CHAPTER 4: POPULATION AND HOUSING

OBJECTIVES

1. To make provision for future housing needs while making the best use of land

2. To provide for a range in the choice of location

3. To promote a variety of housing to meet the needs of all sections of society

4. To protect and improve residential amenity

INTRODUCTION

4.1 Structure Plan provision for the District is based on statistical assumptions made on elements such as population change, occupancy types, occupancy rates, development expectations, second homes, vacant dwellings and institutional populations. From this statistical base the number of new dwellings required in the District from mid 1993 to 2011 has been set at 9,400 dwellings in the 1999 Norfolk Structure Plan.

4.2 The new housing allocation requirement for the District has been calculated from the Structure Plan requirement using a local plan base date of 1 January 2001. It takes account of the house completions from mid 1993 to the local plan base date and makes a forecast of the likely number of completions which will occur in the plan period arising from the outstanding planning permissions at the local plan base date. The calculation also includes an allowance for smaller sites that will arise in the Local Plan period. These sites are acceptable in planning terms for small-scale housing development but have not been identified as allocations (often referred to as “windfall” sites). For this Local Plan the Council has identified small-scale development in two categories, one to four dwellings and five to ten dwellings. Sites larger than this have been identified in this plan, identified for the Capacity Study 1999.

4.3 The following table splits the various elements of the calculation into Norwich Policy Area and Rural Area components. This reflects the 1999 Structure Plan Policy Area split and highlights the District’s contribution to the Norwich Policy Area total of 21,500 new dwellings.
### Table 1

**Housing Allocation Requirement in the Norwich Policy Area**

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1&lt;sup&gt;st&lt;/sup&gt; January 2001 to mid 2011</strong></td>
<td></td>
</tr>
<tr>
<td>Housing requirement given in Norfolk Structure Plan</td>
<td>7000 less</td>
</tr>
<tr>
<td>Completions from Structure Plan base date (mid 1993) to Local Plan base date (1 Jan 2001)</td>
<td>4653 less</td>
</tr>
<tr>
<td>Expected completions from stock of planning permission at Local Plan base date</td>
<td>1370 less</td>
</tr>
<tr>
<td>Allowance for additional infill sites (1 to 4 dwellings)</td>
<td>110 less</td>
</tr>
<tr>
<td>Allowance for additional infill sites (5 to 9 dwellings)</td>
<td>10 less</td>
</tr>
<tr>
<td>Expected completions from existing allocations or site identified in Supplementary Planning Guidance</td>
<td>540 leaves 317</td>
</tr>
<tr>
<td>Assuming a 10% fall-out allowance gives an allocation requirement of:</td>
<td>350</td>
</tr>
</tbody>
</table>

### Table 2

**Housing Allocation Requirement in the Rural Plan**

<table>
<thead>
<tr>
<th>Date</th>
<th>No. of Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1&lt;sup&gt;st&lt;/sup&gt; January 2001 to mid 2011</strong></td>
<td></td>
</tr>
<tr>
<td>Housing Requirement given in Norfolk Structure Plan</td>
<td>2400 less</td>
</tr>
<tr>
<td>Completions from Structure Plan base date (mid 1993) to Local Plan base date (1&lt;sup&gt;st&lt;/sup&gt; January 2001)</td>
<td>1371 less</td>
</tr>
<tr>
<td>Expected completions from stock of planning permissions at Local Plan base date</td>
<td>585 less</td>
</tr>
<tr>
<td>Allowance for additional infill sites (1 to 4 dwellings)</td>
<td>105</td>
</tr>
<tr>
<td>Allowance for additional infill sites (5 to 9 dwellings)</td>
<td>30</td>
</tr>
</tbody>
</table>
Expected completions sites in Aylsham which did not have planning permission at Local Plan base date leaves 189

Assuming a 10% fall-out allowance gives an allocation requirement of: 210

4.6

The allocation requirements identified in Tables 1 and 2 are met by allocations at:

Sprowston

- White Woman Lane approx 320 dwellings
  (Previous Local Plan allocation taken into account in calculating the scale of allocation needed for this plan)

- Blue Boar Lane approx 640 dwellings
  (Of which approximately 275 are on a previous Local Plan allocation taken into account in calculating the scale of allocation needed for this plan)

- School Lane approx 75 dwellings

Drayton

- Manor Farm approx 40 dwellings
  (Of which approx 20 would be a net increase compared with the current planning permission)

- Village Centre approx 20 dwellings
  (Current planning permission taken into account in calculating the scale of allocation needed)(Mixed use)

Hellesdon

- Site at Eversley Road approx 100 dwellings

Horsford

- Site south of Horsbeck Way approx 35 dwellings

Acle

- North of Springfield (completion of Residential development) approx 30 dwellings

Aylsham

- St Michaels Hospital and land to the North (mixed use) approx 200 dwellings
Coltishall
- East of Station Road approx 37 dwellings (additional)

Hevingham
- West of Pound Road approx 37 dwellings

Marsham
- Wathen Way (current Local Plan Allocation retained) approx 12 units

Reepham
- Part of former Station (mixed use) approx 10 units

4.7 POLICY HOU1 WITHIN THE SETTLEMENT LIMITS, AS SHOWN ON THE PROPOSALS MAP OF THE PARISHES FORMING THE NORWICH FRINGE AND AYLSHAM, PROPOSALS FOR ESTATE DEVELOPMENT ON SITES NOT SO IDENTIFIED ON THE PROPOSALS MAP WILL BE PERMITTED. ELSEWHERE ESTATE DEVELOPMENT ON SITES NOT ALREADY IDENTIFIED ON THE PROPOSALS MAP WILL NOT BE PERMITTED. (Objective 1).

