

# Norfolk Strategic Framework

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## Shared Spatial Objectives for a Growing County

Draft version for Consultation

July 2017



Borough Council of  
King's Lynn &  
West Norfolk



**NORWICH**  
City Council



**NEWANGLIA**  
Local Enterprise Partnership  
for Norfolk and Suffolk



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## Section 1 – Introduction

### 1.1 Purpose of this Document

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

The aim of producing the framework is to:

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

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

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

[www.norfolk.gov.uk/nsf](http://www.norfolk.gov.uk/nsf)

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

### 1.2 Commenting on this Document

In preparing this document Norfolk's Local Authorities have sought to engage with a wide range of bodies which have expertise and interest in matters related to strategic planning. However, wider public engagement is also necessary to inform this document. Comments on this document will be welcome from any organisation or individual with an interest in Norfolk's future. You can comment by the following route:

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

Via e-mail to: [NSF@norfolk.gov.uk](mailto:NSF@norfolk.gov.uk)

Comments must be made by 4pm on the 22<sup>nd</sup> September. You are free to comment on any part of the Framework. Please make clear which section of the Framework your comments relate.

For further information please contact:

Trevor Wiggett

Norfolk Strategic Framework Team

[NSF@norfolk.gov.uk](mailto:NSF@norfolk.gov.uk)

Or your local council contact listed in Appendix 1

Following consideration of the response to the consultation it is expected that the final version of this document will be produced later in the autumn and approved by each Local Planning Authority by early 2018.

### **1.3 Timescale for and coverage of the Document**

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

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

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

**Agreement 1 - That when preparing new Local Plans addressing housing needs the Norfolk Planning Authorities will produce documents which provide for the development needs of their areas until at least 2036.**

## Section 2 – Vision and Objectives

### 2.1 Introduction

Norfolk is a diverse County. It covers a land area of 5,370 sq km (2,074 sq miles) and has a population of 885,000<sup>1</sup>. 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<sup>2</sup>. These built up areas have a very considerable stock of historic assets and can offer a very attractive quality of life to residents.

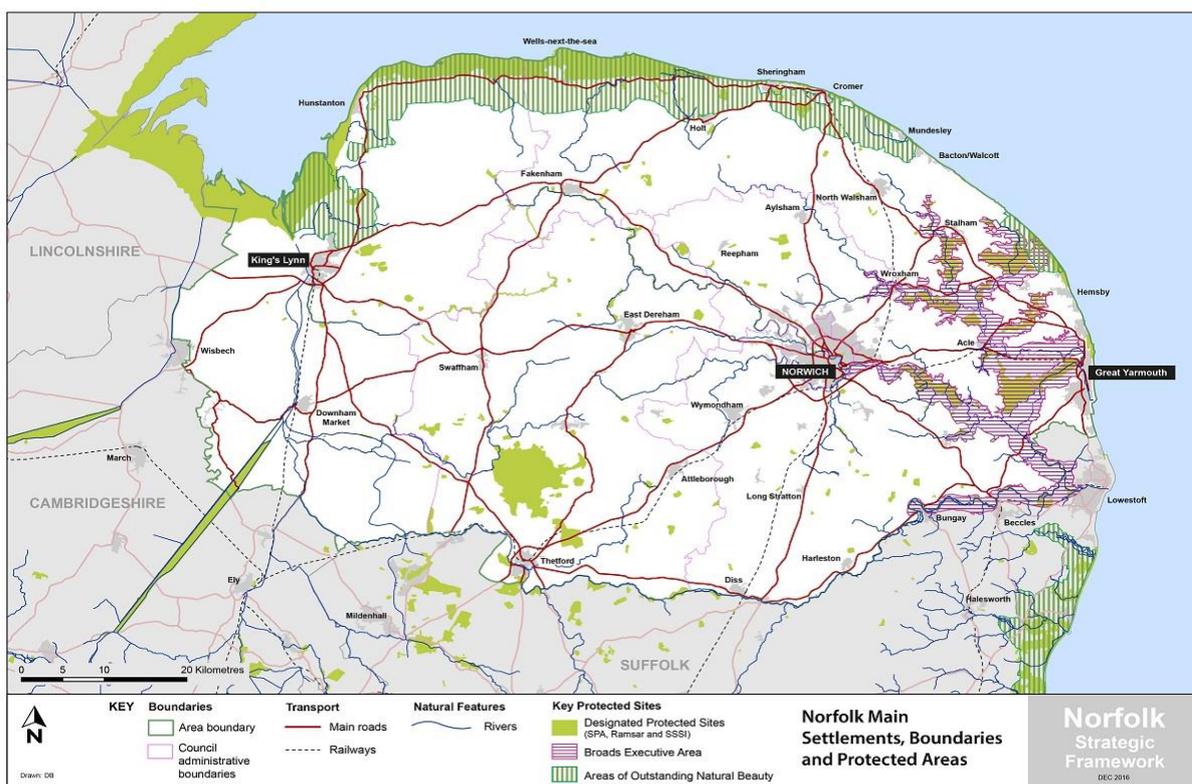


Figure 1: Map of Norfolk’s main settlement, Authority boundaries, major transport connections and protected areas. 2017

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

<sup>1</sup> Mid year 2015 ONS estimate see Norfolk Insight web page <http://www.norfolkinsight.org.uk/population>

<sup>2</sup> The 21 largest others centres are Attleborough, Aylsham, Cromer, Dereham, Diss, Downham Market, Fakenham, Harleston, Holt, Hunstanton, Loddon, Long Stratton, North Walsham, Sheringham, Stalham, Swaffham, Thetford, Wroxham/Hoveton, Wymondham, Watton, Wells-Next-The-Sea

Norfolk's economy is also diverse. It is home to a number of world class industries such as on the Norwich Research Park and the offshore energy sector in Great Yarmouth. Employment levels are growing; there is a highly skilled and versatile population with good graduate retention rates and improving links to the thriving markets of Cambridge, London and the wider South East. However, it is not without challenges, gross value added per job in the area remains below the UK average<sup>3</sup>, there are high levels of deprivation especially in urban areas and skill levels in the workforce are relatively low. The Strategic Economic Plan (which was produced by the New Anglia Local Enterprise Partnership in 2014 and is due to be replaced with a new Economic Strategy in 2017) identifies a number of interventions designed to significantly uplift economic performance in Norfolk. Additionally, the King's Lynn and West Norfolk Council area is also covered by the Greater Cambridge Greater Peterborough (GCGP) Local Economic Partnership. Details of the GCGP Strategic Economic Plan can be seen online<sup>4</sup>, this is also under review and it is expected that this review will be reflected in the final version of this document.

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

Patchy mobile coverage is a continuing frustration to residents and businesses. However, the picture regarding superfast broadband coverage is rapidly improving, nearly 88% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012<sup>5</sup>, and through the extension to the better broadband for Norfolk programme it is aimed to make high-speed broadband available to more than 95 per cent of Norfolk's premises by spring 2020.

Through working together and with government, businesses and residents Norfolk's Local Authorities hope to successfully address the challenges faced and maximise the potential of the County. As a basis for guiding this shared endeavour, the following shared vision and objectives have been agreed for consultation by the Strategic Planning Member Forum. For further information on the background to this material please see the papers previously considered by the Member Forum<sup>6</sup>.

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<sup>3</sup> See NEW Anglia Lep <http://www.newanglia.co.uk/wp-content/uploads/2014/03/New-Anglia-Strategic-Economic-Plan-V2.pdf>

<sup>4</sup> see <http://www.gcgp.co.uk/local-growth-strategy/>

<sup>5</sup> See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)

<sup>6</sup> See papers for the 13<sup>th</sup> October 2016 Member Forum at [www.norfolk.gov.uk/nsf](http://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 21<sup>st</sup> 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 and built environments will be enhanced through the regeneration of settlements, safeguarding and enhancement of current assets and networks, improving both biodiversity and the quality of life for residents. Housing needs will be met in full in socially inclusive communities. The County will be better connected by having good transport links to major cities in the UK and Europe and excellent digital connectivity. A good relationship between homes and jobs will minimise the need to travel and residents will have choice about how they meet their demand for local travel.”

## 2.3 Proposed Shared Objectives

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

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

- facilitating the development needed to support the region’s business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, the Greater Cambridge Greater Peterborough Enterprise Partnership Economic Strategy and this framework;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk’s main settlements to strengthen inward investment; and
- strengthening Norfolk’s connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure.

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

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

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes in line with the Economic Strategies of New Anglia & GCGP LEPs;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- 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 living environments which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

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

- ensuring new development fulfils the principles of sustainable communities, providing a well-designed 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 and health services;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, protected landscapes, Broads and 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;
- where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting and, where appropriate, enhancing biodiversity through the preservation of habitats and species and creating new habitats through development;
- providing a network of accessible multi-functional greenspaces; and
- reducing the demand for and use of water and other natural resources.

## Section 3 – Understanding the County

### 3.1 Administrative Boundaries

Within Norfolk there are seven separate District Council areas<sup>7</sup> (as shown in Fig.2), each of which is a Local Planning authority. Overlying parts of five of these areas (and also part of Waveney District in Suffolk) is the Broads Authority which is the Local Planning Authority for its area rather than the District Councils. The Broads Authority Executive Area (in which the Broads Authority are the planning authority) overlays these administrative areas and is illustrated in Figure 1.

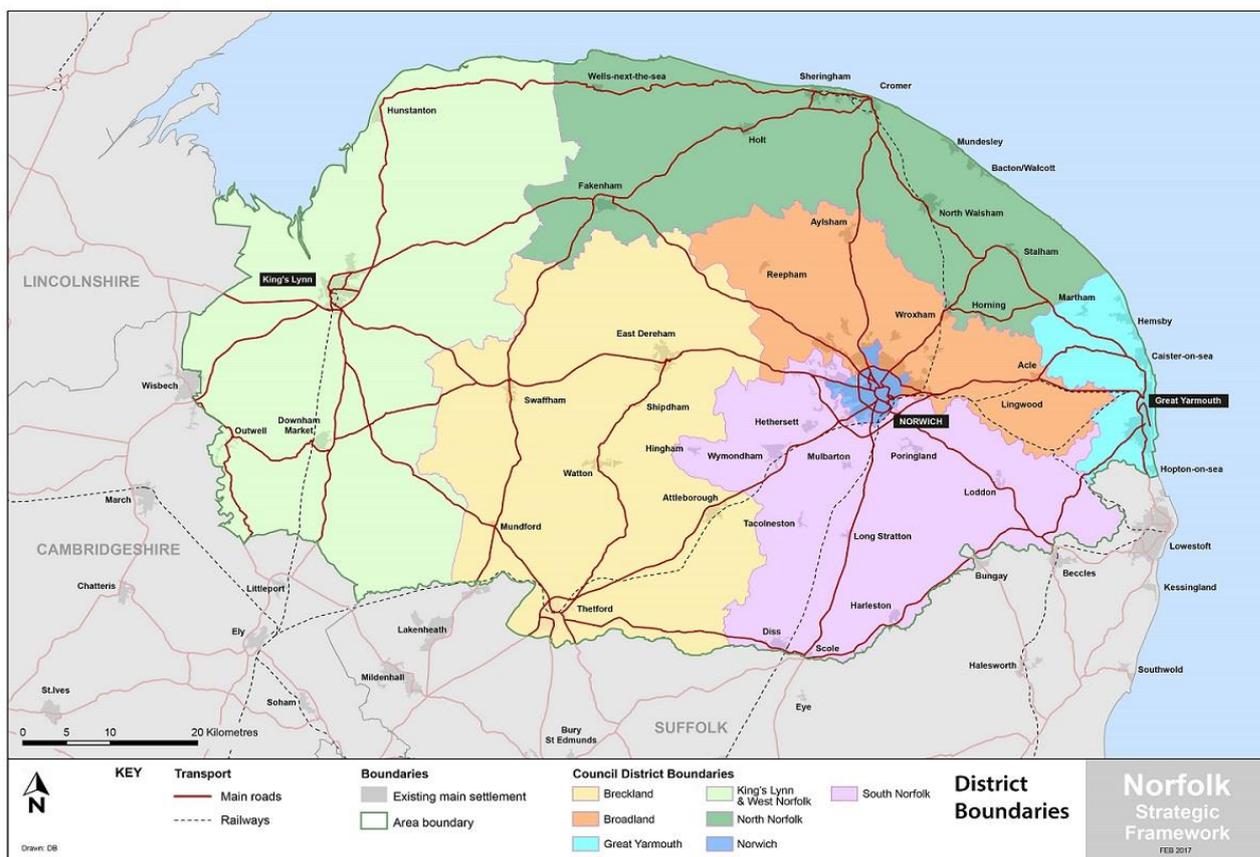


Figure 2: Map of Norfolk District boundaries and the major transport connections. 2017

In addition to the eight Local Planning Authorities the County Council are also a Local Planning Authority responsible for minerals and waste planning as well as certain operational development related to their functions (most notably for educational development). As County wide plans are already in place for minerals and waste<sup>8</sup> this framework does not address minerals and waste

<sup>7</sup> 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.

