new streets are proposed to include on-street parking provision, a permit parking scheme particular to the development will need to be developed as part of the proposals. In any event, any new street will need to be subject to on-street parking controls, and become part of the Controlled Parking Zone.

A3.18 In all these cases, changes to existing Traffic Regulation Orders, and the installation of the necessary signing and lining within or around the development will need to be undertaken at the developer's expense.

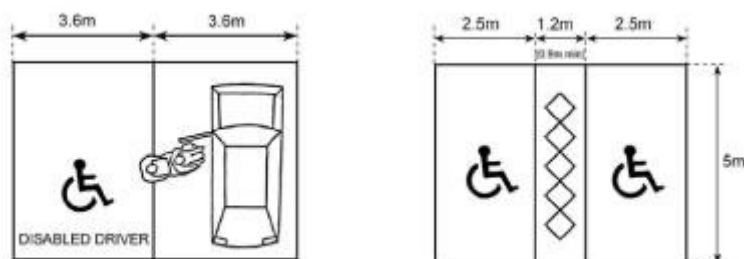
Provision for People with Disabilities

A3.19 Many sections of the community do not have full access to the facilities that they need owing to a lack of personal mobility. Whilst improvements in the built environment help to reduce this exclusion, and public transport is becoming increasingly accessible, some members of the community would be unable to gain access to facilities, and maintain a reasonable degree of independence without the use of a car. Therefore a minimum specific car parking requirement for disabled drivers is included within these standards (usually 5%, although a higher level (20%) is required in the central area, where general parking levels are substantially restrained). Where car parking at less than the maximum level is proposed, the number of spaces for disabled drivers should be calculated as if the maximum level had been



provided as required in the minimum standard. These parking spaces should be located close to an accessible entrance. The entrance should ideally be under cover, clearly signed and not more than 50 metres from the designated parking spaces.

Disabled persons vehicles minimum dimensions



Preferred arrangement

A 1.2 metre margin should be designated at the rear of the space, but this can usually be provided within the aisle width of the car park.

Provision for electric vehicles

A3.20 Electric vehicle technology has advanced considerably in recent years, and there is now an expectation that electric vehicles will become a small, but significant part of the number of private vehicles on the road. To facilitate this, charging facilities will need to be made available both in peoples' homes and at the location they visit. Charging is likely to be undertaken primarily at home, and hence there is a requirement for all new homes to have access to a charging point, either within a garage, or in a communal location. Elsewhere, a small proportion (around 0.5%) of spaces is expected to be provided with a charging facility. More details of our requirements for electric vehicle charging can be found in the appendix.

Cycle Parking

A3.21 The city council actively supports cycling, and inadequate cycle parking is one of the major blocks to increased cycle usage. Therefore, cycle parking to at least the levels contained within the standards will be required within all developments. The standards are intended to provide for increased cycle usage, and will, therefore, appear a little high if compared to current cycle use.

A3.22 The cycle parking standards have been divided into two categories; dependent upon the expected duration of anticipated cycle parking:

Short-term: Stands which are easily accessible, visible and normally adjacent to (certainly within 25 metres of) a main entrance to a building. These stands are aimed principally at visitors to the premises whose visit is likely to be of



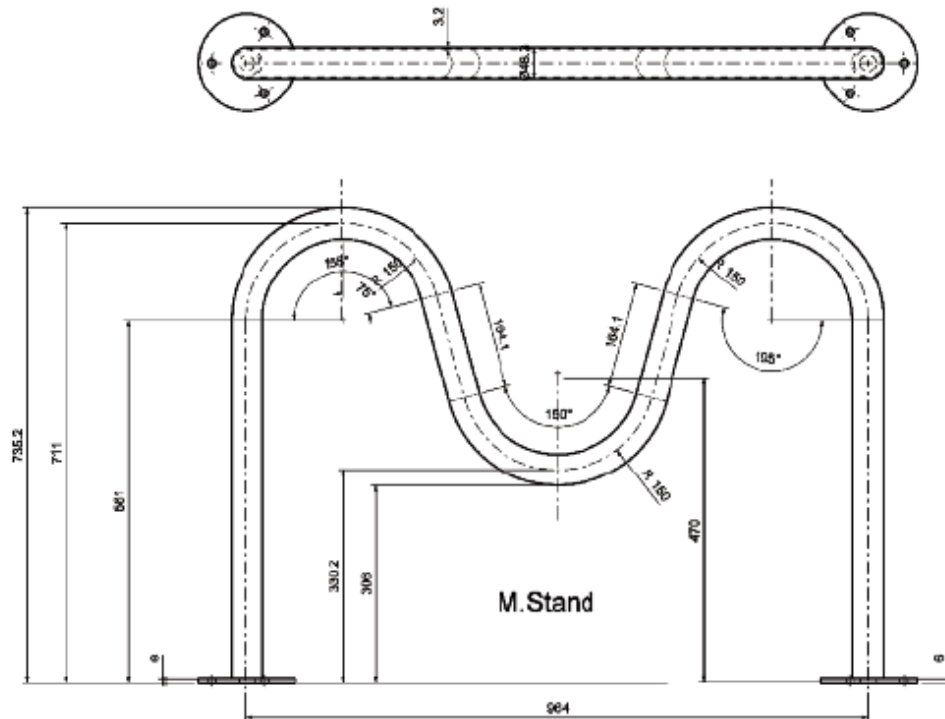
short duration. Covered protection from rain is desirable, particularly where visitors are likely to remain at the premises for some time.

Long-term: Stands having good weather protection and excellent security, e.g. CCTV, locked shed or enclosure, etc. These facilities should be well lit and conveniently located for access to the premises. These are for long-term users of the premises, for example, members of staff in the case of business premises, or residents of housing developments.

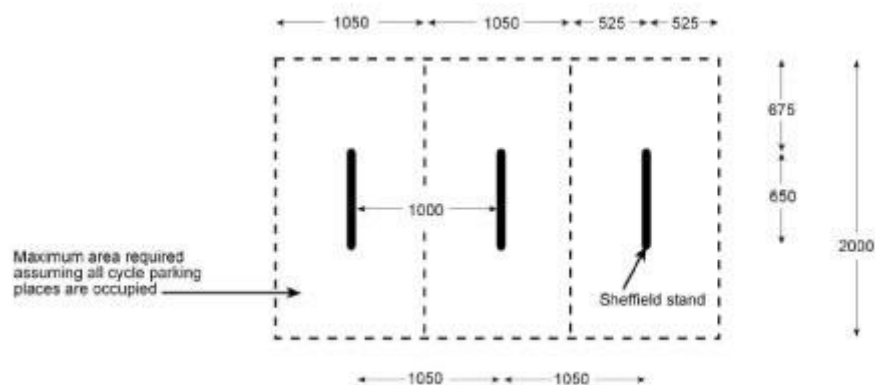
- A3.23 The Broxap CaMden cycle stand, named for its distinctive M shape, is now recommended by the city council. CaMden stands promote more secure locking because they make it easier for cyclists to keep bicycles upright and to lock both wheels and the frame. As was the case with the Sheffield stand in common use in recent years, the CaMden design allows for up to two cycle parking spaces per stand, and does not damage the cycles. A heritage version of the Sheffield stand, called the Norwich octagonal, is available from suppliers and is suitable in conservation areas. Other types of cycle stand will be considered on their merits.



"CaMden" Type Cycle Stand



Minimum Dimensions for 90° Angled Parking





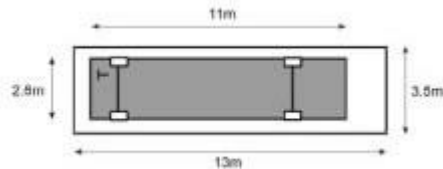
Servicing and refuse collection

- A3.24 All developments will need to provide adequate facilities for servicing and this will include designing estate roads to cater adequately for the nature of vehicles likely to be using the area. In all cases, this will require that roads and junctions are capable of handling a large refuse truck, which is likely to be the largest vehicle accessing residential areas, but large commercial developments will be required to facilitate access by articulated vehicles. Tracking assessments may be required to demonstrate that the development is accessible to the appropriate vehicles.
- A3.25 Ideally, schemes should be designed so that service and refuse collection vehicles do not have to reverse or make 'three point turns' as turning heads are often obstructed by parked vehicles and reversing creates a risk to other street users. Where it is necessary to provide for turning or reversing (e.g. in a cul-de-sac), a tracking assessment should be made to indicate the types of vehicles that may be making this manoeuvre and how they can be accommodated. Notwithstanding these requirements, the design of streets and spaces will primarily take account of the local environment to avoid these public spaces being dominated by vehicles. To be effective and usable, the areas these larger vehicles require to access the development need to be kept clear of parked vehicles and on-street parking controls, or specifically designed parking areas might be required to ensure access is maintained.
- A3.26 In many locations (and almost always in the case of residential developments) servicing will be permitted from the street as detailed in the parking standards. Where service bays are necessary, the following diagrams are offered as guidance:



Rigid Wheelbase Vehicles

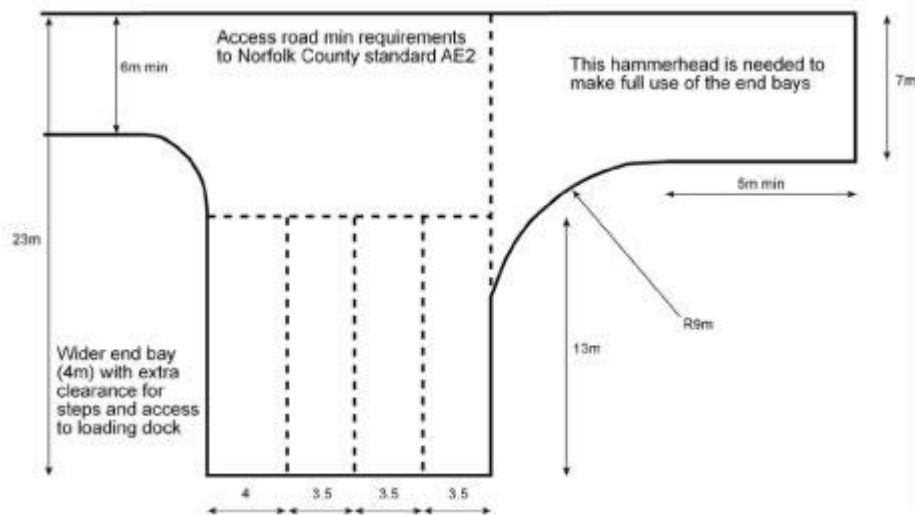
Minimum Parking Space



Length 11 metres x 2.6 metres width.

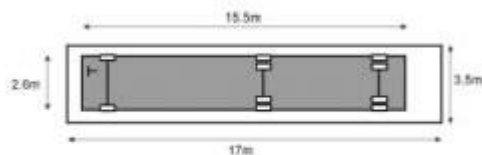
Minimum standing space required is 13 metres x 3.5 metres width (45 sq. m.)

Delivery Service Spaces



Articulated Vehicles

Minimum Parking Space

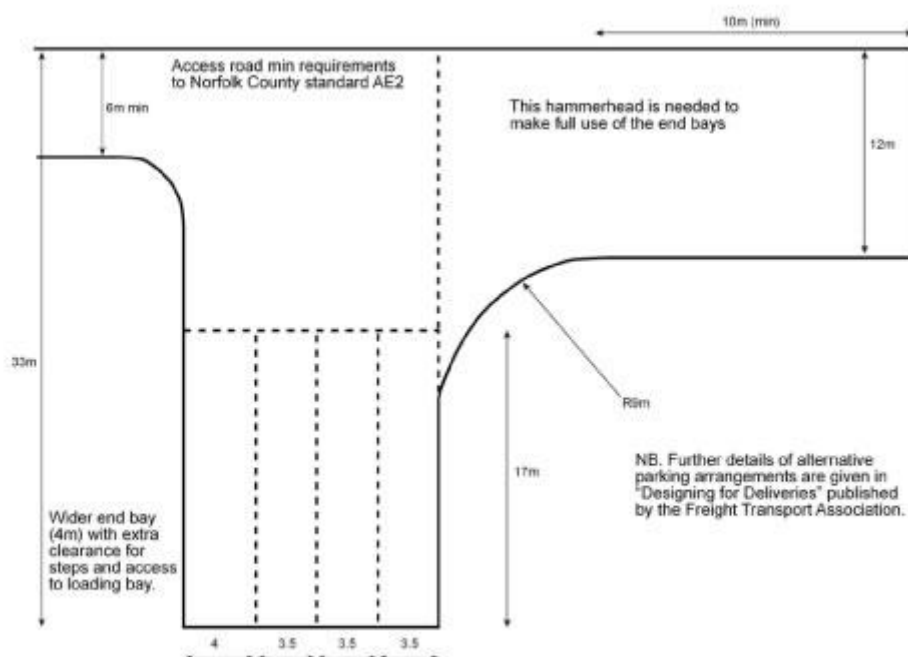


Length 15.5 metres x 2.6 metres width.

Minimum space required is 17 metres x 3.5 metres width (60 sq. m.)



Delivery Service Spaces



Refuse Collection

A3.27 In addition to the access requirements for vehicles, adequate provision for the storage and collection of refuse must be made in all developments. Standards for commercial development have not been given, as these vary significantly between different industries within use classes, and need to be designed with the end user in mind. In the case of residential developments, however, the nature and volume of storage required is more predictable, and consequently, the required volumes of refuse storage can be planned for in advance. An updated and detailed advice note on refuse bin provision is available from the Norwich City Council transportation department on request.