4.8 During the lifetime of the plan sites may come forward for housing which have not previously been considered. Some sites will be considered for housing because of their previous use is no longer feasible. Policies HOU2 and HOU3 reflect the general strategy of the 1999 Structure Plan of seeking to concentrate major housing development in locations which provide opportunities for people to work in the area, use local facilities, reduce the need to travel and support services. Within these areas, the effect of development on the area’s form and character and ability to assimilate growth are particular constraints.

4.9 For the purposes of this policy the plan defines an estate as 6 dwellings or more.

SUPERCEDED BY JOINT CORE STRATEGY

4.10 POLICY HOU2 THE SITES DEFINED BY POLICIES GS6, AYL1, SPR6 AND SPR10 ARE DESIGNATED AS STRATEGIC SITES FOR THE PURPOSES OF THIS LOCAL PLAN. (objective 1, 2)

4.11 The advice in PPG3 on phasing is supported by good practice guidance “Planning to Deliver the Managed Release of Housing Sites: Towards Better Practice (Pub. ODPM July 2001). This includes guidance suggesting it
might be appropriate to designate sites that are considered an essential part of local plan strategy as "Strategic Sites."

4.12 These sites are designated as Strategic Sites because of their contribution to the wider aims of the plan. They all make significant contributions to the local plan’s new dwelling requirement. The site at Aylsham meets the new dwelling requirement for the rural area and helps meet one of the plan’s key objectives of re-using previously developed land.

4.13 The site allocated in Sprowston by Policy SPR10 together with the Strategic Land Reserve defined by Policy GS6, includes a major transport proposal. This transport proposal meets the aim of the local plan to aid orbital movement between radials in the Norwich Fringe. The infrastructure commitment requires the site to be planned as a whole. However, a restriction will be placed on the planning permission for the whole site to ensure phasing the release of the reserve beyond the plan period.

SUPERCEDED BY JOINT CORE STRATEGY

4.14 POLICY HOU3 PLANNING PERMISSION FOR MAJOR HOUSING DEVELOPMENT WILL BE GRANTED IN ACCORD WITH THE FOLLOWING SEQUENTIAL PREFERENCE:

(a) THOSE SITES DESIGNATED IN THIS LOCAL PLAN AS STRATEGIC SITES

(b) SITES WELL SERVED BY PUBLIC TRANSPORT OR THAT ARE WITHIN WALKING OR CYCLING DISTANCE OF LOCAL CENTRES OR TOWN CENTRE FOR THE FRINGE PARISHES AND AYLSHAM

(c) SITES ON THE EDGE OF THE SETTLEMENT BOUNDARY FOR THE FRINGE PARISHES AND AYLSHAM WHERE THEY ARE CAPABLE OF BEING WELL SERVED BY PUBLIC TRANSPORT, CYCLING AND PEDESTRIAN LINKS AS WELL AS BEING WELL-LOCATED IN RELATION TO EMPLOYMENT AREAS, SHOPPING AND COMMUNITY FACILITIES.

(d) SITES WITHIN THE SETTLEMENT LIMITS OF OTHER SETTLEMENTS.

PROPOSALS FOR MAJOR HOUSING SITES WILL BE EXPECTED TO DEMONSTRATE WHY SITES IN HIGHER CATEGORIES ARE UNSUITABLE (Objective 1)

4.15 One of the main emphases in Government advice for locations for new housing is utilising previously developed land before developing greenfield sites. This approach is spelled out in more detail in the Norfolk Structure Plan Policy N13 which sets out a sequence for selecting locations for major housing development. The allocations have been selected seeking the most sustainable locations having regard to access, local facilities and
employment opportunities. It is therefore appropriate to rank allocations in a higher category than other less well-served locations.

The strategic sites include the "strategic land reserve" allocated under Policy GS6. The release of this site will be controlled by a planning obligation under Section 106 of the Town and Country Planning Act 1990 to ensure its development does not commence until after mid-2011. However, the Council may be prepared to vary the planning obligation to allow earlier release of land for development if monitoring of housing development demonstrates there would be less than two years' supply of immediately available land in the Norwich Policy Area as a whole (the Districts of South Norfolk, Norwich City and Broadland).

4.16 For the purposes of this local plan major development is defined as equating to estate scale development (i.e. six or more dwellings).

4.17 PPG3 gives an expectation that local planning authorities should manage the release of sites over the plan period. Much of the local plan housing requirement is committed by virtue of an extant planning permission at local plan base date. This stock of permission is not phased (other than phasing within sites linked to obligation or conditions pertinent to individual sites) although applications for renewal of permission will be judged against the preferences set out in Policy HOU3.

SUPERCEDED BY JOINT CORE STRATEGY

4.18 POLICY HOU4 THE COUNCIL WILL SEEK TO NEGOTIATE WITH DEVELOPERS FOR A PROPORTION OF AFFORDABLE HOUSING ON SITES OF 0.4HA OR MORE, OR CONTAINING 15 OR MORE DWELLINGS AND ON SITES IN PARISHES WITH UP TO 3,000 PEOPLE OF 0.2 HA OR MORE, OR CONTAINING 5 OR MORE DWELLINGS. THE AFFORDABLE HOUSING WILL BE IN SMALL GROUPS WITHIN THE DEVELOPMENT. ANY PERMISSION GRANTED WILL BE APPROPRIATELY CONTROLLED, BY CONDITIONS OR LEGAL AGREEMENT, TO ENSURE THAT THE DEVELOPMENT CONTINUES TO MEET THE NEED FOR AFFORDABLE HOUSING IN THE INITIAL AND SUBSEQUENT OCCUPATION. (Objective 3).

