Broads Authority

19 March 2021
Agenda item number 12

Norfolk Strategic Planning Framework – for endorsement

Report by Planning Policy Officer

Purpose

The Norfolk Strategic Planning Framework (NSPF) document agreements relating to cross boundary, strategic planning matters. The third version of the NSPF has been produced and is presented for members' endorsement.

Broads Plan context

Action 8.1 in the Broads Plan is to update and adopt Broads spatial planning policies and site-specific allocations to support local business, housing need, community facilities and transport choices, and to ensure development occurs within environmental limits.

Recommended decision

To endorse the Norfolk Strategic Planning Framework (version 3).

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1. Introduction

1.1. The Norfolk Strategic Planning Framework (NSPF) has been produced by all the Local Planning Authorities (LPAs) in Norfolk, with the involvement of other relevant bodies such as the Environment Agency. The NSPF sets out guidelines for strategic planning matters across the county and beyond, and demonstrates how the LPAs will work together under the Duty to Co-operate, through a series of agreements on planning related topics. The Framework has been put together by officers from the Norfolk LPAs,

under the oversight of a member level group comprising representatives from all the authorities.

1.2. Although the Framework is not a statutory planning document, not having been through the full process required to achieve such status, it sets out the strategic matters to consider in the production of Local Plans by the constituent Norfolk LPAs.

1.3. The Framework sets out a proposed Spatial Vision and shared objectives for the Norfolk LPAs, having regard to the main spatial planning issues of population growth, housing, economy, infrastructure and environment. There are a number of "agreements" which explain how the LPAs will seek to deal with the matters through their spatial planning role. These agreements are set out in bold in the document, so are easy to identify. While the Framework is not an adopted planning document in its own right, it can be seen as a guide for future planning work.

1.4. The NSPF will be reviewed regularly, as the Duty to Co-operate requires authorities to work together in 'an ongoing and meaningful way' and Statements of Common Ground must 'reflect the most up to date position in terms of joint working across the area'.

1.5. As the Local Plan for the Broads starts to be reviewed, the findings of the joint work and the agreements will inform the new Local Plan.

1.6. Finally, while the NSPF covers Norfolk, part of the Broads is in Suffolk. The Authority works closely and meets quarterly with East Suffolk Council and Suffolk County Council (and with Great Yarmouth Borough Council). A Statement of Common Ground with the relevant Suffolk-based authorities will be produced to support the new Local Plan.

2. NSPF Member Forum

2.1. The NSPF Member Forum comprises Leaders or Planning Portfolio holders of all LPAs in Norfolk. They meet quarterly and oversee the production of the NSPF. They are not a decision-making body; any decisions need to be made/ratified by each individual LPA.

2.2. At the January 2021 NSPF Member Forum meeting, the NSPF was generally supported. There were some comments on the Older Persons' Accommodation report and the Green Infrastructure and Recreation Avoidance Mitigation Strategy (GI RAMS), and these are discussed later. However, generally the approach of these reports was endorsed as were the related agreements in the NSPF.

2.3. The NSPF Member Forum endorsed the NSPF version 3 and recommend that the individual Local Planning Authorities also endorse it.

2.4. It should be noted that since the Member Forum meeting there have been some minor amendments to the NSPF in relation to GI RAMS work and reference to the Marine Management Organisation (MMO) - see Appendix 4. However, these are considered *de minimis* and do not affect the overall NSPF significantly. It is considered the NSPF version 3 can still be endorsed by individual LPAs.

3. Version 3 of the NSPF

3.1. As well as a general update to the NSPF, this third version also addresses some important issues. The updated NSPF is at Appendix 1.

3.2. The following issues are included in the NSPF, and the corresponding supporting information will also be published alongside the NSPF.

3.3. **Shared objectives/guidance for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk.**
See Appendix 2. The Norfolk Strategic Planning Member Forum set up an officer group with the support of Mobile UK, to explore how to improve 4G and 5G infrastructure roll-out in Norfolk. This group produced the shared objectives/guidance at Appendix 2. This sets out what operators and Norfolk's local authorities need to do to improve digital connectivity.

3.4. **Climate change and the planning system summary document and supporting documents on each subject area**.
See Appendix 3. The Climate Change group was set up in late Summer 2019, and it has reviewed information in relation to climate change, with a specific focus on the role and impact on Local Plans and the planning system generally. It has also explored some of the emerging policy work around climate change and background information, such as the Report from the Committee on Climate Change that helped inform the Government's changes to the Climate Change Act 2008, and the adoption of the 2050 net zero target. The group identified the key areas of influence for planning and recommendations to be taken forward across the county. The areas explored include water, energy usage, electric vehicles, community-led heating schemes, movement, location of development, point sources, parking and design standards.

3.5. **Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy (GI RAMS).**
Place Services were commissioned earlier in 2019 to produce a county-wide Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy.

3.6. The GI RAMS work includes:

- A review of the strategically significant opportunities for the provision of new and/or enhanced Green Infrastructure in the county.
- Understanding of the current management measures for visitors to the sites designated as of European interest for conservation and evidence for recreational disturbance, including any disturbance 'hotspots' or particular concerns with locations proposed for housing growth.
- Developing the mitigation necessary to avoid significant adverse effects from 'in-combination' impacts from residential development, and identify a detailed programme of strategic mitigation measures, which will be recommended to be funded by developer contributions from residential development schemes.

3.7. It is important to note that:

a. Evidence indicates that all dwellings in Norfolk are likely to result in a significant effect on protected sites, through recreation disturbance.

b. To mitigate the impact, there is potentially the need for a tariff charged per dwelling that could be collected and spent county-wide. This tariff is calculated to be just under £200 per dwelling.

c. There will be a next phase of work that looks into implementation and delivery of the report.

3.8. The tariff was discussed at the Member Forum meeting in January. While there was support for the idea of a tariff, there were concerns and queries as follows.

a. What is the justification for one zone of influence?

b. Why is the tariff to be paid on employing people rather than infrastructure?

c. How will paying into a county-wide pot work? What about development in one part of the county that is quite removed from a protected site elsewhere in the county?

3.9. A further meeting of the Norfolk NSPF Member Forum, to discuss the GI RAMS report in more details, was set up for 8 March 2021 (after the March meeting of the Broads Authority's Planning Committee. The answers to these queries and the results of the discussion of the meeting on 8 March will be reported verbally at the Broads Authority meeting. It is important to note the following points:

(1) The report is being finalised, in particular in relation to what the funding would be spent on (the strategy) following the comments made at the NPSF Member Forum in January.

(2) The final report will be presented to the Planning Committee.

(3) The emerging report findings relating to the need for a tariff and the scale of the tariff (of around £205) were generally supported at the January NSPF Member Forum, and the wording in the NSPF is deemed adequate yet flexible enough to enable the delivery of the GI RAMS work when finalised.

3.10. **Older Persons Accommodation and Support Needs Study**
The 'Three Dragons' consultancy has been commissioned to complete an Older Persons Accommodation and Support Needs Study (see Appendix 6). The study is being finalised and will be presented to the Planning Committee. The report is evidence based, and the need to ensure we consider the needs of older people is reflected in the NSPF.

4. Planning Committee feedback

4.1. The NSPF version 3 was discussed by the Planning Committee on 5 March. Members' comments will be reported verbally at today's meeting.

5. Financial implications

5.1. The Broads Authority contributes £5,000 a year towards the NSPF and joint working in Norfolk.

5.2. The RAMS tariff will mean that developers have to pay around £200 per dwelling, but this is cheaper than providing their own bespoke mitigation for their scheme.

Author: Natalie Beal

Date of report: 10 February 2021

Appendix 1 – NSPF version 3

Appendix 2 - Shared objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk

Appendix 3 - Climate change and the planning system summary document and supporting documents on each subject area

Appendix 4 – Changes to NSPF version 3 since the January 2021 Member Forum

Norfolk Strategic Planning Framework

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

January 2021

Signatories

- Breckland District Council
- Broadland District Council
- Broads Authority
- Great Yarmouth Borough Council
- Borough Council of King's Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Natural England
- Environment Agency
- Anglian Water
- Marine Management Organisation
- New Anglia Local Enterprise Partnership
- Active Norfolk
- Water Resources East

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- Broads Authority
- Great Yarmouth Borough Council
- Borough Council of King's Lynn and West Norfolk
- North Norfolk District Council
- Norwich City Council
- South Norfolk Council
- Norfolk County Council
- Suffolk County Council
- Babergh & Mid Suffolk District Councils
- East Suffolk Council
- West Suffolk Council
- Fenland District Council
- East Cambridgeshire District Council
- South Holland District Council
- Natural England
- Environment Agency
- Wild Anglia
- Anglian Water
- New Anglia Local Enterprise Partnership
- UK Power Networks
- Cambridgeshire and Peterborough Combined Authority
- Norfolk and Waveney CCG
- NHS Sustainability and Transformation Partnership Estates for Norfolk and Waveney
- Mobile UK

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Summary of Formal Agreements within the Statement of Common Ground

Please Note: 'Norfolk Planning authorities' and 'Norfolk Authorities' refers to the 7 district authorities that make up Norfolk (see section 1.4), the Broads Authority and Norfolk County Council.

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

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

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

- **To realise the economic potential of Norfolk and its people***
- **To reduce Norfolk's greenhouse gas emissions and improving air quality as well as reducing the impact from, exposure to, and effects of climate change***
- **To address housing needs in Norfolk***
- **To improve the quality of life and health for all the population of Norfolk***
- **To improve and conserve Norfolk's rich and biodiverse environment***

***Full details of each objective are in section 2 of this document**

Agreement 4 –To produce and maintain an assessment of housing needs covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

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

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

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

Agreement 8 – Norfolk Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan

Agreement 9 - The list of locations in section 5 are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

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Agreement 10 - The recently adopted and emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

Agreement 11 - When determining their respective Local Plan housing targets each Norfolk Authority, working together where desirable, will aim to deliver at least the local housing need as identified in the most up to date evidence (Table 9). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad's landscape and special qualities.

Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

Agreement 14 – Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of homes within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

Agreement 15 - The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

Agreement 16 – All Norfolk Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

Agreement 17 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

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

Agreement 18 - Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol Between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

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Agreement 19 - Norfolk Planning Authorities agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, the Authorities agree to give consideration to the approaches in the NSPF Climate Change research Paper of this report when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Norfolk Planning Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Agreement 20 - Norfolk Planning Authorities agree to work together to investigate the production of a county wide climate change best practice guide/design guide and produce a brief for this work. This work will help facilitate climate change and healthy living initiatives across the county by providing high level principles.

Agreement 21– Norfolk Authorities have agreed to become members of WRE, and to work collaboratively with its other members in the development of the Norfolk Water Strategy to ensure the project delivers the best outcomes for the county. Norfolk Authorities will also work collaboratively as part of WRE to enable the successful co-creation of WRE's wider Regional Plan.

Agreement 22 – Norfolk is identified as an area of serious water stress, the Norfolk Planning Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

Agreement 23 – The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure. LPAs will produce Habitat Regulation Assessments, as required, that will also consider impact of development on sensitive sites.

Agreement 24 - To support the high speed broadband provision in emerging Local Plans Norfolk Planning Authorities will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and consider the promotion of Fibre to the Premises (FTTP) to smaller sites. Norfolk Planning Authorities will consider policies to require all residential developments over 10 dwellings and all employment developments to enable FTTP and strongly encourage FTTP on smaller sites.

Agreement 25 - To maximise the speed of rollout of 5G telecommunications to Norfolk, Norfolk Planning Authorities will continue to engage with Mobile Network Operators and Mobile UK on their 5G rollout plans for Norfolk. When reviewing Local Plans and updating relevant policies, Local Planning Authorities agree to have regard to the shared objectives for extending 4G coverage and the rollout of 5G infrastructure in Norfolk produced by the technical group, taking into account material planning considerations.

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Agreement 26: Norfolk Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

Agreement 27 - Norfolk Planning Authorities and the MMO agree that there are currently no strategic planning issues remaining to be identified and that there is no conflict at a strategic level between the NSPF and adopted Marine Plans. Both parties agree to continue to work together in the preparation of Local Plans being brought forward in Norfolk and any review of the MMOs Marine Plans. Both parties have identified the following areas of common strategic issues:

- **Infrastructure**
- **Governance**
- **Heritage**
- **Marine Protected areas**
- **Marine and coastal employment**
- **Sustainable port development**
- **Energy – offshore wind and oil and gas**
- **Access for tourism and recreation**
- **Sustainable and aquaculture fisheries in small harbour towns**
- **AONB and Seascape and landscape (character and natural beauty)**
- **Biodiversity**
- **Marine aggregates**
- **Cabling**
- **Water quality/water supply and sewerage**
- **Climate change/ Coastal erosion and coastal change management**

Agreement 28: In recognition of:

a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;

b) the pressure that development in Norfolk could place on these assets; and

c) the importance of ecological connections between habitats

Norfolk Planning Authorities will work together to complete and deliver the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

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Agreement 29 :

It is agreed that:

1) It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. The Norfolk Minerals and Waste Local Plan will therefore enable Norfolk to continue to be self-sufficient in the production of sand and gravel, whilst making an important contribution to the national production of silica sand.

2) A steady and adequate supply of minerals to support sustainable economic growth will be planned for through allocating sufficient sites and/or areas in the Norfolk Minerals and Waste Local Plan to meet the forecast need for sand and gravel, carstone, and silica sand.

3) Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation. Resources of sand and gravel, carstone and silica sand within defined Mineral Safeguarding Areas will be safeguarded from needless sterilisation by non-mineral development. Infrastructure for the handling, processing and transportation of minerals will also be safeguarded from incompatible development. Defined waste management facilities and water recycling centres will be safeguarded from incompatible development.

4) The Norfolk Minerals and Waste Local Plan policies will enable the re-use, recycling and recovery of waste in Norfolk to increase, thereby reducing the quantity and proportion of waste arising in Norfolk that requires disposal, in accordance with the Waste Hierarchy.

5) The Norfolk Minerals and Waste Local Plan will enable Norfolk to be net self-sufficient in waste management, where practicable and to enable sufficient waste management infrastructure to be provided in order for Norfolk to meet the existing and forecast amount of waste expected to arise over the Plan period.

6) The Norfolk Minerals and Waste Local Plan will direct new waste management facilities to be located in proximity to Norfolk's urban areas and main towns. Priority for the location of new waste management facilities will be given to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.

7) The Norfolk Minerals and Waste Local Plan will contain policies to ensure that minerals development and waste management facilities will be located, designed and operated without unacceptable adverse impacts on the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk.

Agreement 30: In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the Norfolk Planning Authorities agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

Agreement 31: Norfolk Planning Authorities with support of the signatories of the document agree to maintain this statement of common ground.

Section 1 – Introduction

1.1 Purpose of this Document

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

The aim of producing the framework was to:

- Agree shared objectives and strategic priorities to improve outcomes for Norfolk and inform the preparation of future Local Plans;
- Demonstrate compliance with the duty to co-operate and consistency with the revised National Planning Policy Framework;
- Find efficiencies in the planning system through working towards the establishment of a shared evidence base;
- Influence subsequent high level plans (such as the New Anglia LEP's Economic Strategy, Local Industrial Strategy[1] and Covid 19 Economic Recovery Restart Plan[2]); and
- Maximise the opportunities to secure external funding to deliver against agreed objectives.

The previous version of the NSPF was endorsed by all Norfolk planning authorities in October 2019 it considered the impact of the revised National Planning Policy Framework (NPPF))[3] and the requirement to apply a new standardised methodology to assessing housing need, and produce statements of common ground. It is clear that Norfolk's local planning authorities needed to continue to work closely together to address strategic planning matters and therefore the Norfolk Strategic Planning Member forum agreed to continue to formally cooperate on strategic planning activities and to update the NSPF.

This document continues to fulfil the requirement for Norfolk Local Planning Authorities to produce a statement of common ground setting out the effective and on-going joint working across the county on strategic planning matters. It addresses key cross-boundary issues and progress in cooperating to address these.

A number of working groups have been tasked with updating the document. These groups consist of Local Authority staff assisted by other organisations including the Environment Agency, Natural England NHS Sustainability and Transformation Partnership (STP), Anglian Water, UK Power Networks, Active Norfolk and the New Anglia Local Enterprise Partnership. Our thanks is extended to all those who have contributed to this work which has informed this framework.

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[1] New Anglia LEP Local Industrial Strategy - https://newanglia.co.uk/local-industrial-strategy/

[2] See New Anglia LEP Covid 19 Economic Recovery Restart Plan - https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf

[3] See National Planning Policy Framework - https://www.gov.uk/government/publications/national-planning-policy-framework--2

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

Norfolk Strategic Planning Member Forum - www.norfolk.gov.uk/nsf

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

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

1.2 Governance Arrangements for the creation of this document

Norfolk Strategic Planning Member Forum

The development of this Framework is overseen by the Norfolk Strategic Planning Member Forum. This consists of one Member from each of the Borough Council of King's Lynn and West Norfolk, Breckland District Council, Broadland District Council, Broads Authority, Great Yarmouth Borough Council, North Norfolk District Council, Norwich City Council, South Norfolk Council and the Norfolk County Council. The membership of the group will be determined by each authority via annual nomination preferably of the Planning Portfolio Member or equivalent for each authority. The operation of the Member Forum and officer support group is governed by formal terms of reference available from the Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf. Chairmanship is determined by the Forum and reviewed each year. The meetings of the Forum are held every three months and held in public. An agenda and papers are circulated in advance of each meeting and informal action notes will be taken and published on the Norfolk Strategic Planning Framework website. Each authority endorses this document through their relevant committees or cabinets.

Norfolk Strategic Planning Officers Group

The Norfolk Strategic Planning Officers Group consists of key planning policy officers from each Planning Authority in Norfolk as well as other key statutory agencies. The group reviews the progress of the document production on a monthly basis. The group have ensured that the document progresses to the timetable and meets any government and legislative requirements.

The Steering Groups

The steering group is responsible for the creation of the document, receiving reports from the Technical Sub groups to help in the authoring process.

Technical Sub groups

The Technical Sub Groups provide technical evidence and make recommendations in relation to the document to the Steering Group. They consist of officers from the Authorities involved in the production of the document and a range of bodies who have expertise and interest in matters related to the group's subject.

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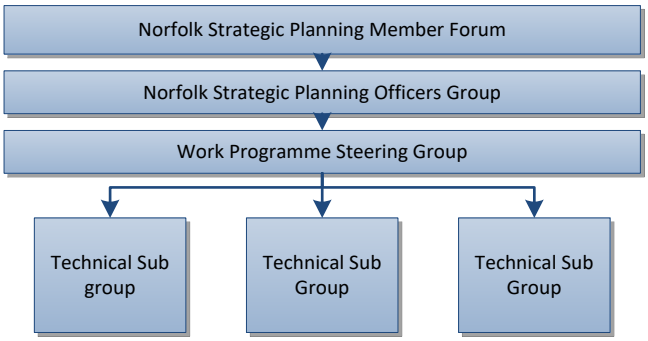

Figure 1: Governance arrangements for the Norfolk Strategic Planning Framework

1.3 Changes to the document

In updating this document Norfolk's local planning authorities sought to ensure the NSPF is up to date with all relevant information and legislation. The document has been updated after the completion of a number of county wide studies looking at:

- Green infrastructure and Recreational avoidance and mitigation and the introduction of a county wide tariff to mitigate against the impact on existing Natura 2000 sites
- The housing needs of the elderly and the types of accommodation required
- Actions that local planning authorises can take to help mitigate and adapt to climate change
- A new health section to highlight the importance of health provision and health living as a strategic cross boundary issue
- Shared Guidance on the role out of 5G and to help improve fibre broadband connectivity
- Updates to remaining sections to take account of new or updated information

Whilst this document was being prepared the government announced a consultation on landmark reforms to the planning system under the Planning for the Future White Paper[4]. The key aims of the changes are to speed up and modernise the planning system and get the country building. One of the proposed changes will be to abolish the Duty to Cooperate. However the government is giving further consideration to the way in which strategic cross-boundary issues, such as major infrastructure or strategic sites, can be adequately planned for, including the scale at which plans are best prepared. Once further clarification is provided by central government through new legislation and a revised National Planning Policy Framework it will become clear if Norfolk Planning Authorities can continue to address strategic planning matters through a revision of this document. In the meantime partner authorities remain committed to cooperative processes and updating this document.

[4] See Planning for the Future White Paper - https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system

1.4 Timescale for and coverage of the Document

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

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

This Statement of Common Ground has been prepared with the understanding that the signatories undertake their statutory duties in accordance with relevant legislation, policy and guidance; and in the context of other relevant Statements of Common Ground, Memoranda of Understanding and Position Statements which they are party to.

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

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

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Section 2 – Vision and Objectives

2.1 Introduction

Norfolk is a diverse County. It covers a land area of 5,370 sq. km (2,074 sq. miles) and has a population of 907,760[5]. It is a largely rural county with a relatively low population density, although over half of the population lives in the built up areas of Norwich, Great Yarmouth and King's Lynn and a number of market towns[6]. These built up areas have a very considerable stock of historic assets and can offer a very attractive quality of life to residents.

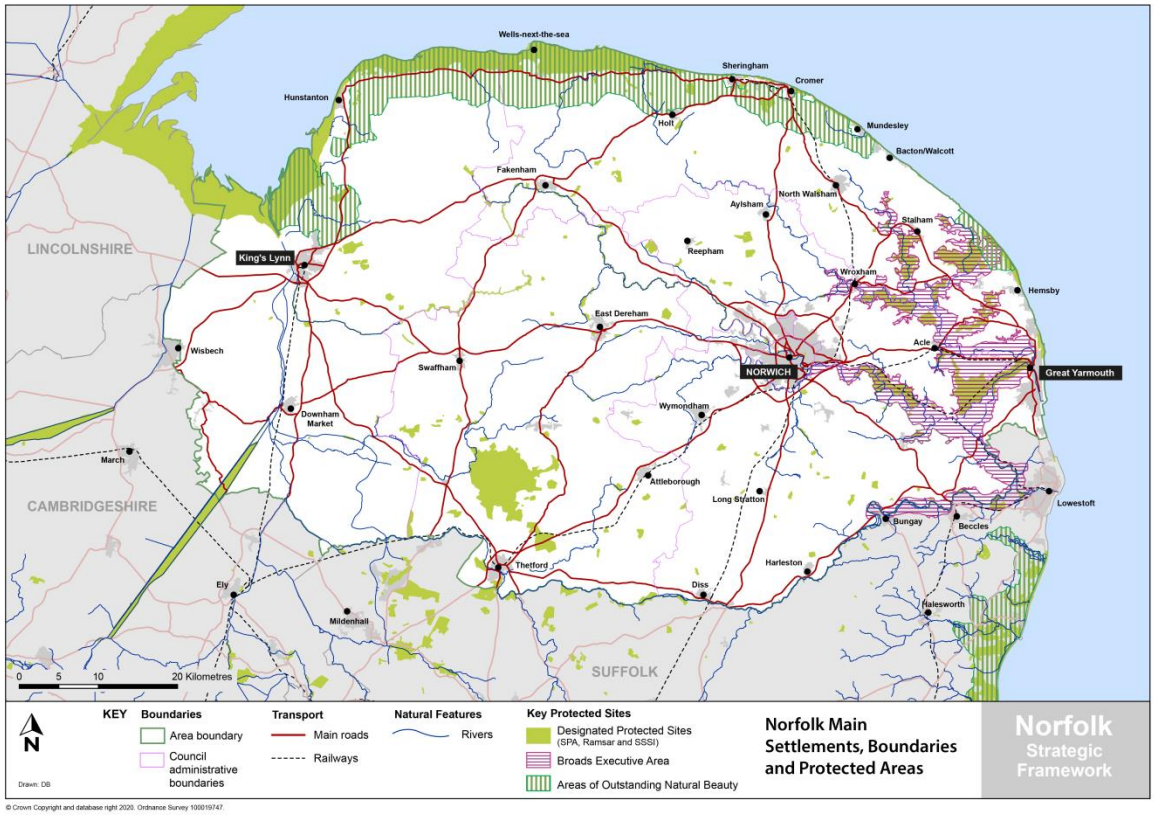

Figure 2: Map of Norfolk's main settlement, Authority boundaries, major transport connections and land-based protected areas. *2021*

Norfolk borders Suffolk to the south, Cambridgeshire to the southwest, and Lincolnshire to the west, and has a long coastal boundary stretching from The Wash to the south of Great Yarmouth, this area is covered by the East Inshore Marine Plan[7]. It contains many environments which are highly valued for their landscape and seascape, and for their biodiversity and/or geodiversity interests. In

[5] Mid year 2019 ONS estimate see Norfolk Insight web page - http://www.norfolkinsight.org.uk/population

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

[7] See East Inshore Marine Plan - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/312496/east-plan.pdf

particular, the Norfolk Coast Area of Outstanding Natural Beauty, the Brecks and the Broads, which is a unique network of protected rivers and lakes that extends partly into Suffolk and has the equivalent status to a National Park.

Norfolk's economy is also diverse. It is home to a number of world class industries such as on the Norwich Research Park and the offshore energy sector in Great Yarmouth. Employment levels are growing; there is a highly skilled and versatile population with good graduate retention rates and improving links to the thriving markets of Cambridge, London and the wider South East. However, it is not without challenges; gross value added per job in the area remains below the UK average[8], there are high levels of deprivation especially in urban areas and skill levels in the workforce are relatively low. The Economic Strategy (which was produced by the New Anglia Local Enterprise Partnership in 2017) identifies a number of interventions designed to significantly uplift economic performance in Norfolk.

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

Patchy mobile coverage is a continuing frustration to residents and businesses[9]. However, the picture regarding superfast broadband coverage is rapidly improving; currently 95% of the county's homes and businesses are able to access speeds of 24Mbps+[10] , up from 42% in 2012[11].

Through working together and with government, businesses and residents Norfolk's Local Authorities hope to successfully address the challenges faced and maximise the potential of the County. As a basis for guiding this shared endeavour, the following shared vision and objectives have been agreed by the Strategic Planning Member Forum. For further information on the background to this material please see the papers previously considered by the Member Forum[12].

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[8] See NEW Anglia LEP Economic Strategy page 7 - https://newanglia.co.uk/wp-content/uploads/2020/03/New-Anglia-LEP-Economic-Strategy-Annual-Progress-Report-FINAL-WEB-version-medium-res.pdf
[9] See County Council Mobile Map page - www.norfolk.gov.uk/mobilemap
[10] See Better Broadband for Norfolk Website
[11] See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)
[12] See papers for the 13th October 2016 Member Forum at www.norfolk.gov.uk/nsf

2.2 Proposed Spatial Vision

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

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

2.3 Proposed Shared Objectives

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

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

- facilitating the development and infrastructure needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements and across county boundaries to strengthen inward investment;
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure;
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities;
- recognising the role of our city centre and the need to re-examine and revitalise the role of town centres as a focus for investment and enhancing the quality of life for residents;
- recognising that the long term conservation, investment in and enhancement of Norfolk's natural environment and heritage is a key element of the county's competitiveness and contributor to the Norfolk economy;
- ensuring a healthy workforce through well planned sustainable communities where people can walk and cycle to work or use public transport or work effectively from home;
- recognise that housing underpins economic growth;
- Maximising the opportunity a clean/green economic recovery presents for the region and the new jobs which will be required to achieve the Governments net zero target

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

- locating development so as to reduce the need to travel;
- reducing unnecessary car use and supporting the roll out of new technologies (such as Electric Vehicles and alternative fuels eg hydrogen) and alternative methods of transport including public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

Together these measures will help create healthier more sustainable communities.

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategy of the New Anglia LEP, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

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

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

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

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

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Section 3 – Understanding the County

3.1 Administrative Boundaries

Within Norfolk there are seven separate District Council areas[13] (as shown in Fig.2), each of which is a Local Planning authority. Overlying parts of five of these areas (and also part of East Suffolk District in Suffolk) is the Broads Authority which is the Local Planning Authority for its area rather than the District Councils. The Broads Authority Executive Area (in which the Broads Authority are the planning authority) overlays these administrative areas and is illustrated in the figure below.

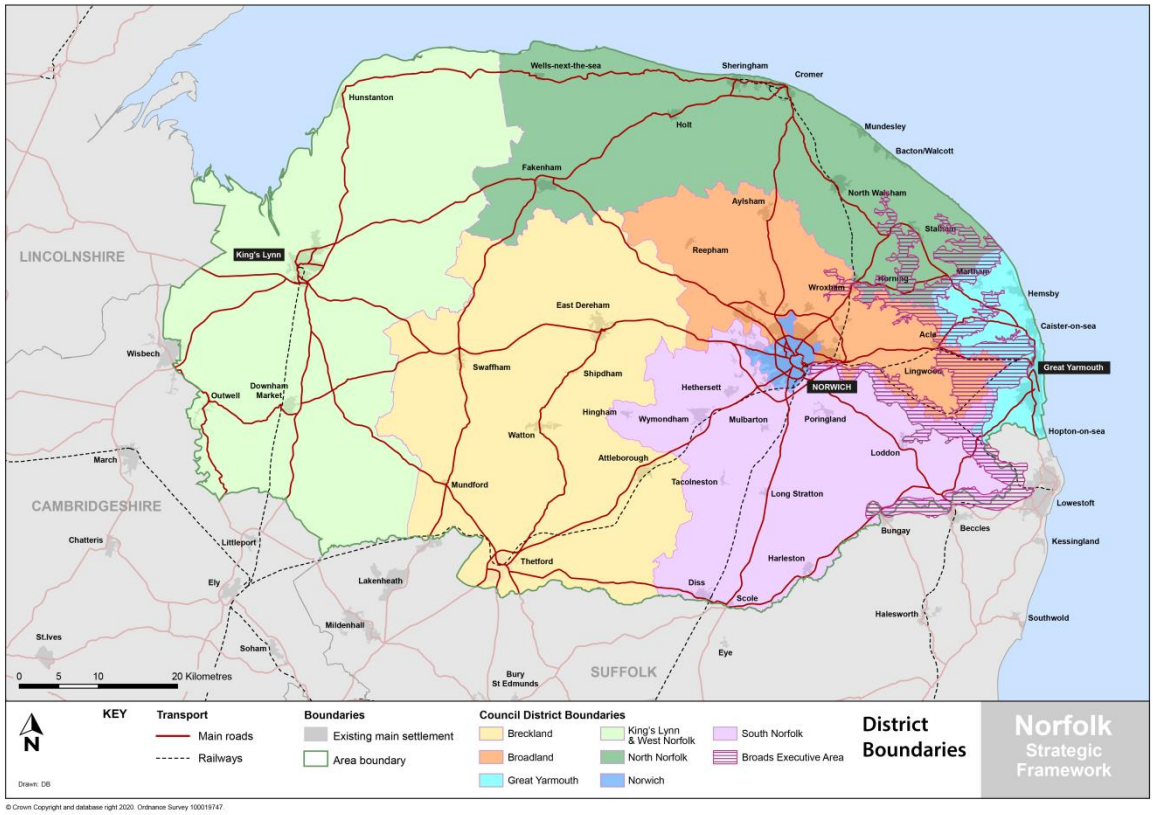

Figure 3: Map of Norfolk District boundaries and the major transport connections. *2021*

In addition to the eight Local Planning Authorities the County Council are also a Local Planning Authority responsible for minerals and waste planning as well as certain operational development related to their functions (most notably for educational development).