Refuse Bin provision in residential developments

A3.28 Enough space needs to be provided to cater for the following levels of bin provision. This level of provision ensures that adequate storage is provided to enable anticipated increased levels of recycling. It might not reflect current requirements for existing collection regimes, but is intended to ensure that sufficient flexibility is built in to allow for changing practice and requirements over time.

A3.29 Normally (in both housing and flatted developments) centralised and communal facilities will be provided. These will consist of facility for:



- One 1100 litre bin for every six households (some leeway allowed for smaller or larger units) for non-recyclable waste (i.e. about 200 litres per household);
- Three separate bins providing an equivalent volume (approximately) of storage for recyclable materials (e.g. if one 1100 litre bin would be required for general waste, then three 360 litre bins will be needed for recyclables). A development requiring three 1100 litre bins for non-recyclables would require the same again for recyclables.

A3.30 Where wheelie bin collection is envisaged, provision is to be made for a minimum standing area for three wheelie bins for each household (usually 240 litres each).

A3.31 Refuse collection points (particularly for 1100 litre bins) should be sited within five metres of the public highway, and have a level access to the carriageway, but please be aware that there are requirements under the Building Regulations to ensure that bins are within a reasonable distance of people's homes.

Wheeled Bin Sizes

A3.32 Please note that these bin sizes are for guidance only. The actual sizes of bins vary by manufacturer, and the material of construction. Bin stores need to be adequately sized to allow manoeuvring of the bins, and lifting of lids.

Bin Size	Width	Depth	Height
1100 litre	1400mm	1250mm	1500mm
770 litre	1400mm	800mm	1350mm
660 litre	1400mm	800mm	1250mm
360 litre	600mm	900mm	1250mm
240 litre	600mm	750mm	1100mm
120 litre	500mm	600mm	1,000mm

Contact: Transportation department, Norwich City Council, St Peters Street Norwich, NR2 1NH. Email transport@norwich.gov.uk

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Use Class A1, A2, A3, A4 and A5 Shops, High Street Offices, Restaurants, Drinking Establishments and Takeaways

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Threshold levels
City Centre Primary Retail Area	Staff: One covered and secure cycle parking space per 100m ² Customers: Where possible, the provision of one cycle space per 50m ² within the Primary City Centre Retail Area will normally be required. The TS or TA should inform the level of provision on larger developments	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Servicing may be possible from the street for smaller stores (under 2000m ²) but many areas have (or may become) time restricted access and existing off street servicing should be retained. Developments over 2000m ² will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan 1,000m ² Travel Information Plan 200m ² Transport Statement - 1,000 m ² Transport Assessment- unlikely to be required
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 100m ² Customers: One cycle space per 50m ² adjacent to principal entrances or nearby if on highway The TS or TA should inform the level of provision on larger developments	Allocated parking is not permitted	Allocated parking is not permitted	Car parking will only be permitted where this replaces pro-rata identified public parking spaces in the city centre and is available for use by the general public consistent with the requirements of Policy DM29  5% of total. spaces:  3% of total (secure parking) Parent and Child 5% of total.	Servicing may be permitted on street where safe and practicable. Otherwise a bay capable of holding a rigid 11m vehicle required. Developments over 1,000m ² will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan 1,000m ² Travel Information Plan 200m ² Transport Statement - 1,000 m ² Transport Assessment- likely only required if development includes car

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Threshold levels
				 EV – one parking space should be provided with a fast charge electric charging point plus one for every 250 spaces over 250 spaces		parking
In or adjacent to existing District and Local retail centres as defined on the Policies map	Staff: One covered and secure cycle parking space per 100m ² Customers: One cycle space per 50m ² adjacent to principal entrances or nearby if on highway The TS or TA should inform the level of provision on larger developments	 One parking space per 500m ² minimum one space	One parking space per 20m ² gfa  5% of total Parent and Child spaces: 5% of total.  secure parking should be provided at 5% of the level of car parking	 parking spaces and Parent and Child spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point (consider fast charge) plus one for every 5000 m ² over 5000 m ²	A bay capable of holding a rigid 11m vehicle normally required. Developments over 1,000m ² require standing for an articulated vehicle for every 2000m ² or part.	Travel Plan 1,000m ² Travel Information Plan 200m ² Transport Statement 500 m ² Transport Assessment- 1,000 m ²
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 100m ² Customers: One cycle space per 50m ² adjacent to principal entrances or nearby if on highway	 One parking space per 500m ² minimum one space	One parking space per 20m ² gfa  5% of total Parent and Child spaces: 5% of total.  secure parking should be	 parking spaces and Parent and Child spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus (consider fast charge) one for	A bay capable of holding a rigid 11m vehicle normally required. Developments over 1,000m ² require standing for an articulated vehicle for every 2000m ² or part.	Travel Plan 1,000m ² Travel Information Plan 200m ² Transport Statement 250 m ² Transport Assessment 800 m ²

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Threshold levels
	The TS or TA should inform the level of provision on larger developments		provided at 5% of the level of car parking	every 5000 m ² over 5000 m ²		

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Use Class B1 (part) Offices, High Tech and research units












Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 35m ² Customers: Where possible, the provision of one cycle space per 500m ² adjacent to the main entrance.	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Offices are likely to be occupying upper floors, and servicing on street will normally be appropriate but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 1,000m ² Travel Information Plan 200m ² Transport Statement 1500 m ² Transport Assessment 2500 m ²
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 35m ² Customers: One cycle space per 500 m ² (or part) adjacent to principal entrances	 one space per 1,000m ² minimum one space where practical	Operational parking only is permitted. One operational parking space per 200m ² .  20% of total	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 2500 m ² over 2500 m ²	Units over 1,000m ² should have standing adjacent to a service bay for an 11m rigid vehicle unless servicing is permitted from the street.	
In existing or proposed employment locations outside the city centre as defined	Staff: One covered and secure cycle parking space per 50m ²	 one space per 700m ² minimum one space Reduced levels of	One parking space per 35m ² (includes staff and visitors)  5% of total	 parking spaces are included in the maximum standard, not additional to it.	Units should have standing for an 11m rigid vehicle associated with a	

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
by policy DM16	Customers: One cycle space per 500 m ² (or part) adjacent to principal entrances	parking should be justified in locations where on-street parking is not restricted	 secure parking should be provided at 5% of the level of car parking	 EV – one parking space should be provided with an electric charging point plus one for every 2500 m ² over 2500 m ²	service bay. Units over 2000m ² should provide an additional bay to accommodate an articulated vehicle	
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 50m ² Customers: One cycle space per 500 m ² (or part) adjacent to principal entrances	 one space per 700m ² ; minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	One parking space per 35m ² (includes staff and visitors)  5% of total  secure parking should be provided at 5% of the level of car parking	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 2500 m ² over 2500 m ²	Units should have standing for an 11m rigid vehicle associated with a service bay. Units over 2000m ² should provide an additional bay to accommodate an articulated vehicle	

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Use Classes B2 and B8, and part B1 Industrial and Warehousing units










Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 50m ² Customers: Where possible, the provision of one cycle space per 500m ² within the shopping area will normally be required.	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Likely to be from an on-street location but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 1,000m ² Travel Information Plan 200m ² Transport Statement 2500 m ² Transport Assessment 4000 m ²
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 50m ² Customers: One cycle space per 500 m ² (or part) adjacent to principal entrances	 One space per 2500m ² minimum one space where practical	Operational parking only is permitted. One operational parking space per 500m ²  20% of total	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 5000 m ² over 5000 m ²	One service bay is required per 2000m ² or part. All units should have standing adjacent to a service bay for an 11m rigid vehicle. Units over 500m ² should accommodate an articulated vehicle.	
In existing or proposed employment locations outside the city centre as defined by policy DM16	Staff: One covered and secure cycle parking space per 75m ² Customers: One cycle spaces per 500 m ² (or part)	 one space per 1,000m ² minimum one space Reduced levels of parking should be justified in locations	One parking space per 50m ² (includes staff and visitors)  5% of total  one per 1500m ²	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 5000 m ² over 5000 m ²	One service bay is required per 1,000m ² or part. All Units should have standing for an 11m rigid vehicle associated	

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
	part) adjacent to principal entrances	where on-street parking is not restricted	(secure parking)	space should be provided with an electric charging point plus one for every 5000 m ²	with a service bay. Units over 500m ² should accommodate an articulated vehicle.	
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 75m ² Customers: One cycle space per 500 m ² (or part) adjacent to principal entrances	 one space per 1,000m ² minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	One parking space per 50m ² (includes staff and visitors)  5% of total  secure parking should be provided at 5% of the level of car parking	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 5000 m ²	Units should have standing for an 11m rigid vehicle associated with a service bay. Units over 500m ² should provide an additional bay to accommodate an articulated vehicle	

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Use Class C1 Hotels and Guesthouses

(For restaurants and function rooms generally open to members of the public rather than to staying guests consult A3 standards)










Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff/ Customers: One covered and secure cycle parking space per four bedrooms	Car parking is not permitted in this area	Car parking is not permitted in this area	Arrangements to use existing public car parking provision are encouraged	Likely to be from an on-street location but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 100 bedrooms Travel Information Plan – normally required Transport Statement 75 bedrooms
Elsewhere in the City Centre Parking Area	Staff/ Customers: One covered and secure cycle parking space per four bedrooms	 one space per 50 bedrooms minimum one space	One space per 10 bedrooms  20% of total	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 200 bedrooms over 200 bedrooms.	A service bay for an 11m rigid vehicle should be available, unless servicing is permitted from the street	Transport Assessment 100 bedrooms

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
All other locations	Staff/ Customers: One covered and secure cycle parking space per four bedrooms	 one space per 27 bedrooms minimum one space Reduced levels of parking should be justified in locations where on-street parking is not restricted	3 spaces for every 4 bedrooms  5% of total  secure parking should be provided at 5% of the level of car parking	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point plus one for every 200 bedrooms over 200 bedrooms.	A service bay for an 11m rigid vehicle should normally be available	










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Use Class C2 and C2A - Residential Institutions and secure Residential Institutions

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 5 bed spaces Clients/Visitors: Where possible, the provision of one cycle space per 10 bed spaces adjacent to the main entrance.	Allocated parking is not permitted	Allocated parking is not permitted	Not applicable	Uses are likely to be on upper floors. Servicing is likely to be from the street but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 100 bedrooms Travel Information Plan – usually required Transport Statement 75 bedrooms Transport Assessment 100 bedrooms
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle storage space per 5 bed-spaces Clients/Visitors: One cycle space per 10 beds adjacent to principal entrances	 one space per 100 beds. Minimum one space	One operational parking space per 50 beds capable of standing an ambulance or minibus.  one space per 100 beds		A bay capable of holding a rigid 11m vehicle required unless on street servicing is available.	
Elsewhere in the Urban area	Staff: One covered and secure cycle storage space per 10 bed-spaces Clients/Visitors: One cycle space per 10 beds adjacent to principal entrances	 1 space per 100 bed spaces Reduced levels of parking could be justified in sustainable locations or locations where on-street parking is restricted	Staff: One space per 10 bed spaces Visitors: One space per 10 bed spaces  5% of total  one per 100 bed spaces (secure parking)		Standing space for ambulance or minibus. A bay capable of holding a rigid 11m vehicle normally required	





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Use Class C3 Housing






Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City centre Primary Retail Area and pedestrian only streets	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Visitors: 1 space per 10 units located near entrance to flatted developments	Car Free development is appropriate. Car Parking is not permitted in this area.	Car Free development is appropriate. Car Parking is not permitted in this area.	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks, subject to the usual tariffs. Access to a car club is desirable, but provision on-site is not appropriate	Access for emergency services, removal lorries, refuse vehicles will be necessary.	Travel Plan 80 dwellings Transport Statement 50 dwellings Transport Assessment 80 dwellings
Elsewhere in the City centre Parking Area	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met Visitors: 1 space per 10 units located near	Car free housing is permitted	One space per dwelling	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks subject to the usual tariffs. Developments in the Controlled parking Zones are not eligible for on-street parking permits 50% of parking should be unallocated, where levels are below 1:1 Provision of a car club parking space and car club vehicle will be expected for developments of over 100	Access for emergency services, removal lorries, refuse vehicles will be necessary.	