4.19 Circular 06/98 "Planning and Affordable Housing" issued by the then Department of the Environment, gives advice to local Planning Authorities whose identified need for affordable housing exceeds the total number of affordable homes likely to be achieved from sites identified in the Local Plan. This advice is pertinent to Broadland's situation and this policy follows the circular's advice by setting out criteria for sites on which an element of affordable housing will be sought. A housing needs survey was carried out for the District in 2001, following the methodology laid out in "Local Housing Needs Assessment, A Guide to Good Practice" published by the Department of Transport Local Government and the Regions in July 2000. This study estimates an annual need for new affordable housing of 127 dwellings to overcome the current backlog of need over a period of 5
years and a further 696 dwellings per annum to meet newly arising need. Set against an anticipated supply of 300 releas per annum from the existing stock of affordable homes, this leaves a net new build requirement of 533 dwellings per annum over the 5 years mid-2001—mid-2006. The study does not look beyond that period, though, even if all the current backlog had been resolved (which is most unlikely), it would be reasonable to expect a degree of new need to continue arising. Such need in the latter part of the plan period would need to be quantified by further housing need surveys carried out at the time, though if the newly arising need continues at the same rate throughout the plan period, the need would be 533 dwellings per annum mid-2001—2006 and 396 per annum for the period mid-2006—2011. Clearly this is not likely to be achieved from allocated sites.

4.20 In negotiations on sites falling within this policy the Council will seek a proportion of affordable housing in line with its most recent version of Supplementary Planning Guidance. This Supplementary Guidance will be based on the most up-to-date housing needs survey, and will give guidance on the level of affordable housing required. Negotiations will also have regard to other factors such as the site characteristics and the relevant factors concerning the development of the site, including the economies of site development. In order to achieve the best mix possible the affordable housing should be distributed throughout larger sites with groups of no more than 6 social houses except where justified by site specific layout considerations. This will help achieve one of the aims of PPG3 which is to create mixed and inclusive communities and follows advice in the guidance of avoiding the creation of large areas of housing of similar characteristics.

4.21 The identified level of need compared to the likely supply of new affordable houses from allocated sites and anticipated windfalls has prompted the Council to apply thresholds of 0.4ha/15 units in larger parishes and 0.2ha/5 units in parishes under 3000 population. Although these are below the “normal” threshold advocated in Circular 06/98, they fall within the parameters of the Circular where justified by the level of need identified. This applies in Broadland.

4.22 The Council has defined affordable housing to mean “housing provided to meet the needs of those who cannot afford or are otherwise excluded (e.g. ineligibility for a mortgage) from occupying dwellings on the open market”. This definition includes those people who would be unable to afford to rent the open market. The Council defines these in housing need, for the purposes of this policy, to be individuals or households who are:

(a) either in unsuitable accommodation (as defined by the District Council’s points system) or homeless, and
(b) unable to afford to rent or purchase suitable accommodation on the open market (i.e.) in the case of rented property the accommodation cost would need to be more than 30% of net income, in the case of mortgaged property the individual or household if it has a gross
household income less than one-third its mortgage requirement for a suitable home)

In accordance with Circular 6/98, "Planning for Affordable Housing", this definition encompasses low cost market and includes subsidised housing discounted for purchase, social rented and shared equity. However, as affordability is volatile, assessments of tenure will need to be made on a site by site basis at the time of granting planning permission. The key issue is that whatever tenure is selected, it achieves weekly outgoing levels appreciably below the minimum cost of comparable market housing and that the affordable housing achieved through Policy HOU4 will be available, both initially and subsequently, to those with a demonstrable housing need. The most effective way of achieving this is through the involvement of a Registered Social Landlord as advocated by Circular 6/98. In cases where no RSL is to be involved planning obligation will be sought or a condition imposed which will specify any phasing requirement for the affordable housing element of the development and will give the occupancy criteria.

4.23 Only in exceptional circumstances will it be acceptable for developers to make the required provision, in whole or in part, by way of commuted payments towards development of affordable housing which could be on other sites, or by cross-subsidising "exception" sites in accordance with Policy HOU18.

4.24 POLICY HOU5 WITHIN THE SETTLEMENT LIMITS AS DEFINED ON THE PROPOSALS MAP PERMISSION WILL BE GIVEN FOR INDIVIDUAL DWELLINGS OR SMALL GROUPS OF DWELLINGS. (Objective 1)

4.25 "Small groups" will normally not contain more than 5 dwellings, but with variations to meet individual circumstances. Development may be served by a small cul-de-sac but must be "rounded off" to ensure that no later extensions to the development will be made. Settlement limits have been defined for some settlements based on size, compactness and facilities, and in accordance with the general strategy.

4.26 This policy also applies to sites allocated for dwellings in the plan which lie within the defined development boundary. In some cases the total number of dwellings allocated for the site will be lower than the maximum allowed by this policy. Where this is the case it is a reflection on the capacity of the individual site taking into account the sites characteristics and the form and character of the surrounding built up area within the development boundary.