The 25 Year Environment Plan requires that marine plans are adopted by 2021. The Marine and Coastal Access Act 2009 provides the domestic legislative basis for the marine planning system. The Marine Policy Statement was adopted by all UK Administrations in March 2011, which provides the policy framework for the preparation of all UK marine plans. It contains a range of policy objectives and considerations, which were used to inform decision-making in the absence of a marine plan.

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

Marine plans translate the Marine Policy Statement into detailed policy and spatial guidance for each marine plan area. Section 58 of the Marine and Coastal Access Act 2009 states that all public bodies making authorisation and enforcement decisions which affect or might affect the UK marine area, must do so in accordance with the adopted marine plan. All other decisions must be made with regard to the Marine Plan, for example, when a public or local authority creates or reviews a local plan.

Under delegation from the Secretary of State for Environment, Food and Rural Affairs (the marine planning authority for England), the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. The East Marine Plans will inform and guide decision-makers on developments which may have an impact on the marine and coastal environment. As the marine planning authority for England, the Marine Management Organisation (MMO) is responsible for preparing marine plans for English inshore and offshore waters. At its landward extent, the East Inshore Marine Plan applies up to the mean high water springs mark, which includes the tidal extent of any rivers. The East Marine Plan will therefore overlap with terrestrial plans which generally extend to the mean low water springs mark. On 2 April 2014 the East Inshore and Offshore Marine Plans were published, becoming a material consideration for public authorities with decision making functions.

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

The economic geography of Norfolk is complex as it reflects a multicentric area and boundaries tend to be fuzzy. Overall the County has a relatively high level of self-containment as the vast majority of the resident workforce stay in Norfolk for work, although there are some strong functional cross county boundary linkages[14].

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

3.2 Housing Markets

Housing Market Areas (HMAs) are defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. In defining them, regard is given particularly to: house prices and rates of change in house prices; household migration and search patterns; and contextual data (for example travel to work area boundaries, retail and school catchment areas). They tend to represent *"...the geographical area in*

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

which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay"[15]. All areas need to be identified as being within a housing market although housing market areas can overlap. Norfolk HMAs can be seen in Figure 4.

Prior to the introduction of a new housing methodology in the revised National Planning Policy Framework in July 2018, the Norfolk Districts and the Broads Authority had produced Strategic Housing Market Assessments (SHMAs) which covered the entire County[16]. Within the Central Norfolk SHMA area (comprising of Broadland District Council, Norwich City Council and South Norfolk Council) a case can also be made for the identification of a core area based around Norwich and its immediate environs including parts of both South Norfolk and Broadland District Councils. Outputs from the Central Norfolk SHMA include separate conclusions in relation to this core area.

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

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[15] Local Housing Systems Analysis: Best Practice Guide. Edinburgh: Scottish Homes

[16] See Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf
KLWN SHMA - https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf
Great Yarmouth SHMA - https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241

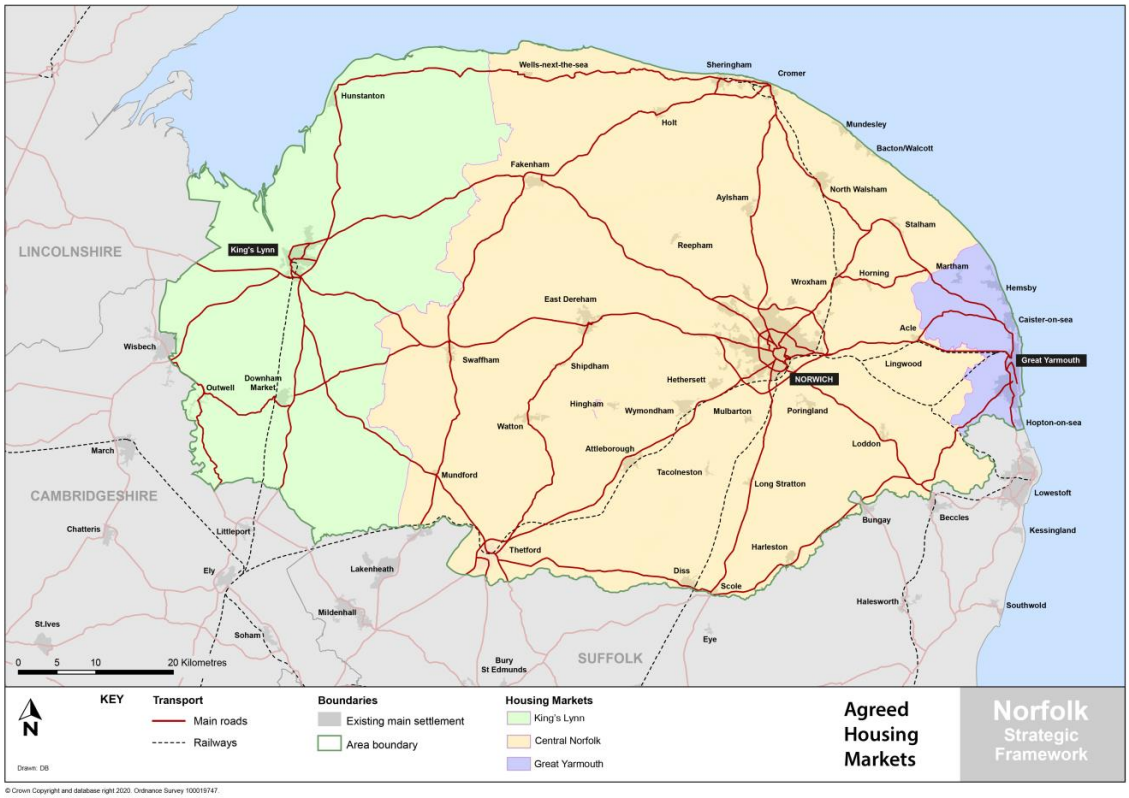

Figure 4: Map of Norfolk Agreed Housing Market Areas. *2021*

Agreement 4 –To produce and maintain an assessment of housing needs covering the three contiguous and non-overlapping broad market areas of Great Yarmouth, Central Norfolk and West Norfolk

The housing needs of the relevant parts of the Broads Authority Area are included within the SHMAs for Central Norfolk, Great Yarmouth and East Suffolk. The level of need within the Broads Authority area is specified within the Central Norfolk SHMA[17]. The new Government methodology cannot be used to calculate the housing requirements within the Broads area, therefore there remains a requirement for the Broads Authority to calculate a separate housing need when it reviews its local plan.

By virtue of the methodological requirements of the definition HMAs, the Central Norfolk Housing Market is very large and includes settlements some considerable distance apart which have little or no functional connection. In response to this the Central Norfolk Strategic Housing Market Assessment[18] defines a core housing market area identifying the settlements with the strongest

[17] See pages 132-134 of the Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf
[18] See pages 35-36 of the Central Norfolk SHMA - https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf

connections to the Norwich Urban Area. This supports the decision to prepare separate Local Plans for North Norfolk and Breckland District Councils (see below).

Following the introduction of a New Housing Methodology in the Revised National Planning Policy Framework in July 2018, it is clear that government still expects local planning authorities to plan for the right mix of home types and tenures to reflect local needs and the evidence base for such planning is only currently available from the SHMAs and is not available from the new proposed standard methodology.

To help understand for the right mix of home types and tenures King's Lynn and West Norfolk have commissioned a Housing Needs Assessment in 2020[19], North Norfolk has commissioned a SHMA update in 2019[20] and the districts in the rest of the county plan to complete similar exercise in the near future.

3.3 Strategic Functional Economic Market Areas

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

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

Boundaries of Travel to Work Areas (TTWAs) are illustrated over the page in Figure 5. Information on retail matters are captured within the existing evidence base supporting Local Plans[21]. Both these sources suggest that whilst Norwich is a major Regional Centre and draws trade from an extensive catchment across Norfolk and the wider region, both King's Lynn and Great Yarmouth retain a sufficient degree of self-containment to be considered in different functional economic market areas for most purposes.

It should also be noted that there are some very strong and significant cross boundary functional economic relationships. Great Yarmouth has particularly strong links with Lowestoft to the South. Within the Waveney Valley there are strong relationships between settlements on both sides of the County boundary. In the West of the County, King's Lynn in particular has functional economic

[19] See West Norfolk Housing Needs Assessment - https://www.west-norfolk.gov.uk/download/downloads/id/6252/2020_housing_needs_assessment.pdf

[20] See North Norfolk Housing Needs Assessment - https://www.north-norfolk.gov.uk/media/5528/shma-local-housing-needs-assessment-2019.pdf

[21] See in particular the Employment, Town Centre and Retail Study for the greater Norwich Local Plan - https://gnlp.oc2.uk/document/14/4552#d4552

linkages to the Lincolnshire and Cambridgeshire Fens. Settlements such as King's Lynn, Downham Market and Thetford also benefit to some extent by good access to the Cambridge economy.

The position within the Central Norfolk area is again more complicated as for certain economic functions (such as higher order retail and cultural activities) the catchment area extends over the whole of Central Norfolk areas; there are far weaker connections in other areas of economic activity. In outer parts of the Central Norfolk area there is little functional connection for convenience shopping and the proportion of working residents who work in the Norwich urban area is very low[22]. Both Thetford and Mildenhall and Cromer and Sheringham are still regarded as being distinct Travel to Work Areas. These are illustrated below.

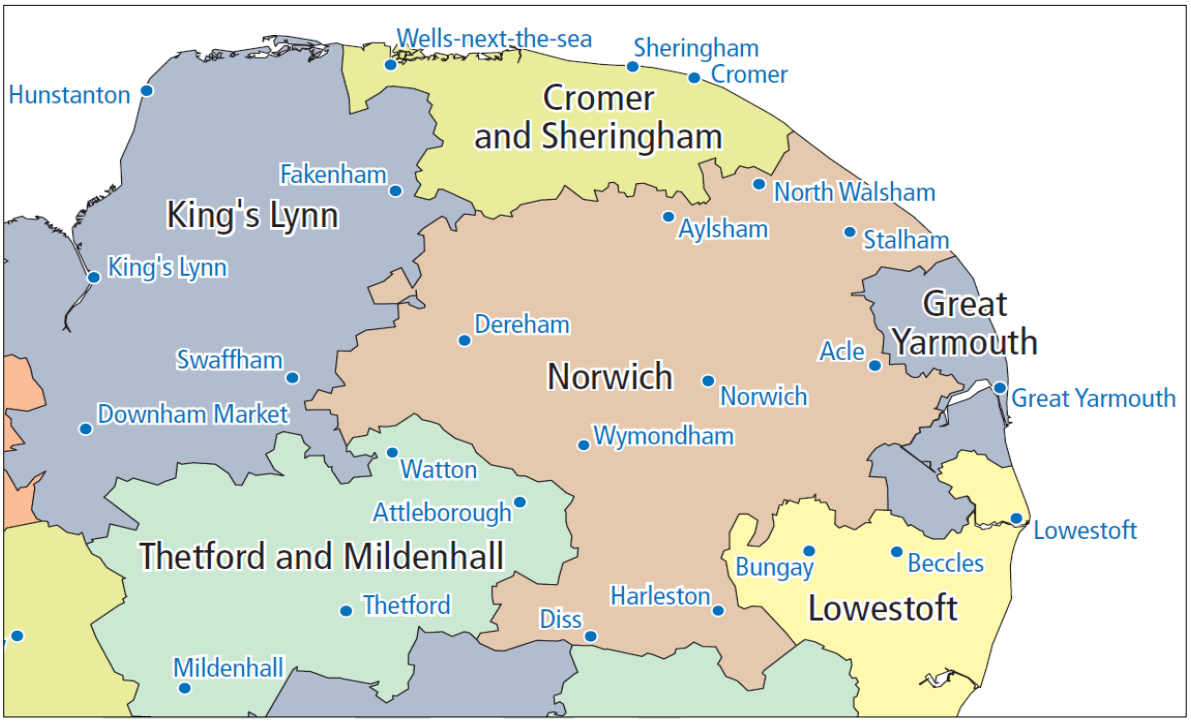

Figure 5: Norfolk's 2011 travel to work areas (TTWAs). Source: *ONS 2015*

The information available, including particularly the TTWAs and the higher retail analysis, suggests that the boundaries of strategic functional market areas are likely to be similar to the Housing Market Areas described above albeit, for many purposes significant sub-areas within these strategic areas will exist for a number of economic functions, especially within the Central Norfolk area.

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

3.4 Implications of Changing Infrastructure on Market Areas

Norfolk has benefitted from a number of significant improvements to its transport infrastructure. It is arguable that these, and others expected to be built over the next few years will have some effect on the functionality of the housing and economic markets. For example the dualling of the A11 (Fiveways to Thetford) was completed and opened in December 2014, significantly improving the road connectivity between much of the County, Cambridge, the wider South East and the Midlands. The A47/A143 link road, which opened in December 2015, now better connects Great Yarmouth's Enterprise Zone at Beacon Park to further growth areas. The Broadland Northway which completed in Spring 2018 is a key part of the Norwich Area Transportation Strategy which also includes considerable investment in a range of other improvements across Norwich[23]. The A17 is an important part of the road network, serving longer-distance trips, and has been included as part of the Major Road Network, a category of the road network comprising the country's busiest and most economically important A class roads in local-authority control.

The Highways (England) Roads Investment Strategy contains a number of improvement schemes for the A47 as part of the government's trunk road programme to be delivered by 2025:

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

Additionally further improvement to the strategic road network of the County will be delivered by the Long Stratton bypass which is expected to be underway by 2022.

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

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

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

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[23] See Norwich Area Transportation Strategy - www.greaternorwichgrowth.org.uk/dmsdocument/554 for further information

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

In the revised NPPF the government introduced the requirement to produce a Statement of Common Ground (SCG) over the housing market area or other agreed geographical area where justified and appropriate.
In light of this requirement and the above analysis of our functional economic geography it is the view of the Norfolk Local Planning Authorities that there is a strong case to produce a single statement of common ground across Norfolk rather than seeking to produce three separate ones based on one large and two small Housing Market Areas. The reasons for this are:

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

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

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

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

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

producing a single Local Plan covering all of Central Norfolk are considered to be outweighed by the delays this would cause to plan preparation and the difficulty of getting meaningful engagement over such a large area.

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

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

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

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

For further information on the current Local Plans in the County and the timetable for review please see the Norfolk Compendium[24].

3.5 Other Joint Initiatives and Neighbouring Strategic Partnerships

Given the high degree of self-containment in relation to the housing market and travel to work areas the framework relates principally to the county of Norfolk although where appropriate cross boundary initiatives are in place. For example planners from all of the Norfolk and Suffolk coastal local planning authorities, including the Broads Authority have also held a series of meetings over the latter part of 2017/early 2018 to share knowledge and experience and identify common interests around the coastal planning process. This has led to the creation of a separate 'Coastal' Statement of Common ground being developed[25] and work is underway to produce a coastal adaption Supplementary Planning Document. Other joint working arrangements include a Statement of common ground between Great Yarmouth and East Suffolk and the Cambridge Norwich Tech corridor, further details of cross boundary initiatives are in appendix 2.

[24] See Norfolk Compendium of Local Plans on https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use-policies

[25] See Statement of common ground coastal zone planning report - https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/nspmf-statement-of-common-ground-coastal-zone-planning-report-180712.pdf

Norfolk is bounded by Suffolk to the south and Cambridgeshire and Lincolnshire to the West. Strategic partnerships are being developed in these neighbouring areas in response to national objectives for additional homes, jobs and enhanced infrastructure.

Following the formation of the Combined Authority (CA) for Cambridgeshire and Peterborough, the CA produced the Cambridgeshire and Peterborough Strategic Spatial Framework[26] in March 2018 which brings together the current growth ambitions of the area, and how the Combined Authority can support local jobs and housing growth ambitions. The Combined Authority are engaging with its partners and other stakeholders to continue to develop the second half of the Strategic Spatial Framework.

In Suffolk, the Suffolk's Inclusive Growth Framework [27] has been refreshed and relaunched by the Suffolk Growth Partnership in November 2020. The Framework brings together the shared growth work that is being taken forward across Suffolk into a single, cohesive programme.

The Framework:

- Presents the starting point and ambitions to allow local authorities to engage with communities, partners and Government with a clear and consistent message
- Sets out a single, concise summary of the work being taken forward to plan, coordinate and deliver growth across Suffolk
- Enables connections between programmes of work across the public sector, thereby minimising duplication and ensuring greater benefit is delivered through our investments

To the west of Norfolk the South East Lincolnshire Local Plan[28] was adopted in March 2019 by the Joint Strategic Planning Committee. The Committee is a partnership of Boston Borough, South Holland District and Lincolnshire County Councils who are working together to plan the future of South Holland District and Boston Borough.

Across the wider region Norfolk is represented at the East of England Local Government Association and on the East of England Strategic Spatial Planning Officers' Liaison Group (SSPOLG) The role of the latter is to coordinate technical and policy work relevant to councils in the East of England on strategic economic, planning and infrastructure challenges, with a particular focus on engagement with London and the Wider South East.

Norfolk Authorities will continue to work with authorities in the region through their strategic partnerships and national initiatives to ensure a complementary, integrated approach to growth and to optimise investment opportunities to achieve mutually beneficial outcomes.

[26] See Cambridgeshire and Peterborough Strategic Spatial Framework - https://cambridgeshirepeterborough-ca.gov.uk/assets/Combined-Authority/NSSF-Phase-1-final.pdf
[27] See Suffolk's Inclusive Growth Framework - https://27ea8bdd-fa24-451b-baf1-35bcfe30437b.filesusr.com/ugd/43f74e_988022cc644f4ac79d4bf0743468fa32.pdf f
[28] See South East Lincolnshire Local Plan - http://www.southeastlincslocalplan.org/adopted-plan/

Section 4 – Projections of growth

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

4.1 Population Projections

The most recent set of national population projections were published by the Office for National Statistics (ONS) in March of 2020[29]. These show an increase in the rate of overall population growth from the 2016 ONS figures, Table 1 shows a growth in population levels of 11% over the 18 year period from 2018-2036. Districts are projected to see a significant variation in levels of population growth of between 4% in King's Lynn and West Norfolk to 23% in South Norfolk.

Table 1: Current and projected population numbers for Norfolk Districts. ***Source: ONS, 2020***

District	2018 (000's)	2036 (000's)	Population growth 2018-2036 (%)
Breckland	139.3	158.6	13
Broadland	129.5	145.8	13
Great Yarmouth	99.4	104.7	5
King's Lynn And West Norfolk	151.8	157.7	4
North Norfolk	104.6	114.9	10
Norwich	141.1	150.3	7
South Norfolk	138	169.2	23
Norfolk	903.7	1001.2	11

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

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

[29] Available at ONS population projections - https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2

Table 2: Existing population numbers (000s) and % by age quartiles (2018) and projected population numbers and % by age quartiles (2036) of Norfolk Districts. *Source: ONS*

	2018				2036			
District	**All people (000s)**	**000s aged 0-19 (%)**	**000s aged 20-64 (%)**	**000s aged 65+ (%)**	**All people (000s)**	**000s aged 0-19 (%)**	**000s aged 20-64 (%)**	**000s aged 65+ (%)**
Breckland	139.3	29.5 (21.2)	75.3 (54.1)	33.5 (24)	158.6	30.6 (19.3)	78.6 (49.6)	49.4 (31.1)
Broadland	129.5	26.4 (20.4)	69.9 (54)	33.2 (25.6)	145.8	27.8 (19.1)	73.4 (50.3)	44.6 (30.6)
Great Yarmouth	99.4	22 (22)	53.4 (53.7)	24 (24.1)	104.7	20.4 (19.5)	51.9 (49.6)	32.4 (30.9)
King's Lynn And West Norfolk	151.8	32.2 (21.2)	80.4 (53)	39.1 (25.8)	157.7	30.4 (19.3)	76.3 (48.4	51 (32.3)
North Norfolk	104.6	18.1 (17.3)	52.2 (49.9)	34.3 (32.8)	114.9	17.2 (15)	51.7 (45)	45.9 (39.9)
Norwich	141.1	31.7 (22.5)	88.5 (62.7)	21 (14.9)	150.3	30.8 (20.5)	92.7 (61.7)	26.9 (17.9)
South Norfolk	138	30.6 (22.2)	74.3 (53.8)	33.1 (24)	169.2	35 (20.7)	86.4 (51.1)	47.8 (28.3)
Norfolk	**903.7**	**190.5 (21.1)**	**494 (54.7)**	**219.3 (24.3)**	**1001.2**	**192.2 (19.2)**	**4511.1 (51)**	**298 (29.8)**

Table 3: Change in 000s between 2018 and 2036. Difference between 'All People' for each district between 2016 and 2036 in %. *Source: ONS*

	Difference between 2018 and 2036			
District	**All people (000s)**	**000s aged 0-19 (%)**	**000s aged 20-64 (%)**	**000s aged 65+ (%)**
Breckland	19.3	11.1 (-1.9)	3.3 (-4.5)	14.9 (7.1)
Broadland	16.3	1.4 (-1.3)	3.6 (-3.7)	11.4 (5)
Great Yarmouth	5.4	-1.6 (-0.5)	-1.5 (-4.1)	8.4 (6.8)
King's Lynn And West Norfolk	5.9	-1.8 (-1.9)	-4 (-4.6)	11.8 (6.5)
North Norfolk	10.3	-0.8 (-2.3)	-0.5 (-4.9)	11.6 (7.1)
Norwich	9.2	-0.9 (-2)	4.2 (-1)	5.9 (3)
South Norfolk	31.2	4.4 (-1.5)	12.1 (-2.7)	14.7 (4.3)
Norfolk	**97.5**	1.7 (-1.9)	17.1 (-3.7)	78.2 (5.5)

These tables show that whilst the overall population of the County is projected to grow steadily at a relatively modest rate, the change in the age profile is more significant with over 80% of the total increase between 2018 and 2036 being accounted for by growth in the over 65s[30]. Between the ages of 20 and 64 population growth is projected to be slow, with only a 3% growth rate over the 18 year period, whilst the numbers of 0-19 years olds are projected to grow very slowly by just 0.9%.

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

The 2019 Health profile for England[31] suggests:

- Improvements in life expectancy in England are uncertain with provisional data showing that life expectancy at has seen no improvement from 2017 figures.
- The number of years spent in poor health is increasing. This will impact the need for particular housing, transport and service delivery solutions

Deprivation and inequality continue to be key and enduring factors in poor health outcomes and so need addressing. Consequently access to housing and employment and the impact of spatial and economic planning on these factors needs consideration.

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[30] Total growth in population age 65 plus is 78,200
[31] https://publichealthengland.exposure.co/health-profile-for-england-2019

4.2 Household Projections

The most recent set of household projections were published in June 2020[32]. For the country these 2018 projections are broadly in line with the 2016 projections, however for Norfolk these show a significant increase in households, by approximately 9000 by 2036, over the 2016 household projections. Similar patterns of growth are shown as for population but it should be noted that these projections do not take into account growth planned in existing Local Plans which may influence the scale and distribution of the growth in households. The new household projections also show greater growth in the more rural districts compared to previous versions of the projections.

Table 4: ONS 2018 household projections. *Source: ONS*

District	2011	2018	2026	2036	Household growth 2018-2036 (%)
Breckland	54,522	58,612	63,815	69,497	19
Broadland	53,343	55,676	59,997	64,593	16
Great Yarmouth	41,988	43,350	45,460	48,106	11
King's Lynn and West Norfolk	62,928	64,461	66,522	69,539	8
North Norfolk	46,033	48,448	51,374	55,390	14
Norwich	59,587	63,012	64,778	68,088	8
South Norfolk	52,825	60,172	67,140	75,221	25
Norfolk	**371,225**	**391,737**	**419,086**	**450,434**	**15**

4.3 Employment Projections

Across the East of England Local Authorities use the East of England Forecasting Model (EEFM) to better understand the development needs of their area. The model provides a set of baseline forecasts designed to facilitate the setting of consistent housing and jobs targets and can also provide a means of generating alternative scenarios. It is prepared by the independent forecasting house Cambridge Economics and further information about the model and details of runs published are available online[33].

Table 5 sets out the headline results for Norfolk Districts produced in the 2017 run of the model. As with any forecast model, these results need to be treated with a degree of caution. They are "policy neutral" and assume that policy context in the future remains broadly as it has in the past. They cannot reflect the impact of any recent or future interventions that may be made through infrastructure investment, Economic Strategies or Local Plans, and the model has yet to be run to take account of the impacts of both the Coronavirus and the UK leaving the European Union. In addition, the reliability of a number of the underlying datasets decreases at smaller scales, and

[32] See ONS household projections - https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections

[33] See East of England Forecast Model website - http://cambridgeshireinsight.org.uk/EEFM

economic activity is not limited by council boundaries, so individual sector and District forecasts should be treated as being broadly indicative.

Overall the model shows that without additional intervention total job levels in the Norfolk economy are projected to grow at relatively modest rates over the next 20 years with most of the growth projected taking place within Greater Norwich. If the aims of the City Deal are added to the model's forecasts, it projects that over 92% of all the net growth in Norfolk will take place in Greater Norwich.

Table 5: Total employment by district. ***Source: EEFM 2017 and Central Norfolk SHMA***

Districts	Total employment (000's)				2016-2036 growth (000's)
	2011	2016	2026	2036	
Breckland	49.8	57.5	58.2	59.8	2.3
Broadland	53.7	58.7	61.1	62.6	3.9
Great Yarmouth	41.9	43.9	45.9	47.6	3.7
King's Lynn & West Norfolk	62.6	68.9	71	72.3	3.4
North Norfolk	39.5	42.4	43.3	44.3	1.9
Norwich	89.5	102	108.4	113.3	11.3
South Norfolk	56.3	63.3	68.9	74.7	11.4
Greater Norwich*	199.4	223.9	250.3**	262.3**	38.4
Norfolk	393.3	436.7	468.7**	486.4**	49.6

*Broadland, Norwich & South Norfolk

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

Note: The Broads does not have its own jobs figures but any jobs delivered contribute to district target.

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Section 5 – The Economy

Strategic Economic Objectives

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

- facilitating the development and infrastructure needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements and across county boundaries to strengthen inward investment;
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure;
- strengthening Norfolk's competitiveness through the delivery of well-planned balanced new developments providing access to a range of business space as well as high quality residential, well serviced by local amenities and high quality educational facilities;
- recognising the role of our city centre and the need to re-examine and revitalise the role of town centres as a focus for investment and enhancing the quality of life for residents;
- recognising that the long term conservation, investment in and enhancement of Norfolk's natural environment and heritage is a key element of the county's competitiveness and contributor to the Norfolk economy;
- ensuring a healthy workforce through well planned sustainable communities where people can walk and cycle to work or use public transport or work effectively from home;
- recognise that housing underpins economic growth;
- Maximising the opportunity a clean/green economic recovery presents for the region and the new jobs which will be required to achieve the Governments net zero target

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5.1 Strategic Principles of Economic Success

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

Supporting future economic growth

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

Education and skills

- supporting the creation, expansion and enhancement of education establishments, including further education, technical institutes and universities to develop the right skills base in the workforce; and
- enhancing the quality of the natural and built environment to ensure that the area remains attractive for its quality of life, and as a location for business.
- supporting the role of apprenticeships for retraining and up skilling the workforce including the expansion of the syllabus offered to meet the needs of locally based businesses
- supporting labour market resilience through initiatives including support for residents with health related problems to get back into work

New Anglia has been chosen as 1 of 2 pilots across the greater south east energy hub area to work with the energy systems catapult to develop the institutional and physical infrastructure to support the rapid deployment of high-quality training programmes needed to deliver cutting edge property decarbonisation schemes. This proposal seeks to address the gaps and shortcomings through a global and whole house skills and training approach that integrates technologies and delivers good outcomes for customers, rather than the piecemeal installation of measures.

Connectivity

- enhancing the provision of infrastructure to enable digital connectivity that will facilitate economic growth.
- supporting employment allocations that minimise travel distance and maximise the use of sustainable transport modes;
- ensuring that investment in strategic transport infrastructure demonstrably supports economic growth, and also ensuring that economic strategies and Local Plans support the case for investment in that infrastructure; The new 'Norfolk & Suffolk Innovation Network' Funding will create a Long-Range Wide Area Network (LoRaWAN), for sending and receiving low power signals from digital sensors across the region. This will enable business, public sector, educational organisations and individuals to explore, trial and implement Internet of Things (IoT) technology.

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5.2 Context

The recent growth in Norfolk's economy is driven by certain key sectors, mostly concentrated in specific geographic areas, where there are particular strengths and expertise, for example energy, advanced engineering, tech/digital, food and life sciences. Norfolk's overall employment rates have generally remained above national levels over the past 10 years (currently 77.7%, compared to the national level of 75.6%) and unemployment rates are generally below the national level and lower than they were 10 years ago[34].

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

Whilst many districts have their own economic development strategies, the importance of working collaboratively across district boundaries is recognised. This Norfolk Strategic Planning Framework provides one of the foundations for cooperation as does the Norfolk and Suffolk Strategic Economic Strategy (NSES), published in 2017.

The Government published its Industrial Strategy White Paper, 'Building a Britain fit for the future' in November 2017[4]. The overarching aim and ambition of the Industrial Strategy is to provide a long term framework to build on our areas of competitive advantage, to close the gap between our best and worst performing areas, and make the UK one of the most competitive places in the world to start or grow a business. The strategy identified 5 foundations of productivity and 4 grand challenges to put the UK at the forefront of the industries of the future.

In response, the New Anglia LEP, in consultation with stakeholders, produced the Norfolk and Suffolk Local Industrial Strategy (LIS) which was submitted to Government in Autumn 2019.

All of the Districts have formally endorsed working to deliver the NSES and there is a good record of collaboration on specific economic development projects. This Framework provides the opportunity to lay the foundation for developing a Norfolk Economic strategy which builds upon both the NSES and Districts own economic development strategies.