<sup>8</sup> <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/minerals-and-waste-planning-policies/adopted-policy-documents>

matters further although further iterations of these documents will doubtless need to reflect our shared ambitions for growth.

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<sup>9</sup>.

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

### 3.2 Housing Markets

Housing Market Areas (HMAs) are defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. In defining them, regard is given particularly to: house prices and rates of change in house prices; household migration and search patterns; and contextual data (for example travel to work area boundaries, retail and school catchment areas). They tend to represent "*...the geographical area in which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay*"<sup>10</sup>. All areas need to be identified as being within a housing market although housing market areas can overlap. Norfolk HMAs can be seen in Figure 3.

The Norfolk Districts and the Broads Authority have produced up to date Strategic Housing Market Assessments (SHMAs) which cover the entire County<sup>11</sup>. 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.

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<sup>9</sup> 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.

<sup>10</sup> Local Housing Systems Analysis: Best Practice Guide. Edinburgh: Scottish Homes

<sup>11</sup> See [https://www.norwich.gov.uk/download/downloads/id/3993/shma\\_-\\_june\\_2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)  
[https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma\\_document.pdf](https://www.west-norfolk.gov.uk/download/downloads/id/1736/shma_document.pdf)  
<https://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1241>

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

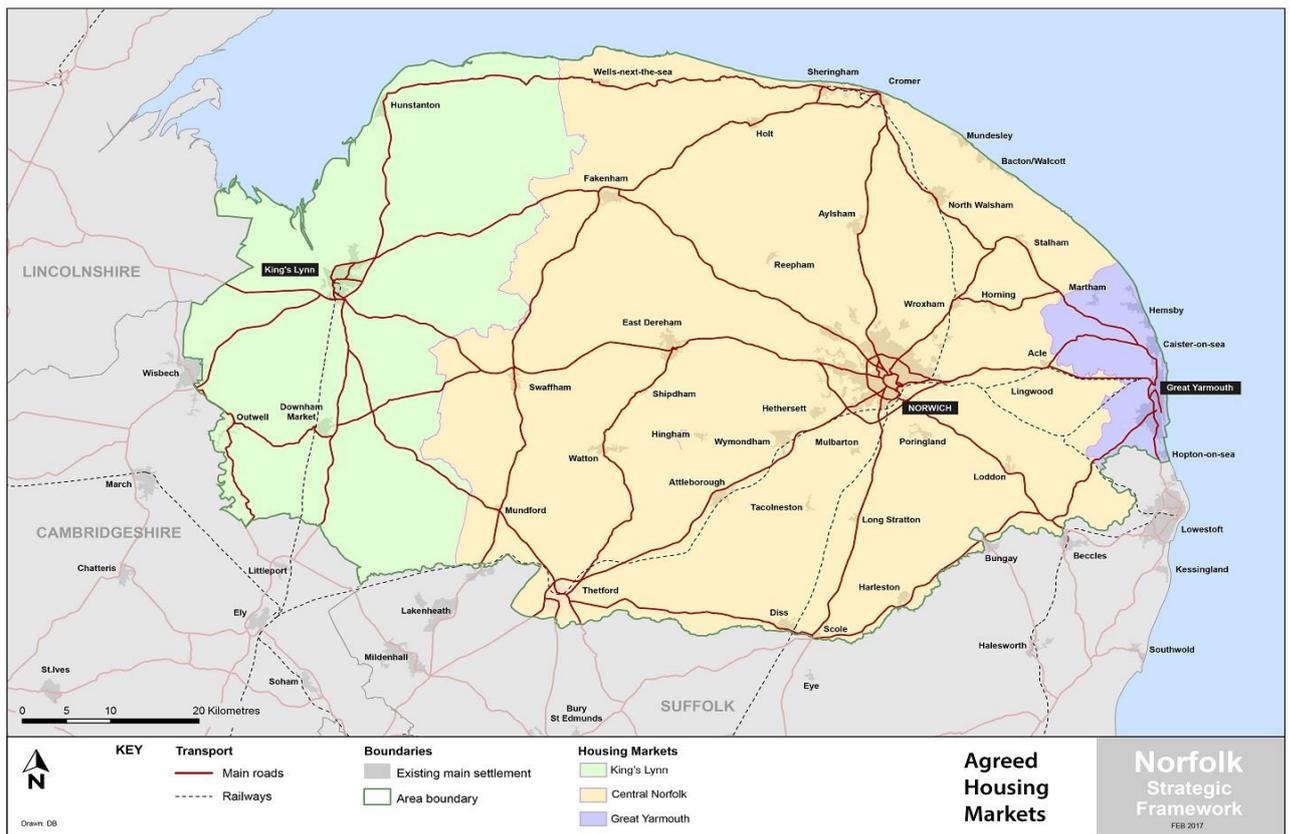


Figure 3: Map of Norfolk agreed housing markets and major transport connections. 2017

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

The housing needs of the relevant parts of the Broads Authority Area are included within the SHMAs for Central Norfolk, Great Yarmouth and Waveney. The level of need within the Broads Authority area is specified within the Central Norfolk SHMA<sup>12</sup>.

<sup>12</sup> See pages 132-134 of the Central Norfolk SHMA  
<https://www.norwich.gov.uk/download/downloads/id/3993/shma - june 2017.pdf>

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<sup>13</sup> defines a core housing market area identifying the settlements with the strongest connections to the Norwich Urban Area. This supports the decision to prepare separate Local Plans for North Norfolk and Breckland District Councils (see below).

### 3.3 Strategic Functional Economic Market Areas

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

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

Boundaries of Travel to Work Areas (TTWAs) are illustrated below in Figure 4. Information on retail matters are captured within the existing evidence base supporting Local Plans<sup>14</sup>. 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 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

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<sup>13</sup> See pages 35-36 of the Central Norfolk SHMA

[https://www.norwich.gov.uk/download/downloads/id/3993/shma - june 2017.pdf](https://www.norwich.gov.uk/download/downloads/id/3993/shma_-_june_2017.pdf)

<sup>14</sup> See in particular [www.greaternorwichgrowth.org.uk/dmsdocument/816](http://www.greaternorwichgrowth.org.uk/dmsdocument/816)

shopping and the proportion of working residents who work in the Norwich urban area is very low<sup>15</sup>. Both Thetford and Mildenhall and Cromer and Sheringham are still regarded as being distinct Travel to Work Areas. These are illustrated below.

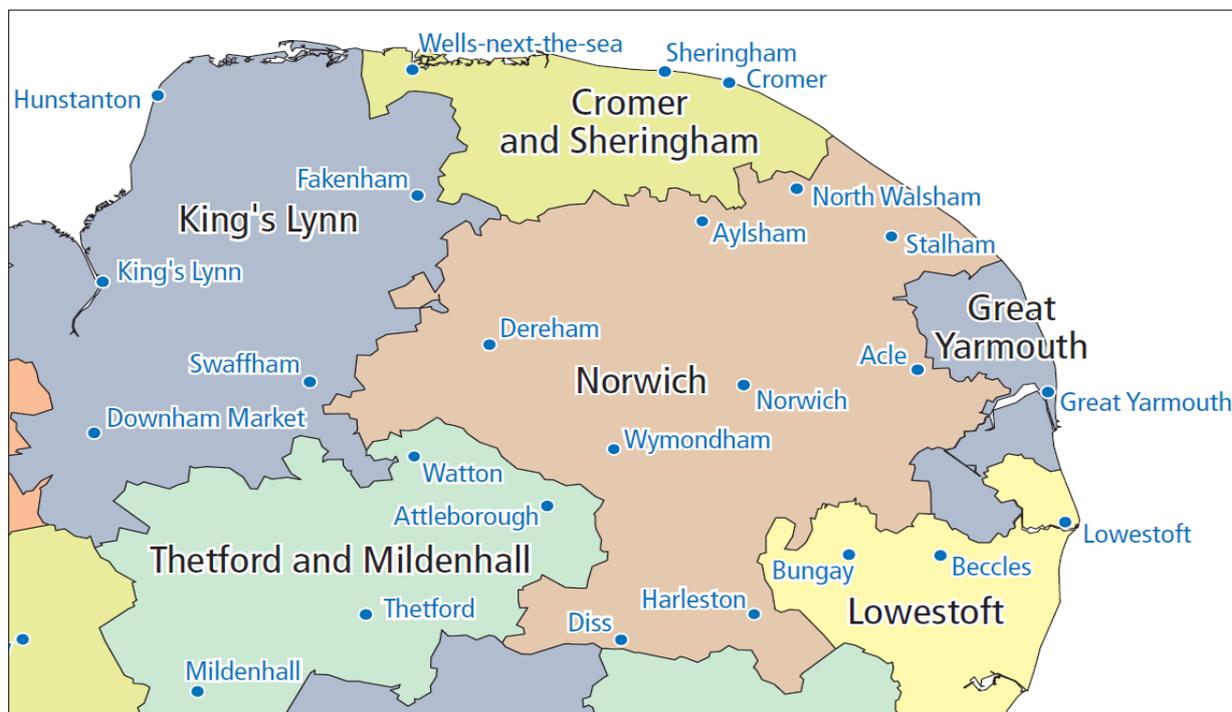


Figure 4: Norfolk's 2011 travel to work areas (TTWAs). Source: ONS 2015

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

### 3.4 Implications of Changing Infrastructure on Market Areas

Norfolk has benefitted from a number of significant improvements to its transport infrastructure. It is arguable that these, and others expected to be built over the next few years will have some effect on the functionality of the housing and economic markets. For example the dualling of the A11 (Fiveways to Thetford) was completed and opened in December 2014, significantly improving the road connectivity between much of the County, Cambridge, the wider South East and the Midlands. The A12/A143 link road, which opened in December 2015, now better connects Great Yarmouth's Enterprise Zone at Beacon Park to further growth areas. Work has also commenced on the Norwich Northern Distributor Road, which is expected to be completed before

<sup>15</sup> 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.

the end of 2018, and is a key part of the Norwich Area Transportation Strategy which also includes considerable investment in a range of other improvements across Norwich<sup>16</sup>.