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
	entrance to flatted developments			units (car free housing, 50 units). Access to a car club for any development is desirable  EV – one parking space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages		
All other parts of the Controlled parking Zones within the Outer Ring Road	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met	Car Free housing is permitted	1.33 parking space per dwelling For developments of over 10 dwellings a minimum of 25% of all car parking spaces provided will be 'on-street' or in communal areas and not allocated to particular households No more than 20% of the parking spaces will be provided as individual garages unless they have a minimum internal dimension of 6x3metres. Garages of this size will be deemed to provide adequate cycle parking	Parking for visitors and disabled drivers will normally be accommodated on-street in existing limited waiting bays Developments in the Controlled parking Zones are not normally eligible for parking permits, but self-contained developments, with their own streets could have their own permit system Provision of a car club parking space and car club vehicle will be expected for developments of over 100 units (car free housing 50 units). Access to a car club	Access for emergency services, removal lorries, refuse vehicles will be necessary	

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
				for any development is desirable  EV – one parking space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages		
In other locations described as 'accessible' (i.e. on a high quality public transport corridor, or within 100m of a district centre)	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met.	0.5 spaces per dwelling	1.33 parking space per dwelling For developments of over 10 dwellings a minimum of 25% of all car parking spaces provided will be 'on-street' or in communal areas and not allocated to particular households No more than 20% of the parking spaces will be provided as individual garages unless they have a minimum internal dimension of 6x3metres. Garages of this size will be deemed to provide adequate cycle parking	Provision of a car club parking space and car club vehicle will be expected for developments of over 100 units. Access to a car club for any development is desirable  EV – one parking space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages	Access for emergency services, removal lorries, refuse vehicles will be necessary	Travel Plan 80 dwellings Transport Statement 50 dwellings Transport Assessment 80 dwellings (where dwellings in both C3 and C4 are proposed, these thresholds relate to the total number of

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
Elsewhere in the urban area	Covered and secure cycle storage space must be provided. 1 bed units: 1 space 2 and 3bed units: 2 spaces. 4+ bed units - 3 spaces Where premises have accessible private amenity space capable of housing an appropriately sized shed, these requirements will be deemed to have been met	1 space per dwelling.	1 and 2 bed units: 1.5 space per dwelling 3+ bed units: 2 spaces per dwelling. For developments of over 10 units a minimum of 30% of all car parking spaces provided will be 'on-street' or in communal areas and not allocated to particular households No more than 20% of the parking spaces will be provided as individual garages unless they have a minimum internal dimension of 6x3metres. Garages of this size will be deemed to provide adequate cycle parking	Provision of a car club parking space and car club vehicle will be expected for developments of over 100 units. Access to a car club for any development is desirable  EV – one parking space should be provided with an electric charging point in all communal and unallocated parking areas and in all garages	Access for emergency services, removal lorries, refuse vehicles will be necessary.	dwelling(s)





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Use Class C4 Housing in Multiple Occupation

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
All Locations, as C3 housing.	Covered and secure cycle storage space must be provided. One covered and secure cycle parking space per anticipated resident	As for C3 housing, above	As for C3 housing, above	As for C3 housing, above	Access for emergency services, removal lorries, refuse vehicles will be necessary.	All thresholds as C3 housing (where dwellings in both C3 and C4 are proposed, these thresholds relate to the total number of dwellings)






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Hostels not providing significant levels of care

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Covered and secure cycle storage space must be provided for residents. One space per two residents Provision at entrance for visitor cycles	Car Free development is appropriate. Car Parking is not permitted in this area.	Car Free development is appropriate. Car Parking is not permitted in this area.	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks, subject to the usual tariffs	Access for emergency services, removal lorries, refuse vehicles will be necessary.	Travel Plan 75 residents Transport Statement 75 residents Transport Assessment unlikely to be required
Elsewhere in the City Centre Parking Area and within the Controlled parking zones around the city centre.	Covered and secure cycle storage space must be provided for residents. One space per two residents Provision at entrance for visitor cycles	Car free housing is permitted	One operational space per 25 residents	Parking for visitors and disabled drivers will normally be accommodated on-street or in public car parks subject to the usual tariffs	Access for emergency services, removal lorries, refuse vehicles will be necessary.	
Elsewhere in the City	Covered and secure cycle storage space must be provided for residents. One space per two residents Provision at entrance for visitor cycles	One operational space per 25 residents	One space per 10 residents  secure parking should be provided at 5% of the level of car parking		Access for emergency services, removal lorries, refuse vehicles will be necessary	

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Part Use Class D1 Health Centres and Surgeries







Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle parking space per 100m ² Customers: Where possible, the provision of one cycle space per 50m ² within the shopping area will normally be required. The TS or TA should inform the level of provision on larger developments	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Likely to be from an on-street location but many areas have (or may become) time restricted access and existing off street servicing should be retained.	Travel Plan 1,000m ² Travel Information Plan – usually required Transport Statement 1,000 m ² Transport Assessment unlikely to be required
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle storage space per consulting room Visitors: One cycle space per consulting room adjacent to principal entrances	 one space per 10 consulting rooms, minimum one space	Only operational car parking is permitted in this area. Staff and Visitors one parking spaces per 2 consulting rooms  20% of total	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point (consider fast charging)	Provision for the dropping off and collection of patients Standing space for ambulance, minibus or a rigid 11m vehicle normally required (may be provided on street dependent on circumstances).	Travel Plan 1,000m ² Travel Information Plan – usually required Transport Statement 500m ² Transport Assessment 1,000m ²
Elsewhere in the Urban area	Staff: One covered and secure cycle	 one space per 10 consulting rooms (min	Staff: One space per 2 consulting rooms	 parking spaces are included in the	Standing space for ambulance, minibus	

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

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
	storage space per 2 consulting rooms Visitors: One cycle space per consulting room adjacent to principal entrances	one space)	Visitors: Three spaces per two consulting rooms  5% of total (min one space)	maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point(consider fast charging)	or a rigid 11m vehicle normally required	

Part Use Class D1

Nursery Schools, Day Nurseries and Day-care Centres











Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff: One covered and secure cycle storage space per 50m ² Visitors: one cycle space adjacent to principal entrances per 100m ² .	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Servicing may be possible from the street, but many areas have time restricted access.	
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle storage space per 50m ²	 one space per 1,000 m ² (minimum one space)	Only operational car parking is permitted in this area. One operational parking	 parking spaces are included in the maximum standard, not additional to it.	Standing space for ambulance, minibus or a rigid 11m vehicle normally required	Travel Plan 1,000m ² Travel Information Plan – usually required

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
	Visitors: one cycle space adjacent to principal entrances per 100m ² .		space per 200m ² .  20% of total (minimum one space)		(may be provided on street dependent on circumstances). Provision for the dropping off and collection of day-visitors	Transport Statement 500m ² Transport Assessment- 1,000m ²
Elsewhere in the Urban area	Staff: One covered and secure cycle storage space per 50m ² Visitors: one cycle space adjacent to principal entrances per. 100m ²	 one space per 700 m ² (minimum one space)	Staff and Visitors: One space per 35m ²  5% of total (min one space)  secure parking should be provided at 5% of the level of car parking	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point	Standing space for ambulance or minibus. A bay capable of holding a rigid 11m vehicle normally required. Provision for the dropping off and collection of day-visitors.	













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Part Use Class D1 Other Educational Establishments

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Staff and Students: Ten secure and covered cycle stands per classroom Visitors: Two cycle spaces adjacent to the main entrance(s)	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Servicing may be possible from the street, but many areas have time restricted access.	Travel Plan 1,000m ² Travel Information Plan – usually required Transport Statement 500m ² Transport Assessment 1,000m ²
Elsewhere in the City Centre Parking Area	Staff and Students: Ten secure and covered cycle stands per classroom Visitors: Two cycle spaces adjacent to the main entrance(s)	 one space	Only operational car parking is permitted in this area. One operational parking space per 10 classrooms.  20% of total - one space (minimum)	 parking spaces are included in the maximum standard, not additional to it.	Space should be provided within the site for service vehicles, although this could be a hard surfaced area principally for other uses	
Elsewhere in the Urban area	Staff and Students: Ten secure and covered cycle stands per classroom Visitors: Two cycle spaces adjacent to the main entrance(s)	 one space per 20 classrooms. One space minimum.	Staff and visitors – one space per classroom  5% of total. One space minimum.  secure parking should be provided at 5% of the level of car parking	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point	Space should be provided within the site for service vehicles, although this could be a hard surfaced area principally for other uses	

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Part use class D1, Use Class D2 and analogous sui generis uses

Buildings for assembly and leisure, theatres, other congregational uses (including churches and church halls)












Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area	Staff: One covered and secure cycle parking space per 100m ² Customers: Where possible, the provision of one cycle space per 50m ² within the shopping area will normally be required. The TS or TA should inform the level of provision on larger developments	Car parking is not permitted in this area	Car parking is not permitted in this area	Not applicable	Servicing may be possible from the street for smaller units (under 2000m ²) but many areas have (or may become) time restricted access and existing off street servicing should be retained. Developments over 2000m ² will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan 1500m ² Travel Information Plan – usually required Transport Statement 1,000 m ² Transport Assessment unlikely to be required
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 100m ² Customers: One cycle space per 50m ² adjacent to principal entrances	Allocated parking is not permitted	Allocated parking is not permitted	Car parking will only be permitted where this replaces pro-rata identified public parking spaces in the city centre and is available for use by the general public consistent with the requirements of Policy DM29	Servicing may be permitted on street where safe and practicable. Otherwise a minimum bay capable of holding a rigid 11m vehicle required.	Travel Plan 1,000m ² Travel Information Plan – usually required Transport Statement 500m ² Transport

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
				 5% of total. spaces:  3% of total Parent and Child 5% of total.  EV – one parking space should be provided with a fast charge electric charging point plus one for every 250 spaces over 250 spaces		Assessment 1,000m ²
Elsewhere in the Urban area	Staff: One covered and secure cycle parking space per 100m ² Customers: One cycle space per 50m ² adjacent to principal entrances	 One space per 500 m ² . One space minimum Reduced levels of parking should be justified in locations where on-street parking is restricted	One space per 25m ²  5% of total. One space minimum	 parking spaces are included in the maximum standard, not additional to it.  EV – one parking space should be provided with an electric charging point (consider fast charging) plus one for every 5000 m ² over 5000 m ²	A minimum bay capable of holding a rigid 11m vehicle required. Developments over 1,000m ² will normally require standing for an articulated vehicle. On major routes vehicles will be expected to turn within the site	









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Playing Fields and Sports Pitches and Outdoor Courts

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site requirements
Elsewhere the City	Staff: One covered and secure cycle parking space per pitch Customers: One cycle space per 1,000m ² pitch area adjacent to principal entrance to the site. For associated buildings see section 9.	 One space per 10,000 m ² . One space minimum Reduced levels of parking should be justified in accessible locations or locations where on-street parking is restricted	One space per 500m ² of pitch area  5% of total. One space minimum  secure parking should be provided at 5% of the level of car parking For associated buildings, see section 9.	 parking spaces are included in the maximum standard, not additional to it.	Each proposal will be treated on its merits.	Travel Plan three or more pitches Travel Information Plan – usually required Transport Statement three or more pitches Transport Assessment five or more pitches








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Petrol Filling Stations

Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site requirements
City Centre Primary Retail Area	Use unlikely to be acceptable in this area					
Elsewhere in the City Centre Parking Area	Staff: One covered and secure cycle parking space per 50m ² of kiosk/shop Customers: One cycle stand (2 spaces) per 100m ² of Kiosk/shop adjacent to principal entrances (not required for filling stations selling only petrol)		Car Parking is not permitted in this area		Tankers must be able to turn within the site	Travel Plan/Travel Information Plan unlikely to be required Transport Assessment Assessment of turning movements onto the site is likely to be required
Elsewhere in the urban area	Staff: One covered and secure cycle parking space per 50m ² Kiosk/shop Customers: One cycle spaces per 50m ² (or part) adjacent to principal entrance to kiosk/shop (not required for filling stations selling only petrol)	 One space Reduced levels of parking could be justified in locations where on-street parking is restricted	One parking space per 20m ² of Kiosk/shop  One space  One space (secure parking)		Tankers must be able to turn within the site	

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Guidance on parking levels for other uses








Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
City Centre Primary Retail Area and pedestrian only streets	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	In this area, parking is not permitted	In this area, parking is not permitted		Servicing will normally be permitted on street for smaller developments (under 2000m ²). Developments over 2000m ² will normally require off street service bays capable of handling likely service vehicle generation, including provision for articulated vehicles.	Travel Plan likely to be required for developments over 1500m ² Travel Information Plan usually required for any development attracting visiting members of the public, otherwise 200m ² Transport Statement likely to be required for developments over 1,000 m ²
Elsewhere in the City Centre Parking Area	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	Car free development is permitted	Only operational parking (for vehicles that are required for the operation of the premises or business) will be permitted.	Parking for visitors/employees etc. will be provided by existing on and off street parking, or where appropriate, the Park and Ride service		Transport Assessment likely to be required for developments over 1500 m ² Advice on individual proposals should be sought
Within the Controlled parking zones around the city centre and other locations described as 'accessible' (i.e. on a	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as	Parking restraint will be encouraged in these areas  Should be provided for 2% of	Parking for 40% of staff will normally be considered the maximum  5% of total	 EV – one parking space should be provided with additional spaces provided for larger		

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Location	 Cycle parking standards (minimum)	 Car Parking Standards (minimum)	 Car Parking Standards (maximum)	 Car Parking Standards (other requirements)	Servicing Requirements	Off-site Requirements
high quality public transport corridor, or within 100m of a district centre	demonstrated by the TA/TS and Travel Plan	staff (minimum one space)		developments		
Elsewhere in the urban area	Commercial uses should aim to provide covered and secure cycle parking for 25% of staff, or for larger developments as demonstrated by the TA/TS and Travel Plan	 Should be provided for 3% of staff (minimum one space) Reduced levels of parking should be justified in locations where on-street parking is not restricted	Parking for 60% of staff will normally be considered the maximum  secure parking should be provided at 5% of the level of car parking	 EV – one parking space should be provided with additional spaces provided for larger developments		

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Appendix 4 – Retail planning definitions

Primary and Secondary Frontage Zones (policy DM20)

The following primary and secondary frontage zones are defined for the purposes of policy DM20. The detailed management of uses within these frontages will be further refined through a supplementary planning document to be prepared alongside the submission version of the DM Policies local plan, setting out the indicative minimum proportion of A1 retail usage to be sought at ground floor level in each zone which would be necessary to help maintain its vitality, viability and diversity, and other planning considerations appropriate to different parts of the centre outside defined frontages. The SPD will be reviewed as necessary to respond to changes in the character and function of different areas of the centre over the plan period.