The Norfolk and Suffolk LIS and the Economic Strategy are designed to work in tandem and the targets set out in the NSES are still valid. Some of the key targets are summarised in Table 7.

[34] ONS Annual Population survey, (July 2017-June 2018)

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

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

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

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

5.2.1 Coronavirus Impacts

The impact of the Covid-19 pandemic has been profound with tens of thousands of lives lost, lockdown restrictions which have affected daily lives, and significant damage to the local and national economy. In response to the pandemic the New Anglia LEP, working with partners, has produced the Covid 19 Economic Recovery Restart Plan.

This restart plan sets out the actions and interventions that are being taken by a wide range of partners, including New Anglia LEP, local authorities, business, industry councils and sector groups, VCSE organisations, colleges and universities. It demonstrates the strong local appetite and energy for getting the local economy going again and helping those who have been hit hardest.

The Restart Plan contains an unprecedented package of measures delivered by partners locally and nationally to get businesses up and trading again, restore business, consumer and community confidence, as well as provide support to individuals made redundant and looking for work.

The Key measures include:

- Responding to redundancies to support individuals being made redundant and help businesses looking for workers.
- Advice and support for businesses - every business has access to the finance and support they need.
- Youth pledge to support young people to get into high quality education, employment, training, or an apprenticeship.
- Transforming skills to ensure everyone has access to opportunities to upskill and reskill
- Mental health and wellbeing programme that provides employers and employees with the mental health and wellbeing support they need.
- Reimagining high streets - support in developing a range of measures to help high street businesses reopen and operate safely.
- Visitor economy – launch a proactive campaign to promote the area as a destination to live and work

- Digitisation – launch a major campaign to support businesses to build their online presence and to improve productivity, including flexible working practices for their employees, through better use of technology.
- Supply chain – work with local companies to capitalise on opportunities to sell more goods and services locally
- Infrastructure – supporting the construction sector through continued investment in key infrastructure and make a compelling case to Government to fund priority infrastructure schemes.
- Norfolk & Suffolk Unlimited – develop a campaign to promote Norfolk and Suffolk as a place rich with investment opportunities.
- Safe and sustainable public transport – work to support and promote safe and sustainable public transport use, to continue to improve air quality and reduce congestion

This Restart Plan is the first of a two-stage economic recovery plan for the area. It will support businesses, individuals, communities, anchor institutions and further and higher education providers to start trading and living life with confidence, in an environment dominated by social distancing and economic uncertainty, as quickly and safely as possible. Both the restart and renew recovery plans will look to capitalise on the county's major strengths and new opportunities in clean energy, agri-food, information and communication technology and digital creative, alongside ensuring the foundation sectors get the support needed.

The second stage to the plan is the Renew Plan, this a longer-term plan for jobs and sustainable growth which will also serve to support the Government national recovery plan. The restart plan is also supported by the Visitor Economy Recovery plan and evidence base[35].

AGREEMENT 8 - Norfolk Authorities will work positively to assist the New Anglia Covid 19 Economic Recovery Restart Plan

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[35]See New Anglia LEP Covid 19 Economic Recovery Restart Plan - https://newanglia.co.uk/wp-content/uploads/2020/06/New-Anglia-LEP-NSU-Recovery-Plan-2020-FINAL.pdf

5.2.2 Climate Change

In November 2020 the government set out ambitions for investment in clean energy, transport and energy efficiency, designed to support the country's 2050 net zero emissions target and to support up to 250,000 new jobs. The 10-point plan[36] includes commitments on offshore wind, low carbon hydrogen production, electric vehicles and nuclear. Ten Point Plan are:

1. Advancing Offshore Wind
2. Driving the Growth of Low Carbon Hydrogen
3. Delivering New and Advanced Nuclear Power
4. Accelerating the Shift to Zero Emission Vehicles
5. Green Public Transport, Cycling and Walking
6. Jet Zero and Green Ships
7. Greener Buildings
8. Investing in Carbon Capture, Usage and Storage
9. Protecting Our Natural Environment
10. Green Finance and Innovation

The Energy white paper[37] expands on the Ten Point Plan and sets out the steps needed to cut emissions from industry, transport and buildings.

In March 2019, the UK Government and offshore wind industry agreed a Sector Deal, securing offshore wind's position at the heart of the future UK energy mix as a large-scale, low-carbon form of electricity.

5.2.3 Norfolk's Key Economic Sectors

There are significant geographic clusters of existing business activity that anchor the Norfolk economy, with a number of these offering significant potential for growth. The Norfolk and Suffolk Economic Strategy identifies nine key sectors:-

- Energy
- Advanced Agriculture, Food & Drink
- Life Sciences and Biotech (including health)
- ICT, Tech and Digital Creative
- Financial Services and Insurance
- Visitor Economy – Tourism and Culture
- Transport, Freight and Logistics
- Construction and Development
- Advanced Manufacturing and Engineering

[36] See The Ten Point Plan for a Green Industrial Revolution - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/936567/10_POINT_PLAN_BOOKLET.pdf

[37] See Energy White Paper - Powering our Net Zero Future - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945899/201216_BEIS_EWP_Command_Paper_Accessible.pdf

The new Local Industrial Strategy has further refined priority sectors as:-

- Clean Energy
- Agri-Food
- Information and Communications Technology and Digital Creative

Whilst acknowledging the other underpinning sectors listed in the NSES.

Clean and Renewable Energy

Norfolk is well placed to be a global exemplar for clean, low carbon energy production, exporting services and skills globally, whilst increasing the availability of affordable sustainable energy for local communities and businesses. Norfolk has expertise in many forms of energy generation and sits at the heart of the world's largest market for offshore wind energy. Planned investment in renewable generation will make it a significant supplier of renewable energy to the UK. As well as a key role in the production of energy, Norfolk is also playing a leading role in the transition to a zero-carbon economy working with the Greater South East Energy Hub to deliver local projects at scale that benefit communities, private investors and businesses operating in the low carbon sector is a priority. Transforming the local energy system and new innovations in wider energy resource use will drive productivity gains across all businesses. Bacton Gas Terminal in North Norfolk is a major component of UK energy infrastructure, providing one third of the UK gas supply, making it an essential component in ensuring the future energy security of the UK. The Local Energy East Strategy sets out collective ambitions to 2030 underpinned by a range of activities that the Local Energy East Network and the Greater South East Energy Hub will take forward to ensure that the remains at the forefront of clean growth in the UK and grasps the opportunities ahead.

Life Sciences and biotech

Norfolk's life sciences sector is home to innovative, high-tech businesses and research institutions with close links to the food, health and agriculture sectors. Norwich Research Park (NRP) - comprising UEA, John Innes Centre, Earlham Institute, Quadram Institute, The Sainsbury Laboratory and Norfolk and Norwich University Hospital - is a world-leading research base, at the forefront of global food and health research. It is Europe's largest single site hub of research, training, education, and enterprise in food and health. The £76m Quadram Institute at NRP is helping create a fundamental shift in the way we understand and address the impact of food on health

The New Anglia Local Industrial Strategy sets out a range of actions that will be taken forward to maximise the clean agri-food opportunity including:

- Invest in a Food Innovation Hub based at the Honingham Food Enterprise Zone to deliver business growth through innovation, productivity, processing, exports and supporting new start-ups.
- Develop a world-leading hub for plant and microbial research at the John Innes Centre.

Advanced Agriculture Food and Drink

Home to an advanced and nationally significant farming sector, alongside globally renowned food and drink companies and a world-leading research base centred at Norwich Research Park (NRP). Building on Norfolk's historical agricultural strengths the sector is globally renowned and nationally significant.

Alongside this are a host of nationally and internationally significant food and drink companies, supported by a local supply chain of firms specialising in the manufacture of machinery and equipment to support them. This sector is an important employer in both rural and urban areas

Norfolk is home to the Honingham Food Enterprise Zone and to a world-leading research base centred at NRP, Norfolk is at the forefront of global agri-tech research, whilst innovative and export-intensive firms continue to develop commercially successful feeders, spreaders and pesticides.

Water Resources East has been set up to work in partnership to safeguard a sustainable supply of water for the east of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential. Water Resources East is supported by all authorities in Norfolk either through the County Council's board membership or as standard members themselves.

ICT, Tech and Digital Creative

Norwich hosts a growing cluster of digital creative businesses. The New Anglia Local Industrial Strategy highlights plans to create a new digital hub in Norwich for the incubation of start-ups and accommodation of scale-up businesses in the digital and creative cluster. The University of East Anglia plays a key role in Norwich's tech community, supporting and connecting many of the active business groups. Norwich University of the Arts (NUA), with its specialism in arts, design and media, is centre of the dynamic creative community and home to the Ideas Factory incubation centre for digital creative businesses and user experience Lab.

Water Resources East[38] has been set up to work in partnership to safeguard a sustainable supply of water for the east of England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential. Water Resources East is supported by all authorities in Norfolk either through the County Council's board membership or as standard members themselves.

Visitor Economy - Tourism and Culture

A varied and rich tourist offer, from coast and countryside to postcard market towns, underpinned by a dynamic and pioneering cultural sector boasting internationally celebrated brands. Norfolk is a successful destination, evidenced by a thriving visitor economy. The area has traditional holiday destinations including the North Norfolk Coast and Great Yarmouth, together with unique natural assets such as the Broads National Park, the Brecks, and Areas of Outstanding Natural Beauty. It also has the home of important heritage sites such as Norwich (England's most complete medieval city). Norfolk's vibrant cultural sector boasts award-winning theatres, major international festivals such as Norwich, England's first UNESCO City of Literature. The cultural and heritage sector and natural landscape plays a unique role in creating the 'sense of place' that makes the area a great place to live, work, learn, invest and do business in. The sector is an important employer and attracts significant investment from national and international funding bodies.

Financial services and Insurance

Greater Norwich has been a base for financial industries for over 200 years and is one of the largest general insurance markets in Europe. Recognised as a centre for excellence for financial and professional services, Norwich is home to a significant cluster of global firms. Boasting a financially literate, highly-skilled and stable workforce, and the first National Skills Academy in the UK for financial services.

[38] See Water resources East Website - https://wre.org.uk/

Transport, freight and logistics

Great Yarmouth port has a regional focus relating to the offshore energy sector. The sector is characterised by a strong logistics sector with international firms. Clustered around Norwich, there is also a sizable aviation sector, specialising in maintenance and repair, as well as servicing the offshore industry. The recently opened Aviation Academy, in collaboration with KLM Engineering, is a specialist centre of aircraft, overhaul and maintenance.

Construction and Development

Norfolk has a large and diverse construction and development sector, the UK's largest urban extension in Broadland and emerging specialisation in modern methods of construction and sustainable design. Norfolk's economy and attractive location for housing has driven economic success in the construction and development sector. The Construction Industry Training Board (CITB), a partner in the national Sector Skills Council for the construction industry, is based in Bircham Newton. The area has significant levels of employment across all construction-related industries. The sector also has an emerging specialism in modern construction and sustainable design, with the Fabric First Institute at Easton & Otley College.

Advanced Manufacturing and engineering

The advanced manufacturing and engineering sector in Norfolk reflects the area's diverse economic strengths. The sector links into the supply chain of specialisms such as agriculture and food production, civil aviation, transport and energy. Hethel Engineering Centre is the regional hub for innovation and technology and has the potential to expand to meet the demand for incubation space in this growing sector. Businesses are working together with UEA, through the New Anglia Advanced Manufacturing Engineering sector group, to develop a new Institute for Productivity. This will build on UEA's expertise in business education and engineering. There are several specialist advanced manufacturing and engineering companies in the area at sites including Hethel and Thetford.

Notwithstanding these clusters and our economic strengths, the challenge going forward is the Norfolk economy's high level of dependency on lower wage, lower-skill sectors such as food production, agriculture and tourism, and the related high concentrations of very deprived populations in some parts of the County and 'hidden' rural poverty elsewhere. This is reflected in productivity levels per head which are currently at 25% below the national average[39]. This, coupled with low levels of investment, relatively poor infrastructure and skills attainment, impacts on potential future economic growth.

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

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

[39] See East of England Forecast Model - https://cambridgeshireinsight.org.uk/eefm/

chains in the manufacturing, engineering and energy sectors will enhance business sustainability and employment growth.

5.2.4 Sector impact of the Coronavirus

The Covid 19 Economic Recovery Restart Plan will support the restart and renew of the local economy and focus activity on stabilising and renewing the foundation industries recognised in the Economic Strategy and Local Industrial Strategy, including the care and VCSE sectors. Economic activity will recover as lockdown is lifted, but the speed and degree is uncertain and will vary by sector, the impact on each sector is considered below:

Agri-food - Unprecedented demand at food retailers has put pressure on the food system in some areas, whereas the closure of the hospitality industry has created surplus in others.

Clean energy - The global pandemic has affected both the supply and demand for energy.

ICT digital - The lockdown has led to homeworking en masse, with people looking for new ways to work, learn, shop and socialise virtually. Home working will help support more rural areas but will require improved access to broadband and other digital connectivity (see section 9.5).

Visitor economy - The sector has been amongst the hardest hit, with businesses forced to stop trading just before the start of the season.

Health and social care - The pandemic has pushed the health and social care sector into the front line of dealing with the crisis. Nationally, care homes have seen high Covid-19 death rates in both residents and frontline staff, reinforcing the need for Personal Protective Equipment, correct training and capital Investment.

Voluntary - The pandemic has negatively affected resources, income and funding of third-sector organisations and impacted their ability to meet objectives in the longer term while demands continue to increase.

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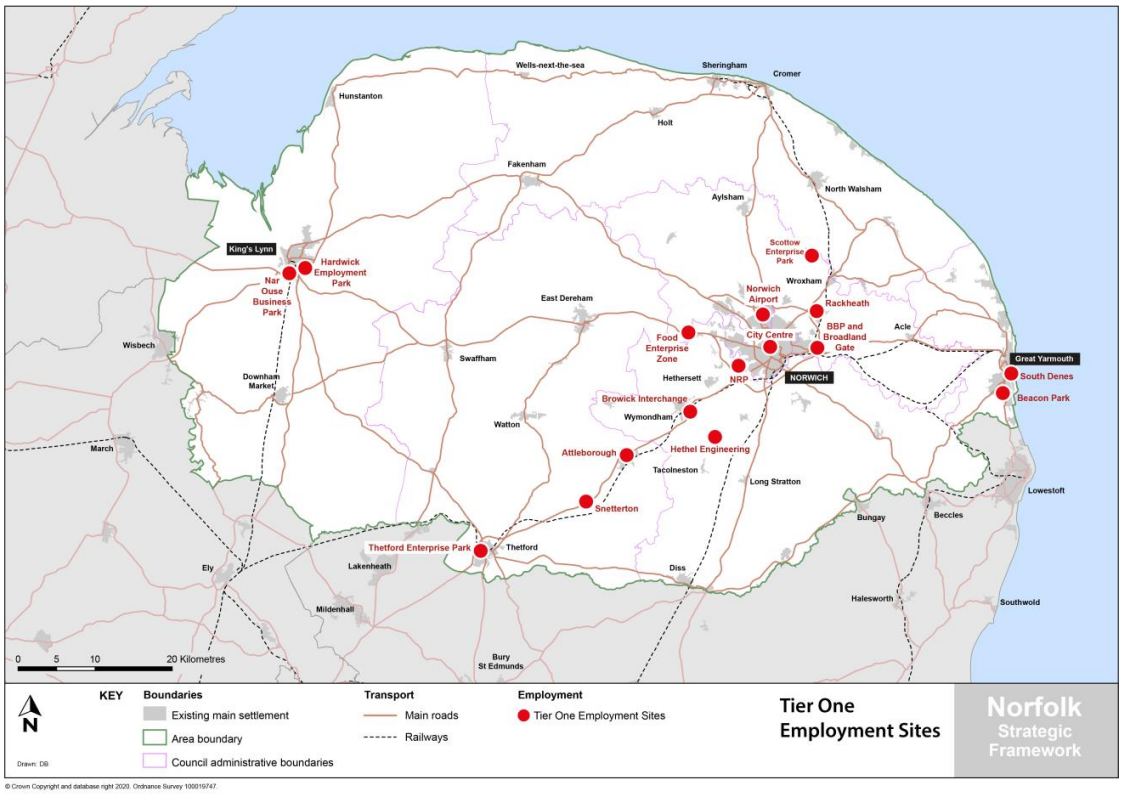
5.3 Strategic Employment Sites

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



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

Agreement 8 recognises that these Tier 1 sites[40] should be protected from loss to alternative uses such as housing which is consistent with Paragraph 4.18 of the Housing White Paper which proposes that employment sites identified as "strategic" will not be subject to reduced protection from residential development. It is therefore proposed that the Tier 1 employment sites identified in Table 8 are formally recognised as "strategic" employment sites within Agreement 8.

[40] Tier 1 Employment sites are site identified by local authorities as significant in size (greater than 10 Hectares), Support key strategic sectors and support key growth locations.

Table 7: Tier one employment sites, sector, location and size. *2021*

Site	Supports N&S Economic Strategy's Key Sector(s)	N&S Economic Strategy's Growth Location	Land available (approx.)
Attleborough	Advanced Manufacturing and Engineering	Tech Corridor	10 ha
Broadland Business Park area - plots on existing BBP - BBP Laurel Farm - St Andrews northside, - Broadland Gate	Financial services ICT & Digital Creative	Greater Norwich	55ha
Browick Interchange (Wymondham)	Advanced Manufacturing & Engineering. ICT and Digital	Tech Corridor	20 ha
Food Enterprise Zone Honingham/Easton	Food, Drink & Agriculture	Greater Norwich / Tech-corridor	10 ha
Great Yarmouth Enterprise Zone and Energy Park sites: - Beacon Park (EZ) - South Denes (EZ & EP)	Energy	Great Yarmouth and Lowestoft	13.5ha 25ha
Hardwick extension (King's Lynn)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10)	27 ha
Hethel Engineering Centre and Technology Park	Advanced Manufacturing & Engineering	Greater Norwich Tech Corridor	20ha
Nar Ouse Business Park (King's Lynn) (part EZ)	Advanced Manufacturing & Engineering ICT and Digital Creative	King's Lynn and Downham Market (A10 corridor)	17 ha (EZ)
Norwich City Centre	ICT and Digital Creative Financial Services Tourism and Culture	Greater Norwich	Multiple Sites
Norwich Airport - Aeropark - Southern area (around Hurricane Way) - Airport business park	Advanced Manufacturing & Engineering	Greater Norwich	75ha+
Norwich Research Park (part Enterprise Zone)	Life Sciences Food, Drink & Agriculture	Greater Norwich Tech Corridor	40ha (EZ 25ha)
Rackheath	Advanced Manufacturing and Engineering	Greater Norwich	25 ha
Scottow Enterprise Park	Logistics Energy	Greater Norwich/ North Norfolk	26 ha
Snetterton	Advanced Manufacturing & Engineering	Tech corridor	68ha
Thetford Enterprise Park	Advanced Manufacturing & Engineering Food, Drink & Agriculture	Tech corridor	18ha

Agreement 9 - The above list of locations are the Tier One Employment sites and should be the focus of investment to drive increasing economic development in key sectors, and protected from loss to other uses.

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

5.4 Key Cross-Boundary Economic Issues and Interventions

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

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

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

5.4.1 The role of Greater Norwich

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

A large part of the county depends upon the vibrancy of the city for employment, services, higher order retail, culture and leisure. It also has an economic importance as a public transport hub. The vibrancy and focus of activity in the city centre also attracts significant numbers of visitors, and helps make the wider area an appealing place to live, work, invest and locate businesses. The economy of this wide area of influence will benefit from ensuring that the city is accessible; the centre continues to thrive and is attractive to inward investment; and out of centre development complements the overall offer.

The Broadland Northway will support the delivery of planned housing and jobs to the north and north-east of Norwich. It will improve strategic access to a wide area of Broadland and North Norfolk. Realising the full range of economic opportunities will benefit from cooperation. The Airport supports the economy of the area including the off shore energy sector. The proposed Western Link will further enhance access to the Norwich Research Park, Food Enterprise Zone and Norwich Airport.

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

The Five Year Infrastructure Investment Plan identifies the projects from the Greater Norwich Infrastructure Plan the delivery of which is considered to be a priority for achieving the economic growth targets, as set out in the Joint Core Strategy and the Greater Norwich City Deal. The Greater

Norwich Growth Programme identifies infrastructure schemes to be prioritised for delivery and development within each financial year, using pooled CIL funding.

The Norwich Area Transportation Strategy (NATS) identifies the transport improvements needed over the next 15+ years. The NATS Implementation Plan (agreed 2010, updated 2013) sets out a range of transport measures with their intended phasing for delivery over the short to medium term. The work is now branded as Transport for Norwich (TfN). The TfN Strategy is being reviewed and a consultation is expected later on in 2020. The Implementation plan is currently being developed through the work on Transforming Cities and a bid has been made to Government to fund a 3 year programme of delivery.

5.4.2 Cambridge to Norwich Technology Corridor

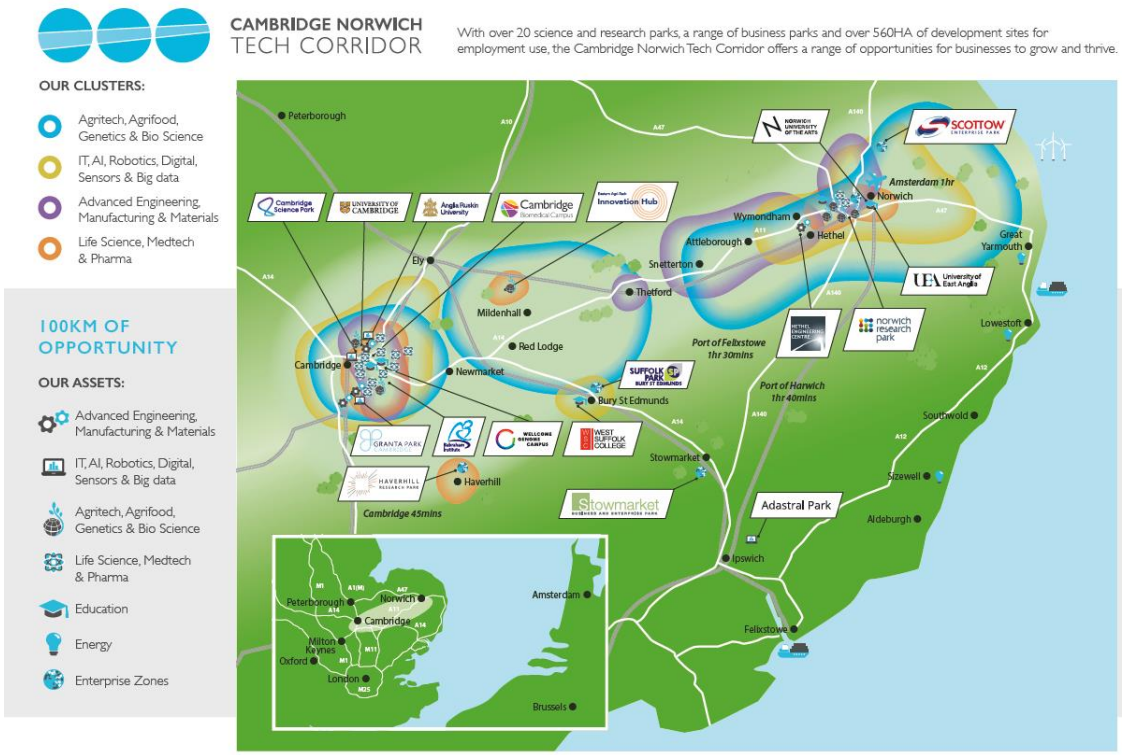
The corridor from Norwich to Cambridge, identified in Fig.7, includes a number of important existing and emerging clusters and strategic employment sites. It provides the potential for significant economic development, particularly as connectivity has improved with full dualling of the A11 between Norwich and Cambridge. The corridor also benefits from the Norwich to Cambridge railway line, direct trains between Norwich to Stansted airport and an increased number of internal and external route from Norwich Airport. These opportunities need to be supported and exploited to maximise economic benefits.

The corridor is identified as a key growth corridor in the New Anglia LEP's Economic Strategy, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan. The Cambridge Norwich Tech Corridor initiative[41] has been established to maximise the economic benefits of this high quality location with its world class universities, research institutes and business clusters. The partnership will both capitalise on the talent pool, emerging clusters, low cost space, infrastructure networks, in conjunction with securing new investment for the area (e.g. SETI), to deliver innovation-led growth and investment.

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

[41] See The Norwich Cambridge tech corridor website - http://www.techcorridor.co.uk/ for further information

Figure 7: The Cambridge Norwich Tech Corridor, *2019*



5.4.3 A47 Corridor

The A47 crosses the county and, directly or indirectly, affects all Norfolk's districts, parts of Suffolk and Cambridgeshire. The current limitations of the A47 act as a brake on economic growth, hindering investment, adding business and commuter costs, cause disproportionate accident and safety issues and contribute to the 'peripheral' image of Norfolk. Improvements to the road will unlock jobs, increase GVA and attract additional private investment all along its length. The A47 Alliance comprises of representatives from all Local Authorities, the business community, MPs and stakeholders along the whole of the trunk road route between Peterborough and Lowestoft. The Alliance is working to make the case for improvements and to secure the necessary investment to implement these. Partners will need to consider how best to cooperate to realise the economic potential of improvements.

Further west on the A47, at Wisbech the emerging Garden Town proposal may result in up to 12,000 additional homes (on top of the 3,550 homes already allocated in the Fenland Local Plan) effectively doubling the size of the town. This is linked to a potential new rail connection which would put the town within commuting distance of Cambridge and Peterborough. The existing allocation relating to East Wisbech is incorporated into the emerging plan.

Currently there are four A47 road improvement schemes of direct relevance to Norfolk, committed to by Highways England

- Dualling the A47 North Tuddenham to Easton
- Dualling the A47 Blofield to North Burlingham
- Improving the A47/A11 Thickhorn junction
- Improving A47 Great Yarmouth junctions including reconstruction of the Vauxhall Roundabout

These A47 road improvements have the potential to support growing the corridor's economy.

5.4.4 Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft

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

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

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

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

Great Yarmouth Borough Council, Norfolk County Council, Highways England and the New Anglia LEP have cooperated closely on developing the road transport infrastructure to support the growth of the offshore energy sector in Great Yarmouth. The third river crossing has now been through public examination as a Nationally Significant Infrastructure Project which will provide direct access to the Port from the trunk road network, rather than through the heart of the town as at present, and improving the A47 link to the rest of the country, construction is due to start in 2021.

Meanwhile Norfolk County Council with Great Yarmouth Borough Council, are looking at a range of new infrastructure projects associated with the port and the Great Yarmouth Energy Park in order to enhance the value of Yarmouth to the offshore renewables sector.

5.4.5 Norfolk Coast, the Broads and the Brecks

The Norfolk Coast, the Broads and the Brecks are the 3 key cross boundary areas of the county where economic benefits include not only their attraction for tourism and recreation, but also their contribution to quality of life, and hence the attractiveness of Norfolk as an area to live, work and to locate a business. The economies of these areas are dependent on businesses, infrastructure and environmental protection in surrounding areas. This is particularly the case for the Broads Authority Executive Area, where the Broads Authority boundary is very tightly drawn.

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

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

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

It is important that all of this care and concern about the natural environment continues to be captured within a Green Infrastructure approach, so that protecting and enhancing nature and natural processes are consciously integrated into spatial planning and area development.

5.4.6 A10 corridor

The A10, and parallel rail line from King's Lynn to Cambridge (passenger and freight), provides a strategic transport corridor. The section from King's Lynn to Downham Market is identified as a growth location in the Norfolk and Suffolk Economic Strategy. To realise the growth potential of the A10 Corridor there is a need to improve journey times, reliability of services and enhancement of operational capacity. Cambridgeshire County Council has commissioned studies of the economic potential and transport options for the route north of Cambridge. The Ely Area Capacity Enhancements Strategic Outline Business case was completed in Spring 2020 and has been approved. Proposals and options are expected to be consulted on in 2021 for the Ely area improvements to enable more frequent rail services to operate in future; while works have been completed to enable longer trains to run from King's Lynn from December 2020A new Cambridge North railway station has enabled improved access to jobs in the businesses on the north side of Cambridge for Norfolk residents. There is potential for large-scale job growth in the corridor at Downham Market; while the largest housing allocation in the west at West Winch/North Runcton requires the completion of the West Winch Relief Road and Hardwick junction improvements to be fully developed.

Agreement 10 - The recently adopted and emerging Local Plans for the area will include appropriate policies and proposals to recognise the importance of the above cross boundary issues and interventions.

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Section 6 – Housing

Strategic Housing Objectives

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategy of the New Anglia LEP and, Local Industrial Strategy and Covid 19 Economic Recovery Restart Plan;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- Ensuring that new homes are served and supported by adequate social infrastructure, including schools, libraries, fire service provision; play space and green infrastructure provided through developer funding (e.g. through S106 agreements and/or Community Infrastructure Levy)
- contributing towards sustainable patterns of development including improving the relationship between homes, jobs and other key day to day services;
- delivering high quality, energy efficient homes in attractive communities which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

6.1 Introduction

The overall objective of national policy is to ensure that sufficient homes of the right type, are built in the right locations, and at the right time to address all existing and newly arising needs for homes. This means meeting both the market *demand* for new housing and addressing the *need* for homes including the needs of those who are currently unable to afford to buy or rent a suitable home locally. Homes built should be of the right type having regard to needs of the existing and future population and should address the specific needs of groups such as the elderly, those with disabilities, students and the gypsy and traveller community. Local Plans should include measures to address the need for appropriate specific types of dwellings, those wishing to build their own home, starter homes to purchase and other tenures of affordable housing. Whilst this document considers the likely scale of growth in the different parts of the County, it is not its purpose to determine how many new homes are required or where precisely these should be located. These will be decisions for individual Local Plans or any County wide development plans which may be prepared. Instead the focus is on cross boundary strategic considerations concerning, for example, the capacity of each authority to accommodate the required growth, considering how growth in one area may have impacts elsewhere, the need or otherwise to redistribute growth beyond the administrative boundaries of individual authorities and the implications of this, or the need to take collective measures to improve the rates of housing delivery in the County.

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In February 2017 the Government published the Housing White Paper "Fixing our Broken Housing Market"[42]. This document set out a broad range of reforms that Government planned to introduce to help reform the housing market and increase the supply of new homes with the principal aim of increasing housing delivery in England to 300,000 net additional dwellings per year by the mid 2020's.