4.27 POLICY HOU6 WITHIN THE SETTLEMENT LIMITS OF THE NORWICH FRINGE PARISHES AND AYLSHAM, AS SHOWN ON THE PROPOSALS MAP, PROPOSALS FOR ESTATE-SCALE DEVELOPMENT WILL ONLY BE PERMITTED WHERE THE OVERALL NET DENSITY OF THE PROPOSED DEVELOPMENT IS A
MINIMUM OF 30 DWELLINGS PER HECTARE. ELSEWHERE THE COUNCIL WILL STILL LOOK TO MAKE EFFICIENT USE OF DEVELOPMENT LAND, BUT THE FORM AND CHARACTER OF THE SURROUNDING AREA WILL BE A MAJOR DETERMINANT IN THE FORM OF NEW DEVELOPMENT. SITES THAT ARE WELL SERVED BY PUBLIC TRANSPORT OR ARE CLOSE TO A RANGE OF EXISTING FACILITIES AND SERVICES WILL BE EXPECTED TO BE DEVELOPED AT OVERALL NET DENSITIES IN EXCESS OF 30 DWELLINGS PER HECTARE (Objective 1).

4.28 Planning Policy Guidance Note 3, “Housing”, advises local planning authorities that they should encourage the efficient use of land, as one measure that can help create sustainable residential environments. It suggests that an efficient use of land in development of between 30 and 50 dwellings per hectare net. It is also suggested that greater intensity of development should be sought around district and local centres or along good quality public transport corridors.

4.29 The Plan has applied this guidance, seeking to maximise density on windfall sites in the Norwich Fringe and Aylsham. Elsewhere in the District it is considered that development opportunities for estate-scale housing development will be very restricted. The rural nature of this area means that higher density may not always be appropriate, due in part to the prevailing character of the settlements in this area and the lack of good public transport services. If individual circumstances differ high densities may be acceptable.

4.30 Net density is calculated by dividing the number of dwellings by the net site area. The net site area is calculated by taking the total site area and subtracting from it the area used for major distributor roads, open spaces serving a wider area and significant landscape buffer strips. The net site area will include access roads within the sites, private garden space, car parking, incidental open space and landscaping and children’s play areas.

4.31 POLICY HOU7 OUTSIDE THE SETTLEMENT LIMITS, AS DEFINED ON THE PROPOSALS MAP, PLANNING PERMISSION FOR NEW RESIDENTIAL DEVELOPMENT WILL NOT BE GIVEN. HOWEVER PERMISSION WILL BE GIVEN FOR DWELLINGS CONNECTED WITH AGRICULTURE, FORESTRY, ORGANISED RECREATION OR TOURIST FACILITIES OR THE EXPANSION OF EXISTING INSTITUTIONS, WHERE IT CAN BE DEMONSTRATED THAT:

(a) THERE IS A PROVEN FUNCTIONAL NEED ON THE SITE (IN THE CASE OF NEW ENTERPRISES THE NEED MAY BE TESTED BY REQUIRING THE TEMPORARY LOCATION OF A RESIDENTIAL CARAVAN ON THE SITE).

(b) SUCH DWELLINGS ARE OF A SIZE WHICH IS PROPORTIONATE TO THE FUNCTIONAL NEED AND ARE
SITED IN CLOSE PROXIMITY TO EXISTING BUILDINGS WHEREVER POSSIBLE

(c) THERE IS NO APPROPRIATE ALTERNATIVE ACCOMMODATION, EXISTING OR WITH PLANNING PERMISSION, AVAILABLE EITHER ON THE HOLDING OR IN THE NEAR VICINITY.

IN APPROPRIATE CIRCUMSTANCES OCCUPANCY OF SUCH DWELLINGS WILL BE RESTRICTED BY WAY OF A CONDITION PLACED ON PLANNING CONSENT. A CONDITION WILL BE IMPOSED ON ALL DWELLINGS PERMITTED ON THE BASIS OF A JUSTIFIED AGRICULTURAL NEED TO ENSURE THAT THE OCCUPATION OF THE DWELLING SHALL BE LIMITED TO A PERSON SOLELY OR MAINLY EMPLOYED OR LAST EMPLOYED IN AGRICULTURE OR FORESTRY IN THE LOCALITY (INCLUDING ANY DEPENDANTS OF SUCH A PERSON RESIDING WITH THEM OR A WIDOW OR WIDOWER OF SUCH A PERSON). ADDITIONALLY THE COUNCIL WILL TAKE INTO ACCOUNT OTHER RESIDENTIAL ACCOMMODATION ON THE SITE OR HOLDING AND WHETHER THIS SHOULD BE COVERED BY A SIMILAR OCCUPANCY RESTRICTION. ANY BUILDING WILL BE EXPECTED TO BE OF A HIGH STANDARD OF DESIGN AND RESPECT ITS RURAL LOCATION. (Objective 1)

4.32 The Council’s policy is to restrict new residential development to within the defined settlement limits. This policy helps to avoid the social and visual costs that can result when new development takes place in the open countryside. However, it recognises that certain activities require an employee to live close to the activity. The Council is concerned that the number of new dwellings in the countryside is restricted to only those which are necessary for the activities described in Policy HOU7. The limit on the size of the dwelling is intended to ensure that the dwelling reflects the requirements of the unit rather than the owner or occupier. This restriction is consistent with the advice in PPS7. The use of temporary permissions will help the Council assess the requirement for accommodation on the site. It will enable the applicant to establish the enterprise to the point where the policy is satisfied and permission for a permanent dwelling can be granted.