The Highways (England) Roads Investment Strategy contains funding for the following five schemes all of which are scheduled to be completed by 2020:

- A12/A47 Vauxhall Roundabout , Great Yarmouth
- A12 junction, Great Yarmouth (Gapton)
- A47 Blofield to Burlingham Dualling
- A47 Easton to Tuddenham Dualling
- A47/A11 Thickthorn junction

Additionally further improvement to the strategic road network of the County will be delivered by the Long Stratton bypass which is expected to be underway by 2020.

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 new nine year franchise will deliver a variety of improvements including the following that are of particular significance for Norfolk:

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

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.

This 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

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<sup>16</sup> See [www.greaternorwichgrowth.org.uk/dmsdocument/554](http://www.greaternorwichgrowth.org.uk/dmsdocument/554) for further information

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<sup>17</sup>.

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<sup>17</sup> See <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/monitoring-land-use/norfolk-compendium-of-local-plans-2016.pdf>

## Section 4 – Projections of growth

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

### 4.1 Population Projections

The most recent set of national population projections were published by the Office for National Statistics (ONS) in May of 2016<sup>18</sup>. Table 1 shows a steady growth in population levels projected at a 14% increase over the 22 year period from 2014-2036. All districts are projected to see a broadly similar level of growth of between 9% and 15% overall apart from South Norfolk that is projected to grow much more rapidly.

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

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

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

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

<sup>18</sup>Available at

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

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

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

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

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

These tables show that whilst the overall population of the County is projected to grow steadily at a relatively modest rate, the change in the age profile is more significant with over three quarters of the total increase between 2014 and 2036 being accounted for by growth in the over 65s<sup>19</sup>. The number at the older end of the age spectrum projected to increase particularly strongly; the number of over 80s is projected to almost double. Between the ages of 15 and 64 population growth is projected to be very slow, with only a 3% growth rate over the 22 year period, whilst the numbers of 0-14 years olds are projected to grow by 8.6%.

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

## 4.2 Household Projections

The most recent set of household projections were published by Department for Communities and Local Government (DCLG) in July 2016<sup>20</sup>. These show that due to demographic changes households will increase at a marginally faster rate than population. Similar patterns of growth are shown as for population but again it should be noted that these projections do not take into account growth planned in existing Local Plans which may influence the scale and distribution of the growth in households.

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

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

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

<sup>19</sup> Total growth in population age 65 plus is 95,000

<sup>20</sup> See <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>

### 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<sup>21</sup>.

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

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

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

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

\*Broadland, Norwich & South Norfolk

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

<sup>21</sup> See <http://cambridgeshireinsight.org.uk/EEFM>

## Section 5 – The Economy

### Strategic Economic Objectives

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

- facilitating the development needed to support the region's business sectors and clusters, driving economic growth through the enhancement of productivity, skills and education to provide widening opportunities in line with the New Anglia Local Enterprise Partnership Economic Strategy, the Greater Cambridge Greater Peterborough Enterprise Partnership Economic Strategy and this framework;
- fully exploiting the economic opportunities offered by the economic success and global reputation of Cambridge;
- providing for job growth broadly matching increases in housing provision and improving the alignment between the locations of workplaces and homes;
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements to strengthen inward investment; and
- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure.

### 5.1 Introduction

Compared to other areas in the UK, Norfolk has generally weathered the economic downturn since 2008 well. This is largely due to its diverse economy which is not reliant on any one sector. County employment levels and Gross Value Add (GVA) have returned to pre-downturn levels. The value of Norfolk's economy is £18.6 billion.<sup>22</sup>

Overall Norfolk's economy is growing, although growth is stronger in some parts of the County than others. This growth is driven by certain sectors of the economy, mostly concentrated in specific geographic areas, where there are particular strengths and expertise, for example energy, advanced engineering, tech/digital, food and life sciences. Norfolk's overall employment rates have consistently remained above national levels over the past 10 years (currently by 2.8%) and unemployment rates are currently 2.1% below the national rate at 3.1% - the lowest rates in a ten year period. However, this disguises substantial variation, and the County includes some of the most deprived communities in the Country which have not weathered the downturn so well. The potential impact of Brexit adds uncertainty to future projections.

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<sup>22</sup> New Anglia LEP, 2015

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

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

Notwithstanding these clusters and our economic strengths, the challenge going forward is the Norfolk economies high level of dependency on lower wage, lower-skill sectors such as food production, agriculture and tourism. This is reflected in productivity levels per head which are significantly below the national average. This; coupled with low levels of investment, relatively poor infrastructure and skills attainment, impacts on potential future economic growth.

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

The UK government published a green paper Building our Industrial Strategy in January 2017<sup>23</sup>. It was the subject of consultation until April and no formal response to the consultation has yet been published. The overarching aim and ambition of the Industrial Strategy is to provide a long term framework to build on our areas of competitive advantage, to close the gap between our best and worst performing areas, and make the UK one of the most competitive places in the world to start or grow a business. The strategy identified 10 key separate but linked pillars of the strategy and recognised the importance of place in shaping and delivering the Industrial Strategy.

The overarching strategy for Norfolk set in the context of the New Anglia LEP area is set out in the Strategic Economic Plan (SEP) which was published in 2012<sup>24</sup> (Please note the King’s Lynn and West Norfolk area is also covered by the by the Greater Cambridge Greater Peterborough Local Economic Partnership Strategic Economic Plan<sup>25</sup>). This set a number of ambitious targets regarding jobs numbers, new business start-ups, housing delivery, and productivity by 2026. Progress against these targets was monitored in an Impact Report on the SEP published in July 2016<sup>26</sup>, summarised in Table 6 overleaf:

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<sup>23</sup> See <https://www.gov.uk/government/consultations/building-our-industrial-strategy>

<sup>24</sup> See <http://www.newanglia.co.uk/wp-content/uploads/2014/03/New-Anglia-Strategic-Economic-Plan-V2.pdf>

<sup>25</sup> see <http://www.gcgpc.co.uk/local-growth-strategy/>

<sup>26</sup> See <http://www.newanglia.co.uk/wp-content/uploads/2016/09/New-Anglia-Strategic-Economic-Plan-Summary-Update-FINAL.pdf>

Table 6: Summary of Progress against SEP targets (New Anglia Area)

SEP Headline	Target (to 2026)	Net Progress 2012 to 2016	% of target achieved
Jobs	95,000 more jobs	32,300	34%
Businesses	10,000 new businesses <sup>27</sup>	4,980	49.8%
Housing	117,000 new houses	18,850	16.1%
Productivity	Close gap with national (7.8% in 2012)	0.2%	2.6% Current gap of 7.6%

The Impact report showed that over £200m of private sector investment has been unlocked in the region. Whilst progress regarding total numbers of jobs and businesses was on track to exceed the targets set, further effort was needed if housing and productivity targets were also going to be reached. It is expected that measures to assist in the delivery of these objectives will be brought forward as part of the production of the new Economic Strategy. This will involve a further review of the ambitions, identification of underpinning metrics and targets which will align with the themes and interventions of the new strategy. The new Economic Strategy is expected to be published in the autumn 2017 and consultation should overlap with that of the NSF. It is envisaged that the two documents will be mutually supportive.

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

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

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

<sup>27</sup> As a result of the strong performance in business start-ups this target has now been increased to 15,000

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

## 5.2 Strategic Employment Sites

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

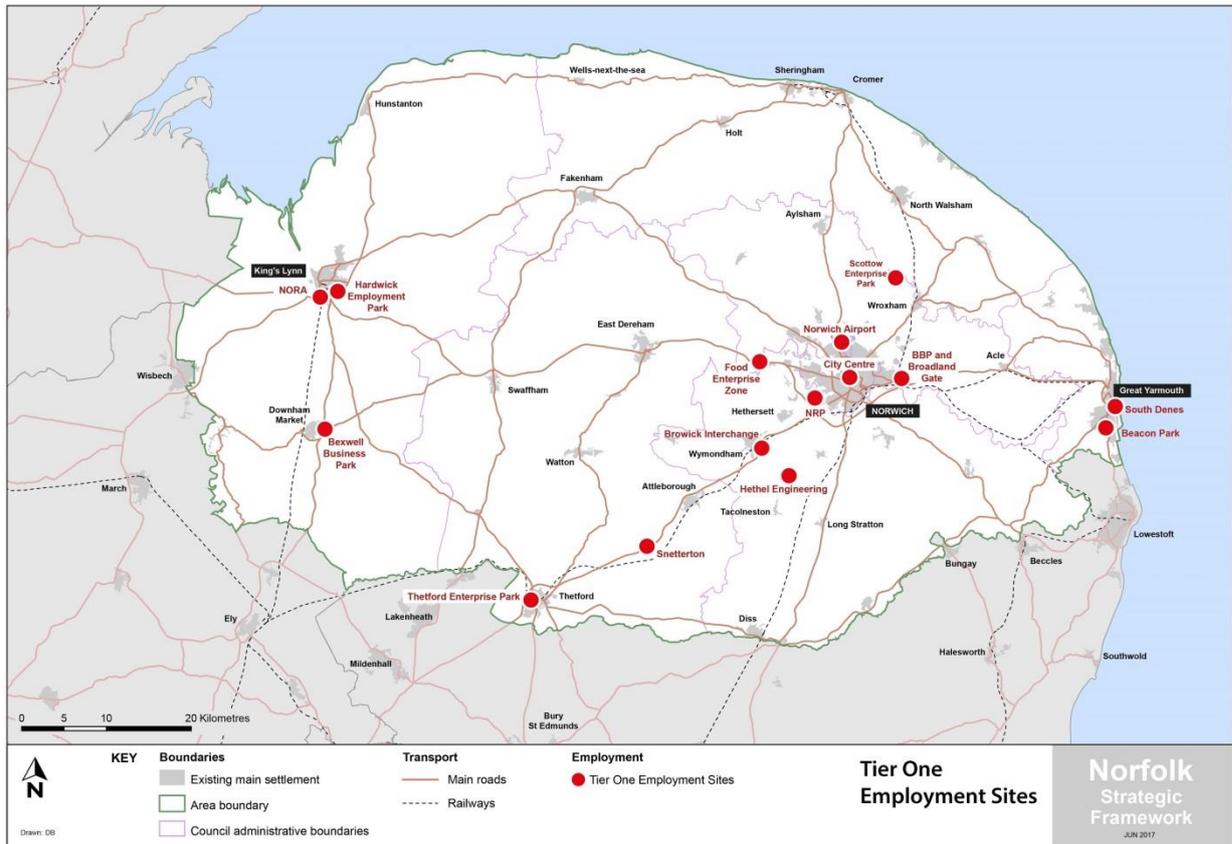


Figure 5: Norfolk’s Tier One Employment Sites. 2017

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

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

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

Site	Supports SEP Key Sector(s)	SEP Growth Location	Land available (approx.)
Bexwell (Downham Market) – proposed Centre for Advanced Knowledge Engineering (CfAKE)	ICT and Digital Creative	King’s Lynn and Downham Market (A10)	29 ha
Broadland Business Park area <ul style="list-style-type: none"> <li>- plots on existing BBP</li> <li>- BBP Laurel Farm</li> <li>- St Andrews northside,</li> <li>- Broadland Gate</li> </ul>	Financial services ICT & Digital Creative	Greater Norwich	55ha
Browick Interchange (Wymondham)	Advanced Manufacturing & Engineering. ICT and Digital	Tech Corridor	22 ha
Food Enterprise Zone Honingham/Easton	Food, Drink & Agriculture	Greater Norwich / Tech-corridor	19ha
Great Yarmouth Enterprise Zone and Energy Park sites: <ul style="list-style-type: none"> <li>- Beacon Park (EZ)</li> <li>- South Denes (EZ &amp; EP)</li> </ul>	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 <ul style="list-style-type: none"> <li>- Aeropark</li> <li>- Southern area (around Hurricane Way)</li> <li>- Airport business park</li> </ul>	Advanced Manufacturing & Engineering	Greater Norwich	75ha+
Norwich Research Park (part Enterprise Zone) NRP North and South	Life Sciences Food, Drink & Agriculture	Greater Norwich Tech Corridor	45ha (EZ) 25ha)
Scottow Enterprise Park	Logistics Energy	Greater Norwich/ North Norfolk	26 ha
Snetterton	Advanced Manufacturing & Engineering	Tech corridor	68ha
Thetford Enterprise Park	Advanced Manufacturing & Engineering Food, Drink & Agriculture	Tech corridor	18ha

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

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

### **5.3 Key Cross-Boundary Economic Issues and Interventions**

This section identifies the principal strategic economic matters which need to be addressed in development plans across more than one Local Planning authority's area. It is not intended to include every economic issue that requires cross-boundary working, but just those of an extensive or special significance from a Norfolk wide perspective.