Many of these measures were subsequently introduced via the updated National Planning Policy Framework including a new standardised national methodology to be used for calculating the minimum number of new homes which might be required. In December 2020 the government announced a further modification to the standard methodology for the top 20 cities and urban areas, however this hasn't impacted the county. The government has also introduced a Housing Infrastructure Fund[43], published a Garden Communities Prospectus, invited bids for Housing Deals, and has committed to spending an additional £2 billion on affordable homes, all measures targeted at delivering an increased supply of homes. It is clear that increasing the delivery of new homes is likely to remain a major priority for the UK government for the foreseeable future.

Based on the government's current standard methodology[44] Norfolk Authorities will need to collectively plan for at least an additional 65,856 (4,116 per annum) homes between 2021 and 2036. Many of these new homes are already included within adopted Local Plans in the County and a significant proportion already have planning permission.

As part of the duty to co-operate, and as reflected in the remainder of this section the Norfolk Authorities have reached a number of key agreements both about the geographical area over which it is most appropriate to prepare Local Plans, the period to be planned for, and how each plan will provide at least the minimum number of dwellings required over the agreed period. In reaching these Agreements the authorities have had regard to the needs which may arise from outside of the County and have collectively agreed a process for establishing each areas capacity to accommodate growth.

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[42] Available at the housing white paper web page - https://www.gov.uk/government/collections/housing-white-paper
[43] Available at the housing infrastructure fund web page - https://www.gov.uk/government/publications/housing-infrastructure-fund
[44] Derived from the ONS 2014 household projections

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

The number of dwellings built in the County since 2007 have generally fallen behind published Local Plan targets due to the impact of the recession. As a consequence, the required annual rate of housebuilding required to meet existing Local Plan targets has been increasing as local authorities seek to address shortfalls. Furthermore to ensure that local targets can be addressed national policy[45] requires that each authority provides a buffer of deliverable supply thus ensuring that at all times more deliverable supply is available than is required to meet needs alone, with the size of the buffer determined by delivery rates over the preceding three years. This has resulted in some areas having very high annual targets over the next five years which are well above the long term requirements set out in their respective Local Plans or produced by applying the standard methodology.

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

It should also be noted that land supply issues may ease because since the recession and particularly the publication of the National Planning Policy Framework in 2012, the number of unbuilt planning permissions has also been increasing, resulting in a large stockpile of consented sites.

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

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

[45] National Housing Delivery Test – Results of this test are published by government in November of each year and compare the number of dwellings built over a three year period with the number required.

6.3 Future Housing Demand and Need until 2036.

The National Planning Policy Framework requires that the need for homes in terms of quantity, size, type and tenure within an area is addressed by planning authorities when preparing Local Plans, unless the consequences of doing so would result in unsustainable development. Where planning authorities conclude that it is not desirable to address identified needs within an individual authority area they should reach agreement with others to ensure that needs are met.

Following the publication of the revised NPPF in Feb 2019 the quantity of homes needed should be calculated in accordance with the new standard method in national guidance. This applies a fixed uplift to household projections based on the relationship between local incomes and house prices for each authority area with the result being capped to ensure that resulting figures are no more than 40% above existing requirements for any individual authority. The method was varied in February 2019 to make it clear that the baseline for the calculation should be the 2014 based household projections rather than the most recent projections. In some parts of the County the application of the standard methodology has resulted in the need to deliver higher quantities of new homes than was previously the case as identified in Strategic Housing Market Assessments.

Table 9: Local Housing Need based on mid 2014 household projections applying standard national methodology using the projected average annual household growth from 2020 to 2030 (correct as at November 2020)

Area	Annualised housing need in SHMAs	Annualised housing need applying standard methodology (2014 base)	Variation
Breckland	584[46]	661	+77
Broadland	389	517	+128
Great Yarmouth	420	357	-63
KLWN	670	538	-132
North Norfolk	405	552[47]	+147
Norwich	724	598	-126
South Norfolk	763	893	+130
Broads Authority (Norfolk part)	11	n/a[48]	
Norfolk	3,966	4,116	+150

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

[47] At this point in time North Norfolk is considering if an alternative approach to establishing OAN is justified

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

The evidence[49] concludes that Norfolk is covered by all, or parts of, three separate Housing Market Areas and this has led to agreement about producing evidence and appropriate planning areas.

Strategic Housing Market Assessments have been prepared for each of these Housing Market Areas which prior to the publication of the Standard National Housing Needs Methodology identified the objectively assessed needs for new homes within each HMA and for each separate District within them. New evidence, including revised national population and household forecasts, will be published at regular intervals and Authorities will use the latest available information from a range of sources in relation to both demand, and their ability to plan a sustainable supply, when determining final housing targets for inclusion in Local Plans.

To ensure better alignment of Local Plans all Norfolk Authorities have agreed to prepare new Local Plans which address the level of housing need for the period until at least 2036 and have formally commenced the process of plan review. Broadland, Norwich and South Norfolk are producing a single Greater Norwich Local Plan allowing for consideration of how needs might be addressed across the larger plan area.

Agreement 11 - When determining their respective Local Plan housing targets each Norfolk Authority, working together where desirable, will aim to deliver at least the local housing need as identified in the most up to date evidence (Table 9). Where this would result in unsustainable development, agreement will be sought with other authorities, initially within the same Housing Market Area, to ensure sufficient homes are provided to meet identified needs and demands in the area until at least 2036.

The Broads

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

Table 10: Projected dwelling need within the Broads Authority area 2015-2036

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

[49] **Central Norfolk Strategic Housing Market Assessment 2017** - covering Norwich, Broadland, and South Norfolk authorities, together with substantial parts of North Norfolk, Breckland and the Broads Authority, together with a more marginal interaction with other parts of Norfolk and Suffolk. **King's Lynn and West Norfolk Strategic Housing Market Assessment** – Covering the administrative area of King's Lynn and West Norfolk Borough Council.
Great Yarmouth Strategic Housing Market Assessment - Covering the administrative area of Great Yarmouth Borough Council.

In view of the special qualities of the Broads there has been a long standing agreement between the BA and their overlapping local councils about the other areas planning to meet any housing needs arising in the BA area[50]. It would clearly not be in the best interests of good planning in Norfolk for planning in the Broads area to be driven by a need to meet statistically derived housing targets where this would be incompatible with the protection of the special qualities of the Broads. Agreements 11 and 12 below addresses this matter although it should be noted that emerging evidence suggests, with the possible exception of the part of the BA area in Great Yarmouth Council area, that the BA will be able to find sufficient sites for housing to meet identified needs within its own area in locations considered to be compatible with the protection of the Broads.

Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad's landscape and special qualities.

Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

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

Implications of the City Deal for Housing

In December 2013 the Greater Norwich City Deal was signed[51]. The City Deal was expected to see 300 new businesses supported and secure an additional £100 million of private investment. The deal was also expected to create more than 19,000 jobs, including 3,000 high value jobs at Norwich Research Park, 2,000 jobs around Norwich Airport, 1,000 jobs based around Norwich University of the Arts and 6,000 construction jobs.

The housing implications of the City Deal were assessed thoroughly as part of the Central Norfolk SHMA. This calculated that an upward adjustment of 9,505 dwellings to the housing requirement was needed to ensure sufficient homes are provided to meet the needs of the additional workers resulting from the City Deal. However, as the OAN for the Central Norfolk Authorities already included a response to market signals, it concludes that additional provision is only needed in the three Greater Norwich districts where the implications of the City Deal exceed the response to market signals already built into the figures. Because of the changes in calculating housing need the additional provision will be reconsidered within the Greater Norwich Local Plan.

Agreement 14 – Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of homes within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.

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[50] See Planning for Housing and Employment in and Around the Broads Memorandum of Understanding - http://www.broads-authority.gov.uk/ data/assets/pdf file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf

[51] See Norwich City Deal - https://www.gov.uk/government/publications/city-deal-greater-norwich

6.4 Type of Homes

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

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

Collectively, the Authorities are committed to the delivery of energy efficient homes which minimise the inefficient use of scarce resources and each Local Plan will consider the desirability of requiring enhanced construction standards which go beyond the requirements of the current National Building Regulations. For example, all authorities in the County have committed to introducing lower water consumption targets for new dwellings and most are likely to introduce enhanced accessibility requirements. Further consideration is also given to this area in the section on climate change.

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

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

Inward migration from the rest of the UK, mainly due to retirement to the area, is forecast to be the major driver of population growth in the County over the next 20 years and a rapidly aging population, particularly outside of the three main urban centres will continue to increase the need for homes. By 2036 over 15% (153,372 people) of Norfolk's population is forecast to be over 75 years of age and if current trends continue this will increase the need for specialist forms of accommodation such as care, nursing and assisted living schemes. These specialist accommodation needs are not included within household projections and authorities should carefully consider the latest available evidence and develop strategies to ensure these needs are met. If current trends continue an increasing proportion of elderly people will remain in their homes for longer periods.

Specialist types of accommodation

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

Elderly People

The identified Objectively Assessed Need across Norfolk includes the conventional housing needs of elderly people, but does not include people residing in care and nursing homes. On this basis, all self-contained elderly person housing is counted within the housing supply; but the supply of bed spaces in residential institutions (Use Class C2) is not. If sufficient Class C2 bed spaces are not provided then these people will not vacate existing dwellings and therefore more dwellings may be required.

As section 4 highlights, latest population projections estimate an increase in 65's of over 78,000 between 2018 and 2036 in the county. Local planning authorities were clear that further research was required into their housing needs. As part of the work to update this document a study was commissioned to identify the need and types of accommodation which are required to support the increase in the elderly population going forward.

The study has now been completed and highlights that a range of housing types are required to meet the needs of the elderly. It should be noted the many residents will be able to remain in conventional type of housing for many years but may choose to downsize or move to more suitable types of home like bungalows. Therefore housing types range from conventional housing (either modified or unmodified), age exclusive housing, sheltered housing with low level support to higher level support housing with on-site support or residential/nursing care homes. There are currently 8,612 units of specialist independent retirement housing in Norfolk, 78% of these units are sheltered[52] housing with low level support and only 22% are extra care with higher level support [53]. Across the whole of Norfolk in 2020 there is unmet need for 2,826 units of extra care housing and 4,034 units of sheltered housing. By 2041 these figures will have risen to 5,149 and 10,384 respectively. The report also highlights that care homes will also need to accommodate an additional 5,239 people and better provision should also be made for elderly with various levels of dementia with Norfolk likely to see an increase in residents with dementia by nearly 10,000 to 2041. Full details can be found in the report accompanying this study[54] Norfolk Local Authorities will work with registered providers and housing associations to support the delivery of specialist housing to meet the needs of an increasingly the elderly and retired population.

[52] Sheltered housing is age restricted housing normally with either an onsite or visiting scheme manager or access to a bespoke helpline. There will normally be communal facilities which may include a café or shop but there is no bespoke site specific care package. Scheme residents are typically 75 or over, but the scheme may include some residents aged 65-74

[53] Extra Care housing is age restricted housing with an onsite scheme manager and provide a range of communal facilities. However residents will also have access to a site specific bespoke care package, usually including paying for a specified minimum number of hours of care a week with the option to increase usage if required. The care provider is CQC registered with specific carers allocated to the scheme. Scheme residents are typically 75 or over. Extra care housing can also be known as very sheltered housing, assisted living, enhanced sheltered or as housing with care.

[54] Link to study once published

Student Housing and the OAN

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

The largest higher education provider in Central Norfolk is the University of East Anglia (UEA). The University has a campus in Norwich and a total of 16,030 full time students (academic year 2018/19). In 2017 the University had 4,300 bed spaces on the campus (and nearby village) and 305 bed spaces in the city. Norwich also contains the Norwich University of the Arts which has 2,250 full-time students, with further students at City College and Easton College. In recent years however, there has been an increase in the provision of privately owned and managed purpose built student accommodation across Norwich City including significant accommodation at Pablo Fanque House, Ber Street and St Stephen's Towers.

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

However, in 2018 Planning Practice Guidance updated the advice on including student housing within housing supply figures[55]. Student accommodation can be included based on the amount of accommodation that new student housing releases to the wider housing market, and the extent to which this allows general market housing to remain in such use. Local authority's calculations should be based upon the average number of student living in student only accommodation using the most recently published census data. On this basis, student accommodation supply in Norwich should be counted at a ratio of 2.85 bedrooms to 1 equivalent dwelling, except for studio apartments which can be counted on a 1 for 1 basis. For delivery purposes, the Housing Delivery Test Rule Book[56] outlines that student accommodation should be counted at a ratio of 2.5 bedrooms to 1 equivalent dwelling. These ratios will be updated as necessary.

[55] Planning Practice Guidance - https://www.gov.uk/guidance/housing-supply-and-delivery Paragraph: 034 Reference ID: 68-034-20190722

[56] Housing Delivery test - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728523/HDT_Measurement_Rule_Book.pdf

The City Council also adopted the Purpose Built Student Accommodation (PBSA) Evidence and Best Practice Advice Note[57] in 2019. This advice note includes an assessment of the need for PBSA from UEA and NUA higher education institutions, guidance on a range of issues relating to the design and management of PBSA and how to encourage a mix of accommodation for a wide range of students. By encouraging good quality and appropriate student accommodation in Norwich, this advice note helps to support the success of the city's higher educational institutions and the city's economic prospects. As part of this Norwich City Council has set up a working group with the two main higher education institutions in Norwich that are likely to generate student housing need, and meets periodically to discuss how to help meet the need for PBSA in terms of student numbers and growth, to better inform planning decision making and the plans of Higher Education Institutions and to provide a forum to explore how high quality and affordable student accommodation can be achieved in Norwich.

The draft Greater Norwich Local Plan, due to be published for Regulation 19 consultation in February 2021, will contain a policy to support PBSA as part of policy 5(Homes).

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

The accommodation needs of Gypsies and Travellers, including Travelling Show people, and those residing in boats and mobile/park homes are included within the overall assessments of housing need and comprise part of that need rather than an additional requirement. These types of accommodation which are provided can therefore count towards addressing locally set housing targets. Locally authorities have prepared specific evidence to quantify the levels of need for such accommodation and use this evidence to inform Local Plan preparation. Five Norfolk authorities (Broadland, Gt Yarmouth, North Norfolk, Norwich and South Norfolk), plus the Broads Authority, commissioned a Caravans and Houseboats Needs Assessment to 2036, which was completed in October 2017 [58]. Breckland DC commissioned its own study[59] and the Borough Council of King's Lynn and West Norfolk is a partner in a Cambridgeshire-based needs assessment[60] Greater Norwich are updating their study and this is expected to be completed in spring 2021.

Agreement 15 - The Norfolk Planning Authorities will quantify the need for, and plan to provide for, the specialist accommodation needs of the elderly, students, gypsy and travelling Show People, and those residing in other specialist types of accommodation and working together will ensure that the distribution of provision responds to locally identified needs.

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[57] Purpose Built Student Accommodation (PBSA) Evidence and Best Practice Advice Note - https://www.norwich.gov.uk/downloads/file/5448/pbsa_best_practice_and_advice_note_-_adopted_november_2019

[58] See Caravans and Houseboats Needs Assessment to 2036 - https://www.north-norfolk.gov.uk/media/4081/norfolk-final-ana-09-10-17.pdf

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

[60] See West Norfolk Gypsy and Traveller Assessment - https://www.west-norfolk.gov.uk/download/downloads/id/2579/gypsy_and_traveller_accommodation_assessment_2016.pdf

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

6.5 Capacity and Distribution

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

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

Agreement 16 – All Norfolk Planning authorities will produce their Housing and Economic Land Availability Assessments to the standard Norfolk methodology.

6.6 Delivering Housing Growth

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

Slower than required delivery rates have resulted in inadequate or marginal five year land supply positions resulting in the need to release unplanned development sites in some parts of the County. Recognising this, and reflecting the provisions of the Housing White Paper the Norfolk Authorities have agreed to take a range of actions to improve future housing delivery.

Agreement 17 - To minimise the risk of slow delivery over the next plan period, where it is sustainable to do so, the following will be done:

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

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

- Allocating a balanced range of sites and scales of development
- Enable early stage engagement with high profile councillors and leader of the Council to facilitate stakeholder buy-in and community liaison at the site allocation stage.

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

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

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

It should be noted that authorities housing delivery will be measured against the Housing Delivery Test (HDT) and if under 95% - authorities will be required to produce 'Action Plans' to address shortfalls in delivery.

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Section 7 – Health

7.1 Introduction

The origins of the planning system are closely associated with wider health improvements and recognise that where people live, work, study and relax play a greater role in health and well-being at a population level than just access to health care. Equally we know that as population size and structure change, for example an aging population, so the demands upon health care facilities increase alongside the ever increasing need to prevent ill health in the first place. These matters are not influenced solely on an individual planning authority basis. Services are arranged and delivered across multiple boundaries. People move between areas to do different things and across their lifetime. Transport routes and methods inevitably impact wide geographic areas.

Health services in Norfolk are provided at geographies which extend beyond district and borough boundaries. The Norfolk and Waveney Clinical Commissioning Group covers the whole of Norfolk and also the former district council area of Waveney (in north-east Suffolk). Public Health provision is provided at the national, regional and local level (subject to recent national changes).

Given that the various healthcare organisations operate across district and borough boundaries it is considered that there is merit in looking at consistent approaches to planning for health and well-being across the Norfolk local planning authorities.

Consequently, the need to co-operate between agencies and across geographies is important.

7.2 Principles

The National Planning Policy Framework (NPPF) requires that 'planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, and enable and support healthy lifestyles'[61]. The health and wellbeing of the population, and health infrastructure should be considered in both plan and decision making.

The Planning White Paper (2020 paragraph 1.7) recognises that: "Where we live has a measurable effect on our physical and mental health, on how much we walk, on how many neighbours we know or how tense we feel on the daily journey to work or school. Places affect us from the air that we breathe to our ultimate sense of purpose and wellbeing."

The TCPA has advocated the impact of good planning decisions through its Reuniting Health with Planning workstream since 2010 and has worked in partnership with NHS England, Public Health England and Sport England.

The review of Health Equity in England by Sir Michael Marmot[62] highlights the need to build healthy and sustainable communities as one of 6 core recommendations to address the widening health inequalities. It states that 'since 2010 life expectancy in England has stalled; this has not happened since at least 1900…..health is closely linked to the conditions in which people are born, grow, live, work and age'. There are clear links made to the quality, cost and condition of housing in the report,

[61] NPPF revised Feb 2019, Chapter 8

[62] See Health Equity in England - https://www.health.org.uk/funding-and-partnerships/our-partnerships/health-equity-in-england-the-marmot-review-10-years-on

'The costs of housing have increased significantly, including social housing, impacting on all the other social determinants of health and pushing many people into poverty, homelessness and ill health.'

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

- Stalling of life and healthy life expectancy rates (in the last decade 2011 onwards)
- Widening health inequalities and likely aggravation of this arising from impacts of Covid-19
- An increasingly ageing population, with impacts on health and social care provision and costs[63]
- The number of premature deaths increasing, caused by smoking, lack of physical activity, obesity and alcohol misuse.[64] The UK wide NHS costs attributable to overweight and obesity are projected to be £9.7 billion a year by 2050 with wider costs to society estimated to reach £49.9 billion per year[65]
- Increase in demand for mental health and wellbeing services
- Changing approaches to healthcare delivery.

7.3 Healthy living and Wellbeing – through better design

It is clear that health issues are increasingly important considerations in future planning activities. Therefore, development should facilitate a healthy lifestyle and provide opportunities for a high quality of life through a healthy environment where pollution is controlled and there is adequate access to open spaces and green and blue infrastructure. Availability of suitable and affordable housing and employment opportunities are also critical factors, as is access to active travel opportunities and affordable and practical public transport. It is also likely that, at least in the short to medium term, active consideration will need to be given to increased home working, space standards and overcrowding in homes and internal ventilation.

New developments present an opportunity to build homes, streets and neighbourhoods that support and enable healthy lifestyles through high quality provision of walking, cycling and accessible public transport. Good quality public spaces promote a sense of community and increase the variety of options to interact with the local environment and improve physical and mental health outcomes.

Both new and redesign of existing developments should consider a variety of needs of the Norfolk population. These could include:

- Recognising that greatest health benefits across the population are to be had by encouraging the inactive to be moderately active so build short active journeys in everyday life such as shopping, schooling, catching a bus and work
- Considering the particular needs of an ageing population when designing open space, access to public transport and physically active means of getting about. For example, siting of

[63] The King's Fund: Future Trends, Demography, Ageing Populations
[64] British Heart Foundation, 2013: Economic costs of physical inactivity.
[65] Source: Guidance Health Matters: obesity and the food environment March 2017 (Public Health England)

benches and shelters, availability of toilets, safety when sharing pathways, level terrain and the provision of adult outdoor exercise equipment.

- It is important when designing built environments and making blue and green space more widely available that signage, navigation and layout actively consider needs of those, for example, with dementia or learning disabilities who may otherwise find some designs less accessible
- A number of these considerations may also support their use by, for example, adults with younger children, the less mobile across all age groups and those with a sensory disability
- Signage to facilities could be expressed in time taken to walk, for example, instead of distance and routes designed to break up longer journeys into manageable sizes
- Location of housing, employment, education and retail facilities to minimise journeys by non-private vehicle methods
- Where possible cycle lanes and footpaths should be situated away from busy roads, publicised and well sign posted to encourage use. They can provide opportunities for biodiversity enhancement by planting appropriate tree species, hedgerows and pollen and nectar rich flora, facilitating species movement and habitat connectivity.

The RTPI published Enabling Healthy Placemaking[66] which highlights the barriers to building healthy places[67] called for 'greater …collaboration between health, social care, and planning professionals to ensure people's health needs are integrated into the conceptualisation, design and planning stages of new developments in the future'. It highlights 7 ways planners can take the lead:

[66] Enabling Healthy Placemaking - https://www.rtpi.org.uk/media/5777/enabling-healthy-placemaking.pdf published July 2020

[67] Such as lack of funding; different requirements from developers; conflicting policy priorities.

7.4 Implementing Healthy Design

The NPPF states that local planning authorities should make use of tools and processes for assessing and improving the design of development, specifically recommending assessment frameworks such as Building for Life 12 (recently updated to Building for a Healthier Life[68]).

Building for a Healthier Life replaced Building for Life 12 in July 2020; published in collaboration with NHS England, NHS Improvement and Homes England. 'Building for a Healthier life' is a Design Code to help people to improve the design of new and growing neighbourhoods and has been created for community, developer and local authority use. The 12 considerations capture areas of design and placemaking that need most attention but are often the most overlooked'[69]. It provides visual prompts to good practice rather than the previous 12 question approach.

The Healthy Streets Approach is a framework that emphasises a street that works for people and is a street that is good for health. It provides an evidence-based approach for creating fairer, sustainable attractive urban spaces. The Department for Transport has funded Healthy Streets Approach training for Local Authorities (including Norfolk) using Local Cycling and Walking Infrastructure Plans. The 10 indicators focus on the experience of people using streets and complements the use of the Building for a Healthier Life design code.

[68] NPPF revised Feb 2019, para 129.
[69] Building for a Healthier Life, pg 5.

7.5 Health Infrastructure Protocol

To help ensure these issues are addressed a protocol for joint working between planning, public health and health sector organisations was agreed in 2017 and has been revised to take account of the emergence of the NHS Sustainability and Transformation Partnership (STP). Throughout this revision support has come from several quarters, including each of the Norfolk and Waveney Clinical Commissioning Group (CCGs). The Protocol seeks to explain the relationship of land-use planning to public health, giving an overview of the planning system to health professionals and an overview of health service commissioning structures to land-use planners. There are mutual commitments to discuss development-related pressures on healthcare services and opportunities for high-quality place-making to enable people to make healthier lifestyle choices. The protocol also provides a single point of contact for local planning authorities within the healthcare system for feedback on planning applications and general advice. Working with STP colleagues affords an opportunity for long term planning and growth to be considered alongside health infrastructure needs.

The Protocol seeks for health professionals and town planners to work together to secure new healthcare facilities required as a result of development. To assist with such negotiations modelling data has been used to give an indication of future healthcare requirements for Norfolk. Based on each CCG area, projections are given on future demand for acute hospital beds, intermediate care beds, and the numbers of General Practitioners required. The population increases are modelled on low, medium and high scenarios for house-building rates, reflecting the uncertainty as to how economic conditions might affect the house-building industry in coming years. The Protocol also includes a *Health Planning Checklist* that consists of six place-making themes. Whilst use of the Checklist is not mandatory; it is simply made available to all practitioners as a convenient method to appraise development schemes in advance of, or at the point of, making a planning application. Additionally there is agreement that within the GNLP area all developments in excess of 500 homes should use a Health Impact assessment. HIA use is to be actively encouraged to tackle health inequalities and the promotion of good health across all areas alongside wider use of both HIAs and the checklist to actively consider designing in health benefits.

The Protocol should be reviewed by the middle of 2022 to take into account the specific health issues in the county; any changes required in the duty to co-operate and other changes currently drafted within the Planning White Paper.

Agreement 18 - Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

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Section 8 – Climate Change

8.1 Introduction

In Summer 2019 the Norfolk Strategic Planning Member Forum requested that a Climate Change sub group should be set up as part of the update process to the Norfolk Strategic Planning Framework. The group would review information in relation to Climate Change with a specific focus on the role and impact on Local Plans and the planning system generally. It would also explore some of the emerging policy work around climate change, and looks at best practice where applicable..

8.2 Background

Climate change has been embedded into Land Use Planning for many years, significant emphasis is placed on planners to address climate change through achieving sustainable development. It is recognised that considerable national, international and local research in relation to climate change has been completed in recent years. This includes reports by the Intergovernmental Panel on Climate Change, and there continues to be emerging changes in relation to Government policy on the matter.

In June 2019 the government amended the Climate Change Act 2008 to extend the national carbon reduction target within it with the aim to reduce carbon levels to net zero by 2050. In December 2020 the government also announced a new plan which aims for at least a 68% reduction in greenhouse gas emissions by the end of the decade, compared to 1990 levels[70]. Many local authorities were galvanised to either declare climate emergencies, and/or set their own locally applicable targets, either replicating the governments or extending it further as well as enshrining the concept into corporate objectives and Plans.

Within Planning, Local Plans can play a central role in helping to facilitate this key national environmental objective. Effective strategic plan making can deliver sustainable development and help address the challenges that climate change brings, complementing measures outside of the planning sphere but not resolving climate change challenges on its own. Clearly the County is vulnerable to the impacts of climate change through flooding, drought, storm surges, sea rise etc. The costs of climate change are projected nationally to be high and it is emphasised that not taking action could cost more than taking steps to reducing emissions now to avoid the worst impacts of climate change. Sustainable development through land use policies is regarded as a key means of addressing climate change and as such the planning system has a duty to ensure that action is taken to encourage and deliver more sustainable development.

[70] See Press Release - https://www.gov.uk/government/news/uk-sets-ambitious-new-climate-target-ahead-of-un-summit

8.3 Climate Change Next Steps

Working collaboratively through the Norfolk Strategic Planning Member Forum, Local Planning Authority planning officers, along with colleagues from the Environment Agency, Local Enterprise Partnership and Norfolk County Council, worked together to develop ideas which could help local plans address climate change through land use policies at a strategic level. The group have produced a Climate Change Research Paper and sub topic reports which set out a number of approaches for local authorities to consider when drafting local plans. In the light of this work the following agreement has been reached.

Agreement 19 - Norfolk Planning Authorities agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, the Authorities agree to consider to the approaches contained in the NSPF Climate Change research paper when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Norfolk Planning Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Furthermore the Planning White Paper strengthens the need for local design initiatives and the work of this climate change group has highlighted that design and best practice climate change guidance could help with both climate change and healthy living initiatives. As such there is a strong case for looking at a Norfolk Design Guide or Charter. It is suggested that the initial steps would be to investigate how this is could best be achieved and to what level all authorities are willing to work to a single design guide. It is clear for this to succeed that external and community involvement would be required and we would also need to understand in more detail any proposed changes to the NPPF and legislation, and the existing intentions of each local planning authority with providing further guidance.

A further agreement sets out Local Planning Authorities commitment to investigate the production of a countywide Design Guide:

Agreement 20 – Norfolk Planning Authorities agree to work together to investigate the production of a county wide design guide and produce a brief for this work. This work will help facilitate climate change and healthy living initiatives across the county by providing high level principles

The design guide would meet the requirements of the National Design Guide and look at other country wide initiatives like Building for a healthy life. Mitigating for and adapting to climate change could be a key consideration of this guide. Individual Local Planning Authorities could still produce their own guide or they can be produced as part of neighbourhood plans.

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Section 9 – Infrastructure and Environment

Strategic Infrastructure and Environmental Objectives

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

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

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

- locating development so as to reduce the need to travel;
- reducing unnecessary car use and supporting the roll out of new technologies (such as Electric Vehicles and alternative fuels eg hydrogen) and alternative methods of transport including public transport, walking and cycling;
- maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
- managing and mitigating against the risks of adverse weather events, sea level rise and flooding by reducing the impacts on people, property and wildlife habitats.

Together these measures will help create healthier more sustainable communities.

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

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

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

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

9.1 Introduction

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

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

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

The Norfolk Strategic Infrastructure Delivery Plan[71] (NSIDP) has been produced by the County Council working with all the local planning authorities and utility providers. It identifies strategic infrastructure requirements and provides an update on the delivery of a range of projects. The

[71]See Norfolk Strategic Infrastructure Delivery Plan - https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies

projects in the NSIDP reflect the key infrastructure needed to deliver the scale of growth ambitions outlined in the NSPF. The NSIDP is a working document that will be regularly updated as information becomes available. A new version of the NSIDP was released in November 2020. The IDP will help co-ordination, implementation, prioritise activity and respond to any funding opportunities. It will also enable Local Authorities to prioritise the release of revenue funding for the development of scheme information to assist the prospects of successful bids being made for capital funding to deliver further projects. As it concentrates on strategic infrastructure it does not identify the full range of infrastructure required for development.

9.2 Utilities

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

Table 11: Priority Utilities Projects for Promotion[72]

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Attleborough Energy Supply	Not Known	£22m	BRP, NALEP, Private Sector
Broadland Growth Triangle Trunk Sewer	Delivery 2011-2026	TBC	Private sector
Sprowston Primary substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Peachman Way Primary substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Snetterton Heath Energy Supply Long term Requirements	Not Known	TBC	NALEP, Private Sector, BRP
Thetford energy supply (Sustainable Urban Extension)	2021	£6.5m-£9.5m	BRP, NALEP
Thetford energy supply (Thetford Enterprise Park) Phase 1	Not Known	£3m	BRP, NALEP
Thetford energy supply (Thetford Enterprise Park) Phase 2	Not Known	£6.5m	BRP, NALEP
Earlham Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector
Cringleford Primary Substation	Not Known	£2.5-10m	Community Infrastructure Levy and private sector

[72] Anglian Water's Long Term Recycling Plan was published in the summer of 2018. Building on this version work has commenced on the drainage and wastewater managements plans, using a nationally agreed methodology, this will be published in 2022.