4.33 **POLICY HOU8 APPLICATIONS FOR THE REMOVAL OF AN OCCUPANCY CONDITION WILL BE PERMITTED ONLY WHERE:**

(a) THE APPLICANT CAN DEMONSTRATE THAT THE HOLDING TO WHICH THE DWELLING IS RELATED IS EITHER NO LONGER A Viable OPERATION OR THE HOLDING NO LONGER HAS A REQUIREMENT FOR THE DWELLING AND THERE IS NO DEMAND FOR SUCH A DWELLING IN THE LOCALITY; OR
(b) IT CAN BE DEMONSTRATED THAT THE DWELLING COULD CONTRIBUTE TO MEETING AFFORDABLE LOCAL HOUSING NEED AND THE SCHEME IS CAPABLE OF PROPER MANAGEMENT BY, FOR EXAMPLE, A HOUSING ASSOCIATION, VILLAGE TRUST OR SIMILAR LOCAL ORGANISATION WHICH IS ABLE TO CONTROL THE INITIAL AND SUBSEQUENT OCCUPATION IN THE FUTURE, AND THAT A LEGALLY BINDING AGREEMENT TO THIS EFFECT IS ENTERED INTO BY THE APPLICANT BEFORE PLANNING PERMISSION IS GIVEN (Objective 1).

4.34 Policy HOU7 acknowledges that there are certain circumstances that require dwellings to be built outside of the defined settlement limits. However, it is important that the number of dwellings allowed under HOU7 is kept to a minimum in order to maintain one of the plan’s main strategies of restricting development in the countryside. This policy seeks to maintain the stock of dwellings in the countryside which are needed for those people who live close to the operation where they work. The restrictive occupancy condition would have been placed on the dwelling to ensure it catered a very specific local need. Allowing the dwelling to continue to meet local need, albeit a more general need ensures the original purpose for the dwelling is maintained. The involvement of a Registered Social Landlord in such a proposal ensures the local need is met in the long term.

4.35 POLICY HOU9 OUTSIDE SETTLEMENT LIMITS, AS DEFINED ON THE PROPOSALS MAP, PROPOSALS FOR REPLACEMENT DWELLINGS WILL BE PERMITTED SUBJECT TO:

(a) THE REPLACEMENT BEING OF A SIMILAR SCALE TO THE ORIGINAL

(b) THE DESIGN AND MATERIALS BEING IN SYMPATHY WITH THE SURROUNDING AREA

(c) THE ORIGINAL DWELLINGS BEING SUBSTANTIALLY INTACT. (Objective 4)

4.36 In seeking to minimise the impact on the countryside it is necessary to ensure that any replacement dwelling is as similar in terms of size and character to the original as possible. As a general rule the Council would not expect a replacement to be larger in floorspace than the existing dwelling plus the floorspace that could be built as permitted development. This will also help in maintaining a stock of relatively affordable rural dwellings.

DESIGN POLICIES

4.37 A high standard of layout and design will be required in accordance with policy ENV2. Existing features such as trees and areas of woodland should be retained and incorporated in the development so that the landscaping of
the new development has some mature elements from the outset. Extensive measures will be required to help assimilate new developments into the landscape, including perimeter planting where relevant. The Council has produced further advice relating to the positioning of trees and buildings.

4.38 The total appearance of the built environment throughout each housing area should be co-ordinated and visually pleasing, and adjacent housing areas should be well related. Materials should be of good quality and preference will be given to traditional Norfolk bricks and pantiles.

SUPERCEDED BY JOINT CORE STRATEGY

4.39 Policy HOU4 relates to the need for an element of affordable housing on site sites. However irrespective of cost or tenure it is important that the housing stock of the district meets the needs of its people.

4.40 At present there is a relatively large supply of medium to large family homes. The 2001 housing needs survey suggests that, over the initial part of the plan period 50% of the affordable housing sought should be 2 bedrooms with 45% one bedroom and the remainder divided between 3 and 4 bedrooms. For market housing, taking into account the aspirations and expectations of those likely to be moving to owner occupied properties, compared with the type of stock likely to be vacated, the study suggests that around 55% of new private sector housing should be 2 bedroom and 38% one bedroom to meet housing need among existing residents, with the remainder divided between 3 and 4 bedrooms.

4.41 It is also important to recognise other demographic trends. The proportion of the population of Broadland in the older age bracket is likely to rise from 12.0% to 15.0% (pensionable age to 74) and from 8.5% to 10.2% (age 75+) between 2001 and 2011.

4.42 With the effect of Care in the Community being to reduce institutional populations, but increase the number of small households living with a degree of independence, and health improvement efforts also likely to result in people living for longer, it is likely that the number of small households consisting of older people will rise

4.43 The 2001 housing needs survey showed that just over 10% of households include at least one member with special needs and nearly 28% consisted of one or two pensioners. These facts suggest that there is a need to cater particularly for a population with increasing numbers of small households consisting of older people
4.45 All major development will therefore be expected to include

- A higher proportion of 1 and 2 bedroom properties across all tenures
- A proportion of homes designed particularly with the needs of older people in mind including sheltered housing, unless there are dwellings specifically designed to meet the needs of a different and specific group with special needs including support where appropriate.
- A proportion of homes designed as "lifetime homes".

All housing with the exception of schemes involving only one or two plots will be expected to include at least one element from the above list.