#### **The role of Norwich**

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

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

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

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

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

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

#### **Cambridge to Norwich Technology Corridor**

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

The corridor is identified as a key growth corridor in the New Anglia LEP’s Strategic Economic Plan and the Greater Cambridge Greater Peterborough EP are also part of the Cambridge Norwich Tech Corridor Initiative partnership. The Cambridge Norwich Tech Corridor initiative<sup>28</sup> has been established to maximise the economic benefits of this high quality location for technology based businesses with its world class universities, research institutes and long established tech businesses. The partnership will capitalise on the talent pool, emerging sectors, low cost space, high quality environment, infrastructure networks and a fast growing economy to deliver innovation-led growth and investment.

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

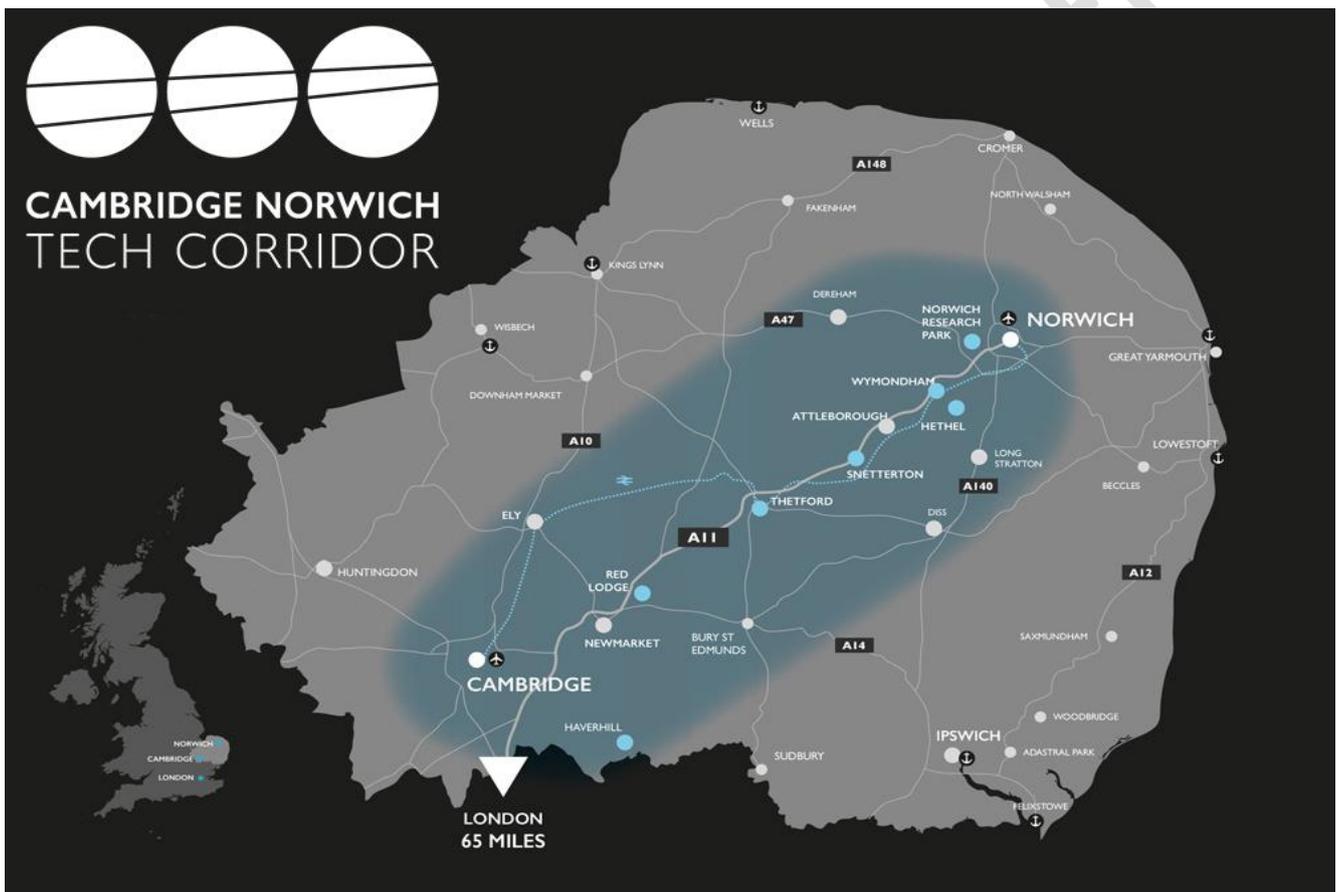


Figure 6: The Tech Corridor between Cambridge and Norwich, 2017

<sup>28</sup> See <http://www.techcorridor.co.uk/> for further information

## **A47 Corridor**

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

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

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

## **Offshore Energy Sector / Ports of Great Yarmouth & Lowestoft**

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

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

Through close cooperation, the relevant public bodies were successful in bidding for an Enterprise Zone (EZ) covering six sites in Great Yarmouth and Waveney to strengthen and build the offshore energy sector in the area. The two Norfolk sites in Great Yarmouth are South Denes and Beacon Park.

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

## **Norfolk Coast, the Broads and the Brecks**

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

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

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

The quality, importance and diversity of the Coast, Broads and Brecks' environments is evident in numerous national and international designations, including habitats and species (SACs, SPAs, Ramsar, & SSSIs) and protected landscapes (Norfolk Coast Area of Outstanding Natural Beauty and the Broads "National Park"). The planning authorities help protect and manage these assets with Natural England and a wide range of environmental and community organisations. Ensuring that new development can proceed without harm to protected habitats and species is a particular challenge, and through joint working and cooperation a better understanding of the potential impacts (especially relating to housing and recreation) is being developed, and new ideas and best practice for monitoring and mitigating any impacts are being shared.

#### **A10 corridor**

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

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

## 5.4 Strategic Principles of Economic Success

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

### Supporting future economic growth

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

### Education and skills

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

### Connectivity

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

Further work on this section of the Framework is expected to be done over the summer when evidence being produced to inform New Anglia LEP's economic strategy and the Greater Cambridge Greater Peterborough EP's economic strategy is able to be taken into account.

## Section 6 – Housing

### Strategic Housing Objectives

To address housing needs in Norfolk by:

- providing for the quantity of housing growth which will support the economic prospects of the County and address in full the identified need for new homes;
- ensuring that new homes built are of the right sort in terms of size, type, and tenure to contribute positively towards addressing identified needs including for affordable homes, homes for the elderly and students, and other groups in society requiring specialist living accommodation;
- 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 living environments which make a positive contribution to the health and well-being of communities; and
- ensuring that homes are delivered at the right time to address identified needs.

### 6.1 Introduction

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

In February 2017 the Government published the Housing White Paper “Fixing our Broken Housing Market”<sup>29</sup>. This document sets out a broad range of reforms that Government plans to introduce to help reform the housing market and increase the supply of new homes. Alongside the White Paper a number of supporting technical documents which provided the evidence underpinning many of the white paper proposals were also published and the government has recently launched a Housing Infrastructure Fund<sup>30</sup> targeted at unblocking delayed developments. It is clear that increasing the delivery of new homes is likely to remain a major priority for the UK government for the foreseeable future and the issue of delivery is considered further below.

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<sup>29</sup> Available at <https://www.gov.uk/government/collections/housing-white-paper>

<sup>30</sup> Available at <https://www.gov.uk/government/publications/housing-infrastructure-fund>

By 2036 the population of the County is expected to grow from an estimated population in 2016 of 889,800 to 1,00,2000<sup>31</sup>, a rise of 113,200 or 12.7%. Much of this growth is driven by net inward migration and an increase in the aging population.

Based on this population projection the evidence<sup>32</sup> suggests that the Norfolk Authorities will need to collectively plan for approximately an additional 84,000 (approx. 4000 per annum) homes between 2015 and 2036. Many of these new homes are already included within adopted Local Plan documents. In most parts of the County housing delivery rates have fallen behind existing plan targets and although building rates have improved in recent years the Authorities are currently aiming to deliver around 4,900 homes per year to address earlier shortfalls.

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

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

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

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

It should also be noted that land supply issues may ease because since the recession and particularly the publication of the National Planning Policy Framework in 2012, the number of unbuilt planning permissions has also been increasing, so that by the start of 2016 there was a large stockpile of

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<sup>31</sup> Mid 2014 based ONS population projections

<sup>32</sup> Central Norfolk, King's Lynn and Great Yarmouth Strategic Housing Market Assessments

consented sites. Across the county as a whole, the Authorities assess that some 30,000 new dwellings could be built in the five years between 2016 and 2021 from currently available sites.

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

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

### **6.3 Future Housing Demand and Need 2015-2036.**

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

The evidence<sup>33</sup> concludes that Norfolk is covered by all, or parts of, three separate Housing Market Areas and this has led to agreement about producing evidence and appropriate planning areas.

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

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

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<sup>33</sup> **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.

being prepared by the Planning Authorities will need to address the remainder and clearly show how the OAN for each Housing Market Area is being addressed.

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

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

Table 8: Objectively Assessed Need (OAN) in Norfolk Housing Market Areas.  
Source: CN SHMA 2017, KLWN OAN Update 2016, GY SHMA 2013, AMR 2016

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

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

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

## The Broads

The identified housing need within the area covered by the Broads Authority is very small (estimated at just 14 dwellings per year, 12 of which arise from Norfolk). In the Central Norfolk SHMA these figures are broken down between the overlapping Districts as follows:

**Table 9: Projected dwelling need within the Broads Authority area 2015-2036**

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

In view of the special qualities of the Broads there has been a long standing agreement between the BA and their overlapping local councils about the other areas planning to meet any housing needs arising in the BA area<sup>34</sup>. Following various legal cases it has been considered necessary to change this historic approach and for the OAN to be calculated for the BA area. However, it would clearly not be in the best interests of good planning in Norfolk for planning in the Broads area to be driven by a need to meet statistically derived housing targets where this would be incompatible with the protection of the special qualities of the Broads.

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

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

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

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

### Implications of the City Deal for Housing

In December 2013 the Greater Norwich City Deal was signed<sup>35</sup>. 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.