Primary retail area core frontage zones

- PC01** Gentlemans Walk/Haymarket/Brigg Street
- PC02** Castle Mall, levels 1 and 2
- PC03** Chapelfield, upper and lower merchants halls and St Stephens Arcade

Frontage zones in the rest of the primary retail area

- PR01** Back of the Inns/Castle Street area
- PR02** The Lanes East (Bedford Street/Bridewell Alley)
- PR03** St Stephens Street/Westlegate
- PR04** Castle Meadow north
- PR05** Chapelfield Plain
- PR06** Timberhill/Red Lion Street

Secondary retail areas

- SR01** The Lanes West (Pottergate/Dove Street/Lower Goat Lane)
- SR02** Upper St Giles
- SR03** St Benedicts
- SR04** Elm Hill
- SR05** London Street (east)
- SR06** Brazen Gate

Large District Centres

- LD01** Anglia Square, Magdalen Street and St Augustine's Street
- LD02** Riverside



District and local centres (Policy DM21)

The following district and local centres are defined for the purposes of policy DM21.

Existing and proposed district retail centres

- DC01** Bowthorpe Main Centre
- DC02** Drayton Road
- DC03** Eaton Centre
- DC04** Plumstead Road
- DC05** Aylsham Road/Mile Cross Road
- DC06** Earlham House
- DC07** The Larkman
- DC08** Dereham Road/Distillery Square
- DC09** Hall Road/Sandy Lane (Harford Place) (*proposed*)
- DC10** Sprowston Road/Shipfield

Existing and proposed local retail centres

- LC01** Hall Road/Trafalgar Street
- LC02** Hall Road/Queens Road
- LC03** Hall Road/Southwell Road
- LC04** Grove Road
- LC05** Suffolk Square
- LC06** Unthank Road
- LC07** St Augustines Gate

- LC09** Aylsham Road/Junction Road
- LC10** Aylsham Road/Glenmore Gardens
- LC11** Aylsham Road/Boundary Road
- LC12** Woodcock Road
- LC13** Catton Grove Road /Ring Road
- LC14** Magdalen Road/Waterloo Road
- LC15** Sprowston Road/Silver Road

- LC17** Bishop Bridge Road
- LC18** Earlham West Centre
- LC19** Colman Road/The Avenues
- LC20** Colman Road/The Parade
- LC21** Woodgrove Parade
- LC22** St John's Close/Hall Road
- LC23** Tuckswood Centre
- LC24** Witard Road,
- LC25** Clancy Road, Heartsease
- LC26** UEA
- LC27** Long John Hill
- LC28** Magdalen Road/Clarke Road

LC29 Aylsham Road/Copenhagen Way

LC30 St Stephens Road

Note that the omission of local centres numbered LC08 and LC16 in the above list is intentional. Neighbourhood centres at Dereham Road/Distillery Square and Sprowston Road/Shipfield (formerly coded LC08 and LC16 respectively) have been upgraded from local to district centre status following the completion of larger local foodstores in recent years. The Dereham Road/Distillery Square centre is now coded DC08 and its district centre status is reflected in the retail hierarchy set out in JCS policy 19, whilst the former Sprowston Road local centre has been re-designated as a district centre with reference DC10 following development of a new local foodstore in 2013. The council has opted not to renumber the remaining local centres to enable easier comparisons with historic local centre data.

Indicative scales for district and local centre development, and indicative thresholds for the purposes of sequential and impact testing for main town centre use proposals outside centres (policy DM18)

Advice in the NPPF states:

Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale (paragraph 24).

Policy 19 of the Joint Core Strategy sets out the defined hierarchy of centres which applies in Greater Norwich, with Norwich city centre at the top of the hierarchy, followed by town centres and large district centres, district centres and local centres. For Norwich these centres are defined in the table above and identified on the Policies map. Although specifying the hierarchy itself, the JCS does not specify indicative scales of development which would be appropriate at each level within it.

The NPPF further states that:

When assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq. m). This should include assessment of:



- *the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and*
- *the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made. (paragraph 26)*

Principles for the acceptance of main town centre uses (in terms of both location and scale) are set out in Policy DM18 of this plan. It is important to ensure that development for main town centre uses will result in a pattern of services and facilities which is located sustainably and accessibly to the local population, particularly by being readily accessible by means of transport other than the car. To do this they should be both sequentially suitable (i.e. sited in the right places at the most appropriate level of the hierarchy) and provided at a scale appropriate to the centre in which they would be located and the catchment they would serve.

It is also critical to ensure that where main town centre uses are proposed outside centres, the impact of the proposal on the vitality and viability of existing and proposed centres in Norwich can be properly assessed, taking account of the particular characteristics and scales of development prevalent in those centres. This will generally mean that an impact assessment will be required for scales of development which exceed the indicative scale of development deemed appropriate to that level of the JCS hierarchy. Since district centres in Norwich are typically smaller than those found in larger conurbations (more akin to large local centres) the 2500 sq. m default scale set by the NPPF is considered too high for local circumstances.

For the purposes of this plan (unless local evidence indicates otherwise), the maximum indicative floorspace in individual units considered acceptable for main town centre uses in centres defined in the hierarchy will be:

Large district centres	No specific threshold, proposals considered in relation to the requirements of policy DM18
District centres	1,000 sq. m gross internal area
Local centres	500 sq. m gross internal area

unless the principle of development at a larger scale has already been accepted through the grant of planning permission or allocation in the Site allocations plan, and is justified by evidence.

Proposals for main town centre uses where the proposal is located outside of an existing or proposed defined centre will be required to be accompanied by a sequential site suitability assessment. Where the use is proposed within a defined employment area, this should include justification for the use in terms of its appropriateness to the character and function of the employment area and/or show that the proposed use is ancillary to or associated with an existing use already on the employment area

In addition, an assessment of the impact of the proposal on existing and proposed defined centres should be submitted where any proposal outside of a defined centre would exceed 1,000 sq. m gross internal area. This relatively low threshold reflects the proven successful approach in the previous *City of Norwich Replacement local plan* is considered appropriate for Norwich since the scale of district centres is typically smaller than average (except in the case of purpose-built or expanded centres at Bowthorpe and Eaton) and impact would be evident from moderate scales of development. Further justification is provided in the Retail and Town Centres topic paper supporting this local plan.

The applicable defined area to be used for sequential site assessments where the development could be accommodated in the city centre is:

For **A1 retail floorspace**, the most sequentially preferable location is the city centre retail area, comprising the primary and secondary retail areas;

For **leisure and evening economy uses**; the most sequentially preferable location is the city centre leisure area, subject to proposals for late night uses being restricted to the Late Night Activity Zone (policy DM23). Evening economy uses can, however, be accepted throughout the city centre where consistent with other policies.

For **other main town centre uses** the most sequentially preferable location is the city centre as a whole (as defined on the city centre Policies map inset), with preference being given to the Office Development Priority Area for proposals involving new office floorspace (Policy DM19).

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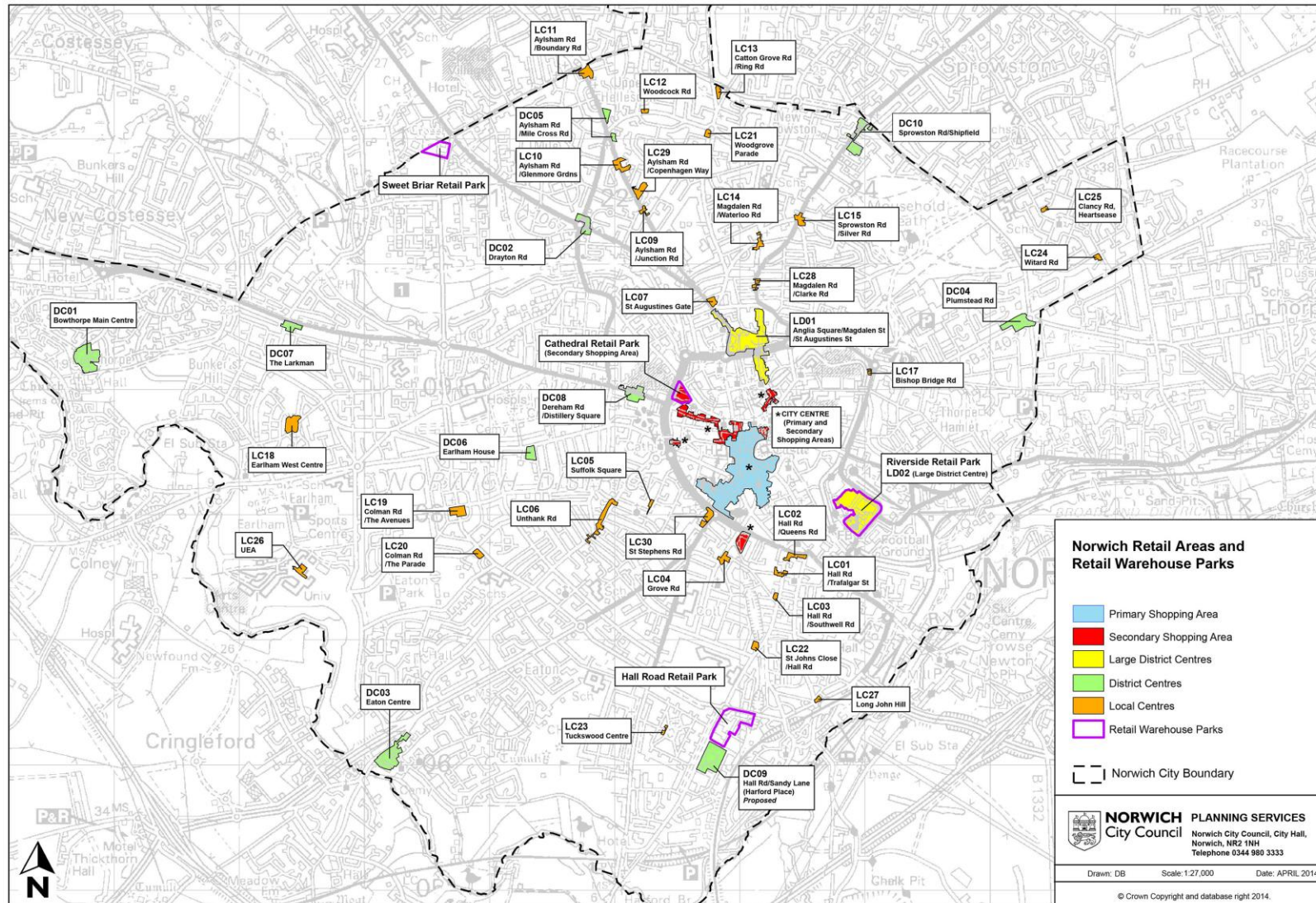
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Map of Norwich retail areas and retail warehouse parks.



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Appendix 5 – Community public houses

Protected pubs in Norwich

The following public houses are subject to protection under policy DM22. Pubs merit protection for their value as heritage and community assets, whether designated or undesignated. This may include their intrinsic value as longstanding community facilities irrespective of any architectural or historic merit they may possess. Inclusion of a pub on this list does not imply that it would necessarily qualify as an asset of community value under Section 87 of the Localism Act 2011.

For inclusion in the list as protected pub, the building must:

- Have an established use as a public house or café bar (use class A4);
- Have served the community as licensed premises for a significant period of time (1900 or before), or if built after that date, have been purpose-built as a public house to serve the local community within a housing area or estate. Priority will be given to protection of public houses which are the last such pub in the area.

Pub names are believed correct as at December 2014.

City centre

Pub Name	Street	Listed Status
Adam and Eve	Bishopgate	Listed Grade II
Bell Hotel	Farmers Avenue	Listed Grade II
Birdcage	Pottergate	Local Listing (City Centre CA)
Cat and Fiddle	Magdalen Street	Listed Grade II
Coach and Horses	Bethel Street	Listed Grade II
Catherine Wheel	St. Augustines Street	Listed Grade II
Compleat Angler	Prince of Wales Road	Local Listing (City Centre CA)
Delaney's	St Andrews Street	Listed Grade II*
Dog House	St George's Street	Listed Grade II
Edith Cavell	Tombland	Local Listing (City Centre CA)
Gardeners Arms/ Murderers	Timberhill	Listed Grade II
Golden Star	Colegate	Listed Grade II
Kings Head	Magdalen Street	Listed Grade II

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Pub Name	Street	Listed Status
Lamb Inn	Orford Place	Listed Grade II
Lawyer	Wensum Street	Local List (City Centre CA)
Leopard	Bull Close Road	Local Listing (City Centre CA)
Maids Head Hotel	Tombland	Listed Grade II
Micawbers	Pottergate	Listed Grade II
Mischief Tavern	Fye Bridge Street	Listed Grade II
Plasterers Arms	Cowgate	Local Listing (City Centre CA)
Plough	St Benedict's Street	Listed Grade II
Red Lion	Bishopgate	Not Listed
Ribs of Beef	Wensum Street	Local Listing (City Centre CA)
Sir Garnet	Market Place	Listed Grade II
Steam Packet	Crown Road	Listed Grade II
Surrey Tavern	Surrey Street	Listed Grade II
Take 5	Tombland	Listed Grade II*
Ten Bells	St Benedict's Street	Local Listing (City Centre CA)
Vine	Dove Street	Local Listing (City Centre CA)
Walnut Tree Shades	Old Post Office Yard	Listed Grade II
White Lion	Oak Street	Local Listing (City Centre CA)
Wig and Pen	St Martin-at-Palace Plain	Listed Grade II
Wild Man	Bedford Street	Local Listing (City Centre CA)
Woolie (Woolpack)	Muspole Street	Listed Grade II