4.46 POLICY HOU11 SUB-DIVISION OF PLOTS WILL NOT BE PERMITTED WHERE IT WOULD LEAD TO DEVELOPMENT OUT OF CHARACTER AND SCALE WITH ITS SURROUNDINGS IN ORDER TO PREVENT "TOWN-CRAMMING". BACKLAND DEVELOPMENT WILL ONLY BE ALLOWED IF IT IS SERVED BY A SUITABLY DESIGNED ACCESS ROAD. (Objective 4).

4.47 Housing densities need to vary according to location and site characteristics. It is important that small infill development, in particular, is sensitively designed to take into account the character and size of the surrounding properties. In many Norfolk villages, the traditional character is one of loose-knit development with buildings in larger grounds, often with a considerable number of trees, or with buildings interspersed with undeveloped areas. In such areas, sub-division of plots and infilling can dramatically change the character of the area even though resultant plots are not necessarily small by current standards. "Town-cramming" can have a detrimental effect on the character of the environment. Similarly backland development, (the development of houses behind other houses without a proper road frontage) is generally detrimental to amenities of adjoining residents. (See also Policy ENV2 and GS3).

4.48 POLICY HOU12 OUTSIDE OF THE SETTLEMENT LIMITS, AS SHOWN ON THE PROPOSALS MAP, PROPOSALS FOR ANNEXES TO EXISTING DWELLINGS WILL BE PERMITTED WHERE:

a) THE ANNEX IS SUBORDINATE TO THE ORIGINAL DWELLING;
b) THE ANNEX IS PHYSICALLY ATTACHED TO THE ORIGINAL DWELLING,
c) THE ANNEX SHARED AT LEAST ONE FACILITY WITH THE MAIN DWELLING,
d) OCCUPANCY OF THE ANNEX WILL BE CONTROLLED TO ENSURE IT CONTINUES TO RELATE TO THE MAIN DWELLING. (Objective 3)

4.49 The creation of annexes often allows families to provide a degree of care and supervision for a relative whilst allowing a degree of independent living. However it is important that proposals outside of settlement limits
do not evolve into a separate unit of accommodation. For this reason it is important that the annex is physically attached and shares at least a facility with the main dwelling. For example the occupant of the annex shares a bathroom or kitchen with the main dwelling.

**4.50** **POLICY Hou13** PLANNING APPLICATIONS FOR THE SITING OF RESIDENTIAL CARAVANS WILL BE CONSIDERED WITH RESPECT TO THE POLICIES CONCERNING LOCATION OF HOUSING DEVELOPMENT. (Objective 1)

**4.51** As stated earlier in this chapter, it is the Council’s policy to restrict all new residential development to within the defined settlement limits. It is also important that all residential development does not detract from the amenity and character of an existing residential area.

**4.52** **POLICY Hou14** IN ORDER TO PROTECT THE CHARACTER OF ESTABLISHED RESIDENTIAL AREAS AND MAINTAIN AN ADEQUATE HOUSING STOCK THE CHANGE OF USE OF AN ENTIRE DWELLING OR THE MAJOR PART OF A DWELLING WILL NOT BE PERMITTED UNLESS:

(a) CONTINUED RESIDENTIAL USE WOULD BE UNDESIRABLE BECAUSE OF ENVIRONMENTAL FACTORS OR

(b) CHANGE OF USE IS THE ONLY WAY OF ENSURING THE RETENTION OR REHABILITATION OF A BUILDING OF ARCHITECTURAL INTEREST OR ITS SETTING, OR

(c) THE CHANGE OF USE WOULD POSITIVELY HELP IN ACHIEVING OTHER OBJECTIVES OF THE PLAN (Objective 1, 4)

**4.53** When considering any employment use the Planning Authority must be satisfied that no undue adverse effects will arise, to the detriment of neighbours or character and appearance of the surrounding area in general. The Planning Authority will also take into account the requirement to maintain an adequate housing stock.

**4.54** **POLICY Hou15** WITHIN SETTLEMENT LIMITS, AS DEFINED ON THE PROPOSALS MAP THE SUBDIVISION OF EXISTING LARGE HOUSES INTO TWO OR MORE DWELLINGS OR CONVERSION TO AN INSTITUTIONAL RESIDENTIAL USE WILL BE PERMITTED. OUTSIDE SETTLEMENT LIMITS SUCH DEVELOPMENT WILL NOT BE PERMITTED EXCEPT WHERE IT CAN BE DEMONSTRATED TO MEET A LOCAL NEED OR ANOTHER OBJECTIVE OF THE PLAN. (Objective 4).

**4.55** While sub-division of larger houses can be an effective way of making additions to the housing stock, it is important that the intensification does not adversely affect the character of the building or the surrounding area.
The location strategy for new residential development is to concentrate new housing within settlement limits. This policy seeks to avoid intensification of residential use outside of these limits to ensure new homes have access to local services and facilities.