<sup>34</sup> See [http://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0008/432998/Duty-to-Cooperate-Planning-For-Housing-and-Employment-in-and-Around-the-Broads-Proposed-Memorandum-of-Understanding-040113.pdf](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)

<sup>35</sup> See <https://www.gov.uk/government/publications/city-deal-greater-norwich>

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

**Agreement 13 – In addition to their OAN, Broadland, Norwich City, and South Norfolk Councils will seek to deliver an additional supply of 5,228 homes<sup>36</sup> within the Greater Norwich Local Plan to ensure the housing needs arising from the City Deal are met in full.**

## 6.4 Type of Homes

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

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

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

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

Inward migration from the rest of the UK, mainly due to retirement to the area, is forecast to be the major driver of population growth in the County over the next 20 years and a rapidly aging population, particularly outside of the three main urban centres will continue to increase the need for homes. By 2036 over 15% (163,000 people) of Norfolk's population is forecast to be over 75 years of age and if current trends continue this will increase the need for specialist forms of accommodation such as care, nursing and assisted living schemes. These specialist accommodation

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

needs are not included within household projections and authorities should carefully consider the latest available evidence<sup>37</sup> and develop strategies to ensure these needs are met. If current trends continue an increasing proportion of elderly people will remain in their homes for longer periods.

### **Specialist types of accommodation**

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

### **Elderly People**

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

### **Student Housing and the OAN**

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

The largest higher education provider in Central Norfolk is the University of East Anglia (UEA). The University has a campus in Norwich and a total of over 14,500 students, with around 90% of UK national students being full time (academic year 2016-17) and the remainder being part time. The University currently maintains 4,300 bed spaces on campus. Norwich also contains the Norwich University of the Arts which has 1,900 full-time students, City College with 11,000 full and part-time students and Easton College with 300 students.

The Central Norfolk Strategic Housing Market Assessment concludes that based on historical trend the student population in and around Norwich is likely to grow by around 420 students per year. The SHMA assumes that this student population will live in dwellings and this need is added to the OAN

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<sup>37</sup> Norfolk Accommodation Needs of the Elderly Study 2016.

requirement for new homes. If accommodation is provided in the form of student halls of residence or other specialist student accommodation provided by the private sector the OAN dwelling requirement can be reduced accordingly at a suggested ratio of one dwelling reduction for each three bed spaces provided.

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

The accommodation needs of gypsy and travelling show people and those residing in houseboats 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 will prepare specific evidence to quantify the levels of need for such accommodation and use this evidence to inform Local Plan preparation. For example, the Central Norfolk HMA Local Authorities are currently working on a new Gypsy and Traveller Accommodation Needs Assessment (GTAA) which will report separately. Similar studies have been prepared for the rest of the County.

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

### **6.5 Capacity and Distribution**

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

Each Authority has, or is, preparing Housing and Economic Land Availability Assessments (HELAAAs)<sup>38</sup> using a standardised methodology which has been agreed by all Authorities. These are assessments of unconstrained capacity and take no account of the policy choices that each authority may make when preparing their Local Plan. Although this work has still to be completed it is anticipated that Norwich City, Broadland and South Norfolk will work jointly to address their shared housing need through the Greater Norwich Local Plan with other District Authorities having the capacity to address its own housing need.

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

### **6.6 Delivering Housing Growth**

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

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<sup>38</sup> Housing and Economic Land Availability Assessments

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

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

- **The quantity of homes planned will be increased by a buffer equal to not less than 10% of their OAN requirement, such buffers to be treated as additional supply rather than as part of their housing target.**
- **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. These are currently subject of further investigation but could include:

- Greater support with infrastructure planning in relation to large scale plans for urban expansion to increase confidence and reduce risks for the industry and make them more attractive for housebuilders to build out at quicker rates than in the past. Increasing the number of housebuilders active in the Norfolk market and increased use of modular (off-site) building techniques will also assist here;
- Action to stimulate the SME's in the construction sector to increase the number of firms capable of building on the scale of sites that typically result in 5-50 dwellings being provided; and
- Action to stimulate the self and custom build sector considerably.

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

- 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.

## Section 7 – Infrastructure and Environment

### Strategic Infrastructure and Environmental Objectives

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

- strengthening Norfolk's connections to the rest of the UK, Europe and beyond by boosting inward investment and international trade through rail, road, sea, air and digital connectivity infrastructure; and
- ensuring effective and sustainable digital connections and transport infrastructure between and within Norfolk's main settlements to strengthen inward investment.

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

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

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

- ensuring new development fulfils the principles of sustainable communities, providing a well-designed 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 and health services;
- promoting regeneration and renewal of disadvantaged areas; and
- increasing community involvement in the development process at local level.

To improve and conserve Norfolk's environment by:

- ensuring the protection and enhancement of Norfolk's environmental assets, including the built and historic environment, protected landscapes, Broads and 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;
- where previously undeveloped land is developed, the environmental benefits resulting from its development will be maximised;
- protecting and, where appropriate, enhancing biodiversity through the preservation of habitats and species and creating new habitats through development;
- providing a network of accessible multi-functional greenspaces; and
- reducing the demand for and use of water and other natural resources.

## 7.1 Introduction

Infrastructure and Environmental objectives have been considered together in the context of the Norfolk Strategic 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, its 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.

Further work on infrastructure priorities will continue before the finalisation of the NSF but it should be noted that these short term priorities which are listed in this document will only represent a fraction of the overall infrastructure investment needed to deliver the growth ambitions of the NSF. This will be informed by work being conducted by the County Council who are in the process of preparing an Infrastructure Delivery Plan (IDP).

The IDP will identify strategic infrastructure requirements and provide an update on the delivery of a range of projects. The projects in the IDP will reflect the key infrastructure needed to deliver the scale of growth ambitions outlined in the NSF. The intention is that the IDP will be a working document that will be regularly updated as information becomes available. The IDP should help co-ordination, implementation, prioritise activity and respond to any funding opportunities. It should also enable the Local Authorities 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.

The IDP is expected to be published later in the year and will be the subject of consultation with Local Authorities and other stakeholders.

## 7.2 Utilities

To deliver the rate of growth that is planned across Norfolk in the coming years considerable further investment will be needed in utilities infrastructure. A provisional list of the main schemes that are thought to be necessary is outlined below but it is hoped that this will be refined through the consultation on this document and through the process of preparing the IDP later in the year.

**Table 8: Priority Utilities Projects for Promotion**

<b>Project Name</b>	<b>Estimated Start date</b>	<b>Estimated Cost</b>	<b>Likely funding sources</b>
<b>Easton, Hethersett and Cringleford sewerage upgrade</b>	Delivery 2011-2026	TBC	Private sector
<b>Northeast Norwich Trunk Sewer</b>	Delivery 2011-2026	TBC	Private sector
<b>North and Northeast Norwich substations</b>	Not Known	TBC	Community Infrastructure Levy and private sector
<b>Snetterton energy supply</b>	2017/18	£3.1m	Local Enterprise Partnership. Private sector, Local Authority Funding now agreed
<b>Thetford energy supply</b>	Not Known	£6.5m	Growth Deal and private sector
<b>Earlham Substation</b>	Not Known	TBC	Community Infrastructure Levy and private sector
<b>Norwich South sub station upgrade</b>	No known	TBC	Private sector plus government
<b>Heigham Water Works</b>	Not Known	£30m	Private sector
<b>Wymondham water supply connections</b>	Not Known	£22m	Private sector
<b>King's Lynn Sewerage improvements</b>	Not Known	£1-1.2m	Community Infrastructure Levy and private sector
<b>Increased surface water capacity North Lynn</b>	Not Known	TBC	IDB/private sector

## 7.3 Electricity

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

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

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

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

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

#### **7.4 Water**

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

Anglian Water's Water Resources Management Plan to 2040 demonstrates how sufficient water for future growth will be provided and therefore water supply is not a strategic constraint to development.

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

It will be necessary to take a co-ordinated approach to water through water cycle studies to address water supply, quality, waste water treatment and flood risk. High standards of water efficiency should be achieved in new development and flood risk assessments should be used effectively to ensure development is located appropriately.

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 significant 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.

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.

## 7.5 Telecoms

### Broadband

Having access to high-speed and reliable broadband is now regarded as essential by many residents and businesses. The picture regarding superfast broadband coverage is rapidly improving, nearly 88% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012<sup>39</sup>, and through the extension of the Better Broadband for Norfolk (BBfN) programme it is aimed to make high-speed broadband available to more than 95% of Norfolk's premises by spring 2020.

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

It is difficult to get accurate maps showing currently available download speeds across Norfolk, as the situation is changing constantly. But two maps produced by the Better Broadband for Norfolk (BBfN) in 2014, and reproduced below, show the availability of NGA broadband, and "basic" broadband across the county:

#### MAP A - NGA

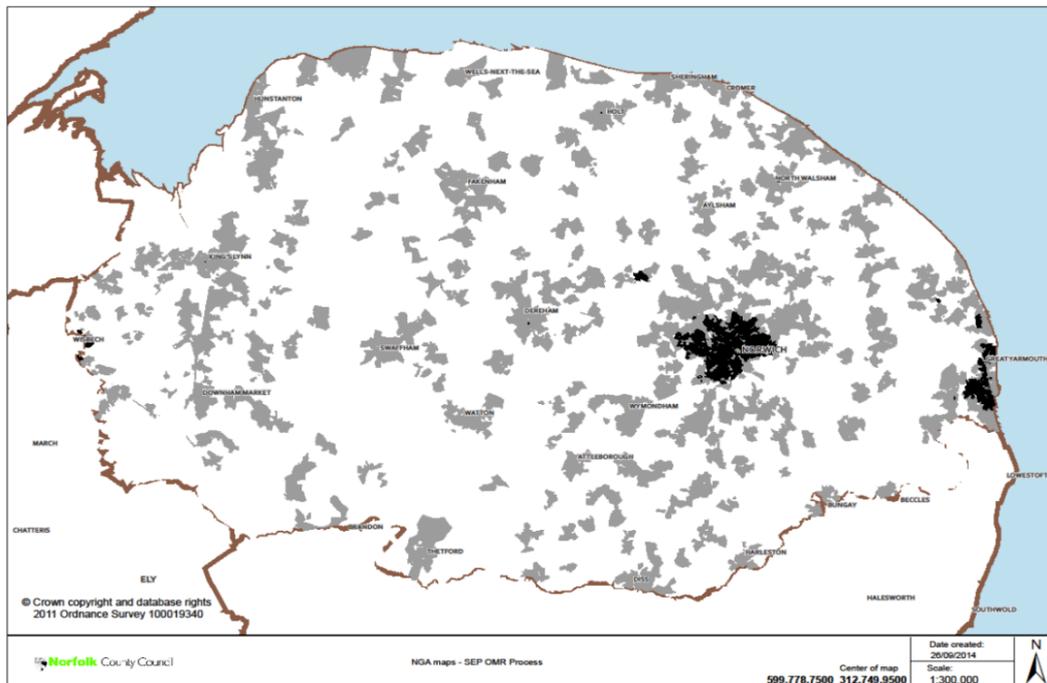


Figure 7: Map showing Next Generation Access (NGA). White areas don't have NGA broadband services at affordable prices. Grey areas have one affordable NGA broadband network with speeds of at least 15Mbps. Black areas provide two or more NGS networks with speeds of at least 15Mbps. Source: Better Broadband Norfolk, 2014

<sup>39</sup> See Better Broadband for Norfolk Information Sheet 26 (26 May 2017)