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Wymondham water supply connections	Not Known	£22m	Private sector
King's Lynn Sewerage improvements	Not Known	£1.5-1.7m	Community Infrastructure Levy and private sector

The following utilities project have successfully been funded since 2013:

Under construction or part-completed:

- Snetterton Energy Supply - £3.6m
- Thetford Water Supply – £9.8m
- Thetford Sewerage Scheme - £2m
- Easton, Hethersett and Cringleford sewerage upgrade - £11m

Planned, not yet started:

- Increased Surface Water Capacity North Lynn
- Snetterton Energy Supply Short term power needs £6.1m

9.3 Electricity

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

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

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

In developing Local Plans it is clear that Local Authorities will need to work closely with UKPN to ensure that identified locations where housing and employment growth will require strategic

enhancement of the electricity supply networks to support new developments can be delivered without delaying the delivery of development or rendering it unviable. Partners continue to work with UKPN to overcome current constraints and prevent future issues, and to explore mechanisms to ensure the cost of electricity infrastructure is shared proportionately between planned developments. To support this partners are working with UKPN to ensure there is more detailed information available to authorities providing an understanding of potential constraints and where development will require strategic enhancement of the electricity supply networks. Some Norfolk Planning authorities have also completed electricity infrastructure studies to investigate power supply issues and assess local constraints in more detail, these include the Greater Norwich Energy Infrastructure Study[73]and the North Norfolk Power Study[74].

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

9.4 Water

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

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

Anglian Water's Current Water Resources Management Plan (WRMP) was published in 2019 and runs to 2045[75]. This is currently under review in parallel to Water Resources East (WRE's) Regional Strategy. This demonstrates how sufficient water for future growth will be provided via a twin-track approach. Anglian Water will focus on the demand side first and reduce the amount of water used by installing smart meters, reducing leakage and investing in water efficiency. But they will also invest in the supply-side to increase the amount of water available. This includes investing in a series of interconnecting pipes to better join up their network and ensure they make best use of available resources before developing new ones. In the medium- to long-term, Anglian Water are likely to need additional resources. This could include winter storage, recirculation of recycled water, or

[73] See Greater Norwich Energy Infrastructure Study - https://gnlp.oc2.uk/docfiles/46/P3723%20Greater%20Norwich%20Energy%20Infrastructure%20Study%20with%20Appendices.pdf

[74] See North Norfolk Power Study - https://www.north-norfolk.gov.uk/media/5583/north-norfolk-power-study-report-march-2019.pdf

[75] See Water Resources Management Plan - https://www.anglianwater.co.uk/siteassets/household/about-us/wrmp-report-2019.pdf

desalination. Anglian Water will be working with regional stakeholders and neighbouring water companies through Water Resources East (WRE) over the next two to three years to identify the best options to take forward to WRMP 2024. The measures undertaken by AW mean that water supply should not be a strategic constraint to development. Essex and Suffolk Water also have a WRMP[76] for the same period covering the areas of Norfolk they supply.

Norfolk Authorities will work with Water Resources East (WRE) and its members, including the two water companies, to help safeguard a sustainable supply of water for Eastern England, resilient to future challenges and enabling the area's communities, environment and economy to reach their full potential.

In the period through to September 2023, WRE will develop a draft single, multi-sector Regional Plan for Eastern England, working with water companies, Local Authorities and Local Enterprise Partnerships, the energy and agricultural sectors, landowners and key environmental NGOs and through co-creation, engagement and collective decision making, the plan, and its subsequent iterations, will:

- Increase the level of resilience for water resources for all sectors and the environment.
- Deliver wider benefits in terms of flood risk, river flows and water quality.
- Ensure that water (either too much or not enough) is not a barrier to economic development in the region.
- Identify opportunities and delivery mechanisms to restore and enhance the environment, in line with the biodiversity net gain and wider aspirations of the 25 Year Environment Plan.
- Explore innovative funding and delivery models for water management solutions.
- Promote schemes which represent the best value for the region, seeking through collaboration to deliver more efficient solutions.
- Co-deliver the water related elements of other key regional strategies and plans,
- Focus on delivery of water-related climate change mitigation and adaptation strategies including net zero carbon ambition.
- Provide academically rigorous evidence to policy makers.

As part of WRE's work programme, with the support of councils, the Norfolk Strategic Fund have provided a grant to WRE for the development of a Water Management Strategy for the county. This project will develop short term water-related Covid-19 recovery interventions, the detailed Water Management Strategy and Plan and will establish a partnership structure known as a "Water Fund" to facilitate delivery of nature-based solutions for water management in the medium and long term. This project will be supported by a partnership of Norfolk County Council and Water Resources East, the international environmental charity The Nature Conservancy (TNC) and Anglian Water.

Water Funds are governance and financing mechanisms allowing public and private sectors to work collectively to secure water for their communities. They are used successfully around the world to leverage blended finance streams to ensure coordinated delivery, funding and monitoring of nature-

[76] See Essex and Suffolk Water: Water Resources Management Plan - https://www.nwg.co.uk/globalassets/corporate/reports/esw-final-wrmp19.pdf

based solutions (NBS) for water security. In 40 locations, across North America, Latin America, Asia and Africa, TNC collaborates with partners to set up Water Funds based on science-based plans and innovative tools for representing water management challenges, strong monitoring and mobilisation of diverse funding streams. This programme will establish TNC's first Water Fund in Europe. Being part of the global Water Fund network will access collective experience, accelerating the project, and enable Norfolk to be featured as a global exemplar for water resource management, thereby facilitating access to further financial and human resources.

The project will create a new multi-stakeholder governance structure which will include representatives from councils, New Anglia LEP, water companies, environmental organisations and the agri-food and energy sectors. This governance structure will be set up in 2 stages:

- a Water Management Board to generate consensus across all local actors for the preparation of a prioritised plan;
- a more permanent structure (a Water Fund) to: supervise and coordinate implementation of the plan, monitor results, enable mobilisation of funding and repayable financing from public and private sources

Progress with the project will be regularly reported to councils across the county.

Agreement 21– Norfolk Authorities have agreed to become members of WRE, and to work collaboratively with its other members in the development of the Norfolk Water Strategy to ensure the project delivers the best outcomes for the county. Norfolk Authorities will also work collaboratively as part of WRE to enable the successful co-creation of WRE's wider Regional Plan.

Other work is also ongoing across the county considering the wider impacts of water and associated infrastructure. Norwich City Council leads the River Wensum Strategy Partnership, working alongside the Environment Agency, Norfolk County Council, the Broads Authority and Norwich Society. The strategy has the overall vision of breathing new life into the river by enhancing it for the benefit of all and increasing access to, and making greater use of, this important asset. It will consider social, environmental and economic factors in achieving this vision. Some of the projects already delivered or planned as part of this strategy look to improve water quality and reduce flood risk on a catchment wide basis. In addition, the CATCH project, (Norfolk County Council along with Norwich City Council, Broadland District Council and Anglian Water) is working to find long-term solutions to the problem of surface water flooding in Norwich. The pilot project offers homes, businesses and schools the chance to have a slow-release water butts or rain water planters installed completely free of charge. The project is funded by Anglian Water and the Interreg European Union CATCH Climate Change and Flood Reduction Project. The EU are currently considering further phases of project work.

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

Agreement 22 – Norfolk is identified as an area of serious water stress, the Norfolk Planning Authorities have agreed that when preparing Local Plans to seek to include the optional higher water efficiency standard (110 litres/per person/per day) for residential development.

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

Anglian Water's aim is to see residential developers go beyond the optional higher water efficiency standard (110 litres/per person/per day) and in time to move to water neutrality as outlined in their Green Recovery Plan[77] this could include water re-use measures in new developments including stormwater and rainwater harvesting and grey water recycling forming part of an integrated approach to water management.

The disposal of waste water is addressed by Anglian Water's Water Recycling Long-Term Plan (WRLTP) [78] which highlights the investment needed over the next 25-years to balance the supply and demand for water recycling. The plan considers risk from growth, climate change, severe drought, and customer behaviours. It promotes sustainable solutions for maintaining reliable and affordable levels of service, and facilitates working in partnership to mitigate flood risk. Developing on the WRLTP Anglian Water are preparing a Drainage and Wastewater Management Plan with Stakeholders to be published in 2022[79] Anglian Water has also implemented new charging rules setting out a fixed, upfront schedule of fees that they charge for laying mains and pipes that connect new buildings and housing developments to their network[80]. This is a significant step towards ensuring that water companies provide an excellent service to developers of all sizes.

It will be necessary to take a co-ordinated approach to water through water cycle studies to address water supply, quality, waste water treatment and flood risk. Flood risk assessments should be used effectively to ensure development is located appropriately, to help achieve this a Strategic Flood Risk Assessment (SFRA) has been produced jointly by most Norfolk authorities[81].

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

[77] See Green Recovery Plan - https://www.anglianwater.co.uk/siteassets/household/about-us/green-recovery-five-point-plan.pdf

[78] See Water recycling long term plan - https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/water-recycling-long-term-plan/

[79] See Drainage and Wastewater Management Plan - https://www.anglianwater.co.uk/about-us/our-strategies-and-plans/drainage-and-wastewater-management-plan/

[80] See DS charging arrangements - https://www.anglianwater.co.uk/siteassets/developers/development-services/ds-charging-arrangements-2019-2020.pdf

[81] See Strategic flood risk assessment - http://www.broads-authority.gov.uk/planning/planning-policies/sfra/sfra

Agreement 23 – The Norfolk Authorities, Anglian Water and Essex and Suffolk Water have agreed to provide regular and timely updates to each other on the delivery of development sites and proposed utility projects to ensure that development is aligned with water and wastewater infrastructure. LPAs will produce Habitat Regulation Assessments, as required, that will also consider impact of development on sensitive sites.

In considering the distribution of growth Local Planning Authorities will need to ensure that distribution avoids cumulative detrimental impact on the most sensitive water courses particularly, those in the Broads and on the Wensum which cross a number of Local Planning Authority boundaries. Each public body will have regard to River Basin Management Plan[82] to ensure that their plans and actions do not risk delivery of the environmental objectives for each water body in the County (not just protected sites).

9.5 Digital Connectivity

Broadband

Having access to high-speed and reliable broadband is now regarded as essential by many residents and businesses. The picture regarding superfast broadband coverage is rapidly improving; 95% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012[83].

The Better Broadband for Norfolk (BBfN) project was launched in 2012, with the aim of ensuring that by the end of 2015 more than 80% of Norfolk's premises could access superfast broadband (24 Mbps download, also known as Next Generation Access (NGA)). The BBfN Programme signed a third contract during 2019; as a result a further £13 million will be invested to implement Fibre to the Premises for over 10,000 Norfolk properties that do not have access to Superfast broadband. As a result, by spring 2023, Superfast broadband coverage across Norfolk is expected to increase to 97%.

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

In April 2016, changes to Building Regulations R1[84] were finalised. For applications made on or after 1 January 2017 new buildings are required to have physical infrastructure to support high-speed broadband (greater than 30Mbps). However, there is no requirement to provide external or site-wide infrastructure beyond the access point.

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[82] See Anglian district river basin management plan - https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan

[83] See Local broadband Information Website - http://labs.thinkbroadband.com/local/index.php?area=E10000020

[84] See Building Regulations R1 - https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf

The availability of high-speed broadband is clearly of major strategic significance for Norfolk and Norfolk authorities welcome Openreach's offer to install Fibre to the Premises (FTTP) free of charge to all new housing developments of 20 or more homes and an improved pricing structure all the way down to two homes[85]. However the further rollout of broadband to existing homes cannot be required through any current Local Plan, but the Norfolk authorities are working closely with Better Broadband for Norfolk and other bodies and providers to ensure that high-speed broadband is delivered to more parts of the county as soon as is practicable.

Norfolk County Council in conjunction with all Norfolk districts, boroughs, Norwich city, the chamber of commerce, the LEP and other relevant regional groups has secured circa. £8 million in 2019 via the Government's Local Full Fibre Network programme and a further £2m in 2020 from Ministry of Housing, Communities and Local Government. This will provide Fibre to the Premises for over 400 public sector sites, and importantly also offers potential for nearby homes and businesses to access Full Fibre connectivity via a Government Gigabit Voucher Scheme.

The revised NPPF (para 112) highlights the importance of reliable communications infrastructure in economic growth and social well-being and requires policies to set out how high quality digital infrastructure is expected to be delivered, authorities will engage proactively with broadband and mobile network providers to better encourage the rollout of new infrastructure, particularly Openreach, and will seek to involve Openreach at the pre-application stage of major residential and commercial planning applications, as well as through consultations on the emerging Local Plans.

As part of the work to update this document a specialist group was set up to provide further guidance to local authorities on supporting broadband in local plans. Also, in March 2020 the Government published its response to the consultation[86] on: New Build Developments: delivering gigabit-capable **connections** which outlined Government's proposals to mandate gigabit-capable connections in all new build developments. Following publication of the response Government will:

- Amend the Building Regulations 2010 to require all new build developments to have the physical infrastructure to support gigabit-capable connections.
- Amend the Building Regulations 2010 to create a requirement on housing developers to work with network operators so that gigabit broadband is installed in new build developments, up to a cost cap.
- Publish supporting statutory guidance (Approved Documents) as soon as possible.
- Continue to work with network operators to ensure they are connecting as many new build developments as possible and at the lowest possible price.
- Work with housing developers and their representative bodies to raise awareness of these new requirements.

[85] See Fibre for developers rate card - https://www.openreach.com/content/dam/openreach/openreach-dam-files/images/fibre-broadband/fibre-for-developers/Rate%20card%20website.pdf

[86] New Build Developments: delivering gigabit-capable connections response - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872990/New_Build_Developments__HMG_consultation_response.pdf

There are no further details on the timetable for the amended regulatory changes but in the meantime Local Planning Authorities can opt to encourage and support high speed broadband provision in new developments by incorporating objectives and policies to support Broadband in local plans and core strategies, as well as referencing the issue in pre-application discussions and adding it to planning application validation lists as a consideration. Local Planning authorities can also ensure they are able to support developers with information regarding the connection of Fibre to the Premises (FTTP) and discuss applications with the County Council to understand how their initiatives can help deliver high speed broadband provision to developments. Local planning authorities can implement Wayleave policies that only seek to cover costs and work with landowners to improve connectivity.

Agreement 24 - To support the high speed broadband provision in emerging Local Plans Norfolk Planning Authorities will consider the extent to which they could require high-speed broadband to be delivered as part of new developments and consider the promotion of Fibre to the Premises (FTTP) to smaller sites. Norfolk Planning Authorities will consider policies to require all residential developments over 10 dwellings and all employment developments to enable FTTP and strongly encourage FTTP on smaller sites.

Mobile Connectivity

Mobile telephone connectivity has, like broadband, become increasingly important. Significant change is now underway with the rollout of 5G services now having commenced in the County.

Coverage in Norfolk

Interactive mapping (available from Consumer Group Which[87]) shows the general coverage for 2G, 3G 4G and 5G data across Norfolk. The majority of areas across Norfolk receive a weak 2/3/4G signal, with the strongest signals in Norwich and market towns such as King's Lynn and Great Yarmouth.

Norfolk County Council commissioned AWTG (Advanced Wireless Technology Group) to conduct an independent benchmark assessment of mobile coverage and user experience across Norfolk. The benchmarking campaign was conducted between February and March 2018 using a robust four-tier methodology to maximise the extent and breadth of data collection. This included Walk Testing at over 30 locations including museums, tourist attractions, camping and caravan sites, Rail Testing on all main rail routes in Norfolk, Drive Testing on over 5,500 kilometres of Trunk, A, B and C class roads across Norfolk and Stationary Testing at enterprise zones and 28 Norfolk Broads mooring points. The scope of the campaign covered a detailed assessment of the GSM (2G), UMTS (3G) and LTE (4G) radio network (coverage) performance and received signal strength of the four main mobile network operators in the UK. The results of this assessment can be found at the Norfolk Mobile Coverage web page - www.norfolk.gov.uk/mobilemap.

[87] Which mobile phone coverage map - http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map

Nevertheless many mobile “not-spots” remain in Norfolk (some rural areas and parts of the coast in particular), particularly for 4G data coverage, the most significant improvements in rural coverage will be delivered through the Shared Rural Network (SRN) programme. This Programme will see the four main mobile operators and government jointly invest £1bn in improving mobile coverage in rural areas. The target is to deliver 4G coverage to 95% of the UK by 2025. The work started in 2020, initially with £500m investment from the four MNOs to share masts in areas where there is coverage already available from one or more MNO, but not all four. The next stage will entail a further £500m investment from government to fund coverage improvements in areas where there is no existing coverage. Through shared and new infrastructure, the Shared Rural Network is planned to increase the parts of the UK that get 4G coverage from all operators from 66% to 84%, improving consumer choice. The mobile operators expect the Shared Rural Network will extend mobile coverage to an additional 280,000 premises and for people in cars on an additional 16,000km of the UK’s roads, boosting productivity and investment in rural areas. Norfolk local authorities will continue to work proactively and collaboratively with the MNOs and their network build partners to improve mobile phone coverage including fast data services availability over 4G & 5G services.

5G

The next generation of mobile networks will be 5G which will probably encompass the following:

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

5G uses higher frequency radio bands which travel less well than 4G, and can be disturbed by buildings, trees, weather etc. Whilst more base stations will be required Mobile Network Operators will use Multi-Input and Multiple-Output (MIMO) technology which will be rolled out on existing infrastructure where possible. Getting high quality 5G infrastructure rolled out across Norfolk will be important to delivering the vision of the NSPF. The main benefit of 5G is that it could, in theory, provide ultra-high speed broadband access to all, without the bandwidth capacity challenges of 4G. This should enable location to be much less of a barrier to receiving broadband than previously, with benefits for homeowners and businesses. It could remove a barrier to location of employment opportunities, particularly home-based and rural-based businesses.

Norfolk authorities are currently working with Mobile UK and the mobile network operators to advance knowledge and plans to ensure that rural areas of Norfolk get 5G as early as possible.

On 22 July 2020 the Government published its response to the joint MHCLG and DCMS consultation published last year on proposed planning reforms to support the deployment of 5G and extend mobile coverage. This included the principle of amending permitted development rights for operators with rights under the Electronic Communications Code and the circumstances in which it would be appropriate to do so.

The government response summarises the submissions received and confirms its intention to take forward the in-principle proposals consulted on. This will be subject to a technical consultation with representatives from both the local planning authority and mobile industry sector, on the detail of the proposals, including for appropriate environmental protections and other safeguards to mitigate the impact of new mobile infrastructure.

This will be undertaken prior to amending Part 16 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) to enable:

- the deployment of taller and wider masts;
- building-based masts located nearer to highways; and
- faster deployment of radio equipment housing, such as equipment cabinets.

The key conclusion is that some consistency of approach from all Norfolk Planning Authorities is clearly important for 5G if the very high degree of nationwide coverage required for 5G to be effective is to be secured. Broadly, it should be made as straightforward as possible for 5G base stations and transmitters to be approved where they fall outside of the remit of permitted development, and common development management policy text to facilitate this should be explored, taking into account material planning considerations. In particular, care will need to be taken to ensure that new telecommunications equipment is sited and located sensitively in respect of the public realm, street-scene, historic environment and wider landscapes.
As part of the work to update this document a specialist group was set up to provide further guidance to local authorities on supporting the roll out of 5G. The group have produced a supporting document of Shared Objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk.

Agreement 25 - To maximise the speed of rollout of 5G telecommunications to Norfolk, Norfolk Planning Authorities will continue to engage with Mobile Network Operators and Mobile UK on their 5G rollout plans for Norfolk. When reviewing Local Plans and updating relevant policies, Local Planning Authorities agree to have regard to the shared objectives for extending 4G coverage and the rollout of 5G infrastructure in Norfolk produced by the technical group, taking into account material planning considerations.

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9.6 Education

Education

Norfolk's School Capacity return to the DfE (SCAP) indicates that Norfolk's school population will begin to stabilise over the next 10 years. The larger cohorts experienced at primary school are now moving through to secondary indicating a rise in secondary numbers over the next 10 years but a drop in primary school numbers. Calculating a 10 year forecast for primary school numbers does come with certain caveats. The calculations are based on the past 3 years of children born, and therefore only produce three years of predicted future data. The 3 years from 2020 are smaller year groups than those from 5 years ago which may explain the predicted drop in primary school numbers.

Primary age population including the influence of housing planned will drop by around 7.2% and secondary will rise by 4.2% (children currently in the school system including the additional 4% covered by growth). The impact of housing included in these figures is based purely on housing with full planning permission and some areas of the County have significant growth planned. Once these new homes come forward the figures are likely to change.

Previously reported increases in the school population at reception age are changing but numbers have been stable over the past 3 years at around 9000 per year group. Secondary school numbers at year 7 are increasing with the higher year groups currently in primary moving through to secondary. The speed of delivering houses is key to the requirements of school places so careful monitoring of housing progress is undertaken between County Council/District/Borough Councils.

Standards in Norfolk schools have risen considerably over the past 5 years with 83% of schools being graded Good or Outstanding in 2020 compared with 68% 7 years ago – data as at September 2020. The Local Authority retains responsibility for ensuring that there is a sufficient supply of school places and works with a range of partners, e.g. Dioceses and Academy Trusts to develop local schemes.

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

Our strategic priorities were agreed by NCC Cabinet in February 2020 to guide the work with local partners and any proposals for investment in the education infrastructure. Norfolk County Council works closely with Local Planning authorities as per agreement 21.

Agreement 26: Norfolk Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools, and use S106 and / or Community Infrastructure Levy funds to deliver additional school places where appropriate. The authorities agree to continue supporting the implementation of the County Council's Planning Obligations Standards as a means of justifying any S106 payments or bid for CIL funds needed to mitigate the impact of housing growth on County Council infrastructure.

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9.7 Transportation

There will be a need for considerable further investment in transport infrastructure if this is not to constrain growth. A background paper was previously produced summarising the state of the County's transport network, providing much of the evidence base for the production of the first version of the NSPF and subsequent Local Plans[88]. The paper aims to identify: the current state of the transport system; the constraints (current and future); and opportunities and includes a review of transport constraints to identify issues that, without resolution, may prove a barrier to growth. The information is now being updated via the Norfolk Strategic Infrastructure Delivery Plan as mentioned in Section 9.1.

Current Network

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

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

The following projects have successfully been funded since 2013

Completed:

- Broadland Northway (Norwich Northern Distributor Road (inc Postwick)) - £205m
- Norwich Pedal ways - £14m
- Great Yarmouth Beacon Park Link (A47/143 Link) - £6.8m
- A11 dualling Barton Mills to Thetford- £105m
- Great Yarmouth Right Turn at the rail station - £400,000
- Great Yarmouth Rail Station to the Market Place improvement- £2m
- Great Yarmouth sustainable transport package (Part 1) - £2.5m
- Thetford Enterprise Park Roundabout- £1.5mKing's Lynn Lynnsport Link Road- £3.5m
- A140 Hempnall Roundabout - £4m
- A11/Outer Ring Road Daniels Road junction improvement- £2m
- Great Yarmouth congestion-busting projects- £3.3m
- Norwich (various projects including Dereham Road roundabout- £2m, Cycle link extension to Wymondham- £1.3m, City centre Prince of Wales Road- £2.6m, Dereham Road widening- £3m)

Under construction or part-completed:

- Attleborough Town Centre Improvements - £4.5m
- Great Yarmouth sustainable transport package (Part 2) - £3.5m

[88] See NSPF SUpproting Transport Information - https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx

Planned, not yet started:

- Great Yarmouth Third River Crossing- £120m
- A47 improvements £2-300m (incl Thickthorn and Great Yarmouth junction improvements and dualling Blofield to North Burlingham, and Easton to North Tuddenham)

Norfolk County Council, in partnership with Norwich City Council, Broadland District Council and South Norfolk Council, has made an application to the Department for Transport (DfT) as part of the Transforming Cities Fund. The fund aims to make it easier for people to access jobs, training and retail, and also aims to respond to issues around air quality. In September 2018, Greater Norwich was one of 10 city areas shortlisted to apply for a share of the £840m grant. In September 2020 the DfT confirmed that Norfolk County Council will receive £32 million from the Transforming Cities Fund with a further £27m from bus operator First Eastern Counties, local councils and private contributions[89].

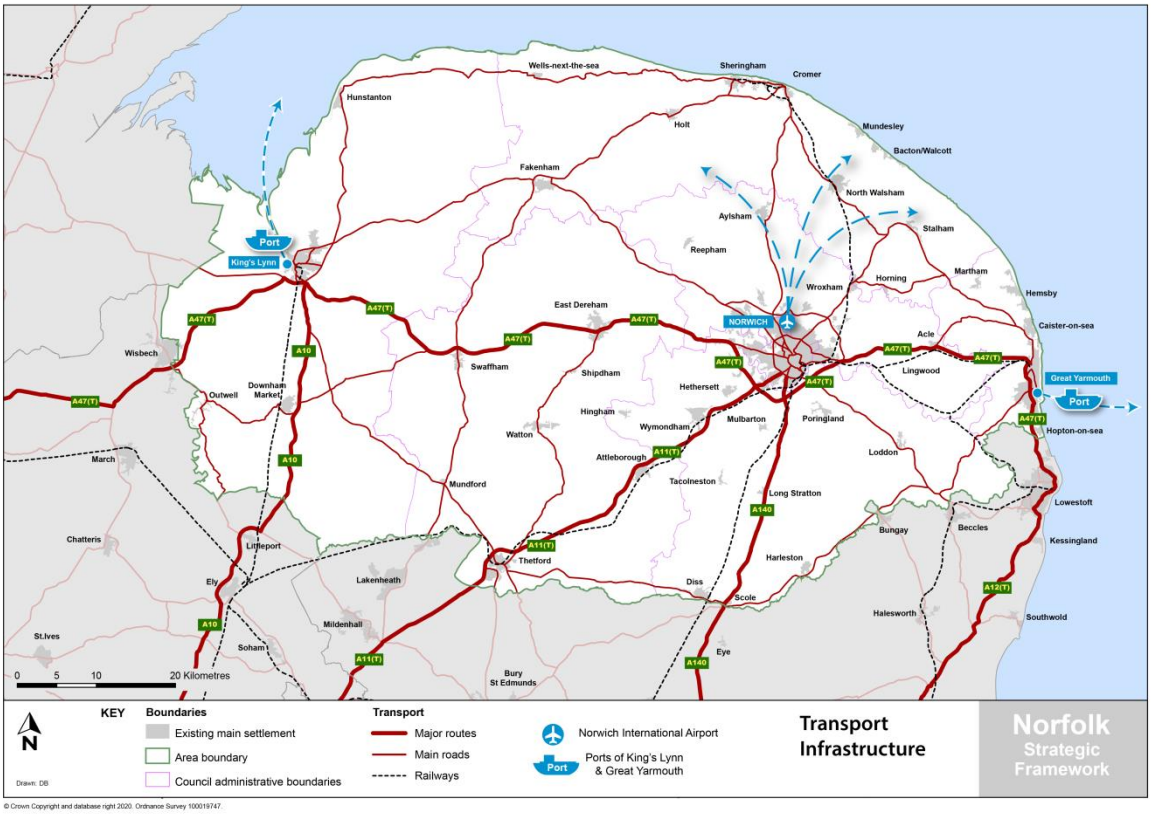

Figure 9: Norfolk Transport Infrastructure, 2021

Norwich Airport is situated some 5km north of Norwich city centre. It operates a number of scheduled and charter flights and provides servicing for the offshore energy industries via helicopter flights. The airport terminal has capacity for 700,000 passengers per year. In 2017 the airport published its draft masterplan setting out a vision for the airport's continued growth over the next

[89]See Councils secure £59 million for sustainable transport - https://www.norfolk.gov.uk/news/2020/09/councils-secure-59-million-for-sustainable-transport

30 years. The masterplan has been adopted and endorsed by Norwich City Council subject to production of a surface access strategy. Continued endorsement is subject to the surface access strategy being produced however this has been delayed due to covid-19. [90]. The Coronavirus has had a significant impact on air travel however the long term impacts remains unclear, the relevant Local Authorities will work with the airport to support any recovery plans once these are understood.

Great Yarmouth is the largest port in the county. It is a modern, multipurpose facility with 24/7 unrestricted operations, integrating a well-established river port with a fully operational deep water outer harbour with more than 1 km of quayside, accepting vessels up to 220 metres in length and up to 10.5 metres draught at all states of tide.

Levels of both walking and cycling to work are relatively high in Norwich. In South Norfolk and Broadland Districts levels of walking are comparatively lower than elsewhere in the county, probably reflecting that many people from these districts work in Norwich and many parts of these districts are too far from Norwich to walk. A comprehensive cycle network has been identified in Norwich, and the city has also benefited from a large amount of funding that has been used to upgrade parts of the cycle network. There is still however a considerable amount of work required to upgrade the network in its entirety.

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

Tables below lists some of the key road projects that the County Council in collaboration with partners is seeking to progress in the next 10 years.

Table 12: Key Infrastructure Road Projects in Local Authority Control

Project Name	Estimated Start date	Estimated Cost	Funding sources
Broadland Growth Triangle Link Road	2023	£38m	Developer funding, CIL, BRP, HIF
A140 Long Stratton Bypass	2023	£37.5m	Developer funding, NALEP, CIL, NPIF, Government Major Road Network
A10 West Winch Housing Access Road	2024	£30-50m	Developer funding, DfT Major Road Network
A148 Fakenham Roundabout Enhancement	2022	£3.5m	NPIF, NALEP
Attleborough Link Road	TBC	£18m	BRP, developer finance, NALEP, Homes England loan, HIF
Norwich Western Link (A47 to NDR)	2023	Indicative £160m	NALEP, Local Major Transport Scheme

[90] See Norwich Airport Masterplan - http://www.norwichairport.co.uk/masterplan/

Table 13: Priority Road Projects for delivery by other organisations

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
A11 Thetford bypass junctions	2020-2025	Not Known	NPIF, Highways England Roads Investment Strategy 3 (2025-2030), Major Road Network Funding
A47 Wisbech Bypass Junctions	2020	Not Known	NPIF, developer funding, Highways England Roads Investment Strategy 2 (2020-2025), CPCA Business Board Growth Deal Funding
A47 Acle Straight dualling	2025-2030	£79m	Highways England Roads Investment Strategy 3 (2025-2030)
A47 Tilney to East Winch Dualling	2025-2030	£130m	Highways England Roads Investment Strategy 3 (2025-2030)

Timely delivery of the above list of commitments will doubtless serve to stimulate the local economy and enhance the prospects of delivery of planned growth. Whilst the growing recognition of the need for further development of Norfolk's infrastructure is very welcome because of its contribution to the delivery of the objectives of the NSPF there remains a considerable need for further infrastructure investment in the County if the vision in this framework is to be realised.