Rest of Norwich

Pub Name	Street	Listed Status
Angel Gardens	Angel Road	Not listed
Alexandra Tavern	Stafford Street	Local Listing
Artichoke	Magdalen Road	Local Listing
Beehive	Leopold Road	Not Listed
Belle Vue	St Philip's Road	Local Listing
Black Horse	Earlham Road	Listed Grade II
Blue Berry	Cowgate	Not listed
Boundary	Aylsham Road	Not listed
Castle	Spitalfields	Listed Grade II
Cellar House	Eaton Street	Listed Grade II
Champion	Chapelfield Road	Local Listing (Newmarket Road CA)
Coach and Horses	Union Street	Local Listing
Coach and Horses	Thorpe Road	Listed Grade II
Coachmakers Arms	St. Stephens Road	Listed Grade II
Cottage	Silver Road	Local Listing

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Pub Name	Street	Listed Status
Duke of Wellington	Waterloo Road	Local Listing
Eagle	Newmarket Road	Listed Grade II*
Eaton Cottage	Mount Pleasant	Local Listing (Unthank and Christchurch CA)
Farmhouse	Colman Road	Not listed
Fat Cat	West End Street	Not listed
Fat Cat and Canary	Thorpe Road	Not Listed
Fiveways	Earlham Green Lane	Not Listed
Freed Man	St Mildreds Road	Not listed
Freemasons Arms	Hall Road	Not listed
Garden House	Pembroke Road	Local Listing
Gatehouse	Dereham Road	Not listed
Gibraltar Gardens	Heigham Street	Listed Grade II
Heartsease	Plumstead Road	Not listed
Jubilee	St. Leonard's Road	Local Listing
King's Arms	Hall Road	Local Listing (Bracondale CA)
King Edward VII	Aylsham Road	Local Listing
Lollards Pit	Rosary Road	Listed Grade II
<i>(former Bridge House)</i>		
Lord Rosebery	Rosebery Road	Local Listing
Mad Moose	Warwick Street	Local Listing
<i>(former Warwick Arms)</i>		
Marlpit	Hellesdon Road	Listed Grade II
Mulberry	Unthank Road	Not listed
<i>(former Rose Valley)</i>		
Red Lion	Eaton Street	Listed Grade II*
Rose	Trinity Street	Not listed
Rose	Queens Road	Local Listing (Bracondale CA)
Stanley	Magdalen Road	Not listed
Stores	Dereham Road	Not Listed
Temple Bar	Unthank Road	Listed Grade II
Trafford Arms	Grove Road	Local Listing
Trowel and Hammer	St. Stephen's Road	Local Listing (Newmarket Road CA)
Unthank Arms	Newmarket Street	Local Listing
Whalebone	Magdalen Road	Local Listing (Sewell CA)
Windmill	Aylsham Road	Not listed
Windmill	Knox Road	Not listed
York Tavern	Leicester Street	Local Listing

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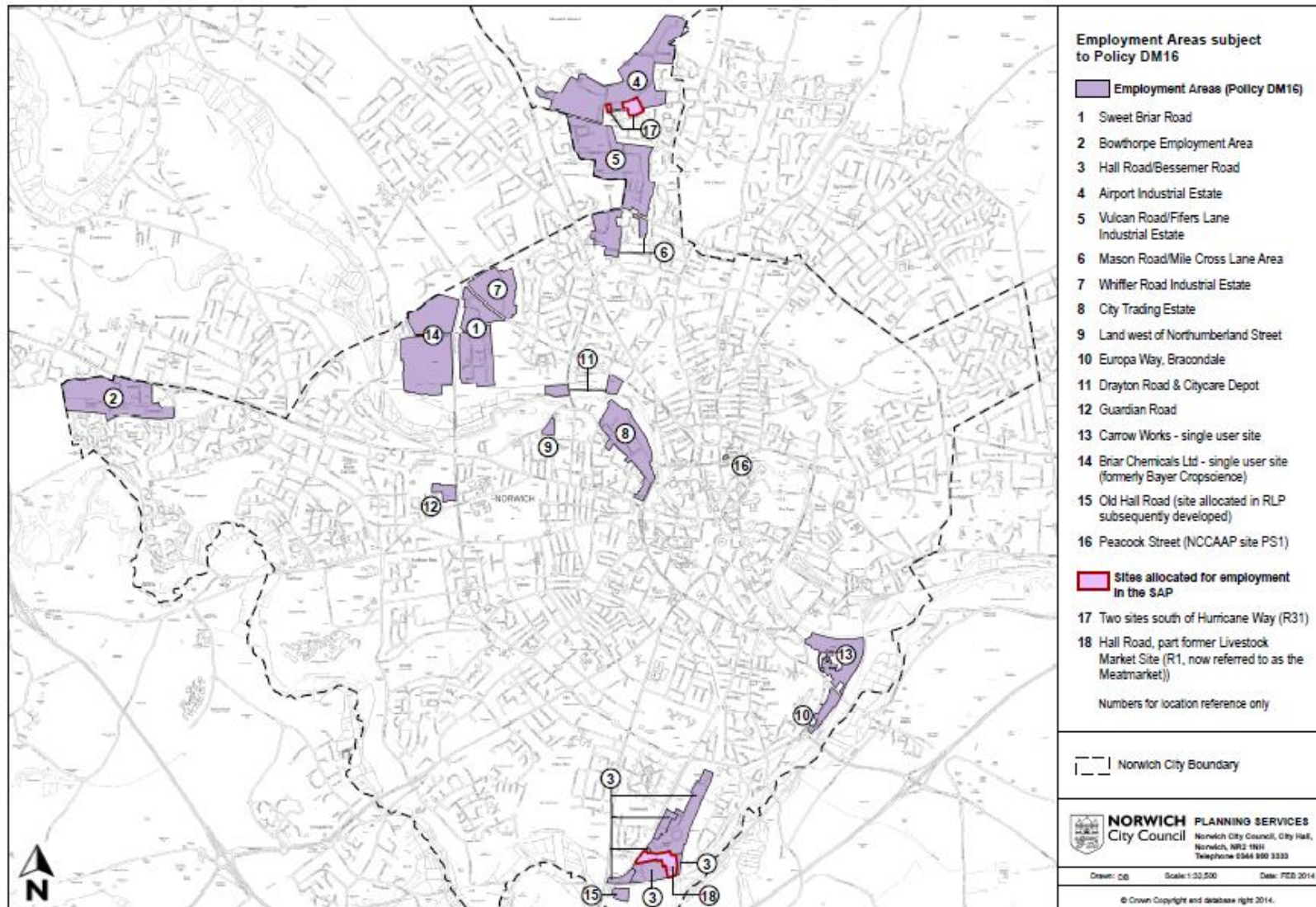


Appendix 6 – Employment areas subject to policy EMP16

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

Scoring system for identifying locally listable buildings

A building requires a score of eight or more to be included on the list. Where a building scores maximum points in any one section, this should be referred to in the description. E.g. the school tower is an important landmark within the local area or the building is by the local architect A.F. Scott.

Townscape	Neutral	0
	Minor significance	1
	Positive Contribution or group value	2
	Important e.g. focal point	3
Architecture	Utilitarian	0
	Typical of period	1
	Good example of period	2
	Association with well-known local architect or unusual design	3
History	Post 1945	0
	1914-1945	1
	1840-1914	2
	Pre 1840	3
Archaeology	No archaeological value	0
	Rare remaining example of feature or features dating from before 1700	4
Community	No importance	0
	Important to local community	2
	Significant event or use	4



Condition	Altered and not reversible	0
(as seen from public areas)	Extensions are significant but principal part of building remains unaltered	1
	Minor alterations or extension that can be reversed without affecting the character of the building	2
	Original Condition	3

NOTES

(1) Townscape Value

Churches and chapels provide the more obvious landmarks which are focal points of the community, however the contribution of other buildings might not be so obvious: for example the location of a shop on the corner of a terrace street might provide a familiar reference point helping to identify a particular area. Buildings that provide a special function within the townscape such as a focal point, landmark or reference point are given three points. Buildings that contribute positively to the townscape, i.e. they contribute something special which helps to define the character of an area, are given two points. Buildings that are 'in keeping' with the character of the area are given one point.

(2) Architectural Value

Buildings are divided into four categories: Some buildings have been designed to be utilitarian i.e. built to perform their function without attempting to be aesthetically pleasing through the adoption of an architectural style or features. These are given zero points. The next category includes buildings that are fairly typical of their period and are given one point. Two points are given to buildings that have attempted to achieve a higher level of aesthetic quality. Lastly three points are awarded to buildings designed by a well-known local or national architect e.g. many Edwardian buildings along Unthank Road are designed by A.F. Scott.

(3) Historic Value

This criterion judges buildings on the same principles as those applied to statutory listed buildings, although more importance is attached to later buildings (this is simply because many pre-1840 buildings are already statutory listed if they are in anything like their original condition). Although there may be post-war buildings of significance which score zero points for historic value, their significance will be identified by scoring maximum points on architectural value, condition and at least one point on townscape value.

(4) Archaeological Value

This criterion allows for the inclusion of pre-1700 buildings that have been much altered and are therefore not statutorily listable, but retain features such as flintwork or mullion windows etc. that may be of archaeological value. This also



includes more recent archaeology, for example wartime installations such as warden posts and bunkers etc.

(5) Community Value

This criterion identifies buildings that may be perceived as valuable to the local community or the city as a whole. Two points are awarded to buildings that may be considered valuable to the local community, such as corner shops, community halls, local pubs etc. Four points are awarded to buildings that have hosted a notable event or had a use that is significant for the city as a whole (e.g. Hillary House on Unthank Road, where Edmund Hillary gave a Christmas Day broadcast to the nation in 1953 following his ascent of Everest).

(6) Condition (as seen from public views)

Due to the nature of the survey it is not generally possible to ascertain how buildings have been altered at the rear. Buildings that have been altered to the extent that the original appearance of the building cannot be brought back e.g. a front lean-to extension to a terrace house, are given zero points. Buildings that have had significant extensions that are visible, such as a garage, but do not adversely affect the appearance of the principal part of the building are given one point. Minor alterations that can easily be reversed (such as windows or chimney stacks) are given two points. Buildings that appear to be in original condition are given three points.

Group Value

Where buildings are considered to be a group, such as a street of terrace houses or semi-detached houses, the group should be considered together (in the same way that statutory listed buildings are sometimes considered for their group value.) An appropriate percentage of the group (for example 80%) should retain the majority of their original features.

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Appendix 8 – Long views and strategic viewpoints



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Appendix 9 – Local plan monitoring framework

This appendix sets out the monitoring framework for the plan through the Annual Monitoring Report (AMR). Should any issues with implementation of these policies become evident through monitoring within 2 years of adoption of this plan then we will action either through seeking new evidence, implementing focussed changes to this plan, or, by commencing work towards implementing a new plan. Currently, an AMR for the Joint Core Strategy is produced annually with GNDP partners, with an appendix for Norwich covering issues specific to the Norwich Local Plan as set out below.

Key:

AM – Annual Monitoring
CGD – City Growth & Development
S106 / CIL officer – Planning obligations officer
DM – Decisions monitoring
EA – Environment Agency

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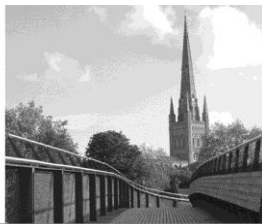


Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM1	Achieving and delivering sustainable development.	ENV1, ENV3, ENV5, ENV6, ENV9. SOC8. EC1, EC3, EC4.			Target inappropriate	Too general to monitor.
DM2	Ensuring satisfactory living and working conditions.	ENV1, ENV3. SOC1, SOC2, SOC4, SOC7. EC4.	Refusals on the grounds of loss of light/outlook; Refusals on grounds of schemes falling below minimum indicative space standards;	DM DM	Target inappropriate No refusals in monitoring year	

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM3	Delivering high quality design.	ENV1, ENV3, ENV4, ENV5, ENV6, ENV9. SOC1, SOC2, SOC4, SOC5, SOC7, SOC8. EC1, EC2, EC3, EC4.	% of schemes meeting relevant Building for Life 12 Criteria	DM	No reds on approved schemes	Commentary
			% dwellings on schemes achieving minimum residential density (40dph)	DM	Target inappropriate	Commentary
			"Green" design features on approved development	DM	Target inappropriate	Commentary
DM4	Providing for renewable and low carbon energy.	ENV6, ENV9.				Monitored under the JCS AMR
DM5	Planning effectively for flood resilience.	ENV6, ENV7, ENV8. EC2.	No. of schemes approved contrary to Environment Agency advice: <ul style="list-style-type: none"> Flood protection; Water Quality 	EA website	No approvals contrary to EA advice	Commentary required for both

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM6	Protecting and enhancing the natural environment.	ENV2, ENV4, ENV5. SOC2, SOC4, SOC7.	<p>Development resulting in a loss or reduction in area of:</p> <ul style="list-style-type: none"> • SSSI; • County Wildlife Sites; • County Geodiversity Sites; <p>Development resulting in a loss or reduction in area within the Yare Valley Character Area</p>	Natural England/ Norfolk Wildlife Trust	<p>No loss for all</p> <p>No loss</p>	
DM7	Trees and development.	ENV4, ENV5. EC2.	<p>No of protected trees/hedgerows lost as a result of development</p> <p>No of new street trees delivered through development</p>	<p>Tree Officer/ DM</p> <p>S106/CIL Officer</p>	<p>Target inappropriate</p> <p>Target inappropriate</p>	<p>Commentary</p> <p>Commentary</p>