## MAP B - Basic

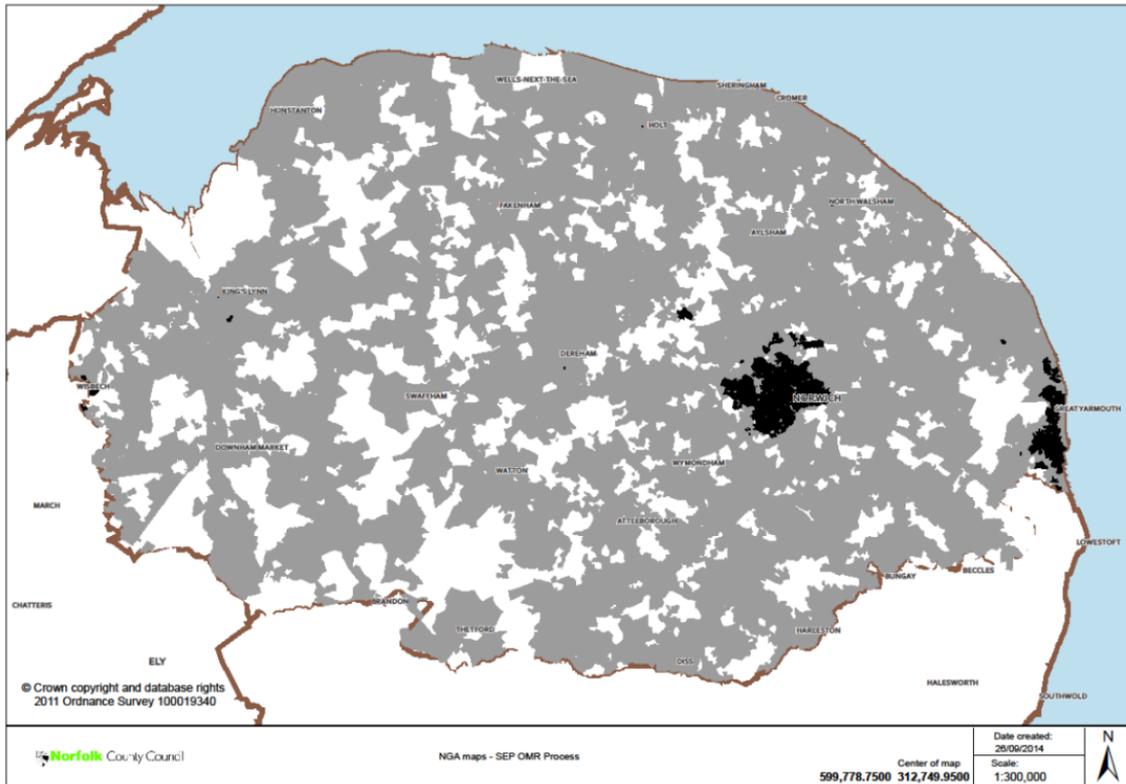


Figure 8: Basic broadband with download speeds of at least 2Mbps. White = minimum download speed of 2Mbps not available at affordable prices. Grey = minimum download speed of 2Mbps available, but no future plans for private sector infrastructure. Source: Better Broadband Norfolk, 2014

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

In order to extend the provision of superfast broadband further, additional funding would be needed. Where this is not possible or feasible, wireless (Wi-Fi) solutions can be investigated as well as satellite broadband.

In April 2016, changes to Building Regulations R1<sup>40</sup> were finalised. Applying to new building regulations, applications made on or after 1 January 2017 require new buildings 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.

The further rollout of broadband is probably less a strategic planning issue than a development management issue – the strategic planning system cannot currently *require* broadband connections

<sup>40</sup> See

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/517789/BR\\_PDF\\_AD\\_R\\_2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/517789/BR_PDF_AD_R_2016.pdf)

to be made (although the Housing White Paper proposes to require Local Plans to set out how high quality digital infrastructure will be delivered in their area).

### **Mobile telephony**

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

### **Coverage in Norfolk**

Interactive mapping (available from Consumer Group Which<sup>41</sup>) shows the general coverage for 2G, 3G and 4G data across Norfolk. The majority of areas across Norfolk receive a weak 2/3/4G signal, with the strongest signals in Norwich and market towns such as Kings Lynn and Great Yarmouth. However, this data must be treated with degree of caution as the results are high-level and there are large areas where data is unavailable.

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

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

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

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

By the time most of the next rounds of Local Plans have been adopted, 5G will be a reality (2020). The main benefit of 5G is that it could, in theory, provide ultra-high speed broadband access to all, without the bandwidth capacity challenges of 4G. This should enable location to be much less of a barrier to receiving broadband than previously, with benefits for homeowners and businesses. It could remove a barrier to location of employment opportunities, particularly home-based and rural-based businesses.

The main disadvantages appear to be that further base and booster stations will be required to ensure adequate coverage. As with 4G, it is likely that commercial considerations will play a role in coverage (particularly in the early days of 5G), with more rural areas likely to benefit last.

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

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<sup>41</sup> <http://www.which.co.uk/reviews/mobile-phone-providers/article/mobile-phone-coverage-map>

effective is to be secured. Broadly, it should be made as straightforward as possible for 5G base stations and transmitters to be constructed, and common development management policy text to facilitate this should be explored.

**Agreement 17 - To maximise the speed of rollout of 5G telecommunications to Norfolk, the Local Planning Authorities will seek to engage with the telecommunications industry to produce shared guidance on the location of base and booster stations for the 5G network. The aim is to get this guidance agreed before the end of 2018 with it potentially being included in emerging Local Plan documents.**

## 7.6 Social Infrastructure

### Health

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

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

- An increasingly ageing population, with impacts on health and social care provision and costs<sup>42</sup>
- The number of premature deaths increasing, caused by smoking, lack of physical activity, obesity and alcohol misuse. In 2009/10 alone, physical inactivity cost local healthcare authorities £6.2 million per year<sup>43</sup>.
- Increasing problem of obesity and associated costs. A quarter of the UK's population is obese costing the tax payer £2.47bn a year<sup>44</sup>, and if current trends continue over 50% of the population is predicted to be obese by 2050<sup>45</sup>.
- Increase in demand for mental health and wellbeing services which continue to be affected by cuts.<sup>46</sup>
- Changing approaches to healthcare delivery.

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

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<sup>42</sup> The King's Fund: Future Trends, Demography, Ageing Populations

<sup>43</sup> British Heart Foundation, 2013: Economic costs of physical inactivity.

<sup>44</sup> IEA, 2017: Obesity and the Public Purse.

<sup>45</sup> NHS, 2015: "Britain: The fat man of Europe"

<sup>46</sup> Norfolk Community Foundation, 2016: New mental health and wellbeing 'match funding challenge' for Norfolk.

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

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

**Agreement 18: The authorities agree to endorse *Planning in Health: An Engagement Protocol Between Local Planning Authorities*<sup>47</sup>, *Public Health and Health Sector Organisations in Norfolk* and undertake its commitments.**

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

### **Education**

Norfolk's school population will grow considerably in the next 10-15 years. The secondary sector is currently experiencing a decline but numbers in the early primary years are now rising as a result of an increase in the birth rate. As the long-term housing plans of the seven Norfolk district councils are implemented, there will be a significant impact on the demand for pupil places in a number of localities.

Recent education legislation and funding/policy changes are leading to a changed role for Local Authorities in relation to education. Whilst Local Authorities no longer have the role of provider of new school places and are losing their role as provider of some existing schools as these become academies, they retain a strong role as a commissioner.

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<sup>47</sup>See [https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting\\_documents/Health%20Protocol%20Final%201.2docx.pdf](https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/Health%20Protocol%20Final%201.2docx.pdf)

Standards in Norfolk schools are not yet good enough. As a result too many schools have been graded satisfactory or requiring improvement by Ofsted. Norfolk councils Better to Best Scheme has the ambition for all Norfolk pupils attend school that are intended to be good or better. <http://www.schools.norfolk.gov.uk/view/NCC123400>

Currently the Norfolk Infrastructure Plan (NIP)<sup>48</sup> identifies three locations (Thetford, Attleborough, and North East Norwich) where significant new and expanded schools are needed to cope with growth committed in existing Local Plans (category 1). A further 11 locations are identified as category 2 locations where further investment will be required in education to meet needs (mostly new primary schools and secondary extensions). There are a significant number of new and expanded schools that will be needed to cope with the demand arising from the planned growth. These tend to be documented in Local Plan evidence base, and a number have recently been funded via the Free Schools programme.

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

Nevertheless the following is agreed:

**Agreement 19: The Local Planning authorities will continue to work closely with the County Council and school providers to ensure a sufficient supply of school places and land for school expansion or new schools.**

## 7.7 Transportation

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

A background paper has been produced summarising the state of the County's transport network, providing much of the evidence base for the production of the NSF and subsequent Local Plans<sup>49</sup>. The paper aims to identify: the current state of the transport system; the constraints (current and future); and opportunities and includes a review of transport constraints to identify issues that, without resolution, may prove a barrier to growth.

### Current Network

Norfolk is served by two trunk roads: the A11 from London and Cambridge, and the A47 from the west. The A47 continues from Great Yarmouth to Lowestoft. The A11 is fully dual carriageway and the corridor will see some of the largest scale growth planned in the county (at Thetford,

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<sup>48</sup> See <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business/norfolk-infrastructure-plan-2016.pdf>

<sup>49</sup> See [https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting\\_documents/NSFTTransport\\_OutputV4.docx](https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/NSFTTransport_OutputV4.docx)

Attleborough, Wymondham, Hethersett and the Norwich fringe at Colney/Cringelford). 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.

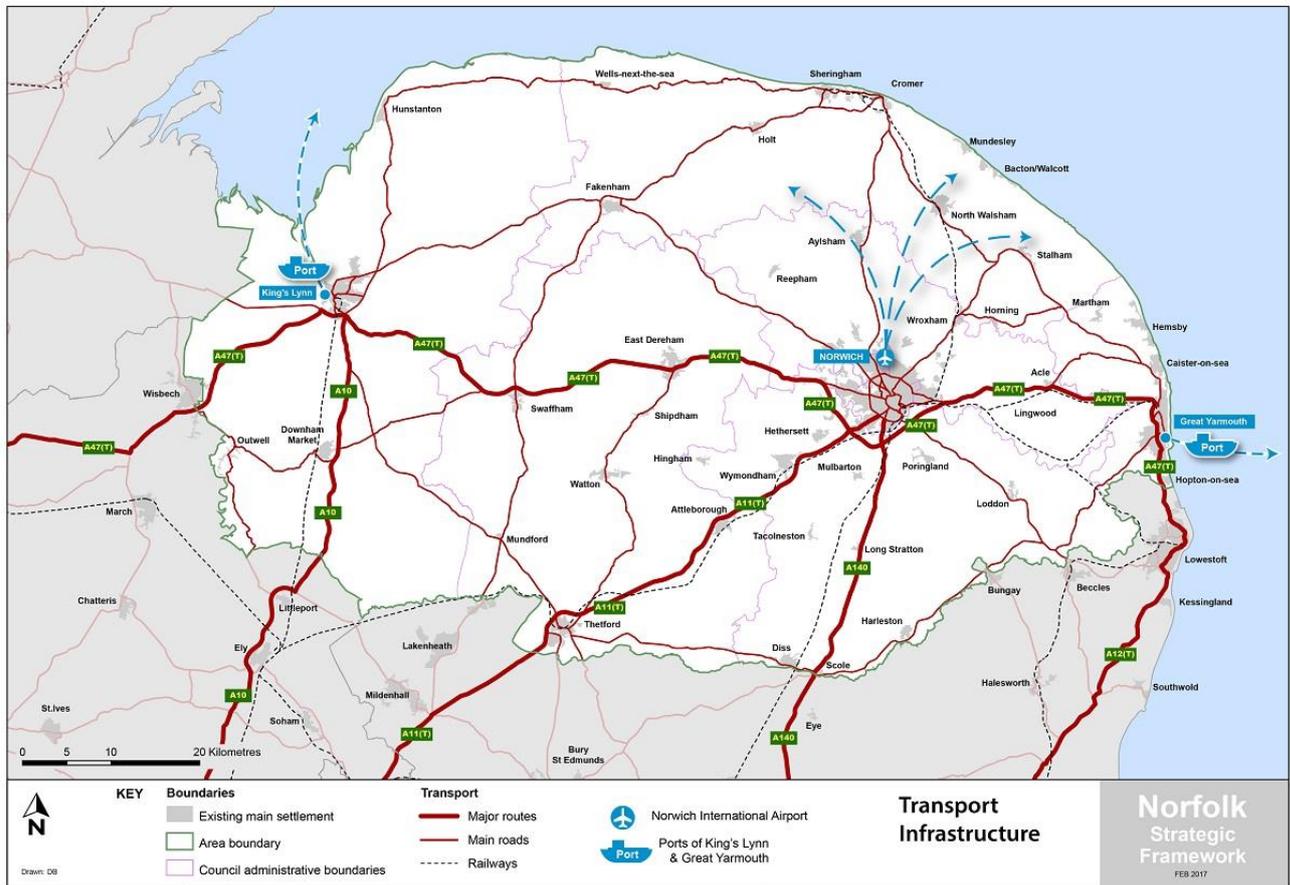


Figure 9: Norfolk Transport Infrastructure, 2017

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

Norwich Airport is situated some 5km north of Norwich city centre. It operates a number of scheduled and charter flights and provides servicing for the offshore energy industries via helicopter flights. The airport terminal has capacity for 700,000 passengers per year. The airport is current consulting on a draft masterplan which envisages considerable growth in the coming years<sup>50</sup>.