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

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

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

Rail

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

There are two lines from London: the Great Eastern Main Line from London Liverpool Street via Ipswich to Norwich; and the Fenline / Great Northern Route from London King's Cross via Cambridge to King's Lynn. (King's Lynn also has one train per day to London Liverpool Street). Norwich is directly connected to Cambridge, Great Yarmouth, Lowestoft and Sheringham; and longer distance services to Liverpool via Peterborough.

The tables below set out some key shared priority schemes for rail improvement that the authorities will work together to promote for funding. These include Norwich in 90 which requires track improvements including the Trowse swing bridge, Haughley Junction, loops in Essex and level crossing upgrades. Also a large number of rail services pass through Ely. Major rail infrastructure improvements are required to accommodate all services committed within franchise agreements and for further frequency improvements in the future. Local authorities are working with local enterprise partnerships, government and Network Rail to bring forward the improvements for delivery in the next round of rail spending, between 2019 and 2024, known as Control Period 6.

Table 14: Priority Rail Projects for promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Norwich to London rail (Norwich in 90)	2019-2024	Being evaluated	Network Rail Control Period 6
Great Yarmouth Rail Station	2019-2024	TBC	Network Rail Control Period 6
Ely area enhancements	Mid 2020's	TBC	Network Rail Control Period 6, NALEP
Broadland Business Park station	Mid 2020s	£6.5 million	Growth Deal, Rail Industry
East West Rail (Cambridge to Oxford)	Late 2020s	Not Known	Government via special purpose delivery vehicle

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9.8 Coastal and Marine Planning

The Norfolk coast is of recreational, environmental, economic and cultural importance but it is also home to industry (energy, ports and logistics, digital, food and drink and creative sector), agriculture and tourism.

Coastal Partnership East

Officially launched on 10th June 2016, Coastal Partnership East brings together the coastal management expertise from three local authorities (Great Yarmouth Borough Council, North Norfolk District Council, and East Suffolk Council) these face significant, diverse but also common challenges of a dynamic coastline.

Coastal Partnership East is responsible for 92km of the 173km of coastline in Norfolk and Suffolk, from Holkham in North Norfolk to Landguard Point in Felixstowe. There are approximately 352,000 people who live in the direct coastal zone and many more that work on and visit our coast.

Shoreline Management Plans

The East Anglia Coastal Group's role is to influence and support members to manage the coast for the benefit of the Anglian Region, this role includes supporting the Shoreline Management Plans Process. Shoreline Management Plans (SMPs) are non-statutory plans for coastal defence management planning prepared by the Environment Agency. The aim of an SMP is to provide a strategy for managing flood and erosion risk for a particular stretch of coastline, they provide a large-scale assessment of the risks associated with coastal processes and helps reduce these risks to people and the developed, historic and natural environments.

The SMPs provide estimates of how the coast is likely to change over the next 100 years, taking into account the future implementation of coastal policies, geology, likely impacts of climate change and the existing condition of the coast including coastal defences.

Three Shoreline Management Plans are active along the Norfolk coastal frontage:

- SMP4 the Wash Shoreline Management Plan covers approximately 110 km of coast from Gibraltar Point to Old Hunstanton.
- SMP5 which incorporates the coast to the west of Kelling Hard.
- SMP6 which incorporates the coast to the east of Kelling Hard to Lowestoft Ness.

Shoreline Management Plans exist around all of the coastline of England and Wales.

Marine Plans

The East Inshore and East Offshore Marine Plans have been prepared by the Marine Management Organisation (MMO) and were adopted in April 2014. The East Inshore Marine Plan area includes the coastline stretching from Flamborough Head to Felixstowe, extending from mean high water out to 12 nautical miles, including inland areas such as the Broads and other waters subject to tidal influence, and covers an area of 6,000 square kilometres. The East Offshore Marine Plan area covers the marine area from 12 nautical miles out to the maritime borders with the Netherlands, Belgium and France, a total of approximately 49,000 square kilometres of sea.

The aim of marine plans is to help ensure the sustainable development of the marine area. Marine plans will contribute to economic growth in a way that benefits society whilst respecting the needs of local communities and protecting the marine ecosystem. They will help to reduce the net regulatory burden on applicants and users by acting as an enabling mechanism for those seeking to undertake activities or development in the future and providing more certainty about where

activities could best take place. The MMO is responsible for preparing marine plans for the English inshore and offshore waters. At its landward extent the Marine Plan boundaries extend up to the level of the mean high water spring tides mark (which includes the tidal extent of any rivers), there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark. For Norfolk The East Inshore Marine Plan area extends up to Norwich on the River Yare, as well as to Wroxham on the River Bure, and to near Ellingham on the River Waveney and in West Norfolk the River Great Ouse and River Nene are tidal and so the East Inshore Marine Plan area, extends beyond the Borough boundary almost to Peterborough on the Nene and just beyond Earith on the Great Ouse.

The MMO are consulted as part of the local plan process for authorities with coastal borders or where tidal rivers are part of their area. The MMO are also involved with a range of local coastal groups and strategies.

Agreement 27 - Norfolk Planning Authorities and the MMO agree that there are currently no strategic planning issues remaining to be identified and that there is no conflict at a strategic level between the NSPF and adopted Marine Plans. Both parties agree to continue to work together in the preparation of Local Plans being brought forward in Norfolk and any review of the MMOs Marine Plans. Both parties have identified the following areas of common strategic issues:

- **Infrastructure**
- **Governance**
- **Heritage**
- **Marine Protected areas**
- **Marine and coastal employment**
- **Sustainable port development**
- **Energy – offshore wind and oil and gas**
- **Access for tourism and recreation**
- **Sustainable fisheries and aquaculture in small harbour towns**
- **AONB and Seascape and landscape (character and natural beauty)**
- **Biodiversity**
- **Marine aggregates**
- **Cabling**
- **Water quality/water supply and sewerage**
- **Climate change/ Coastal erosion and coastal change management**

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9.9 Flood Management and Green Infrastructure

Flood Management

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

Much of the Norfolk coastline is reliant on flood defences to reduce flood risk to existing development. Considerable further information on the planned interventions that are necessary in order to protect our communities from coastal flooding are set out in the NSIDP. In addition to that an interactive Environment Agency Map can be accessed at the EA web page - https://environment.data.gov.uk/asset-management/index.html which details managed flood risk assets and planned capital schemes. UK Government studies have concluded that climate change over the next 100 years is likely to result in hotter, drier summers and warmer, wetter winters, with more extreme weather events including droughts, floods and sea level rise increasing the level of risk from flooding that is faced by communities in Norfolk.

To address these strategic issues it will be necessary to take a co-ordinated and proportionate approach to managing flood risk including the opportunities not only for mitigation but also adaptation. Flood risk assessments are to be used effectively to ensure development is located appropriately and away from areas of flood risk wherever possible. Developers will need to work closely with the relevant risk management authorities in minimising flood risk from all sources through a combination of high quality urban design, natural flood risk management including green infrastructure, as well as use of Sustainable Drainage Systems (SUDs) which can provide multi-functional benefits not limited to flood risk and can form part of an integrated approach to water management with water re-use measures forming part of the overall design of developments. Early engagement with the relevant risk management authorities is required prior to the submission of some planning applications. Anglian Water's Water Smart Communities[91] combine different elements of water management together with town planning and design to deliver multiple benefits for communities and the environment. They use a more holistic and integrated approach to urban water management, with the aim to:

- Enhance liveability by contributing to green streetscapes and high quality open space
- Promote sustainable use of water resources and infrastructure to enable growth
- Build resilience against the potential impacts of climate change and extreme weather events
- Contribute to natural capital and biodiversity through multi-functional water features
- Deliver water efficient homes to reduce household bills and support affordability

Anglian Water together with the LLFAs (including Norfolk County Council) have also created a Water Management Checklist[92] for Local Plan policies.

[91] See Water smart Communities - https://prod-swd.anglianwater.co.uk/siteassets/household/about-us/aws-water-smart-communities---flyer.pdf

[92] See AW water management checklist - https://www.anglianwater.co.uk/siteassets/household/about-us/water-management-checklist-for-local-policies.pdf

Further guidance on how this will be done is available on the County Council website in its role as the Lead Local Flood Authority for the County[93]. The Government has also set out the National Flood and Coastal Erosion Risk Management Strategy for England[94]. This strategy's long-term vision is for a nation ready for, and resilient to, flooding and coastal change – today, tomorrow and to the year 2100. It has 3 long-term ambitions, underpinned by evidence about future risk and investment needs. They are:

- climate resilient places: working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change
- today's growth and infrastructure resilient in tomorrow's climate: making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change
- a nation ready to respond and adapt to flooding and coastal change: ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to take action

The Local Flood Risk Management Strategy (LFRMS) for Norfolk must be consistent with the National FCERM Strategy. The LFRMS is in the process of being updated to include policies for zero emissions and environmental net gain in local flood risk activities and supporting communities to be more flood resilient.

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[93] See in particular Lead Local Flood Authority Information - https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf

[94] See National Flood and Coastal Erosion Risk Management Strategy for England - https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england--2

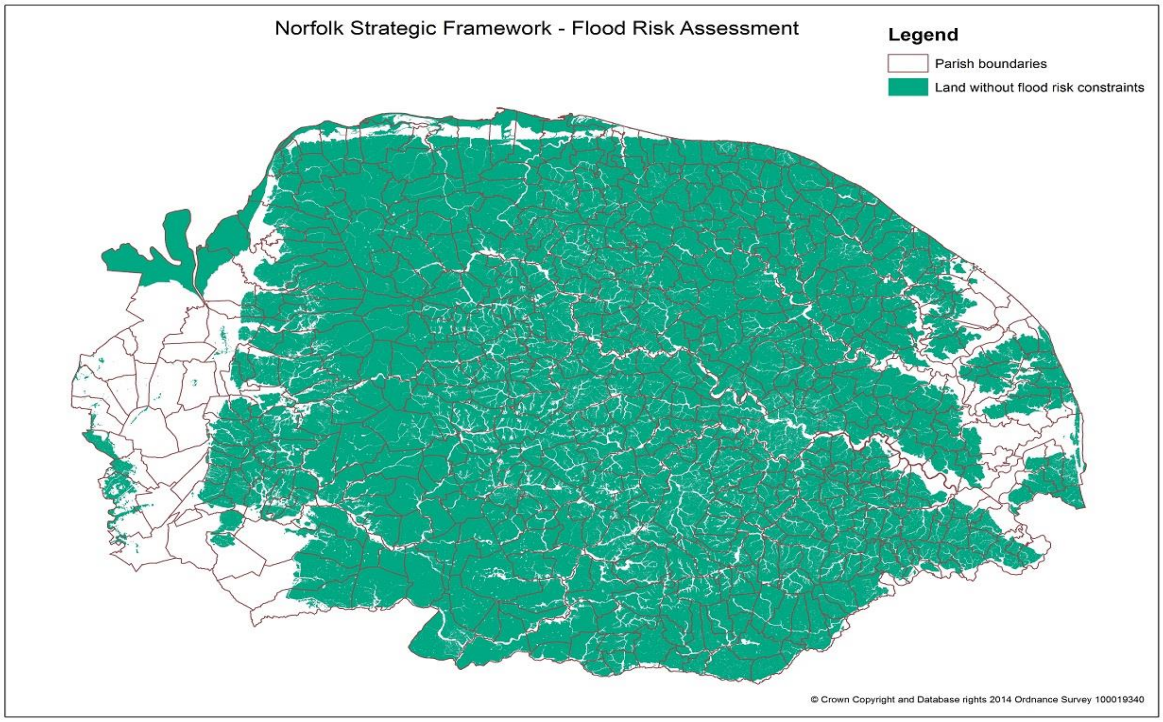

Figure 10: Norfolk Flood Risk Map. 2016

Figure 10 provides an illustration, at a broad scale, of the extent of land with and without flood risk constraints from rivers and the sea in Norfolk. Whilst it is clear that significant areas of the County are free from flood risk constraint it should be noted that many of the currently developed urban areas are at some risk of flooding. It will be important to ensure that a pragmatic approach is taken to new development and consideration of on-site and off-site flood risk. If planned correctly and measures for betterment are agreed and implemented, new development can significantly reduce the flood risk faced by existing communities in these areas.

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

A number of significant investments have recently been made or are planned in the near future to help alleviate flood risk, this includes the completion on the £19.3m Bacton Walcott Sandscaping scheme. Further projects are detailed in Local Plans, coastal management plans and strategic flood risk assessments and included in the county wide NSIDP.

Table 15: Priority Strategic Flood Defence Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
Great Yarmouth Tidal Defences (Epoch 2)	Commenced Oct 2019	£40.3 million	NALEP, Local Authorities and Private Sector
Great Yarmouth Tidal Defences (Epoch 3)	mid 2023	£29.5 million	NALEP, Local Authorities and Private Sector
Future Fens – Flood Risk Management	2030	Phase 2 £10-15m	Central Government, Local Government, Internal Drainage Boards and other funding sources from beneficiaries.

Green Infrastructure and the Environment

Green infrastructure (GI)[95] is a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of economic, environmental and quality of life benefits for local communities. The provision of green infrastructure in and around urban areas helps create high quality places where people want to live and work. New GI can also mitigate impacts on existing sensitive sites and support heritage and conserve the historic environment. Access is an integral part of GI and PROW and 'Norfolk Trails' are an important asset.

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

[95] The definition of GI is set out in the Natural England document GI Guidance - http://publications.naturalengland.org.uk/file/94026 , in terms of the NSPF it includes 'blue infrastructure' ie water environments - rivers, lakes, ponds etc.

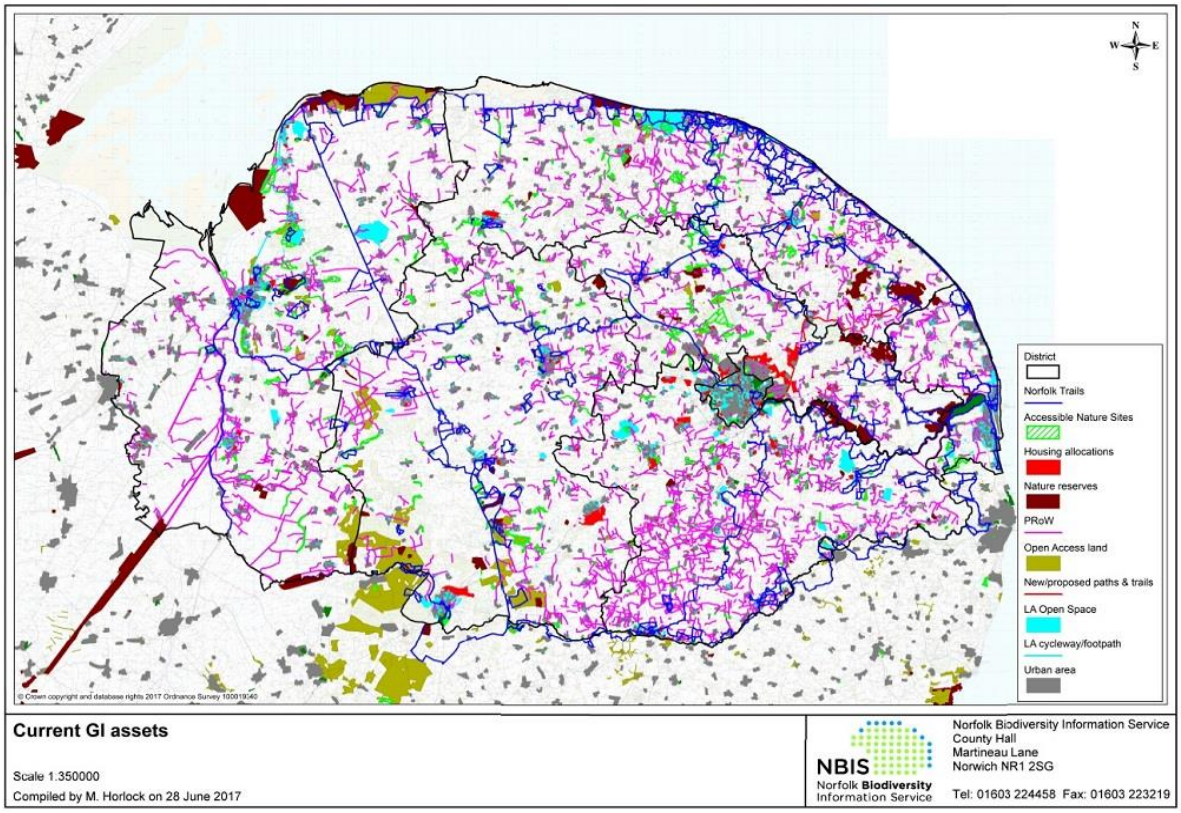

Figure 11: Norfolk's current GI assets. 2017

Current GI assets are set out in Figure 11[96]. Green infrastructure should be provided as an integral part of all new development, where appropriate, alongside other infrastructure such as utilities and transport networks.

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

With the anticipated introduction of the Environment Bill in January 2021, legally binding targets for Biodiversity Net Gain and Local Nature Recovery Networks will support the vision of the 25 year Environment Plan and the GI Network work will form an important foundation for this.

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

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

- Minimising the contributions to climate change and addressing their impact;
- Protecting, managing and enhancing the natural, built and historical environment, including landscapes, natural resources and areas of natural habitat or nature conservation value;
- Creating more or restoring lost wildlife rich habitat outside protected site networks to reverse the loss of biodiversity
- Ensuring existing and new residents many of whom may be elderly receive the health and quality of life benefits of good green infrastructure and are able to access appropriate recreational opportunities;
- Maintaining the economic benefits of a high quality environment for tourism; and
- Protecting and maintaining the Wensum, Coast, Brecks and the Broads.

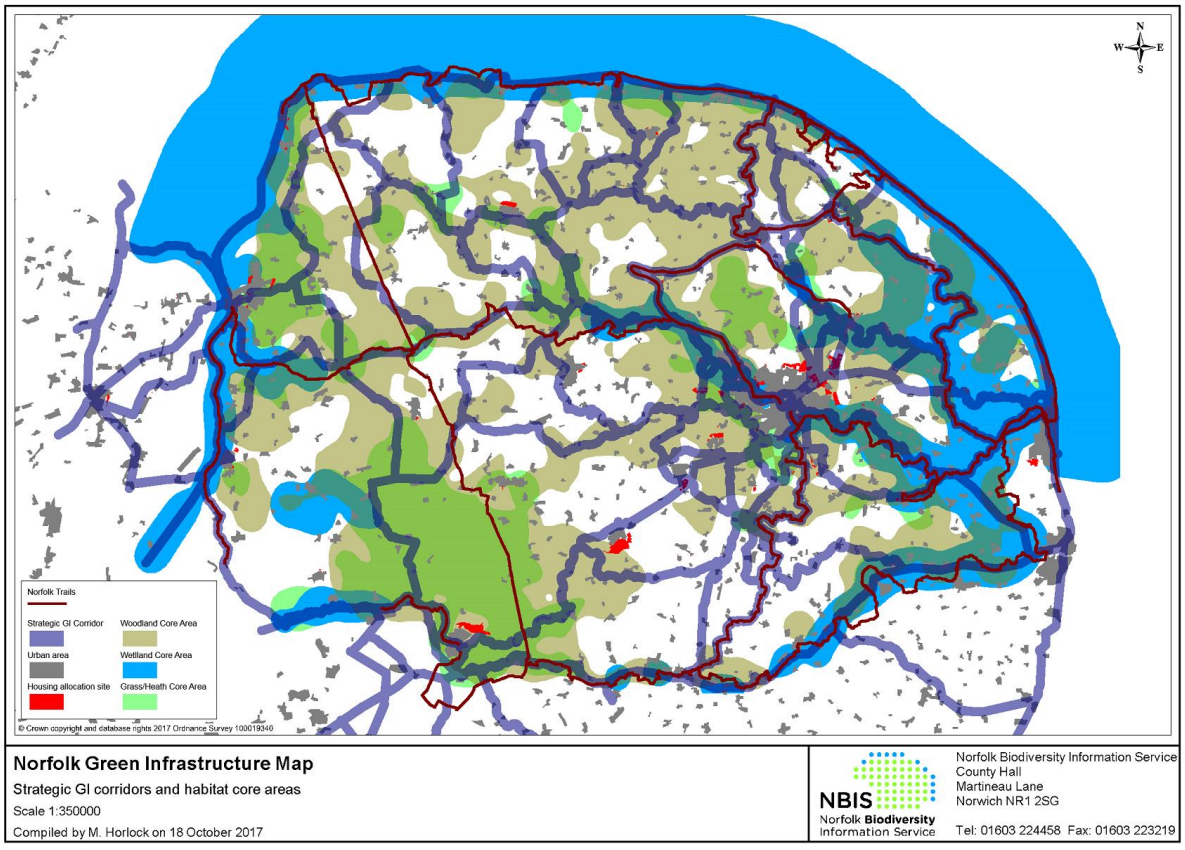

Figure 12: Norfolk's GI corridors. 2017

Figure 12 shows the identified potential Green Infrastructure Corridors. The intention is for this map to inform Local Plans, and also local GI Strategies. It should be noted that depending on the nature of corridor they may not constrain development, indeed in some circumstances promoting growth in these corridors may enhance their GI value.

One of the strategic aims for the Environment section is to not only 'protect, maintain and enhance biodiversity' but also to restore and create habitats which support biodiversity. New growth in

Norfolk must respect this aim, but the use of green infrastructure either existing or new can greatly aid the assimilation of new development.

A commissioned report by Footprint Ecology on the impact of recreational pressures on Natura 2000 protected sites e.g. North Norfolk Coast, The Broads and the Brecks, likely to arise from new housing growth gave insights into the scale and location of that pressure. This is a complex area, many of the Natura 2000 sites attract large numbers of visitors, acting as green infrastructure, but are sensitive environments with specific legislative requirements.

As part of producing this Framework the authorities are working to produce, in collaboration with the Environment Agency, Natural England, Wild Anglia, Forestry Commission and other local partners, the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy. This is an action plan which looks to address the recreational pressures on Natura 2000 protected sites in a coordinated way and therefore helps address requirements arising from Habitat Regulations Assessments from respective Local Plans. The Strategy includes:

- A Recreational Impact Avoidance and Mitigation Strategy (RAMs) - a County Wide programme of mitigation measures to avoid adverse effects on protected habitat sites from the in-combination recreational impacts from new residential development. The cost of measures is proposed to be funded by a tariff on new residential development.
- Identification of GI opportunities which aims to divert visitors from sensitive habitat sites

Agreement 28: In recognition of:

a) the importance the Brecks, the Broads and the Area of Outstanding National Beauty, together with environmental assets which lie outside of these areas, brings to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity;

b) the pressure that development in Norfolk could place on these assets; and

c) the importance of ecological connections between habitats

Norfolk Planning Authorities will work together to complete and deliver the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.

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

Table 16: Priority Green Infrastructure Projects for Promotion

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
The Green Loop (Walking/cycling route linking Norwich – Aylsham – Hoveton –NE Growth Triangle)	Not Known	£5.7m	S106, CIL, DfT, NALEP, Interreg Experience-secured
Weavers Way	2023	£3.1m	RDPE,HLF,NALEP
North West Woodlands Country Park	Ongoing	£2m	BDC, CIL, BRP
Burlingham Country Park	2021	TBC	CIL, BRP, NCC, Developer Funding

9.10 Minerals and Waste

Minerals

Carstone is a type of sandstone that is quarried in west Norfolk. It has traditionally been used as a vernacular building material, although it is no longer used to any significant degree. Although it is classed as a 'hard rock' it is not used as a hard rock (e.g. road dressing), instead it is used primarily as fill (to raise the levels of land prior to construction) or in the formation of embankments. Therefore it is often used in the construction of roads.

Carstone deposits are located in very limited areas of west Norfolk. In 2019 there were two carstone extraction sites in Norfolk, located at Middleton and Snettisham.

Carstone production in Norfolk was 39,878 tonnes in 2019. The 10 year rolling average of carstone sales was 75,380 tonnes in the period 2010-2019. The 3 year rolling average of carstone sales was 81,245 tonnes in the period 2017-2019. The permitted reserves for carstone extraction sites in Norfolk were 1.72 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a carstone landbank of permitted reserves of over 22 years.

Silica sand deposits are located in very limited areas of west Norfolk, a relatively narrow band which runs north to south just to the east of King's Lynn. The northern extent of the silica sand resource is at Heacham, and the southern extent around Hilgay. In Norfolk the silica sand resource is split into two broad categories, the Mintlyn Beds and the Leziate Beds; historically the Leziate Beds have been used principally for glass sand and the Mintlyn Beds for the production of foundry sand. Processing of sand for foundry use has stopped at Leziate and those parts of the process plant dedicated to their production have been removed. This reflects a general decline in the demand for foundry sand in England.

The deposit which is being worked at Leziate is one of two in England where silica sand of sufficient purity and grade for the manufacture of colourless flint (container) and float (window) glass is extracted. The other extraction site of silica sand of comparable quality is in Surrey.

Silica sand which is to be used for glass manufacture requires a significant amount of processing prior to being suitable for onward shipment to the glass manufacturers. This processing requires large and capital intensive plant such as the one operated by Sibelco UK Ltd which is located at Leziate. Consistency of material is an important consideration and this requires blending of sand from different areas of the working. The processing plant site includes a rail head to export the processed mineral for use by glass manufactures elsewhere. Norfolk is one of the most important sources of silica sand in Great Britain, accounting for approximately 16 per cent of total silica sand production and 58 per cent of glass sand production in Great Britain in 2018.

Due to the cost and largely fixed nature of the processing plant and railhead, silica sand working has historically taken place in close proximity to the Leziate processing plant. However, this now means that the most accessible areas have either been worked or are in the process of being worked.

The 10 year rolling average of silica sand sales in Norfolk was 780,700 tonnes in the period 2010-2019. The 3 year rolling average of silica sand sales was 854,100 tonnes in the period 2017-2019. The permitted reserves for silica sand extraction sites in Norfolk were 3.181 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a silica sand landbank of permitted reserves of over 4 years.

Sand and gravel resources are located throughout the County (with the exception of the Fens area in the far west and south-west of Norfolk). Sand and gravel is used in the construction of roads and buildings and it is a key ingredient in the production of concrete and mortar, asphalt coating for roads, as a drainage medium and in the construction of embankments and foundations. The distribution of sand and gravel sites throughout Norfolk is widespread with a relatively large number of small operators. In 2019 there were 25 permitted sand and gravel extraction sites in Norfolk operated by 14 different companies. There are, however, particular clusters of sand and gravel workings near to King's Lynn, in the north of Breckland District and around Norwich.

Sand and gravel production in Norfolk was 1.329 million tonnes in 2019. The 10 year rolling average of sand and gravel sales was 1.356 million tonnes in the period 2010-2019. The 3 year rolling average of sand and gravel sales was 1.48 million tonnes in the period 2017-2019. The permitted reserves for sand and gravel extraction sites in Norfolk were 13.52 million tonnes at the end of 2019. Based on the 10 year sales average, at the end of 2019 there was a sand and gravel landbank of permitted reserves of over 9 years.

Secondary and recycled aggregates are also sourced within Norfolk. The annual average quantity of inert and construction/demolition waste recovered at waste management facilities over the ten years from 2009-2018 was 412,100 tonnes, however, some parts of this waste stream are unsuitable for use as a recycled aggregate (such as soil or timber). The data is not comprehensive because many operations, such as on-site recovery, are not recorded.

Marine aggregate dredging is carried out by companies on behalf of the Crown Estate and the sites are licensed by The Crown Estate and the MMO. Aggregates from marine dredging are not currently received at any ports of wharves in Norfolk. A total of less than 500 tonnes of marine sourced aggregates was consumed in Norfolk in 2014 (the most recently available date), this represents such a small percentage of the total aggregates used in Norfolk that no adjustments have been made to the mineral requirement figures in the Norfolk Minerals and Waste Local Plan based on marine sourced aggregates. Norfolk County Council does not determine planning applications for marine aggregates and they do not form part of the Minerals and Waste Local Plan.

Clay and chalk are also extracted in Norfolk. Clay is primarily used in the engineering of landfill sites and in flood protection schemes. Chalk is primarily used as a liming agent for farmland. In 2019 there was one active clay working at Middleton, and three active chalk workings located at Castle Acre, Caister St Edmund and Hillington. However, the resource for these minerals is considered to be abundant in Norfolk relative to the demand.