**POLICY H016 IN DEALING WITH PLANNING APPLICATIONS FOR RESIDENTIAL INSTITUTIONS INCLUDING RESIDENTIAL HOMES FOR THE ELDERLY, COMMUNITY HOMES AND NURSING HOMES, COMPLIANCE WITH THE FOLLOWING CRITERIA WILL BE EXPECTED:**

(a) **THE SITE IS ACCESSIBLE BY PUBLIC TRANSPORT, PARTICULARLY AT OFF-PEAK TIMES WHEN VISITOR TRIPS ARE LIKELY TO BE AT THEIR HIGHEST;**

(b) **THE SITE HAS EASY ACCESS TO A WIDE RANGE OF COMMUNITY FACILITIES, EG POST OFFICES, LIBRARIES, CHURCHES, PLACES OF ENTERTAINMENT, DOCTORS’ SURGERIES AND SHOPPING FACILITIES;**

(c) **THE SITE IS REASONABLY LEVEL AND HAS SUFFICIENT SIZE TO ACCOMMODATE ADEQUATE PARKING, DELIVERY AND TURNING SPACES, PROVISION TO ALLOW FOR A QUIET AMENITY AREA ADJACENT TO THE BUILDING AND IS IN AN AREA OF ACTIVITY, RATHER THAN A BACKLAND OR A REMOTE RESIDENTIAL AREA;**

(d) **THE CHANGE OF USE OF A BUILDING WILL ONLY BE ACCEPTABLE WHERE THE BUILDING OFFERS SUFFICIENT ACCOMMODATION TO OBViate THE NEED FOR MAJOR EXTENSIONS WHICH CHANGE ITS CHARACTER OR SETTING, AND WHICH CAN BE ACCOMMODATED WITHIN THE CURTAILAGE AVAILABLE WITHOUT DETRIMENT TO THE CHARACTER OF THE LOCALITY;**

(d) **ACCOUNT WILL BE TAKEN OF THE EXISTING PROVISION OF SIMILAR ACCOMMODATION IN THE LOCALITY, TO ENSURE THAT THE CHARACTER OF AN AREA IS NOT SUBSTANTIALLY AND ADVERSELY CHANGED;**

(e) **ACCESS AND PARKING ARRANGEMENTS SHOULD BE SUITABLE FOR AMBULANCES AND VANS AND THE NEEDS OF PEOPLE WITH DISABILITIES INCLUDING LEVEL APPROACHES AND ENTRANCES, WIDE DOORS AND ACCESSIBLE TOILETS AND MEET THE DISTRICT COUNCIL’S AND HIGHWAY AUTHORITY’S STANDARDS.**

EXTENSIONS TO EXISTING INSTITUTIONS WILL ALSO BE DETERMINED AGAINST THIS POLICY. (Objectives 1,4)
4.57 The weight to be attached to each of these criteria will depend upon the precise nature of the proposals. Applications for planning permission for homes for the elderly will be determined following consultation with the Norfolk County Council Social Services Department. Conditions are likely to be imposed restricting the use to that specified in the application and not allowing unrestricted use within the Use Class. This policy does not apply to retirement housing where residents are likely to be more active and independent, even where there is a warden on site. Such developments are not regarded as being materially different from general housing and the normal location criteria and standards relevant to housing will be applied in the case of such proposals.

4.58 POLICY HOU17 PROPOSALS FOR RESIDENTIAL INSTITUTIONS WHICH ARE OUTSIDE THE SETTLEMENT LIMITS, AS DEFINED ON THE PROPOSALS MAP, WILL NOT BE PERMITTED UNLESS THEY CAN BE DEMONSTRATED TO MEET A PARTICULAR LOCAL NEED WHICH CANNOT BE ACCOMMODATED IN ANY OTHER WAY. IN SUCH CASES, IN ADDITION TO CRITERIA IN POLICY HOU16, IT WILL NEED TO BE DEMONSTRATED THAT:

(a) THE DEVELOPMENT PROPOSED IS OF A SCALE WHICH REFLECTS THE LEVEL OF NEED IDENTIFIED FOR THE SETTLEMENT;

(b) THE NEED WHICH HAS BEEN IDENTIFIED CAN ONLY BE MET IN THAT PARTICULAR LOCALITY (IE IN THE PARISH CONCERNED OR AN ADJACENT ONE) OR WHERE THE NATURE OF THE INSTITUTION REQUIRES AN ISOLATED POSITION.

(c) THE SCHEME IS CAPABLE OF PROPER MANAGEMENT WHICH CAN CONTROL INITIAL AND SUBSEQUENT OCCUPATION IN THE FUTURE THUS ENSURING THAT THE PROPOSAL MEETS LOCAL TERM. THE DEVELOPER WILL BE EXPECTED TO ENTER A LEGALLY BINDING AGREEMENT TO SECURE THIS. (Objectives 1, 3, 4)

4.59 One of the main aims of the Local Plan is to protect the countryside and limit the amount of new development permitted outside of the settlement limits, as defined on the Proposals Map. Another aim is to provide a mixture of types of housing in order to meet identified needs. This policy seeks to ensure both these aims are met; only permitting development outside defined limits as an exception where there is an identified local need. It is important that any site relates well to existing development and, to ensure the scheme is as environmentally sustainable as possible, has good access to a range of local facilities and public transport. It is also important that such localised schemes provided through this policy continue to meet local needs in the long term. Therefore the Council will seek to impose a legal obligation on any planning permission for such a scheme to ensure it continues to meet local needs in the long term.
4.60 The upper floors of shopping and commercial premises (Classes A1 and A2 of the Town and Country Planning (Use Classes) (Amendment) (England) 2005) are often under-utilised. The use of such floor space for residential purposes should be encouraged to maximise the use of existing buildings and therefore to reduce the need to develop on previously undeveloped sites, and to ensure the sound maintenance of such buildings in the longer term. Such uses could assist in the maintenance of listed buildings and non-listed buildings in Conservation Areas provided any conversion work is of a sympathetic nature and of good design. Conversion to residential use would help to provide a wider variety of dwelling types available for various sections of the community. In many cases such proposals are permitted development. Any proposer of such a change of use should consult the Town and Country Planning (General Permitted Development) Order 1995, Schedule 2, Part 3, Class F.