<sup>50</sup> See <http://www.norwichairport.co.uk/masterplan/>

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

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

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

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

**Table 11: Committed Transport Projects**

<b>Project Name</b>	<b>Estimated date</b>	<b>Start</b>	<b>Estimated Cost</b>	<b>Funding sources</b>
<b>Norwich Northern Distributor Road</b>	Started, open late 2017/early 2018		£178 million	Funded - Government grant, growth deal and a local contribution
<b>A12/A47 Vauxhall Roundabout , Great Yarmouth</b>	2020		£20 to £30 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
<b>A12 junction, Great Yarmouth</b>	2020		Gapton - £3.5 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
<b>A47 Blofield to Burlingham Dualling</b>	2020		£50-£80 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
<b>A47 Easton to Tuddenham Dualling</b>	2020		£100-£150 million	Funded - Highways England Roads Investment Strategy 1 (2015-2020)
<b>A47/A11 Thickthorn junction</b>	2020		£70 to £100 million	Funded - Highways England Roads Investment Strategy 1

			(2015-2020)
<b>Great Eastern Mainline enhancements<sup>51</sup></b>	Up to 2020	Unknown	Network Rail and Train Operating Company (Abelio)
<b>Fen Line Service Enhancements<sup>52</sup></b>	Up to 2020	Unknown	Network Rail and Train Operating Company (GoVia)

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

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

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

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

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

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<sup>51</sup> Existing services on the Norwich to London line are operated by Greater Anglia as part of the East Anglia franchise. Services operate every ½ hour (more in peak times) with a journey time of around 1 hour 50 minutes. As part of the recent franchise agreement, services will be upgraded to every 20 minutes; there will be new rolling stock; and some services will have journey times of 90 minutes

<sup>52</sup> Existing services on the Kings Lynn to London via Cambridge are operated by GoVia as part of the much larger Thameslink, Southern and Great Northern franchise. Currently services from King's Lynn operate every hour to London King's Cross, though they are ½ hourly at peak times. The franchise commitment for GoVia is to run ½ hourly services throughout the whole day from spring 2017, except that, on a maximum of two occasions each day, services can run hourly to allow for freight train usage of the line.

## Improvements needed

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

This list will be reviewed in response to the consultation and in the light of progress made on the Infrastructure Delivery Plan.

**Table 12: Priority Road Projects for Promotion**

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

Table 93: Priority Rail Projects for promotion

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

## 7.8 Flood Protection and Green Infrastructure

### Flood Protection

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

Much of the Norfolk coastline is reliant on flood defences to minimise flood risk to existing development. Considerable further information on the planned interventions that are necessary in order to protect our communities from coastal flooding are set out in the Coastal Evidence (Flooding and Coastal Erosion) background paper that is published in support of this draft NSF<sup>53</sup>.

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

To address these strategic issues it will be necessary to take a co-ordinated and proportionate approach to managing flood risk. Flood risk assessments are to be used effectively to ensure development is located appropriately. Developers will need to work closely with the relevant public authorities in minimising flood risk through a combination of high quality urban design and green infrastructure, as well as use of Sustainable Drainage Systems (SUDs). Further guidance on how this

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<sup>53</sup> See [https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting\\_documents/Infrastructure%20Group%20Coastal%20Paper%20DRAFT%20V7.docx](https://norfolk.citizenspace.com/consultation/norfolk-strategic-framework/supporting_documents/Infrastructure%20Group%20Coastal%20Paper%20DRAFT%20V7.docx)

will be done is available on the County Council website due to its role as the Lead Local Flood Authority for the County<sup>54</sup>.

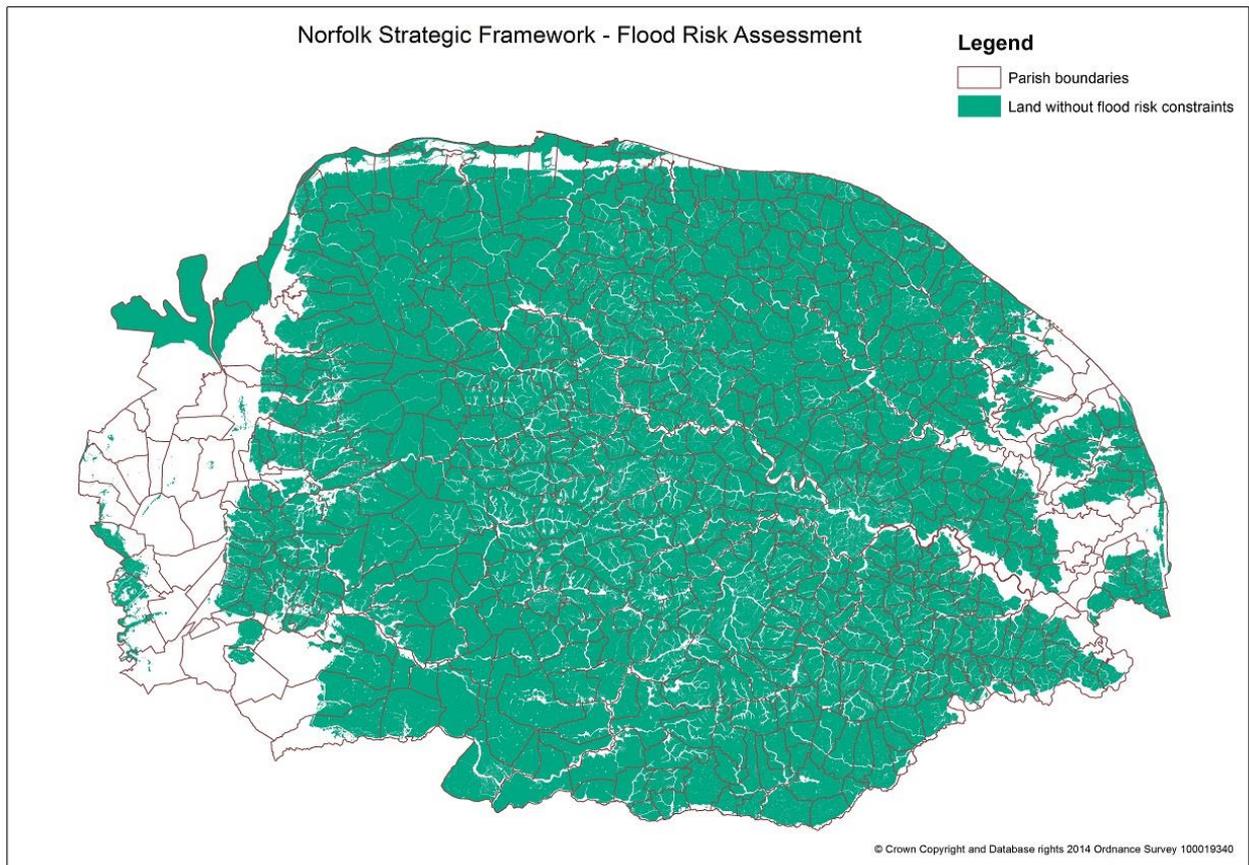


Figure 10: Norfolk Flood Risk Map. 2016

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

As flood waters do not respect administrative boundaries there will be a need for the Norfolk Planning Authorities to continue to work closely together on assessing and minimising flood risk as well as on responding to emergencies when they do occur.

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

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<sup>54</sup> See in particular <https://www.norfolk.gov.uk/-/media/norfolk/downloads/rubbish-recycling-planning/flood-and-water-management/guidance-on-norfolk-county-councils-lead-local-flood-authority-role-as-statutory-consultee-to-planning.pdf>

flood risk assessments. However, the Epoch 2 scheme is considered to be of particular significance and is likely to feature in the list of shared county wide infrastructure priorities that will be confirmed as part of this NSF.

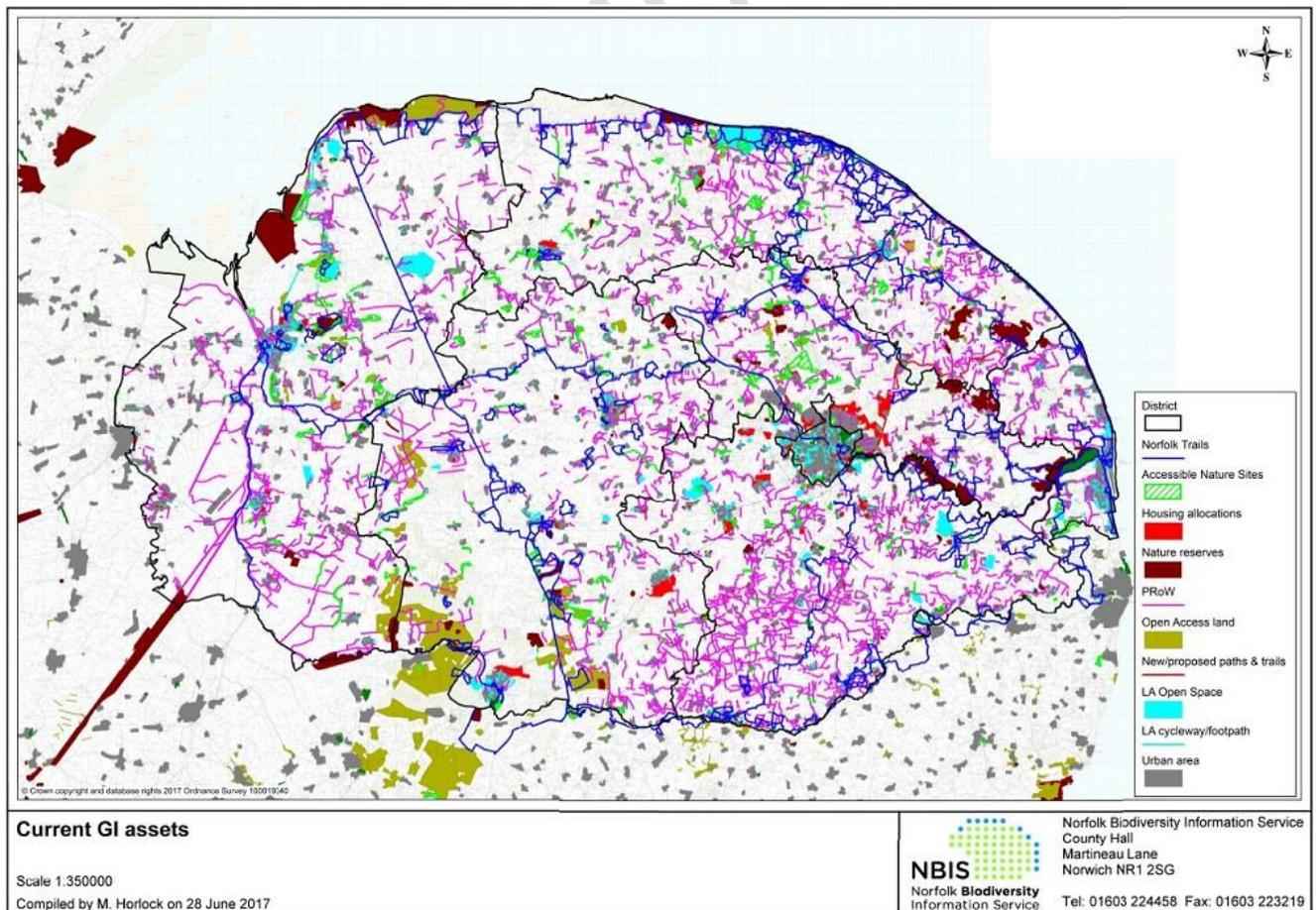
**Table 14: Priority Strategic Flood Defence Projects for Promotion**