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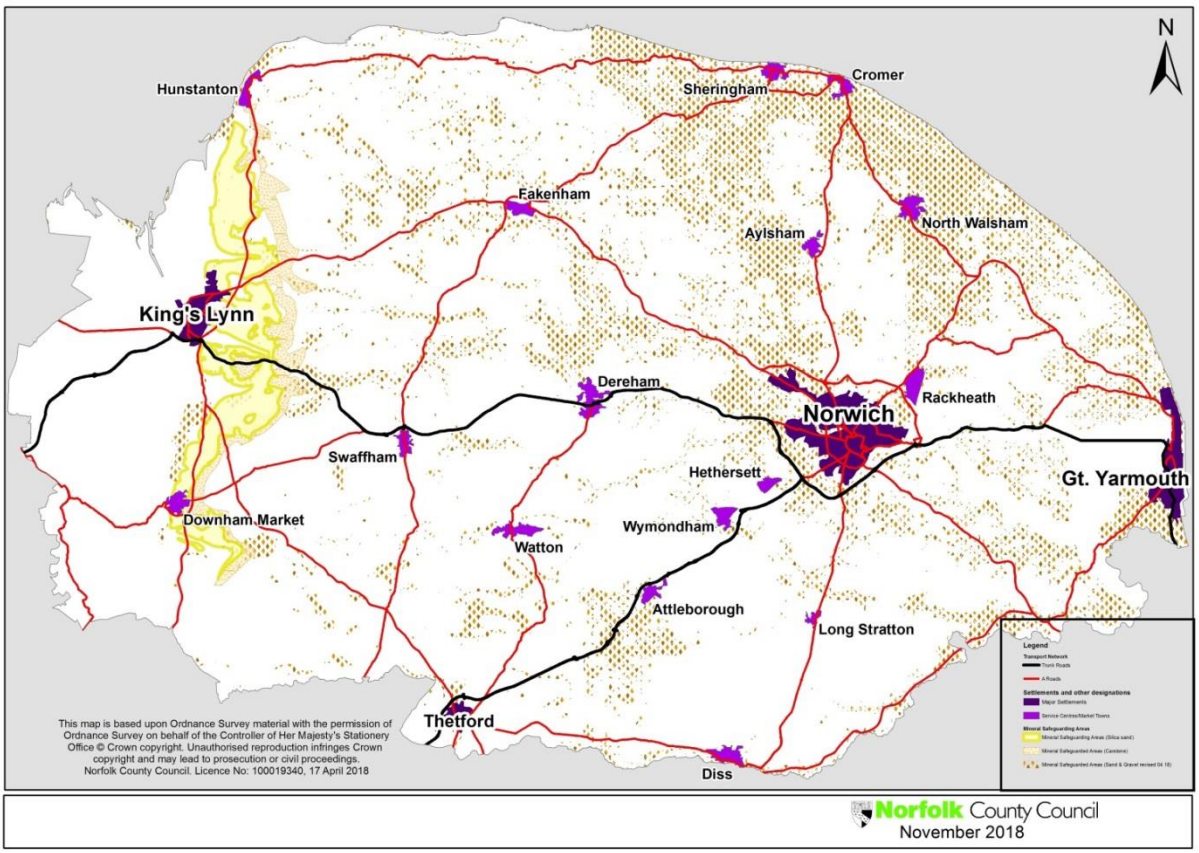

Figure 13: Mineral Resources within Norfolk

Waste

There are a number of waste management facilities within Norfolk. They include:

20 Household Waste Recycling Centres, provided by Norfolk County Council, which accepted nearly 67,000 tonnes of waste in 2018/19.

7 commercial composting facilities which received nearly over 107,000 tonnes of waste in 2018/19, as well as a few small community composting facilities;

There are two metal recycling facilities at Lenwade and Great Yarmouth, one metal recycling facility at King's Lynn docks and a large number of small sites accepting scrap metal or end-of life vehicles. The metal recycling facilities received nearly 192,000 tonnes of waste in 2018/19;

58 operational sites for the treatment and/or transfer of waste (including municipal, commercial and industrial, hazardous, clinical, construction and demolition), which received over 1,746,000 tonnes of waste in 2018/19 and 24 sites for the treatment and transfer of inert waste (including construction and demolition waste) only, which received over 260,000 tonnes of waste in 2018/19;

There are two non-hazardous landfill sites (Blackborough End and Feltwell) in Norfolk. Feltwell landfill site has not received any waste since 2012; it is required to be restored by 2041. Blackborough End landfill site did not receive any waste for disposal for nearly four years, during 2016 to 2019, but it started receiving waste again in 2020. Blackborough End landfill site is required to be restored by the end of 2026. These two sites have a permitted void capacity (remaining landfill space) for non-hazardous waste estimated to be 1.534 million cubic metres, plus capacity for 3.5

million tonnes of inert waste disposal. In 2018/19 over 260,000 tonnes of inert waste was received at inert landfill sites or used in the restoration of mineral workings.

There is a renewable energy plant operated by EPR at Thetford which received over 666,600 tonnes of waste in 2018/19. The waste received at this facility is poultry litter which is burned to produce energy.

Agreement 29 :

It is agreed that:

1) It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. The Norfolk Minerals and Waste Local Plan will therefore enable Norfolk to continue to be self-sufficient in the production of sand and gravel, whilst making an important contribution to the national production of silica sand.

2) A steady and adequate supply of minerals to support sustainable economic growth will be planned for through allocating sufficient sites and/or areas in the Norfolk Minerals and Waste Local Plan to meet the forecast need for sand and gravel, carstone, and silica sand.

3) Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation. Resources of sand and gravel, carstone and silica sand within defined Mineral Safeguarding Areas will be safeguarded from needless sterilisation by non-mineral development. Infrastructure for the handling, processing and transportation of minerals will also be safeguarded from incompatible development. Defined waste management facilities and water recycling centres will be safeguarded from incompatible development.

4) The Norfolk Minerals and Waste Local Plan policies will enable the re-use, recycling and recovery of waste in Norfolk to increase, thereby reducing the quantity and proportion of waste arising in Norfolk that requires disposal, in accordance with the Waste Hierarchy.

5) The Norfolk Minerals and Waste Local Plan will enable Norfolk to be net self-sufficient in waste management, where practicable and to enable sufficient waste management infrastructure to be provided in order for Norfolk to meet the existing and forecast amount of waste expected to arise over the Plan period.

6) The Norfolk Minerals and Waste Local Plan will direct new waste management facilities to be located in proximity to Norfolk's urban areas and main towns. Priority for the location of new waste management facilities will be given to the re-use of previously-developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages.

7) The Norfolk Minerals and Waste Local Plan will contain policies to ensure that minerals development and waste management facilities will be located, designed and operated without unacceptable adverse impacts on the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk.

Section 10 – Conclusions and Next Steps

This Framework documents how the Norfolk Planning Authorities maintain effective cooperation between themselves, with the neighbouring district and county planning authorities, and with other key relevant agencies and utilities. In doing so it meets the relevant requirements of Section 3 of the 2019 National Planning Policy Framework (NPPF).

As referred to in section one of this document the government has announced a consultation on landmark reforms to the planning system under the Planning for the Future White Paper[97] which includes the proposed change to abolish the Duty to Cooperate. Once further clarification is provided by central government through new legislation and a revised National Planning Policy Framework it will become clear if Norfolk Planning Authorities can continue to address strategic planning matters through a revision of this document.

However Norfolk Planning Authorities recognise the benefits of joint working beyond the Duty to Cooperate and will maintain the following agreement:

Agreement 30 In recognition of the benefits gained by co-ordinating and co-operating on strategic planning activities the Norfolk Planning Authorities agree to support the activities of the Norfolk Strategic Planning Member Forum and to continue to appropriately resource joint planning activity.

There remains significant value in continuing with a work programme into the next financial year to address strategic cross boundary issues going forward.

As part of the proposed joint planning activity Norfolk Planning Authorities have agreed to undertake the following programme of work:

- **Investigate the production of a Norfolk Design Guide/Charter** - The white paper strengthens the need for local design initiatives and the work of the NSPF completed this year has highlighted that design guidance could help with both climate change and healthy living initiatives. The initial steps would be to investigate how this is could best be achieved and to what level all authorities are willing to work to a single design guide.
- **Develop an implementation programme for a county wide RAMS tariff** and Enhanced Green Infrastructure Study - Subject to the approval of all Norfolk authorities to the Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy there will be a requirement to implement and start collection of the new RAMS Tariff. The report and Natural England also recommend that further work is also carried out to undertake an enhanced Green Infrastructure audit and this should highlight appropriate measure in areas of deficiency.
- **Review of the Norfolk HELAA Methodology** - The County wide Housing and Economic Land Availability Assessment Methodology is now nearly 5 years old and based on the 2012 version of the NPPF. Norfolk Local Planning authorities have agreed to review this in light of any new requirements from a revised NPPF.

[97] See the planning for the future consultation - https://www.gov.uk/government/news/launch-of-planning-for-the-future-consultation-to-reform-the-planning-system

- **Review of the health protocol** – as highlighted in section 7
- **Review of new evidence requirements to support the production of future local plans** - whilst the White paper lacks much detail, it is likely that evidence in a number of areas will need to be created or updated to support the production of local plans.
- **Possible Requirements to update this document** - Once further clarification is provided by central government through new legislation and a revised NPPF it will become clearer if Norfolk Local Planning Authorities can continue to address strategic planning matters through a revision to the NSPF.

There also remains other significant benefits to continue with the current strategic planning activities completed under this remit, these included:

- Maintaining links to other neighbouring counties and their strategic planning work.
- Maintain links to public bodies and Utilities involved in the preparation of local plans eg Natural England, Environment Agency, Anglian Water, MMO, and UKPN.
- Maintain links to other key initiatives in the county eg Water Resources East, Hydrogen East, Greater South East Energy Hub
- Support the county in the production of a county wide Infrastructure Delivery Plan and any potential economic or growth strategies
- Support of Local Plan processes across the county
- Maintain links to NHS estates and the CCG with regular meetings to share updates on key developments and progress of Local Plans
- Scope to continue to commission joint studies across the county to reduce costs

The current NPPF also sets out the requirement for local authorities to prepare and maintain one or more statements of common ground. This document is intended to meet this requirement in a single document for all matters relevant to all Norfolk Local Authorities. Additionally individual local authorities may seek to enter into further statements of common ground with neighbouring or other authorities to address further strategic planning issues as part of the local plan preparation process.

Agreement 31: Norfolk Planning Authorities with support of the signatories of the document agree to maintain this statement of common ground.

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Appendix 1 – NSPF Contacts:

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

NSPF Programme Manager	
Trevor Wiggett City Hall St Peter's Street Norwich NR2 1NH Email: trevorwiggett@norwich.gov.uk	
Breckland Council	**Broadland and South Norfolk Councils**
Andrew Darcey Planning Policy Manager Breckland Council and South Holland Council Elizabeth House, Walpole Loke Dereham NR19 1EE Tel 07901873599 Email : Andrew.Darcey@breckland.gov.uk	Paul Harris Place Shaping Manager Broadland District Council Thorpe Lodge 1 Yarmouth Road Norwich NR70DU Tel 01603 430444 Email : paul.harris@broadland.gov.uk
The Broads Authority	**Great Yarmouth Borough Council**
Natalie Beal Planning Policy Officer Broads Authority Yare House 62-64 Thorpe Road Norwich NR1 1RY Tel 01603 756050 Email : Natalie.Beal@broads-authority.gov.uk	Sam Hubbard Strategic Planning Manager Great Yarmouth Borough Council Town Hall, Hall Plain Great Yarmouth Norfolk NR30 2QF Tel 01493 846624 Email: sam.hubbard@great-yarmouth.gov.uk
Borough Council of King's Lynn and West Norfolk	**Norfolk County Council**
Alan Gomm Planning Policy Manager Borough Council of King's Lynn and West Norfolk Kings Court, Chapel Street King's Lynn PE30 1EX Tel 01553 616237 Email : alan.gomm@west-norfolk.gov.uk	Stephen Faulkner Principal Planner Norfolk County Council Martineau Ln Norwich NR1 2UA Tel 01603 222752 Email : stephen.faulker@norfolk.gov.uk
North Norfolk District Council	**Norwich City Council**
Mark Ashwell Planning Policy Manager North Norfolk District Council Council Offices, Holt Road Cromer NR27 9EN Mail : mark.ashwell@north-norfolk.gov.uk Tel 01263 516325	Judith Davison Planning Policy Team Leader City Hall St Peter's Street Norwich NR2 1NH Mail : judithdavison@norwich.gov.uk Tel 01603 989314

Appendix 2 – Cross Border Cooperation Initiatives

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
Coastal Partnership East	North Norfolk, Great Yarmouth, East Suffolk	Shared Coastal Management Team for the four authorities.	Ongoing	Coastal Zone Planning Statement of Common Ground (2018), setting out an agreed approach to coastal planning (note additional signatories to Statement: Broads Authority, BC King's Lynn & West Norfolk; and endorsed by Environment Agency).	Coastal Partnership East Website - https://www.coasteast.org.uk/
Membership of Broads Authority	Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk, East Suffolk, Norfolk and Suffolk.	Each provides members to govern the Broads Authority.	Ongoing		Membership of Broads Authority - http://www.broads-authority.gov.uk/about-us/who-we-are/members/meet-our-members
East Suffolk/Great Yarmouth sub regional meetings	East Suffolk, Great Yarmouth, Broads Authority.	Quarterly Periodic meetings between these three eastern authorities to discuss strategic cross boundary issues pertinent to the area.	Ongoing	East Suffolk Local Plan Duty to Cooperate Statement of Common Ground (2018) on Housing Market Area, Functional Economic Area and Objectively Assessed Need, between East Suffolk, Great Yarmouth, Broads Authority, South Norfolk, Suffolk Coastal, and Mid-Suffolk.	n/a
Norfolk Coast (AONB) Partnership	Great Yarmouth, North Norfolk, King's Lynn & West Norfolk, Norfolk, Broads Authority, Natural England	Management of the Norfolk Coast Area of Outstanding Natural Beauty.	Ongoing	The Partnership also includes 2 community representatives.	Norfolk Coast (AONB) Partnership website - http://www.norfolkcoastaonb.org.uk/partnership/core-management-group/169
Memorandum of Understanding – Treatment of Housing and Employment Needs	Broads Authority, Broadland, South Norfolk, Norwich, Great Yarmouth, East	Agreed mechanism for distribution of housing (and employment) development in relation to targets for	2014 (and previously)	Further Statement of Common Ground (2017) between Broads Authority and Great Yarmouth Borough Council updating and	n/a

Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
and Delivery in the Broads Authority Area	Suffolk, Norfolk, Suffolk.	overlapping district and Broads areas.		specifying this in relation to housing in Proposed Broads Local Plan	
New Anglia Local Enterprise Partnership	All Norfolk and Suffolk District and County Councils	To lead economic growth and job creation across Norfolk and Suffolk.	Ongoing	Partnership also includes private sector and education representatives.	New Anglia Local Enterprise Partnership website - https://newanglia.co.uk/
Wherry Line Community Rail Partnership	Norfolk, Suffolk, Norwich, Broadland, Great Yarmouth, East Suffolk.	To promote the railway and the surrounding area to develop economic and environmental benefits for residents, visitors and tourists.	Ongoing	Partnership also includes Abellio Greater Anglia, Network Rail, Railfuture, Norfolk Association of Local Councils, rail users, station adopters, RSPB, and local businesses.	Greater Anglia Community partnerships - https://www.greateranglia.co.uk/about-us/community-rail-partnerships
Great Yarmouth Transport and Infrastructure Steering Group	Great Yarmouth, Norfolk, Environment Agency, Highways England	To promote and coordinate infrastructure improvements in, around and benefitting Great Yarmouth Borough	Ongoing		Great Yarmouth Transport and Infrastructure Steering Group - https://great-yarmouth.cmis.uk.com/great-yarmouth/Committees/CommitteeSystemfromMay2016/tabid/142/ctl/ViewCMIS_CommitteeDetails/mid/562/id/170/Default.aspx
A47 Alliance	Norfolk, Great Yarmouth, Broadland, Norwich, Breckland, King's Lynn & West Norfolk, Broads Authority	Seeks to promote the dualling of the A47.		Alliance also includes Peterborough & Cambridgeshire local authorities, MPs, business groups, LEPs, etc.	A47 Alliance website - http://www.a47alliance.co.uk/
Greater Norwich Development Partnership	Norwich, Broadland, South Norfolk, Norfolk County Council and the Broads Authority	Partnership to produce Local Plan for Greater Norwich Area and address related planning policy issues such as housing land supply and monitoring. This involves a member level group and joint officer team.	Ongoing		Greater Norwich website - http://www.greaternorwichgrowth.org.uk/
Greater Norwich Growth Board	Norwich, Broadland, South Norfolk, Norfolk County Council and the Broads Authority	Member level Board and joint officer team for strategic investment planning and delivery across the Greater Norwich area. This includes pooling of CIL receipts and a joint CIL process.	Ongoing		Greater Norwich website - http://www.greaternorwichgrowth.org.uk/

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Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
Norfolk Strategic Planning Officers Group	All Norfolk Local Planning Authorities	Monthly meeting of Heads of Planning Policy teams to discuss cross boundary issues.	Ongoing		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
Norfolk Member Forum	All Norfolk Local Planning Authorities	Over sees Duty to Cooperate requirements at a member level, in particular the production of the NSPF.	Ongoing		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
Norfolk Strategic Planning Framework	All Norfolk Local Planning Authorities	Shows how the Authorities work together and forms the Statement of Common Ground for the area. Addresses cross boundary issues.	Reviewed for 2021.		Norfolk Strategic Planning Member Forum web page - www.norfolk.gov.uk/nsf
The Wash and North Norfolk Marine Partnership	East Linsey, Boston, Fenland, South Holland, Kings Lynn & West Norfolk, North Norfolk, Lincolnshire County Council and Norfolk County Council	Local Communities and Management Groups working together to protect marine heritage	On-going	Many other Agencies and local groups involved	The Wash and North Norfolk Marine Partnership website - https://wnnmp.co.uk/home/partnerships/
Norfolk/Suffolk Cross border Meeting	Babergh and Mid Suffolk, South Norfolk, Great Yarmouth, Broads Authority, Ipswich Borough, Suffolk County, West Suffolk, Breckland, Kings Lynn & West Norfolk, East Suffolk	Quarterly meetings of Planning Policy teams to discuss cross boundary issues.	Ongoing		
Wisbech Access Strategy Steering Group	Kings Lynn & West Norfolk, Norfolk County Council, Cambridgeshire County Council,		Ongoing		

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Cooperation mechanism	Authorities involved	Brief details	Date	Other Comments	Website link (if relevant)
	Fenland DC, Wisbech Town Council				
Norfolk Rail Group	Norfolk & Suffolk County Councils, all districts		Ongoing		
Joint SFRA Update	Kings Lynn & West Norfolk, North Norfolk DC, Greater Norwich, Broads Authority, Great Yarmouth	Team over was the production of a Joint SFRA across most of Norfolk	Completed		
East of England Aggregates Working Party	Norfolk, Suffolk, Essex, Hertfordshire and Cambridgeshire County Councils. Peterborough, Thurrock, Southend-on-Sea, Luton, Bedford, Central Bedfordshire Councils	Quarterly meetings. Collect data relating to the supply and demand of aggregates, publish an annual monitoring report, provides technical advice to Mineral Planning Authorities on their Local Aggregate Assessments. Line of communication between MPAs and MHCLG.	Ongoing	The EoEAWP also includes representatives from the minerals industry, Marine Management Organisation, and MHCLG. Includes feedback and liaison with London AWP and South East AWP.	East of England Aggregates Working Party web page - http://www.centralbedfordshire.gov.uk/planning/minerals-waste/aggregate/overview.aspx
East of England Waste Technical Advisory Body	Norfolk, Suffolk, Essex, Hertfordshire and Cambridgeshire County Councils. Peterborough, Thurrock, Southend-on-Sea, Luton, Bedford, Central Bedfordshire Councils	Quarterly meetings. Forum for discussion relating to waste planning including waste data, capacities and forecasting.	Ongoing	The EoEWTAB is also attended by the Environment Agency. Includes feedback and liaison with London WTAB and South East WTAB.	

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Norfolk Strategic Planning Framework

Shared Objectives for extending 4G coverage and the rollout of 5G infrastructure in the County of Norfolk

DRAFT

September 2020

Mobile UK

Breckland Council

Broadland District Council

Broads Authority

Great Yarmouth Borough Council

Borough Council of King's Lynn & West Norfolk

North Norfolk District Council

Norwich City Council

South Norfolk Council

Norfolk County Council

INTRODUCTION

Mobile connectivity to fast, reliable data services is becoming increasingly important to residents and businesses in Norfolk and constitutes a common expectation of everyday life. However mobile coverage in Norfolk, particularly rural areas isn't as good as it can be with a recent independent survey suggesting only 82 percent of call attempts in Norfolk are successful[1]. While the survey shows Norfolk is comparable to the rest of the UK in some respects, it's clear there is still considerable room for improvement, particularly in ensuring people have reception wherever they are in the county.

To achieve this Norfolk authorities, in partnership with Mobile Network Operators need to be in alignment around a shared goal to the role out of improvements and updates to the network, to vastly reduce the reception black spots prevalent within Norfolk.

The Norfolk Strategic Planning Member Forum has set up an officer group with the support of Mobile UK, to explore how to improve 4G and 5G infrastructure roll-out in Norfolk. This group is focused on setting out what operators and Norfolk's local authorities need to do to improve digital connectivity.

Improvements in mobile connectivity will entail both the extension of 4G coverage and the introduction of 5G in due course. 4G will not only improve mobile coverage where it is currently absent but will also provide the underpinning infrastructure for 5G, they will be complementary technologies.

The private sector is responsible for the delivery of Norfolk's digital connectivity. Further 4G and 5G roll-out will require significant investment by private telecoms operators. Outside of the Norwich Urban area, Norfolk is a challenging environment, whose digital infrastructure needs have been neglected in the past.

Future Growth

Smartphone ownership has grown from 52% in 2012 to 87% in 2018[2] and data usage is predicted by Giff Gaff to increase to as much as 98.34GB per month by 2025 from 3.95GB in 2017[3]

Businesses see broadband and mobile connectivity as critical to their company's growth. Digital connectivity also enables local authorities to deploy smart technologies which can help them plan services more efficiently. Everything from water and energy consumption to air quality and waste increasingly depend on data that needs to be transferred in real time for analysis.

To meet rising demand for data, operators expect to introduce the fifth generation (5G) of mobile technology from late 2019 into the major conurbations[4]. 5G is expected to directly contribute billions of pounds a year to the UK economy. 5G is likely to reach speeds that are twenty times faster than 4G LTE. 4G LTE has a peak speed of 1GB per second; 5G is able to achieve speeds of 20GB per second.

The Government's £1 billion Emergency Services Mobile Communications Programme (ESMCP) will ensure that Britain is a world leader in Emergency Services communications, and a 4G pioneer. The network and infrastructure provider EE has been selected to deliver critical new 4G voice and data network for Britain's Emergency Services. EE already has the UK's biggest and most mature 4G network, and will expand coverage and enhance resilience to meet the Emergency Services' critical communications requirements.

[1] See https://www.norfolk.gov.uk/mobilemap
[2] See Deloitte Survey - https://www.deloitte.co.uk/mobileuk/
[3] See https://www.ispreview.co.uk/index.php/2018/01/giffgaff-predict-uk-5g-mobile-data-use-per-user-100gb-2025.html
[4] Including Glasgow, London, Manchester, Liverpool, Birmingham, Cardiff and Bristol

Mobile Coverage in Norfolk

Norfolk County Council commissioned AWTG (Advanced Wireless Technology Group) to conduct an independent benchmark assessment of mobile coverage and user experience across Norfolk. The benchmarking campaign was conducted in February and March 2018 using a robust four-tier methodology to maximise the extent and breadth of data collection. This included walk testing at over 30 locations including museums, tourist attractions, camping and caravan sites, rail testing on all main rail routes in Norfolk, drive testing on over 5,500 kilometres of Trunk, A, B and C class roads across Norfolk and stationary testing at enterprise zones and 28 Norfolk Broads mooring points. The scope of the campaign covered a detailed assessment of the GSM (2G), UMTS (3G) and LTE (4G) radio network (coverage) performance and received signal strength of the four main mobile network operators in the UK.

The headline results are that where coverage is available the quality of service is good. However, there are significant gaps in coverage across all 4 providers such that one call in 5 placed will currently fail.

The table below shows how often the signal strength matches the Mobile Network Operators (MNO) minimum target. When using a regular phone the latter figure would be the one which would relate to a good user experience.

Metric	Summary of Main Findings
2G	Coverage • 98.83% Service availability on test handset based on MNOs defined threshold • 74.28% Service availability on test handset based on Ofcom defined threshold
3G	Coverage • 89.74% Service availability on test handset based on MNOs defined threshold • 65.68% Service availability on test handset based on Ofcom defined threshold
4G	Coverage • 98.92% Service availability on test handset based on MNOs defined threshold • 83.38% Service availability on test handset based on Ofcom defined threshold
Voice	• Voice performance acceptable when user is within the coverage area. • 82% call attempt success rate and 98% call completion rate. • Average voice quality is 3.93 out of 5 • Average call setup time is 3.27 seconds
Data	• Data performance acceptable when user is within the coverage area. • 14.54Mbps average DL speed / 7Mbps average UL speed • Average download time for webpage is 6.86 seconds • 86.46% of web browsing tests completed successfully

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Implications for 5G roll out

5G will use a wide range of frequency bands[5], such as 700MHz, 3.4GHz and 30GHz

The higher frequencies of 5G will have a shorter range. Achieving the levels of network capacity where there is a very high volume of network traffic will over time increasingly rely on smaller cells situated nearer to the ground on lampposts and other street furniture, in addition to rooftop and ground-based masts.

Whilst more base stations will be required, Mobile Network Operators will use Multi-Input and Multiple-Output (MIMO) technology which can be rolled out on existing infrastructure where possible. The initial phase will be to strengthening the existing infrastructure or rebuilding the network where required, then densification for major areas using small high frequency cells which will be rolled out in areas with high demand. The rollout of 5G commercially is expected to commence in late 2019, and take several years to complete. Getting high quality 5G infrastructure rolled out across Norfolk will be important to delivering the vision of the Norfolk Strategic Planning Framework.

Mobile operator investment in mobile coverage is ongoing around the UK. In addition, Ofcom is currently consulting on the 2020 auction of further spectrum licences (in 700MHz and 3.8GHz bands). It is expected that further 4G coverage obligations for rural coverage will be attached to the new licences. It is very important that Norfolk is well positioned to take advantage of the new rural coverage obligations and also for 5G rollout (which is expected to occur initially in urban areas, where the capacity need is greatest.)

Mobile networks are integrated entities made up of cell sites, switches, and backhaul. Backhaul is the cables that link up the cell sites to the switches that transmit data quickly around the network. Making Norfolk ready for 5G also means making it easier to roll out full-fibre connections underground.

The recently announced £8m of funding from DCMS to upgrade 372 Norfolk sites will enable 230 schools, 108 Norfolk County Council Corporate buildings (including 38 libraries) and 34 fire stations to be upgraded to gigabit (1,000 mbps) fibre internet connections within two years. Where possible, fibre backhaul will also be provided to improve mobile data capacity.

Extending 4G coverage and meeting the scale of the 5G and digital roll-out challenge will require a considerably more joined-up approach than is currently the case. This means a complete alignment of Norfolk's local planning authorities and operators towards a shared goal to improve digital connectivity, focused on meeting the specific challenges of rolling out 5G.

[5] https://5g.co.uk/guides/5g-frequencies-in-the-uk-what-you-need-to-know/

What can Mobile Network Operators and their contractors do to improve mobile connectivity in Norfolk?

In order to drive progress in Norfolk, we need to ensure that mobile operators are committed to following the Code of Best Practice for Mobile Network Development[6], and in relation to the Broads, the National Parks England and Mobile UK Joint Accord / Memorandum of Understanding[7] in particular:

1. Sharing suitable mobile digital connectivity infrastructure sites where this meets network objectives.
2. To work with the Norfolk local planning authorities to facilitate early access to public sector owned buildings and structures to improve coverage. Where possible, fibre backhaul will also be provided to improve mobile data capacity (for 4G and 5G).
3. Share Roll out plans at county level to provide a valuable opportunity for operators to share information about their proposals with local planning authorities who can in turn offer feedback and advice on the suitability of the plans[8].
4. Detailed consultation with planners at both pre-application and planning application stages, working together to solve the continuing demand for mobile connectivity in a timely way. Ensure that applications are clearly presented and understandable to both professionals and members of the public
5. Consultation with communities and other stakeholders about network developments, in accordance with the Code of Best Practice.
6. Proposing appropriate design solutions in line with national and local policies which achieve technical objectives.

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[6] See http://www.mobileuk.org/codes-of-practice.html

[7] See https://www.nationalparksengland.org.uk/__data/assets/pdf_file/0009/1253682/Mobile-UK-National-Parks-England-Accord-2018.pdf

[8] Where required Non-disclosure agreements can be in place to ensure market sensitive information is not shared with competitors

What can Local Planning Authorities do to improve mobile connectivity in Norfolk?

Local planning authorities can support Mobile Network Operators in their improvements to mobile connectivity in Norfolk through:

1. Ensuring Local plans and Economic Strategies recognise the benefit of reliable connectivity and include actions to be taken at local level to enhance mobile connectivity.
2. Making local authority-owned buildings and structures available for use where appropriate for the location of equipment needed to improve mobile connectivity in locations which currently have poor coverage. [9]
3. Respond positively to requests for pre-application advice, where new or upgraded infrastructure is proposed the potential impacts on the local environment will need to be considered. The Norfolk local planning authorities encourages early engagement from 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. Norfolk local planning authorities will engage with the County Council for applications which may have a wider impact on other existing built and natural infrastructure. The County Council are also able to offer advice and assistance with way leaves. 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.
4. All planning applications for telecommunication infrastructure will follow the statutory requirements in terms of providing timely decisions on planning applications raising issues sufficiently early to allow mobile operators time to provide information and work together to find solutions. All application for new base stations and upgrades to existing ones will be considered in line with national and local planning policy. Any planning conditions will be applied appropriately and proportionately and will not duplicate conditions already imposed by statutory instruments such as the Electronic Communications Code[10].
5. New major development sites (over 10 dwellings) and large scale buildings should include infrastructure design from the outset to sympathetically locate masts, and/or provide backhaul ducting to negate the need for retro-fix infrastructure.
6. Work with Mobile UK to maintain communication channels about progress of technology and the roll out of 5G and network enhancements. Provide knowledge on telecommunications planning, including permitted development rights. Share local plans and growth locations to understand the impact on mobile network capacity and coverage taking into account local economic development, digital connectivity, sustainability, and social inclusion considerations.

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[9] See www.norfolk.gov.uk/mobileassetregister

[10] https://www.ofcom.org.uk/phones-telecoms-and-internet/information-for-industry/policy/electronic-comm-code

National Planning Policy Context

The National Planning Policy Framework 2019 (NPPF) sets out government's planning policy approach to achieving sustainable development for England. Paragraph 20 (b) states an expectation that development plans should contain strategic policies making sufficient provision for telecommunications infrastructure. Delivery of advanced, high quality and reliable communications infrastructure is covered in section 10 'Supporting high quality communications' paragraphs 112 to 116. The NPPF considers that such communications infrastructure is essential for economic growth & social wellbeing.

The framework policies lay out expectations of plan makers, applicants and decision takers – encouraging local authorities to take a pro-active and supportive approach, stating: "Planning policies and decisions should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections… providing access to services from a range of providers"; and for applicants to fully consider the appropriate locations and impacts of their proposals relating to design, location and in accordance with International Commission guidelines.

Paragraph 39 of NPPF 2018 advises that Pre-application early engagement has significant potential to improve the efficiency & effectiveness of the planning application system for all parties.

Not all communications infrastructure requires formal planning consent, certain installations may be carried out under permitted development or application for prior approval under Schedule 2, Part 16 'Communications': Classes A to E of The Town and Country Planning (General Permitted Development (England) Order 2015 (as amended).