4.61 POLICY HOU18 IN EXCEPTIONAL CASES, DEVELOPMENT FOR AFFORDABLE HOUSING WILL BE PERMITTED ON LAND WHICH WOULD NOT NORMALLY BE CONSIDERED AS SUITABLE FOR HOUSING IN THE LOCAL PLAN, PROVIDED IT CAN BE DEMONSTRATED TO MEET A PARTICULAR LOCAL NEED WHICH CANNOT BE ACCOMMODATED IN ANY OTHER WAY. SUCH DEVELOPMENT WILL ONLY BE PERMITTED WHEN:

(a) THE SITE IN QUESTION IS IN OR ADJOINING A SETTLEMENT LIMIT, AS DEFINED ON THE PROPOSALS MAP, OR A SMALL RURAL COMMUNITY WHERE THERE ARE ADEQUATE LOCAL FACILITIES (EG SCHOOLS, SHOPS AND PUBLIC TRANSPORT);

(b) THE DEVELOPMENT PROPOSED IS OF A SCALE WHICH RESPECTS THE LEVEL OF NEED IDENTIFIED FOR THE SETTLEMENT;

(c) THE SCHEME IS CAPABLE OF PROPER MANAGEMENT BY, FOR EXAMPLE, A HOUSING ASSOCIATION, VILLAGE TRUST OR SIMILAR LOCAL ORGANISATION WHICH IS ABLE TO CONTROL THE INITIAL AND SUBSEQUENT OCCUPATION IN THE FUTURE, AND A LEGALLY BINDING AGREEMENT TO THIS EFFECT IS ENTERED INTO BY THE DEVELOPER BEFORE PLANNING PERMISSION IS GIVEN;

(d) THE NEED WHICH HAS BEEN DEMONSTRATED ARISES IN THAT PARTICULAR LOCALITY (IE IN THE PARISH CONCERNED OR AN ADJACENT ONE).

(e) THE FLOORSPACE OF ANY DWELLING SHALL RELATE TO THE IDENTIFIED NEED.
4.62 Land identified in the Local Plan is considered adequate to meet market demand in terms of overall scale and broad distribution. However, not all needs can be catered for by the market. It is important that this situation does not result in an unbalanced community which could have undesirable social and economic effects. It may therefore be necessary to accept that special provision needs to be made for certain groups e.g. people ineligible for mortgages or people with strong ties to the locality, for example people whose first preference for housing is that village or an adjacent one. The Council will expect the proposers of any such schemes to demonstrate the housing need which the scheme is intended to address before considering the scheme. The development of small sites not allocated for housing may be one way of building at lower cost. It is important that any site relates well to existing development, and is acceptable on planning and highway grounds.

4.63 Development which satisfies the criteria listed in Policy HOU18 will involve an organisation which is capable of ensuring its proper management. The Department of the Environment Circular 06/98, “Planning and Affordable Housing”, requires the Council to outline its preferred approach for controlling occupancy. In such localised schemes it is essential that homes provided through this policy continue to meet local needs in the long term. It is, therefore, likely to involve a registered social landlord in development falling within the scope of this policy. Schemes for low-cost discounted market housing will be permitted under this policy, where it is demonstrated that they meet a particular local need and arrangements exist to ensure they will continue to meet such a need.

4.64 POLICY HOU19 PROPOSALS FOR BASES FOR TRAVELLING SHOWPEOPLE WILL BE PERMITTED PROVIDED THAT:

(a) THE USE DOES NOT RESULT IN DEVELOPMENT WHICH WOULD BE LIKELY TO CAUSE DISTURBANCE TO NEIGHBOURS BY REASON OF NOISE, FUMES AND DUST RESULTING FROM VEHICULAR MOVEMENT AND THE MAINTENANCE AND TESTING OF EQUIPMENT.

(b) THEY ARE CONVENIENT FOR SCHOOLS AND OTHER COMMUNITY FACILITIES.
(c) IT CAN BE DEMONSTRATED BY THE APPLICANT THAT THE PROPOSAL IS INTENDED TO MEET THE NEEDS OF TRAVELLING SHOWPEOPLE. (Objective 1, 3)

4.65 The Department of the Environment Circular No. 22/91 seeks the needs of travelling show-people to be considered when preparing local plans, urging local planning authorities to make a realistic assessment of the amount of accommodation required. In an attempt to make such an assessment the District Council sought the views of the Norwich and Eastern Counties Section of the Showmen’s Guild of Great Britain. The Guild were of the opinion that unless there is a large unforeseen influx of their members into the district, no site will be required to be identified in the plan period.

4.66 This policy sets out criteria by which to determine applications for sites meeting unforeseen demand. The policy takes into account the specific requirements of show people who not only use sites for residential purposes but to maintain and test their equipment.

Gypsies and Travellers

4.67 Applications for Gypsy sites will be considered against the residential and other local plan policies.

4.68 Recent counts have shown that there are few or no gypsy “pitches” in the district. When “pitches” do occur, they are what can be termed as tolerated sites, i.e. with the landowner’s consent, and for short periods. For this reason no allocation for a site is deemed necessary. There may, however, in the future be demand for private sites.

4.69 The plan requires such sites to be environmentally acceptable, adequately serviced and must meet the normal design, layout and highway criteria and standards expected from all residential development.