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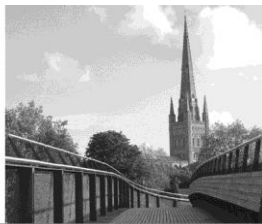
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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM8	Planning effectively for open space and recreation.	ENV9. SOC 1, SOC2, SOC4, SOC7. EC2, EC4.	Development resulting in a net loss of open space (contrary to policy) Areas of new open space and/or playspace delivered through development	DM S106 Officer/ DM	No loss of open space (contrary to policy) No target – year on year change reported	Will require commentary
DM9	Safeguarding Norwich's heritage.	ENV5.	No. of Listed Buildings lost/demolished No. of buildings on Buildings At Risk Register	DM/ English Heritage English Heritage	No listed buildings lost/demolished Reduction from 2012 baseline (32 buildings at risk)	

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM10	Supporting the delivery of communications infrastructure.	ENV5. SOC6, SOC8. EC1, EC2, EC3.	Number of permitted installations/prior approval notifications within; <ul style="list-style-type: none"> • Conservation Areas; • Other protected areas; (where planning permission is required)	DM	Number for both	Commentary
			No. of appeals lost where officer recommendations are overturned	DM/ PINS website	No appeals lost	Commentary

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM11	Protecting against environmental hazards.	ENV1, ENV2, ENV3. SOC1, SOC2, SOC4, SOC7. EC2, EC4.	Number of Hazardous Substance consents Impact of development on air quality indicators: <ul style="list-style-type: none"> • NO₂ • PM10 (µg/m³). 	DM Environ. Health	Target inappropriate Target inappropriate	Commentary Commentary
DM12	Ensuring well-planned housing development.	ENV1, ENV2, ENV3, ENV4, ENV5, ENV8, ENV9. SOC1, SOC2, SOC4, SOC7, SOC8.	Housing Land Supply (5 years plus 5%) Number of homes permitted Number of housing completions	DM Building Control Completion notices	To have a 5yr Housing Land Supply (plus 5%) Number permitted Target inappropriate	Commentary under JCS AMR (Norwich Appendix) Commentary under JCS AMR (Norwich Appendix)

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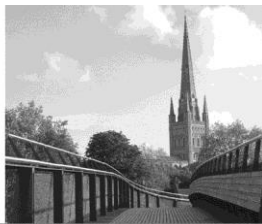
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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM13	Communal development and multiple occupation.	ENV1, ENV3, ENV5. SOC1, SOC4, SOC7, SOC8.	Number of HMO licences issued	Private Sector Housing	Target inappropriate establish baseline (2012/2013)	Commentary on change from baseline
			Institutional development permitted on housing sites (area of land lost)	DM	Target inappropriate	Commentary
			No. of student accommodation bedrooms permitted	DM	Target inappropriate	Commentary
DM14	Meeting the needs of Gypsies, travellers and travelling showpeople.	ENV1, ENV3, ENV4, ENV5. SOC1, SOC4, SOC5, SOC7.	No. of new pitches permitted	DM	No overall loss of pitches	Monitored under the JCS AMR
			Loss of existing pitches			

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM15	Safeguarding the City's housing stock.	SOC4.	No. of dwellings lost to other uses (where planning permission is required)	DM	Target inappropriate	Commentary
			Loss of housing land to other uses (area lost)	DM	Target inappropriate	Commentary
DM16	Employment and business development.	SOC6, SOC8. EC2, EC3.	Use Class B1 (a), (b) and (c) development permitted (sq.m)	DM	Contribute to JCS target (100,000sqm increase by 2026)	To be monitored in conjunction with DM19 (Use Class B1(a) only)
			Employment uses permitted: <ul style="list-style-type: none"> • Within employment areas; • Elsewhere 	DM	Contribute to JCS target for both	

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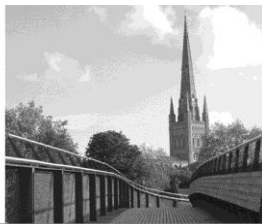
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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM17	Supporting small business.	EC2, EC3.	Loss of B1 use class office space under 1500sqm	DM	No loss	
			New small/medium business space permitted/developed (up to 1,500 sq. m)	DM	Contribute to JCS target	

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM18	Promoting and supporting centres.	ENV1, ENV3, ENV5. SOC7. EC2, EC3.	Development of main town centre uses: <ul style="list-style-type: none"> • Within defined centres; • Elsewhere 	DM	Target inappropriate for both	Commentary for both
			New retail floorspace in; <ul style="list-style-type: none"> • City centre • District Centres • Local centres 	DM	Contribute to JCS target No loss No loss	
			Development approved contrary to gross internal floor space requirement in Appendix 4	DM	Target inappropriate	Commentary
			Improvements to public realm as a result of development.	DM	Target inappropriate	Commentary

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM19	Encouraging and promoting major office growth.	ENV1, ENV3, ENV5. SOC7. EC2, EC3.	<p>Use Class B1(a) Office floorspace permitted;</p> <ul style="list-style-type: none"> • In defined office priority area • In city centre • In Employment areas • Elsewhere <p>Loss of office floorspace (where planning permission is required)</p>	<p>DM</p> <p>DM/ commercial data</p>	<p>Contribute to JCS target for all</p> <p>Target inappropriate</p>	<p>To be monitored in conjunction with DM16 (Use Class B1(a), (b) and (c))</p> <p>Commentary</p>

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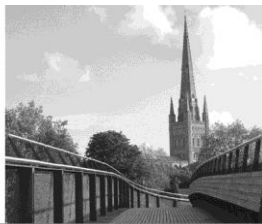


Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM20	Protecting and supporting city centre shopping.	SOC7. EC2, EC3.	Length of measured frontage in A1 retail use in each defined retail frontage (Primary/secondary/ large district)	DM	Year on year change reported	Target to be set 2013/2014
			Zones breaching indicative policy threshold	AM	Year on year change reported	
			% of units within zones breaching indicative policy thresholds (if any) which support the evening economy/vitality and viability (A3)	AM	Establish baseline 2013/2014	

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM21	Protecting and supporting district and local centres.	ENV1, ENV3, ENV5. SOC7. EC2, EC3.	Proportion of A1 retail uses within district centres and local centres.	AM	District Centres (>=60%) Local Centres (>=50%)	Commentary
			Loss of anchor foodstore floorspace	DM	No loss	
			Proportion of community uses/non retail uses within district centres and local centres	DM	Target inappropriate	

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM22	Planning for and safeguarding community facilities.	ENV1, ENV2, ENV3, ENV5, ENV6, ENV9. SOC1, SOC2, SOC3, SOC5, SOC6, SOC7, SOC8. EC1, EC3, EC4.	New community facilities permitted	DM	Year on year change reported	Commentary
			New education and/or training facilities permitted (sq.m)	DM	Year on year change reported	Commentary
			Loss of community facilities (sq.m) and identified Public Houses (no.)	DM	Target inappropriate	Commentary
			Assets of Community Value registrations	Policy	Target inappropriate	Commentary

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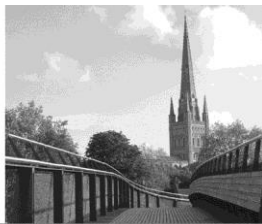
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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM23	Supporting and managing the evening and late night economy.	ENV1, ENV2, ENV3. SOC1, SOC2, SOC5, SOC6, SOC7, SOC8. EC1, EC2, EC4.	<p>Development of new;</p> <ul style="list-style-type: none"> • Evening economy uses; • Leisure uses; <p>Development of new Late Night Uses;</p> <ul style="list-style-type: none"> • Within Late Night Activity Zone • Elsewhere 	DM DM	<p>Contribute to JCS target (3,000sqm by 2016) for both</p> <p>Target inappropriate</p> <p>No late night uses elsewhere</p>	Commentary for both
DM24	Managing the impacts of hot food takeaways.	ENV2, ENV3. SOC2, SOC6, SOC7. EC2, EC4.	<p>Floor space approved (sq. m) for A5 uses;</p> <ul style="list-style-type: none"> • Within District Centres • Within Local Centres <p>No. of refusals on grounds of amenity</p>	DM DM	<p>Year on year change reported for both</p> <p>Target inappropriate</p>	Commentary

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM25	Retail warehousing.	ENV1, ENV3, SOC6, SOC8, EC1, EC3, EC4.	No. of approvals and refusals to vary conditions on; <ul style="list-style-type: none"> Retail warehousing Other retail premises 	DM	Target inappropriate for both	Commentary for both
DM26	Supporting development at the University of East Anglia (UEA).	ENV1, ENV3, ENV4, ENV5, ENV6, ENV7, ENV9, SOC1, SOC2, SOC3, SOC6, SOC7, SOC8, EC1, EC2, EC3, EC4.	Progress on implementation of the masterplan		Target inappropriate	Commentary
DM27	Development at Norwich Airport.	ENV1, ENV3, ENV4, ENV5, ENV9, SOC2, SOC3, SOC6, SOC7, SOC8, EC1, EC2, EC3, EC4.	Progress on implementation of the masterplan Relevant applications		Target inappropriate Target inappropriate	Commentary Commentary

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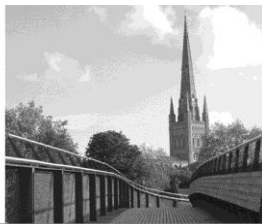


Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM28	Encouraging sustainable travel.	ENV1, ENV3, ENV6. SOC2, SOC7, SOC8. EC1, EC2, EC3, EC4.	Site specific obligations for transport improvements	S106 / CIL officer/ DM	Target inappropriate	Commentary purposes
			Walking and cycling levels at each main cordon	Norfolk County Council	Target inappropriate	Dependent on future monitoring Norfolk County Council
			CIL spending on Reg 123 list	CIL officer/CGD	Target inappropriate	Commentary
			Enhancements to strategic cycle network	CIL officer	Target inappropriate	Commentary
			Progression of introduction of and implementation of Bus Rapid Transit scheme	CIL officer	Target inappropriate	Commentary

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM29	Managing car parking demand in the city centre.	ENV1, ENV5, ENV9. EC2, EC4.	Number of car parking spaces lost/gained	Highways	Year on year change / No increase above 10,000 spaces	
DM30	Access and highway safety.	SOC2, SOC7.	Expansion of 20mph and pedestrian zones	Highways	Target inappropriate	Commentary purposes
DM31	Car parking and servicing.	ENV1. SOC8. EC1, EC2, EC3, EC4.	No. of applications refused on; <ul style="list-style-type: none"> • Car parking grounds • Servicing grounds • Cycle Parking Grounds 	DM	Target inappropriate for all	Commentary for all
DM32	Encouraging car free and low car housing.	ENV1.	No. of approved schemes of; <ul style="list-style-type: none"> • Low Car Housing; • Car Free Housing 	DM	Target inappropriate for both	Commentary for both

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Policy	Title	SA Objective	Indicator	Source	Target	Comments
DM33	Planning obligations and development viability.	ENV1, ENV4, ENV5, ENV6, ENV8, ENV9. SOC1, SOC2, SOC4, SOC5, SOC6, SOC7, SOC8. EC1, EC2, EC3, EC4.	On-site planning obligations (not identified as infrastructure to be delivered through CIL) No. of applications involving Viability Ground of lack of viability; <ul style="list-style-type: none"> • AH provision; • Other S106 contributions; • CIL levy 	S106 officer DM DM	Target Inappropriate Year on year change Target inappropriate	Commentary Commentary Commentary

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Appendix 10 - Glossary of Terms

Accessible: In the case of *Community Facilities* and services (such as healthcare); easy to travel to or use. With reference to buildings or public transport; easy to enter and use by all.

Affordable Housing: *Social Rented, Affordable Rented* and *Intermediate Housing*, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. It should include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Tenure Definitions:

Social Rented Housing:

Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.

Affordable Rented Housing:

Rented housing let by Registered Providers of social housing to households who are eligible for *Social Rented* housing. *Affordable Rent* is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent.

Intermediate Affordable Housing:

Housing at prices and rents above those of *Social Rented*, but below market price or rents, and which meet the criteria set out above. These can include shared equity, other low cost homes for sale and *Intermediate Rent* but does not include *Affordable Rented* housing.

The definition does not exclude homes provided by private sector bodies or provided without grant funding. Where such homes meet the definition above, they may be considered, for planning purposes, as *Affordable Housing*. Those homes that do not meet the definition, for example, 'low cost market' housing, may not be considered, for planning purposes, as *Affordable Housing*.

Air Quality Management Areas: Areas designated by the local authority because they are not likely to achieve national air quality objectives by the relevant deadlines. With regard to

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the *Norwich Policy Area* this encompasses a single area of central Norwich that largely (but not exclusively) follows the Inner Ring Road.

Allocated: Land identified for a specific use in the current *Local Plan*.

Amenity: The desirable features of a place that ought to be protected or enhanced in the public interest. This includes those qualities of life enjoyed by people which can be influenced by the surrounding environment, including privacy, noise nuisance, light pollution, internal space and light.

Ancient Woodland: An area that has been wooded continuously since at least 1600 AD.

Annual Monitoring Report: Regular reports produced across authority boundaries and specific to Norwich and greater Norwich setting out how the *Local Plan* is performing against its objectives and targets and covering progress on the *Duty to Cooperate*.

Aquifer: Underground layer of rock in which water naturally occurs, and from which it can be extracted by means of wells and boreholes.