Project Name	Estimated Start date	Estimated Cost	Likely funding sources
<b>Great Yarmouth Flood Defences 2017 onwards (Epoch 2)</b>	Not Known	£27-76 million	LEP, Local Authorities and Local businesses

### Green Infrastructure and the Environment

Green infrastructure 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.

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.



**Figure 11: Norfolk's current GI assets. 2017**

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

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

As Norfolk grows 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;
- Ensuring existing and new residents receive the health and quality of life benefits of good green infrastructure;
- Maintaining the economic benefits of a high quality environment for tourism; and
- Protecting and maintaining the Wensum, Coast, Brecks and the Broads.

As part of producing this Framework the authorities have commenced work on producing a GI strategy for Norfolk working with the Environment Agency, Natural England and the Norfolk Wildlife trust. This work is expected to be completed by the end of the year. So far this project has:

- Produced accessible public open space and Countryside Access maps
- Ecological Network Maps
- Identified possible Green Infrastructure Corridors throughout the county (the 'GI network')

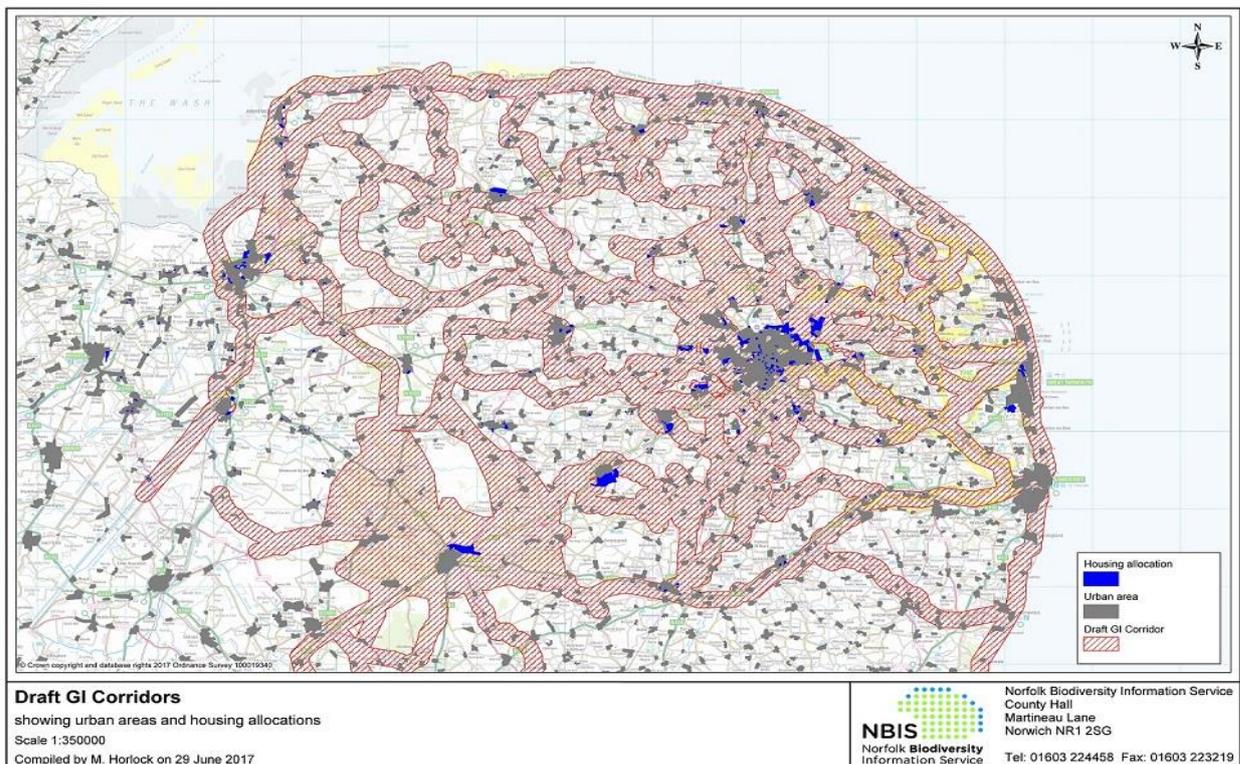


Figure 12: Norfolk's draft GI corridors. 2017

Figure 12 shows an emerging early draft of the identified potential Green Infrastructure Corridors. The intention is for this map to be further developed over the coming months and be incorporated into the Green Infrastructure Strategy. It should be noted that depending on the nature of corridor they may not constrain development, indeed in some circumstances promoting growth in these corridors may enhance their GI value.

**Agreement 20: In recognition of:**

a) **the importance the Brecks, the Broads and the Area of Outstanding National Beauty bring to the county in relation to quality of life, health and wellbeing, economy, tourism and benefits to biodiversity; and**

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

**the Local Planning Authorities will work together to produce a GI Strategy for Norfolk by the end of 2017 which will aid Local Plans in protecting and where appropriate enhancing the relevant assets.**

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

**Table 107: Priority Green Infrastructure Projects for Promotion**

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

## Section 8 – Conclusions and Next Steps

This document is draft. Comments on it from all those interested in the future of the County will be welcome. This will inform an amended version of the document which will be considered at the Strategic Planning Member Forum later in the year before formally being considered for adoption by each of the participating bodies thereafter.

It is expected that this document may change considerably before it is finalised. This change may not only arise from the responses to the consultation, but may also arise from:

- The outcomes of further joint working that is currently underway;
- Central government announcements about the planning system and responses to the Housing White Paper; and
- Progress on other documents such as the New Anglia LEP's Economic Strategy and the Greater Cambridge Greater Peterborough EP's economic strategy

Whatever happens Norfolk's Local Authorities will remain committed to working together wherever possible to deliver not only the formal agreements set out in this document but also on other activities which will assist in the delivery of our shared vision and objectives. The Strategic Planning Member Forum will provide the drive for and democratic oversight of this process.

A significant amount of joint working and co-operation clearly remains to be done. This will include:

- The production of statements of co-operation to inform Local Plan examinations;
- Assessing the implications of any methodology for calculating Objectively Assessed housing Need (OAN) when released by Government;
- Evolving the NSF, enhancing areas of the NSF where time and resource has limited progress (such as joint working on delivery issues and co-ordination of Housing and Economic Land Availability Assessments);
- Maintaining links to neighbouring authorities and particularly Suffolk and Cambridgeshire, and with the wider South East in relation to their strategic planning work;
- Jointly commissioning evidence for local plans to create savings over commissioning evidence separately; and
- In due course reviewing the NSF (it is expected the NSF will need to be updated every two years).

Having produced this draft Strategic Framework there is an appetite to build our shared capacity to take forward such joint working in future. Clearly resources will present a considerable challenge but some options are being explored. These range from establishing a small permanent secretariat to co-ordinate activities and ensure that the functions listed above are undertaken efficiently to creating a larger joint team with the capacity to undertake a range of joint strategic planning activities including potentially the preparation of strategic plans.

In exploring these, the Norfolk Authorities will be particularly keen to engage with interested bodies and Authorities outside of Norfolk to see whether there are any areas where joint working or formal co-operation over a wider geography may lead to greater efficiencies or improved outcome. Any views on this matter would be particularly welcome as part of the consultation responses.

It is expected that the final version of the NSF will conclude with a formal agreement about how joint working could be taken forward in Norfolk. This will only be drafted once the consultation on this draft document has been completed.

Consultation Draft

## Appendix 1 – Local Authority Contacts:

Please direct all representations relating to the NSF to the contact details in Section 1.2. Use the following contact details only if you have enquiries concerning a specific authority area.

Breckland Council	Broadland District Council
Phil Mileham Strategic Planning Manager Breckland Council and South Holland Council Elizabeth House Walpole Loke Dereham NR19 1EE Tel 01362 656803 Email : <a href="mailto:phil.mileham@breckland-sholland.gov.uk">phil.mileham@breckland-sholland.gov.uk</a>	John Walchester Spatial Planning Manager Broadland District Council Thorpe Lodge 1 Yarmouth Road Norwich NR70DU  Tel 01603 430622 Email : <a href="mailto:john.walchester@broadland.gov.uk">john.walchester@broadland.gov.uk</a>
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 : <a href="mailto:Natalie.Beal@broads-authority.gov.uk">Natalie.Beal@broads-authority.gov.uk</a>	John Clements Principal Strategic Planner Great Yarmouth Borough Council 2nd Floor, Town Hall Hall Plain Great Yarmouth Norfolk NR30 2QF Tel 01493 846624 Email: <a href="mailto:john.clements@great-yarmouth.gov.uk">john.clements@great-yarmouth.gov.uk</a>
The Borough Council of King's Lynn and West Norfolk	Norfolk County Council
Alan Gomm Planning Policy Manager Borough Council of King's Lynn and West Norfolk Kings Court Chapel Street King's Lynn PE30 1EX Tel 01553 616237 Email : <a href="mailto:alan.gomm@west-norfolk.gov.uk">alan.gomm@west-norfolk.gov.uk</a>	Phil Morris Principal Planner Norfolk County Council Martineau Ln Norwich NR1 2UA Tel 01603 222730 Email : <a href="mailto:phil.morris@norfolk.gov.uk">phil.morris@norfolk.gov.uk</a>
North Norfolk District Council	Norwich City Council
Mark Ashwell Planning Policy Manager North Norfolk District Council Council Offices Holt Road Cromer NR27 9EN  Mail : <a href="mailto:mark.ashwell@north-norfolk.gov.uk">mark.ashwell@north-norfolk.gov.uk</a> Tel 01263 516325	Graham Nelson Head of Planning City Hall St Peter's Street Norwich NR2 1NH  Mail : <a href="mailto:grahamnelson@norwich.gov.uk">grahamnelson@norwich.gov.uk</a> Tel 01603 212530
South Norfolk Council	

Adam Nicholls Planning Policy Manager South Norfolk District Council South Norfolk House Long Stratton Cygnet Court Norwich NR15 2XE Tel 01508 533809 Email : <a href="mailto:anicholls@s-norfolk.gov.uk">anicholls@s-norfolk.gov.uk</a>	
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