On 22 July 2020 the Government published its response to the joint MHCLG and DCMS consultation published last year on proposed planning reforms to support the deployment of 5G and extend mobile coverage. This included the principle of amending permitted development rights for operators with rights under the Electronic Communications Code and the circumstances in which it would be appropriate to do so.
The government response summarises the submissions received and confirms its intention to take forward the in-principle proposals consulted on. This will be subject to a technical consultation with representatives from both the local planning authority and mobile industry sectors representatives, on the detail of the proposals, including for appropriate environmental protections and other safeguards to mitigate the impact of new mobile infrastructure.
This will be undertaken prior to amending Part 16 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) to enable:

- the deployment of taller and wider masts;
- building-based masts located nearer to highways; and
- faster deployment of radio equipment housing, such as equipment cabinets.

Local Planning Policy Context:

This guidance has been prepared to inform the Local Planning Policy of all local planning authorities under the Norfolk Strategic Planning Framework in order to provide a uniform and pro-active approach to communications infrastructure in Norfolk countywide. It is intended that the policy content provided here may be incorporated into individual Local Plans as they are reviewed.

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Suggested Telecommunications Infrastructure Policy

The Council will support proposals for the provision and improvement of new telecommunications infrastructure provided that:

- It has been demonstrated that there are no reasonable opportunities for sharing a site, mast or facility with existing telecommunications infrastructure in the area that would not result in a greater visual impact, and;
- The installation and any associated apparatus is sited and designed to avoid any unacceptable impact on the character, on residential amenity or on the safe and satisfactory functioning of highways and appearance with particular consideration given to the impact on:
    - designated or locally identified heritage assets; or
    - internationally and/or nationally protected nature conservation sites, AONBs, regional and local sites, and areas of designated open space (as shown on the Policies Map).
    - the special qualities of the Broads
- It has been demonstrated that the siting of the proposal and any other additional equipment involved with the development does not unduly detract from the appearance of the surrounding area, including the use of innovative design and construction and/or sympathetic camouflaging, and;
- Any building-mounted installations would not have an unduly detrimental impact on the character or appearance of the building.
- Prior approval of the siting and appearance of the development will be required if the proposal is within or would affect the Norfolk Coast AONB, The Broads, a Conservation Area, a Listed building, a site of archaeological importance or a site designated for its nature conservation importance.

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 elsewhere.

All residential developments and new employment generating development should consider the mobile telecommunications requirement of the development proposals to ensure and demonstrate that there would be sufficient coverage. This information should be submitted in a site connectivity plan during the pre-application and application stages.

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Climate Change and the Planning System

1. Introduction

In summer 2019 the Norfolk Strategic Planning Member Forum requested that a Climate Change sub group should be set up as part of the update process to the Norfolk Strategic Planning Framework. The group would review information in relation to Climate Change with a specific focus on the role of and impact on Local Plans and the planning system generally. It would also explore some of the emerging policy work around climate change, and look at best practice where applicable.

Working collaboratively through the Norfolk Strategic Planning Member Forum, Local Planning Authority officers, along with colleagues from the Environment Agency, Local Enterprise Partnership and Norfolk County Council, worked together to research and investigate how measures identified through this research could help inform local plans in order to address some of the impacts of climate change through land use policies at a strategic level.

It should be noted at the outset that planning's role is one of facilitation through mitigation, adaptation and resilience. Although there is a statutory duty to address climate change in the National Planning Policy Framework, the planning system cannot address climate change alone. The subject is broad and cross cutting with impacts ranging from biodiversity to carbon reduction, energy efficiency and supply, settlement distribution, investment choices, technical change and innovation and consumer choice. Addressing Climate change is a shared responsibility. Planning can set out a strategic framework and lay down challenges but delivery through planning requires partnership work, political buy in and effective coherent and consistent approaches through investment strategies as well as legislation and regulatory change. Furthermore, it should be noted that planning can only really affect and influence schemes that need planning permission from the time the policies are in place. Many more buildings are in place now than will be permitted over the coming years.

2. Background

Climate change has been embedded into Land Use Planning for many years; significant emphasis is placed on planners to address climate change through achieving sustainable development. It is recognised that considerable national, international and local research in relation to climate change has been completed in recent years. This includes reports by the Intergovernmental Panel on Climate Change, and there continues to be emerging changes in relation to Government policy on the matter. As a result of this there are already measures incorporated into most local plans to support the impacts of climate change and measures to reduce carbon emissions.

In June 2019 the government amended the Climate Change Act 2008 to extend the national carbon reduction target within it with the aim to reduce carbon levels to net zero by 2050. Nationally many local authorities have either declared climate emergencies, and/or set their own locally applicable targets, replicating the government's or extending it further, as well as enshrining the concept into corporate objectives and plans.

Within Planning, Local Plans can play a central role in helping to facilitate this key national environmental objective. Effective strategic plan making can help deliver sustainable development and help address the challenges that climate change brings, complementing measures outside of the planning sphere but not resolving climate change challenges on its own. Clearly the County is vulnerable to the impacts of climate change from rising sea levels to changing weather patterns. The costs of climate change are projected nationally to be high and it is emphasised that not taking action could cost more than taking steps to reducing emissions now to avoid the worst impacts of climate change in the future. Sustainable development through land use policies is regarded as a key means of addressing climate change and as such the planning system has a duty to ensure that action is taken to encourage and deliver more sustainable development.

Planning for sustainable development need not only cover mitigating and adapting to climate change, it can also help set a framework and assist in changing attitudes and perceptions. Another aspect is that of sequestration of greenhouse gases to reduce the amount in the atmosphere. Local Plans can encourage more sustainable development from the small scale (e.g. improving energy efficiency of dwellings so as to reduce carbon emissions and encourage the transition to cleaner energy, ensuring water is used effectively), to the strategic (e.g. encouraging the sustainable distribution of growth, increasing accessibility and reducing the reliance on carbon emissions from private and public transport).

Mitigating climate change through land use planning by addressing the causes of climate change can be achieved in a number of ways:

- Locating development as near to existing key services and facilities as possible.
- Delivering decentralised energy supplies and promoting its use in existing buildings.
- Supporting the delivery of low carbon and renewable energy.
- Ensuring new development is as energy efficient as possible.

Adapting to climate change addresses consequences and can include:

- Delivering on site sustainable drainage systems.
- Reducing water consumption.
- Adopting precautionary approaches to areas liable to flooding and at risk from coastal change.
- Ensuring that the design of buildings helps them remain cool in summer and warm in winter.

All of the above will demand innovative approaches, and lead to new technology and changes in the landscape and historic buildings which will undoubtedly challenge traditional opinions and views.

As well as ensuring development proposals will mitigate and adapt to the impacts of climate change, Local Plans should reflect the local authorities' overarching aims in building up resilience to climate change and managing long term risk. Action on climate change should be an integral part of the culture of plan-making and should be embedded and integrated in policy preparation. Local Plans are however not a panacea; their focus remains on land use and policy approaches are subject to legal and soundness tests, viability and test of reasonableness that are applied as material considerations at both plan making and decision-making stages. Local Plans also tend to mostly relate to new development that needs planning permission – much development is already in place and some schemes do not need planning permission.

Local Planning Authorities are therefore likely to need to evaluate planning applications through a climate change lens and ensure future local plans clearly set out the decision-making framework, with particular emphasis on the following, for example:

- Placing more emphasis on co-locating uses and planning development near public transport links to reduce car travel.
- Setting more ambitious targets on energy efficiency in buildings.
- Encouraging the greater use of renewable energy.
- Embedding and prioritising climate change in local plan-making and when determining planning applications, including ensuring resilience to climate impacts such as flooding.
- Requiring travel plans with increased sustainable transport obligations - prioritising walking, cycling and public transport over reliance on the car.
- Increasingly plan and help facilitate for the switch to electrified transport.

It is however recognised that each local authority has its own particular circumstances, decisions and actions and these will need to be tailored to local circumstances. However, more co-ordinated efforts are needed where there is a need to follow agreed principles so that future planning decisions are consistently made.

In future years addressing climate change will need to remain a high priority for the planning system if national emission targets are to be achieved. This, though, will be at a time of increasing pressures brought upon LPA's through target driven approaches and increasing deregulation of the planning system and other legislative changes, including the potential for wholescale reform and wider Council devolution.

This report, and the supporting papers, provides some of the tools to enable planning teams to consider how best to embed climate change within the planning system, in advance of any systemic changes that will come through as part of the radical review of the planning system, currently underway.

3. Planning White Paper

It should be noted that at the time of writing this paper, the Government had consulted on fundamental changes to the planning system. One particular relevant proposed change, is that development management policies may be centralised and set at a National level. There are also potential standards for energy efficiency of buildings and electric vehicle charging points that could be set nationally over the coming years.

That being said, the timeline for implementing the final proposals is not known. It will involve redrafting of legislation and changes to the NPPF which could take some time. So, whilst changes may well be made to the planning system in future, recommendations within the report are relevant for the current local plans in production and could be 'in the meantime' policy approaches – in place until the national system is changed.

4. Other benefits of addressing climate change

It is important to be aware that whilst these recommendations relating to topic areas may address climate change adaptation and mitigation, or sequestration of greenhouse gases, that is not the only benefit. It is often wise to do what is recommended, regardless of climate change, because of the many other benefits of which doing so brings. The elements of climate change are also woven into many policy areas with much cross-over, e.g. growth distribution, transport policies, environmental policies as well as specific polices on adaptation and mitigation as all have a role to plan in addressing Climate change.

For example:

- Walking and cycling rather than driving a motor vehicle can reduce greenhouse gas emissions from burning fuel. Adopting a more active lifestyle can lead to improved health and well-being as well as saving individuals money.
- An energy efficient home requires less energy and therefore reduces the amount of emissions associated with producing energy, but it also reduces money a household or business spends on energy bills.
- Green infrastructure can help sequester carbon dioxide but it can also help biodiversity and increase access to the countryside and other greenspaces, which can in turn support mental and physical well-being.
- Tackling climate change is part of facilitating and enabling clean growth. It can help economic recovery and provide job opportunities such as retrofitting of properties, technology development e.g., EVs and electrification of transport and the renewable energy sector.

5. Conclusions

5.1 County Wide Agreements

The conclusions of this work are set out in this section. The group proposes that the Norfolk Strategic Planning Framework should include a new agreement which sets out Local Planning Authorities' commitment to address climate change as follows:

Recommendation 1:
Local Planning Authorities in Norfolk agree that climate change is an urgent, strategic cross boundary issue which will be addressed at the heart of Local Plans. To do this, Local Authorities agree to consider the evidence contained in the NSPF Climate Change research Paper when the relevant policies are next being reviewed and updated as part of the Local Plan process and their appropriateness considered against local factors including viability of developments. Local Authorities agree to collectively review the latest evidence and advice on a regular basis and to update this research to ensure that the most appropriate actions are being undertaken to support climate change initiatives.

Each Local Authority can choose to take actions further than suggested depending on local needs or circumstances.

The Planning White Paper strengthens the need for local design initiatives and the work of this climate change group has highlighted that design guidance could help with both climate change and healthy living initiatives. As such there is a strong case for looking at a Norfolk Design Guide or Charter to underpin much of the recommendations that follow. It is suggested that the initial steps would be to investigate how this could best be achieved and to what level all authorities are willing to work to a single design guide. It is clear that for this to succeed that external and community involvement would be required, as well as exploration of how a county design guide would work in practice with local and national guides for decision makers. There would be the need to understand in more detail any forthcoming proposed changes to the NPPF and legislation. In addition, any existing, or planned, intentions of each local planning authority, will need to be factored in to assist formulate further guidance. It is important to note that Local Planning Authorities could still produce their own design guidance; this county-wide guide or charter would not preclude or prevent that. Indeed, such topic areas as vernacular and aesthetics may well be best addressed by individual Local Planning Authorities.

The group propose that the Norfolk Strategic Planning Framework should include a further new agreement which sets out Local Planning Authorities' commitment to investigate the production of a countywide Design Guide:

Recommendation 2:
Norfolk Local Planning Authorities agree to work together to investigate the production of a county wide design guide and produce a brief/scope for this work. This work could help facilitate climate change and healthy living initiatives across the county by providing high-level principles.
The design guide would meet the requirements of the National Design Guide and look at other country wide initiatives like Building for a Healthy Life. Mitigating for and adapting to climate change could be a key consideration of this guide. Individual Local Planning Authorities could still produce their own guide or they can be produced as part of neighbourhood plans.

The research produced a number of topic-based papers, the conclusions of which can be summarised as below, a summary of each of the paper's key points is attached in Appendix A – Key points from Supporting Documentation.

5.2 Energy efficiency

Construction Standards

- Local Planning Authorities could consider a policy around the use of the energy hierarchy – reduce energy need in the first place (design and orientation of development), energy efficiency and conservation, and then maximise use of sustainable energy (for example non fossil fuel based alternatives) and local energy networks. Local Planning Authorities could consider the use of energy statements to explain and justify the approach taken by developers.
- Local Planning Authorities could consider providing a percentage reduction against Part L of the 2013 Building Regulations (amended 2016). This percentage would need to reflect local viability and would be a 'meanwhile' policy approach prior to any national standard.
- Local Planning Authorities can explore the use of policies which require applicants to demonstrate how climate change has been taken into account in a scheme, this could include applications applying for an increase in floor space.
- For major schemes, whether building developments or transport schemes, Local Planning Authorities could specify the achievement of British Standard 'PAS 2080 – Carbon Management in Infrastructure Verification'.

Non-Residential Development

- Local Planning Authorities could explore the use of BREEAM for non-residential development and aim for a standard that is appropriate for their area in terms of viability and the achievability of this standard.

Community-led renewable heat and energy networks/schemes

- Individual LPAs may consider allocating sites for community heating and consider where it could be appropriate for the support of community heating schemes.

Embodied Energy in Buildings

- Local Planning Authorities should have regard to the Historic England's guidance for adapting historic buildings to reduce carbon footprint.
- When appropriate policies are being reviewed, consider if any conversion policies or similar, set a stance that, subject to PD rights, the presumption is in favour of retention of a building. To allow the demolition of buildings, policies should require thorough justification for such an approach.

Light Pollution

- Local Plans can consider dedicated light pollution policies where appropriate, perhaps using some of the approaches taken by those areas with dark skies.

Modern Methods of Construction (MMC)

- MMC[1] could be considered for incorporation into design codes/guides of Local Plans within Norfolk where appropriate, and Local authorities can consider closer working with developers of larger schemes to adopt MMC as a key element, as these sites are built out.

5.3 Environmental

Integrated Constructed Wetlands

- Local Plans could promote the use of integrated constructed wetlands as a way of treating wastewater and acknowledge the multiple benefits such an approach will bring.

Peat[2]

- Norfolk Local Planning Authorities could investigate the presence of peat in their area. If peat is prevalent, then it is suggested that they consider peat when allocating sites and address peat in relevant policies. There could also be potential for non-site specific policies relating to peat, if it is prevalent. Such policies could seek to reduce the amount of peat excavated and require excavated peat to be disposed of in a way that prevents carbon being released.

5.4 Reducing unnecessary car use and supporting the roll out of new technologies

Reduced/car free developments

- For sites proposed for development in the centre of sustainable settlements with good provision of public transport, consideration could be given to proposals for car free developments or developments with reduced parking.

Walking and Cycling

- Local Planning authorities could consider seeking enhanced walking and cycle connectivity when considering planning applications or providing pre-application advice. The consideration is particularly important for windfall sites which will not have been scrutinised as part of the local plan process. Local planning authorities should consider the following through appropriate plans, policies and processes:
    - Better alignment of plans and decisions with identified local and national strategic infrastructure priorities for walking and cycling.
    - Ensure proposals seek enhanced connectivity to open space and seek to provide connections to, enhancement and maintenance of nearby existing walking and cycling networks.
    - Working with the Highway Authority to establish better provision for active forms of travel.
    - Consider simple, safe and convenient access to and from surrounding local facilities.
    - Consider guiding design principles for walking and cycle connectivity.
    - Engaging with specialists at plan-making, pre-application and planning application stages, particularly on larger planning applications.
    - Consider the use of the principles promoted by SUSTRANS:
        - Safety – space, users, speed
        - Directness – destination convenience
        - Coherence – part of a wider network, signed & navigable

[1] For example modular build (buildings that are prefabricated off site that meet or exceed modern energy efficiency standards)

[2] Peat holds much carbon dioxide which is emitted to the atmosphere when it is dried out. So if excavated and disposed of poorly, peat can change from a carbon sink to a carbon source.

    - Comfort – accessible and attractive to a wide range of users
    - Attractiveness – design, lighting/quiet areas
- Consider requiring a walking & cycling strategy for all major development
- Ensure secure, well located cycle parking for all communal/shared buildings
- Securing funds for maintenance of the existing walking and cycling network (or new/expanded) or supporting infrastructure from new development where appropriate

Live-Work and working from home

- Consideration could be given in Local Plans for the support of live-work units where they meet other local planning policies and subject to appropriate controls (i.e. Removal of PD rights). This would allow acceptable live-work units where there is demand.
- It is also suggested that policies encourage provision of flexible space in new dwellings (both new build and conversion) which could be utilised as home working facilities.

Electric Vehicles

- Local Planning Authorities could consider setting standards in relation to the provision of electric vehicles charging infrastructure. Any standards would be in place until either a national standard is set by the Government, and/or linked to any reviewed parking standards produced by Norfolk County Council, as the Highways Authority. However, in the first instance the LPAs could agree an approach for off-street parking provision – commercial and domestic. Local Planning Authorities can also consider the following:
    - Having an appropriate provision for standard charging of EVs at home and work locations this would be a minimum provision of 7kW /32 amps power capacity.
    - Parking standards - location and design of EV bays have to be considered from the planning stage to maximise the number of cars that can be served by the same charging point, and ensuring that due provision is made to provide safe connectivity to the equipment.
    - On-street charging provision could be designed into the street scene as part of the design and construction process. There is difficulty and cost in retrofitting such provision.
    - Future proofing - develop short term solutions through preparing the site for future technology installations.

Travel plans and Public Transport

- Local Plans could make due reference to the need to support sustainable and active travel on new developments through the production and delivery of Travel Plans as referenced in National Planning Policy Framework Section 9 paragraph 102. Countywide guidance on this can be found here: https://www.norfolk.gov.uk/rubbish-recycling-and-planning/planning-applications/highway-guidance-for-development/travel-plans
- Local Authorities can ensure that the necessary infrastructure to support the provision of public transport is agreed early and encapsulated in the Transport Assessment/Agreement. In addition, appropriate behaviour change measures can be captured in the Travel Plan for a site to support the uptake of any public transport service. Where Travel Plans accompany a planning application, they could be produced in consultation with NCC Travel Plan Officers

Appendix A – Summary of Key points from Supporting Documentation

Walking and cycling

- The aim is to better promote active forms of travel, particularly walking and cycling to reduce unnecessary car use.
- Evidence clearly points to shorter trips (i.e. 1-5 miles) where walking and cycling can most effectively increase, and conversely reduce, travel by private car.
- There needs to be a much more joined up approach, with more collaboration and clear advice on how to realise the multiple aspirations.

Consideration of using BREEAM assessments in planning policies for non-residential development.

- BREEAM is a sustainability assessment method for master planning projects, infrastructure and buildings.
- It recognises and reflects the value in higher performing assets across the built environment lifecycle, from new construction to in-use and refurbishment.
- Ratings available are: Pass, Good, Very Good, Excellent, Outstanding.
- It is not uncommon for LPAs to set different ratings based on floor area and/or unit number although development size should have less of an influence over the potential rating which can be achieved than say viability/development need and local priority.

Design of new build dwellings - energy

- Homes – both new and existing – account for 20% of greenhouse gas emissions in the UK
- The Government consulted on (at the end of 2019) a Future Homes Standard
- Some Local Plans in Norfolk are under production and it may be appropriate to have a policy relating to energy usage of homes – a 'meanwhile' policy, whilst waiting for the new national standard/approach.

Improving the energy use of existing housing stock.

- Dwellings/buildings that are already in place (around 29 million homes) will not necessarily be affected or have their energy use addressed as a result of policies in Local Plans/national policies.
- We will not meet our targets for emissions reduction without near complete decarbonisation of the housing stock.
- The General Permitted Development Order (GPDO 2015) Part 14 – Renewable energy already enables a range of installations related to renewable energy (subject to conditions).
- But retrofitting measures is much more costly than designing them in from the start.
- Building Regulations and Central Government schemes are predominantly the vehicles for change to the existing housing stock.
- There is little scope within the current planning policy framework to require renovation of or upgrade to existing housing stock in local planning policies.

Car Free Housing policies

- Transport is now the biggest contributor to carbon emissions in the UK and within this sector, passenger cars are by far the biggest contributor.
- It is clear from the Department for Transport's research that a modal shift away from the private passenger car would have the most significant impact in reducing greenhouse gases, such an approach could be encouraged through planning policy
- Norwich City Council and the Borough Council of King's Lynn and West Norfolk have adopted local plan policies that promote car free schemes, subject to location and other criteria.

Live-work units and working from home

- Live-work units are living accommodation specifically designed to allow you to both live and work within the same unit.
- Home working is where a person carries out part or all of their paid work from home as opposed to a central office.
- Improved technical infrastructure to support home working

Community led renewable heat and energy networks/schemes

- These schemes tend to be retrofitted to existing communities.
- Do not seem to need a specific policy approach as generic energy policies seem to be adequate.
- Local Plans could support such approaches.

Communal heat and energy networks/schemes

- This needs to be planned in from the start, can be for cooling and heating and hot water and is usually for larger schemes of over 100.
- Often called District Heating networks or Community heating networks
- Again, the generic renewable/low carbon energy policy will provide general support with other policies assessing impacts on any constraints in the site.
- There could be scope to add a requirement to site-specific policies for larger scale development.

Electric Vehicles (EVs)

- EVs represent a small, but growing vehicle market share, set against a back-drop of declining sales of internal combustion engine-based vehicles.
- The issue of how far an electric vehicle can go on a single charge and the related issue of where to charge the vehicle when on a journey and how long that charging would take are important considerations in the purchase of EVs. However, government statistics suggest that the overriding public concern is lack of charging infrastructure.
- The UK Government has shown commitment to facilitating the mass-market uptake of EVs through a number of recently published strategies and action plans. This is imperative to facilitate the roll out of charging infrastructure.
- There is a need to apply policy for promoting the wider uptake of EVs and from 2030 solely ICE (Internal Combustion Engine) vehicles will no longer be sold in addition to setting minimum standard that ensure that any new schemes are future-proofed to incorporate improvements and innovations as they develop. The Government may introduce regulations or requirements at

a national level in due course. So, any Local Plan requirement would be in place until national policy or regulations 'take over'.

- Uptake of EVs in Norfolk should be assessed to determine whether supply of provision meets demand.

Public transport

- The use of public transport over single occupancy car use is an important part of any Climate change initiative. New development will result in additional needs for new residents and it is important that they have access to a good public transport service, this will also benefit existing local residents.
- Smaller developments will have a limited ability to support public transport but should still consider access to public transport and their suitability will be assessed as part of the work to produce a Housing and Economic Land Availability Assessment (HELAA).

Travel Plans

- The delivery of a travel plan is the result of a transport assessment with developers, with the aim of promoting public transport, walking and cycling, and reducing the need to travel in cars.
- The primary purpose of a Travel Plan (on new developments) is to encourage active travel and healthier lifestyles by the promotion of sustainable travel options, such as walking and cycling, and to reduce unnecessary car use.

Embodied Energy in Buildings- Existing Housing Stock conversions and extensions

- Embodied energy is the energy consumed by all of the processes associated with the production of a building such as the mining and processing of natural resources and transport and building of the building.
- Effectively there are three areas. The first relates to historic buildings, the second relates to upgrading a building that is being extended and the third relates to demolishing buildings.
- In relation to historic buildings, there is Historic England guidance that could be incorporated into Local Plans.
- In relation to extensions, there are examples of where policies require a 10% improvement to the energy use of the existing building.
- Another area to consider is that of **demolition:**
    - On occasion, developers demolish buildings to make way for new buildings.
    - Of course, some buildings can reasonably be beyond use, but sometimes they can be re-used.
    - From September 2020, a new Class ZA Permitted Development Right will be in place, for the demolition of some buildings and replacement by either a single purpose-built detached block of flats, or a purpose-built detached house.
    - Much of the research points to the fact that refurbishment is far better than demolition with regards greenhouse gas emissions. But the planning relaxation around demolition and the VAT implications for refurbishing older properties seems to support demolition over refurbishment.

Light pollution

- Light pollution contributes towards climate change by the destruction of nitrate radicals which cleanse our air and only work in the dark and through the wasting of electricity through unnecessary lighting e.g., leaving office lights on overnight.
- Whilst Local Plans tend to refer to light pollution, it is related more to amenity impacts.
- Some areas that protect their dark skies have stronger dark sky/light pollution policies.

Larger industrial installations/premises

- There are some industrial installations in Norfolk that are identified as significant emitters of greenhouse gases.
- There could be scope to require a reduction in the greenhouse gas emissions of the existing operation as part of any scheme seeking planning permission. There could be site-specific policies for these sites. There may be other sites that could be included in the list.

Modern Methods of Construction (MMC)

- 'Modern Methods of Construction' (MMC) is a broad term, embracing a range of offsite manufacturing and onsite techniques that provide alternatives to traditional house building, but can speed up the building process and produce energy efficient buildings as a result, such as those exemplified by Passivhaus standards of efficiency.
- Offsite manufacture (characterised by modular and pre-fabricated construction) represents an opportunity to address many issues associated with on-site construction methods, in addition to increasing capacity and investment in the industry.
- Whilst increasing the take up of MMC may lie with the construction industry and the Government, Local Plans could seek the use of MMC.

Strong/prominent climate change objectives in the Sustainability Appraisal and Local Plan

- Vision and objectives of the Local Plan are what the policies of the Local Plan are based upon.
- These policies are then assessed against sustainability appraisal objectives whereby potential positives are maximised and any negative effects identified mitigated.

Integrated Constructed Wetlands

- Integrated constructed wetlands or ICWs are a type of sustainable wastewater treatment system that looks and functions like a natural wetland.
- Integrated Constructed Wetlands cleanse wastewater by replicating processes that occurs in natural wetlands.
- Integrated wetlands to deal with waste contribute to greater biodiversity net gain.
- The plants in the wetland reduce N2O and CH4 levels and clean water of nitrates.
- One of the products from the natural process is CO2 emissions, however if microbial fuel cells are added to the Integrated wetlands not only do they produce energy, but they reduce these CO2 emissions considerably.

Building for a healthy life

- Building for a Healthy Life aims to help people create better places to live and to be an industry standard for design.
- It is a toolkit that is often referred to in Local Plans. Building for Life 12 was focussed on place making.

- The updated version extends that to have a health-related focus, so not specifically related to climate change.
- It is important to remember that through good and healthy place making, many issues relating to climate change are addressed as well. For example, Building for a Healthy Life recognises the following which are also related to climate change:
    - Responding to pedestrian desire lines – promoting walking and cycling
    - Improving public transport provision and connectivity
    - Protecting habitats – helping biodiversity adapt to climate change

Peat

- Peat has many special qualities, but the one relevant to the climate change work stream, is that peat is a carbon sink. If peat degrades or dries out, it becomes a carbon source.
- Peat soils release stored carbon if they are drained and allowed to dry out. The protection of peat soils is therefore critical to help address climate change.
- There are areas of peat in Norfolk.

Water usage of residential developments

- Fundamentally, the more water used by a development, the more energy is used, with associated greenhouse gas emissions.
- There is the potential for Local Plans to set a water usage standard of 110 litres per person per day, which is better than current building regulations.
- **There is a section in the NSPF that addresses water usage for new developments.**

Broadband and 5G

- Working from home, on-line shopping and communicating with others through the internet reduces the need to travel, with fewer greenhouse gas emissions as a result. There is strong evidence that shifting consumer patterns are now becoming more fixed around online shopping. Therefore, given…
- …some areas in Norfolk do not have good access to broadband. New development needs to make sure that the facilities are in place to enable new occupiers to be digitally ready, including the necessary communications/phone infrastructure to facilitate the rollout of improved broadband (and 5G access in due course).
- **There is a section in the NSPF that addresses broadband and 5G roll out.**

Biodiversity

- A changing climate will affect biodiversity. That being said, ways of mitigating and adapting to climate change could benefit biodiversity. Indeed, ways of sequestering greenhouse gases, such as planting trees, will also benefit biodiversity. Biodiversity ‘Net Gain’ will be an established part of the planning process, once current legislation, going through the system, is fully enacted.

Appendix 4 – Changes to NSPF version 3 since the January 2021 Member Forum

At the Member Forum in January, it was highlighted that we were working to bring the MMO on board as a signatory; subsequently they requested some minor wording changes to ensure the NSPF fits with their work in producing marine plans. The changes include minor wording changes to the agreements to ensure consistency in who they apply to. New wording in section 3 is to better define the process for marine plans and additional strategic cross boundary issue areas within agreement 27.

The Member Forum also requested further work to be completed around the GI RAMS study, so the NSPF has been updated to highlight that this work is still ongoing.

All changes made since the Member Forum:

- Minor inconsistencies around the use of 'Norfolk Authorities' and 'the Authorities' etc. updated in the agreements to ensure it is clear who the agreement relates to.
- In section 1.4, wording included to highlight that the signatories undertake their statutory duties in accordance with relevant legislation, policy and guidance, and in the context of other relevant Statements of Common Ground, Memoranda of Understanding and Position Statements which they are party to.
- Updated wording in section 3 to highlight the process followed for marine plans and their application.
- An addition to the environmental objective of 'Leaving the environment in a better state for future generations.'
- Reference to the UK Government and offshore wind industry agreed Sector Deal.
- Reference to the Government's December 2020 announcement of a new plan that aims for at least a 68% reduction in greenhouse gas emissions by the end of the decade.
- Reference to the East Anglia Coastal Group's role in producing Shoreline Management Plans.
- In Agreement, 27 additional areas added as strategic cross-boundary issues.
- Changes in the GI section to highlight the ongoing work of the GI RAMS study.
- Minor change to the Minerals and Waste section, noting that marine minerals do not contribute significantly to Norfolk's mineral provision, and that Norfolk County Council does not determine planning applications for marine aggregates and they do not form part of the Minerals and Waste Local Plan.
- MMO included in Agreement 19.

- Two additional sentences at the start of the third paragraph on page 16 to add some context for the Marine Plan.