Archaeological Assessment (desk based): A programme of assessment of the known or potential archaeological resource within a specified area or site. It consists of written, graphic, photographic and electronic information identifying the likely character, extent, quality and worth of the known or potential archaeological resource in its context.

Archaeological Interest: There will be archaeological interest in a *Heritage Asset* if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. *Heritage Assets* with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Area Action Plan (AAP): An individual *local plan* within the *Development Plan* that establishes a set of development proposals and policies for a specific area, and a timetable for their implementation.

Article 4 Direction: A direction which withdraws automatic planning permission granted by the General Permitted Development Order in a defined area.

Asset of Community Value: A building or land identified by a local community as being of importance to their social well-being, and designated as an *Asset of Community Value* by the local authority.

Backland: Area of land surrounded and enclosed by other buildings and having no frontage or direct means of access onto a highway.



Bedspace: The maximum number of full size beds which can be accommodated in the sleeping area of a house

Biodiversity: The different types of plant and animal life found in a particular region/area.

Birds and Habitats Directives: European Directives to conserve natural habitats and wild fauna and flora.

Brownfield Land/ Brownfield Site: Land/site which has been previously developed.

Brown Roofs and Walls: A non seeded *Green Roof* which allows local plant species to populate the roof over time, thus harmonising its appearance with its immediate surroundings.

Built Environment: The man-made surroundings that provide the setting for human activity, ranging in scale from personal shelter to neighbourhoods to the large-scale civic surroundings.

Bulky Goods Retailing: The sale of *Comparison Goods* which are too large to transport on foot (e.g. DIY goods, large white electrical goods, carpets and flat pack furniture) usually purchased from a large single level store.

Bus Rapid Transit (BRT): Bus based public transport service providing more frequent and faster services than an ordinary bus route, achieved by making improvements to existing infrastructure, vehicles, ticketing and scheduling.

Business Use: Land use class covering light industry, offices, research and development. Small and Medium Scale Businesses are classed as businesses with a net floorspace of less than 1,500sqm.

Car Club: Arrangement whereby an organisation (usually non-profit making) maintains a pool of cars or other vehicles available for shared use by its members.

Car Free Housing: Housing development with no parking provision.

Child Bedspace: Any bedroom additional to the first bedroom in a dwelling (up to a maximum of 3) excluding any rooms specifically designed for *Older people* or people with disabilities.

City Centre: The main commercial, retail and leisure area of Norwich as set out on the Policies map (City Centre Inset).

City Region: A term used to describe not just the administrative area of a city but the area surrounding it which is economically, socially and culturally dependant on the city.



Climate Change Adaptation: Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.

Climate Change Mitigation: Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

Commitments: Development proposals which already have planning permission or are *Allocated* in adopted *Development Plans*.

Communications/Telecommunications Infrastructure: The facilities, plant and networks employed to transmit and receive information by electrical or electronic means.

Community Engagement Strategy: An on-going process through which the local authority and communities and/or individuals or other organisations build relationships for the purpose of applying a collective vision for the benefit of a community.

Community Facilities/Uses: Facilities and uses generally available to and used by the local community at large for the purposes of leisure, social interaction, health and well-being or learning. This will include, but not be confined to, community centres, historic and community public houses, premises for indoor sport, leisure and cultural centres, places of worship, doctor's surgeries/ health centres, crèches, playgroups, libraries, schools and other training and educational facilities.

Community Infrastructure Levy: A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area. CIL is levied on a wider range of developments and in accordance with a published tariff or charging schedule. This spreads the cost of funding infrastructure and provides certainty to developer of how much they will have to pay. In addition, the charging authority must produce a Regulation 123 list of the infrastructure projects CIL monies will be spent on.

Community Right to Build Order: A parish council or neighbourhood forum can bring forward development proposals which, providing they meet the minimum criteria and are supported through a referendum, can go ahead without the need of planning permission or consent. Thereafter, an Order is made by the local planning authority on behalf of the local community that grants planning permission for such a site specific development proposal or class of development.

Commuted Payment: Payment made by a developer to the local planning authority (usually secured by means of a *Planning Obligation*) to fund provision of a facility needed to serve a development, but to be built or provided elsewhere or in some way other than by the developer.



Comparison Goods: Household or personal items which are usually purchased after comparing alternative models/types/styles and the price of the item (e.g. clothes, furniture, electrical appliances).

Complementary Uses: Uses within a building or wider area which support each other.

Conservation (for heritage policy): The process of maintaining and managing change to a *Heritage Asset* in a way that sustains and, where appropriate, enhances its significance.

Conservation Area: Area of special *historic and/or architectural interest* which is designated by the Local Planning Authority as being important to conserve and enhance. Special planning controls apply within these areas.

Controlled Parking Zone (CPZ): Zone in which the duration and nature of all parking on the highway is controlled to give priority to parking for residents and local businesses and those visiting them.

Convenience Goods: Items bought for everyday needs, including food and other groceries, newspapers, drink and tobacco and chemist's goods.

Core Strategy: The spatial planning strategy that sets out long-term objectives for planning across the authority area.²

County Geodiversity Sites (CGS): A site designated for its features of interest for *geodiversity* by the Norfolk CGS Group.

County Wildlife Site: Wildlife habitat identified and designated as being of particular local interest of importance by Norfolk County Council and the Norfolk Wildlife Trust.

Critical Drainage Catchments: Areas in which development is likely to contribute to an elevated risk of *surface water flooding* in the most flood vulnerable areas within those catchments. The areas at the greatest risk of flooding (previously referred to as *Critical Drainage Areas*) are identified in the Norwich Urban Area Surface Water Management Plan.

Decentralised and Renewable or Low-carbon Energy Sources: Sources of energy that are renewable or low-carbon (or a combination of these) and locally based (on-site or near-site, but not remote off-site), usually on a relatively small-scale. Decentralised energy is a broad term used to denote a diverse range of technologies, including micro-renewables, which can locally serve an individual building, development or wider community and includes heating and cooling energy.

² Norwich is a member of the Greater Norwich Growth Board (successor to the Greater Norwich Development Partnership) under which there is a Joint Core Strategy for the Broadland, Norwich and South Norfolk authority areas.



Density (Housing development): A measure of the average concentration of housing within a given area (normally expressed as *n* dwellings per hectare). *Net density* is a more refined measure of the actual area developed for housing purposes and excludes open space, major distributor roads, landscaped strips and primary school sites from the calculation of the developed area.

Development: Defined in planning law as ‘the carrying out of building, engineering, mining or other operations in, on, over, or under land, or the making of a material change of use of any building or land’.

Development Brief: A document describing and leading the form and layout of development in a prescribed area.

Development Plan: The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the *development plan documents* (local plans) adopted under the Planning and Compulsory Purchase Act 2004. Current *core strategies* or other planning policies, which under the regulations would be considered to be local plans, form part of the development plan. The term includes old policies which have been saved under the 2004 Act. Previously referred to as the *Local Development Framework*. The development plan includes adopted *Local Plans* and *Neighbourhood Plans* and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

Development Plan Document: see *Local Plan*

District Centre: A group of shops containing one supermarket and other services and providing for a catchment area extending beyond the immediate locality.

Duty to Cooperate: Section 110 of the Localism Act sets out the ‘duty to cooperate’. This duty relates to *Sustainable Development* or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council. It requires that councils set out planning policies to address such issues and that they engage constructively, actively and on an ongoing basis to develop strategic policies and adopt joint approaches to plan making. Paragraph 156 of the NPPF sets out the strategic issues where cooperation might be appropriate.

Economic Development: Development, including those within the B Use Classes, public and *Community Uses* and main town centre uses (but excluding housing development).

Ecological Networks: These link sites of biodiversity importance. See Green Infrastructure.

Edge of Centre: For retail purposes, a location that is well connected and up to 300 metres of the *primary shopping area*. For all other *main town centre uses*, a location within 300



metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of *edge of centre*, account should be taken of local circumstances.

Employment Use: Use primarily for industrial, warehousing, office or other business uses falling within classes b1, b2 and b8 of the use classes order.

Environmental Impact Assessment: A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment and as required by the Environmental Impact Assessment Directive 2011.

Environmental Statement: Written statement, submitted with certain kinds of planning application, which set out the anticipated effects of the proposed development. Such statements deal with the full environment effects of major development proposals and include any mitigation measures needed under the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

European Site: A site which is recognised under European Legislation as having significance because of its wildlife interest. This includes *Special Areas of Conservation*, *Sites of Community Importance*, *Special Areas of Conservation* and *Special Protection Areas*, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.

Evening Economy Uses: Defined as café s and restaurants falling within the present A3 class of the Town & Country Planning (Use Class) Order 1995 (as amended), and A4 drinking establishments which do not routinely operate past 12(midnight) but which operate beyond normal trading hours of the retail areas. Each premise will be assessed on a case-by-case basis as to whether it falls within this category or that of a *Hospitality or Late Night Use* (see below).

Flood Areas: (As defined by the Environment Agency)

- **Flood Zone 2:** comprises land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% – 0.1%) or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding (0.5% – 0.1%) in any year.
- **Flood Zone 3a:** comprises land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%) or a 1 in 200 or greater annual probability of sea flooding (>0.5%) in any year.
- **Functional flood plain (3b):** defined as land where water has to flow or be stored in times of flood
- Any other land is classed as Flood Zone 1; land at no appreciable risk of flooding from rivers or tidal flooding.



Flood Types:

- **River Flooding:** River flooding happens when a river or stream cannot cope with the water draining into it from the surrounding land - for example, when heavy rain falls on the ground that is already waterlogged.
- **Surface water flooding:** This occurs when rainwater does not drain away through the normal drainage systems or soak into the ground, but lies on or flows over the ground instead.
- **Sewer flooding:** This occurs when sewers are overwhelmed by heavy rainfall or when they become blocked.
- **Groundwater flooding:** This occurs when levels of water in the ground rise above the surface. It can affect property and structures above and below the ground.

Flood Risk Assessment (FRA): A document to consider the principles of the sustainable drainage of surface water, for use where works may affect watercourses or flood defences, or, for use where a *Critical Drainage Area* has been identified by the Environment Agency, or where the Local Planning Authority (LPA) has identified that a drainage problem exists on which they would like assurance from the developer that flood risk has been addressed. A FRA is required to ensure flood risk to the proposed development is considered, as well as the impact the development will have elsewhere on people and property. The scale, nature and location of the proposed development will inform the scope of the FRA required.

Gateway: One of a number of key locations situated at, and marking the entrance to, the Norwich built up area or to Norwich city centre.

Geodiversity: The variety of rocks, minerals, fossils, soils and landforms.

Greenfield Land (or site): Land which has not previously been built on. This includes residential garden land.

Green Infrastructure: Green spaces and interconnecting green corridors in urban areas, the countryside in and around towns and rural settlements, and in the wider countryside. It includes natural green spaces colonised by plants and animals and dominated by natural processes and man-made managed green spaces such as areas used for outdoor sport and recreation including public and private open space, allotments, urban parks and designed historic landscapes as well as their many interconnections like footpaths, cycleways, green corridors and waterways.

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

Green Roof and Walls: A green roof/wall is a roof/wall is partially or completely covered with vegetation and a growing medium, planted over a waterproofing membrane. It may also include additional layers such as a root barrier and drainage and irrigation systems.



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

Habitats Regulation Assessment: Analysis of the impact of plans and strategies on areas of designated European environmental importance such as *Special Protection Areas*, *Special Areas of Conservation* and *Ramsar sites*.

Health and Safety Executive Areas: Sites and installations which have quantities of hazardous substances present on-site and as designated as a notable hazard by the HSE.

Health Impact Assessment: An assessment to judge whether development proposals may have an impact on health or health inequality in terms of its effects on health and social care services, or wider lifestyle related considerations or factors such as crime, social cohesion, movement or air pollution, for example.

Heritage Asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its *Heritage Interest*. *Heritage Asset* includes designated heritage assets and assets identified by the local planning authority (including *Local Listing*).

They include:

- **Designated Heritage Asset:** A World Heritage Site, *Scheduled Monument*, *Listed Building*, Protected Wreck Site, Registered Park or Garden, Registered Battlefield or *Conservation Area* designated under the relevant legislation.
- **Locally Identified Heritage Asset:** A building or structure which has been identified by the City Council as having some historic or architectural merit as a Locally Listed Building but which is not of sufficient quality to be included in the statutory List.
- **Undesignated Heritage Asset:** A Heritage Asset not previously identified or designated, but identified during the pre-application process, planning application process or during development and subject to the same criteria as a Heritage Asset (see above) as being a building, monument, sites, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.

See also *Conservation Area*, *Listed Building*, *Setting of a heritage asset*.

Heritage Interpretation: A means of disseminating information on the historic environment to the general public, frequently in the form of interpretation boards and/or site open days and tours.

High Quality Office Space: Grade A (new or recently refurbished, in prime accessible locations) or Grade B (good standard with adequate facilities and accessibility) Office development

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

Historic Environment Record: Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

Hospitality Establishments: Uses offering food and/or drink to customers for consumption on the premises. Including, but not exclusive to, café s and restaurants falling within the present A3 class of the Use Classes Order, and A4 drinking establishments which do not routinely operate past 12(midnight). Each premise will be assessed on a case-by-case basis as to whether it falls within this category or that of a *Late Night Use*.

House of Multiple Occupation: The 1985 Housing Act definition of “House in Multiple Occupation” was a “house which is occupied by persons who do not form a single household”: Use Class C4 under the present Use Classes Order (if between 3 and 6 people), or Sui Generis if 7 people or more.

Inclusive Design: Designing the built environment, including buildings and their surrounding spaces, to ensure that they can be accessed and used by everyone.

Index of Multiple Deprivation: A ward-level index made up from six indicators (income; employment; health deprivation and disability; education; skills and training; housing; and geographical access to services) to enable comparison of relative levels of deprivation.

Infill Development: Small-scale development filling a gap within an otherwise built up area.

Infrastructure: The network of services to which it is usual for most buildings or activities to be connected. It includes physical services serving the particular development (e.g. gas, electricity and water supply; telephones, sewerage) and also includes networks of roads, public transport routes, footpaths etc. as well as community facilities and green infrastructure.

International, national and locally designated sites of importance for biodiversity: All international sites (*Special Areas of Conservation, Special Protection Areas, and Ramsar sites*), national sites (*Sites of Special Scientific Interest*) and locally designated sites including Local Wildlife Sites.

Landmark Building: A building or structure that stands out from its background by virtue of height, size or some other aspect of design.

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Large District Centre: A group of shops, containing at least one supermarket or superstore and other services, providing for a catchment extending beyond the immediate locality.

Late Night Activity Zone: The area defined on the Policies map predominantly, but not exclusively, the location for *Late Night Uses*.

Late Night Uses: Nightclubs, *Sex Encounter Venues* and drinking establishments (Use Class A4 of the present Use Classes Order) which routinely open beyond 12(midnight). Each premise will be assessed on a case-by-case basis as to whether it falls within this category or that of a *Hospitality use*.

Leisure Uses: D2 class uses in the present Use Classes Order focused on either active indoor sport (e.g. gymnasiums and health clubs), or passive public entertainment (e.g. cinemas, concert halls). This category also includes theatres (*Sui Generis*).

Life Sciences: Any of several branches of science, such as biology, medicine, anthropology, or ecology, that deals with living organisms and their organisation, life processes, and relationships to each other and their environment.

Listed Building: A building or structure of special *historical and/or architectural interest* considered worthy of special protection and included and described in the statutory List of such buildings published by English Heritage.

Local Area Agreement (LAA): A three year contract between the Local Authority, Local Strategic Partnership and Central Government to deliver priorities in its *Sustainable Community Strategy*.

Local Centre: A small group or parade of shops providing a range of everyday shops and services to the local community.

Local Development Framework (LDF): The Local Development Framework (LDF) is the term used to describe the set of documents which include all of the planning authority's local development documents. This phrase is being phased out and replaced by *Local Plan*.

Local Development Order: An Order made by a local planning authority (under the Town and Country Planning Act 1990 (as amended)) that automatically grants planning permission for a specific development proposal or classes of development which would otherwise require an application for permission.

Local Development Scheme: The programme and timetable for preparing the documents making up the *Local Plan*.

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Local Enterprise Partnership: A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local Nature Partnership: A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.

Local Plans (known legally as *Development Plan Documents*): Locally prepared document(s) on a specific topic which form part of the *Development Plan* and which are subject to independent examination before adoption.

Local Planning Authority: The public authority whose duty it is to carry out specific planning functions for a particular area. Locally these are the District Councils, the Broads Authority and Norfolk County Council.

Local Transport Plan: A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

Low Car Housing: Development where provision of car parking is less than one space per dwelling.

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

Material Considerations: Factors which will be taken into account when reaching a decision on a planning application or appeal. Under Section 38 of the Planning and Compulsory Purchase Act 2004, decisions on planning applications 'must be made in accordance with the [development] plan unless other material considerations indicate otherwise'. Material considerations include issues regarding traffic, wildlife, economic impacts and the historical interest of the area (this list is not exhaustive). Issues such as the loss of a view or the impact on property values are not material to planning decisions.

Mineral Safeguarding Area: An area designated by a Minerals Planning Authority (Norfolk County Council) which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.



Moorings:

- **Residential:** Moorings where it is permitted to live aboard the moored vessel. These are often leased on a long-term basis from an organisation, for example, a local council or marina.
- **Private:** Moorings in private ownership but where it is not permitted to live aboard the vessel moored.
- **Public:** Moorings available for the public to use but where it is not permitted to live aboard the vessel moored.

National Cycle Route: A network of national, regional and local cycle routes which are mapped. These include scenic traffic-free paths, quiet roads and lanes, signed on-road routes, and themed long-distance routes.

Nature Improvement Areas: Inter-connected networks of wildlife habitats intended to re-establish thriving wildlife populations and help species respond to the challenges of climate change. See also *Green Infrastructure* and *Biodiversity*.

Neighbourhood Development Order: An Order made by a local planning authority through which Parish Councils and neighbourhood forums can grant planning permission for a specific development proposal or classes of development.

Neighbourhood Forum: Community groups designated to take forward neighbourhood planning in areas without parish councils.

Neighbourhood Plans: A plan prepared by a Parish Council or *Neighbourhood Forum* for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Noise Impact Assessment: A process which identifies and evaluates the key noise impacts of a development, or from an existing adjacent or nearby development, for the purposes of informing the planning decision process.

Norwich Area Transportation Strategy (NATS): Statement of strategic transportation policy for Norwich and surrounding area, most recently adopted in 2004.

Norwich Policy Area (NPA): Part of the county (defined for planning purposes in the Joint Core Strategy) which is centred on and strongly influenced by the presence of Norwich as a centre for employment, shopping and entertainment, generally comprising the fringe and first ring of large villages around the city of Norwich, but extending to Long Stratton and Wymondham.

Office Floorspace:

- a. Small and Medium-scale: Premises for small and medium scale businesses means premises which provide a net floorspace of less than 1,500sqm.



- b. Large-scale: Premises for large-scale businesses means premises which provide a net floorspace of more than 1,500sqm.

Older people: People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

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

- parks and gardens;
- natural and semi-natural urban green space;
- open space corridors;
- informal amenity open space (including civic space and cemeteries and churchyards);
- formal outdoor recreation;
- provision for children and young people;
- allotments;
- indoor facilities;
- accessible countryside in the urban fringe.

Original Building: A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.

Out of Centre: A location which is not in or on the edge of a defined centre but not necessarily outside the urban area.

Out of Town: A location out of centre that is outside the existing urban area.

People with disabilities: People have a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities and results in specific needs for housing and/or access to services and facilities, which this plan should help to deliver.

Permitted Development: Certain types of minor changes to houses or businesses can be made without needing to apply for planning permission. These changes can be made under "**permitted development rights**". They derive from a general planning permission granted not by the local authority but by Parliament. The permitted development rights which apply to many common projects for houses do not apply to flats, maisonettes or other buildings.

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



Playing Field: The whole of a site which encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure) (England) Order 2010.

Policies Map: A map illustrating the policies of the *Local Plan* and the individual allocated sites subject to detailed proposals.

Pollution: Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

Previously Developed Land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by waste disposal by landfill purposes; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time. See also *Brownfield Land/Brownfield Site*.

Primary Frontage Zone: An area within the Primary Retail Area defining a specific frontage/group of units.

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

Primary and Secondary Frontages (defined): Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

Prioritisation Framework: Criteria providing a framework (for use by Officers and Planning Applications Committee when determining individual planning applications) for ranking requirements for developer contributions which may be covered by planning conditions, s.106 agreements or planning obligations.

Priority habitats and species: Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.



Protected Species: Any species which, because of its rarity or threatened status is protected by statutory legislation (The Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats etc.) Regulations 1994). With regard to Norwich this includes, but is not exclusive to, Bats, reptiles (including grass snakes, common lizards and slow worms), Water Voles, Otters and Badgers.

Public Rights of Way: Public footpath and bridleways as defined in the Countryside and Rights of Way Act 2000. The phrase 'rights of way' include the above and permissive routes where there is no legal right of way but access is permitted by the landowner.

Ramsar sites: Wetlands of international importance, designated under the 1971 Ramsar Convention.

Renewable and low carbon energy: Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

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

Section 106 Agreements: Legal agreements entered into under Section 106 of the Town and Country Planning Act 1990 (as amended) between a planning authority and a developer, or undertakings offered unilaterally by a developer to ensure that specific works are carried out, payments made or other actions undertaken which would otherwise be outside the scope of the planning permission. Also referred to as Planning Obligations. Section 106 agreements differ to CIL in that whilst they secure monies to be paid to fund infrastructure to support new developments, the agreements are negotiable and not all new development is subject to such agreements.

Safeguarding Zone: An area defined in Circular 01/03 safeguarding uses such as aerodromes.

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

Setting of a Heritage Asset: The surroundings in which a *Heritage Asset* is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance.



Sexual Entertainment Venue: Any premises at which relevant entertainment (relevant entertainment being any live performance or live display of nudity which is of such a nature that, ignoring financial gain, it must reasonably be assumed to be provided solely or principally for the purpose of sexually stimulating any member of an audience) is provided before a live audience for the financial gain of the organiser or the entertainer.

Shared Surface: Streets where people and vehicles share the road space safely and on equal terms with quality of life taking precedence over ease of traffic movement.

Significance (for heritage policy): The value of a *Heritage Asset* to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a *Heritage Asset's* physical presence, but also from its *setting*.

Site Allocation Plan: A *local plan* used to identify sites to accommodate the range of land uses necessary to implement the objectives of a *Core Strategy*.

Site of Special Scientific Interest (SSSI): Site or area designated as being of national importance because of its wildlife, plants or flower species and/or unusual or typical geological features. SSSIs are identified by Natural England and have protected status under the Wildlife and Countryside Act 1981.

Special Area of Conservation (SAC): Areas defined in the European Union's Habitats Directive (92/43/EEC), also known as the Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora. They are defined to protect the 220 habitats and approximately 1,000 species listed in Annex I and II of the directive which are considered to be of European interest following criteria given in the Directive.

Special Protection Areas (SPAs): Protected sites classified in accordance with Article 4 of the EC Birds Directive (1979). They are classified for rare and vulnerable birds (as listed in Annex I of the Directive), and for regularly occurring migratory species.

Site Investigation Information: Includes a risk assessment of land potentially affected by contamination, or ground stability and slope stability reports, as appropriate. All investigations of land potentially affected by contamination should be carried out in accordance with established procedures (such as BS10175 (2001) Code of Practice for the Investigation of Potentially Contaminated Sites). The minimum information that should be provided by an applicant is the report of a desk study and site reconnaissance.

Statement of Community Involvement: Statement setting out how the local planning authority will involve local people in planning and plan making.



Strategic Cycle Network: a core network of cycle routes that extend throughout the urban area and beyond to settlements within cycle commuting distance of the city.

Strategic Environmental Assessment: A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal *Environmental Impact Assessment* of certain plans and programmes which are likely to have significant effects on the environment.

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

Supplementary Planning Document (SPD): Guidance published by the local planning authorities to provide further detailed information on how local plan policies are to be applied or interpreted in order to bring forward sustainable development. SPD may be prepared jointly, particularly where a consistent policy approach is required over an area covered by more than one local planning authority. SPD may be concerned with a particular issue, or it may give more detailed guidance of the development of a specific site, covering a whole range of issues. The latter is frequently referred to as a development brief.

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

Sustainable Community Strategy: Sets out the vision for the area and coordinates and drives the delivery of local services through a Local Strategic Partnership (LSP) (a group of members of the public private and voluntary sectors). Now largely defunct but there are still legislative requirements to implement its aims.

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

- social progress which recognises the needs of everybody;
- effective protection of the environment;
- prudent use of natural resources;
- the maintenance of high and stable levels of economic growth and employment.

The NPPF contains a 'presumption in favour of sustainable development' requiring plan making to positively seek opportunities to meet the development needs of the area with sufficient flexibility to adapt to rapid change and approve development proposals that accord with the development plan unless material considerations indicate otherwise.

Sustainable Drainage System: Efficient drainage system which seeks to minimise wastage of water, including the use of appropriate groundcover to enable maximum penetration of clean water run-off into the ground and, where appropriate, recycling grey water within the



development. Designed to minimise the impact of development on the natural water environment.

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

Topic papers: Background documents which provide evidence and explanatory material to support and justify the *Local Plan* policies.

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

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

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

Travel Information Plan: A document which includes the practical actions to promote sustainable travel, the content of which can then be used on a website or information board to help staff and visitors make informed travel choices, and so reduce dependence on the car.

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

Trees:

Aged Tree: Trees that have reached the mature/over-mature phase of their lifespan for their particular species but are not yet old enough to be termed ancient.

Ancient Tree: Trees of interest biologically, aesthetically or culturally because of their great age; Trees in the ancient or third and final stage of their life, and; Trees that are the old relative to others of the same species.



Notable Tree: Trees of local importance or of personal significance to an individual or group are called 'notable trees'. This includes specimen trees, memorial trees or those considered to be potential, next generation veteran trees.

Veteran Tree: trees that, by recognized criteria, show features of biological, cultural or aesthetic value that are characteristic of, but not exclusive to, individuals surviving beyond the typical age range for the species concerned. *NOTE: These characteristics might typically include a large girth, signs of crown retrenchment and hollowing of the stem.*

Urban Heat Island: Effect that can lead to a built-up area being significantly warmer than the countryside surrounding it. The main cause of the urban heat island is modification of the land surface by urban development.

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

Viability Assessment: An objective financial viability test of the ability of a development project to meet its costs including the cost of planning obligations/CIL, while ensuring an appropriate site value for the landowner and a market risk adjusted return to the developer in delivering that project.

Wildlife corridor: Areas of habitat connecting wildlife populations.

Windfall site: Site where planning permission for housing development is granted during the plan period but which is not identified in the plan for housing development.